



CITY OF

Gretchen Miller Kafoury, Commissioner of Public Affairs

PORTLAND, OREGON

BUREAU OF FIRE, RESCUE & EMERGENCY SERVICES

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December 2, 1996

Mayor Katz
 Commissioner Kafoury
 Commissioner Hales
 Commissioner Sten
 Commissioner Lindberg
 Commissioner Elect Francisconi

Attached is the February 1996 Flood Response and Recovery Report (High Water II) and the Basic Emergency Services Plan (The Plan). The Flood report was compiled by a committee of technical experts representing the City's operational bureaus. The lessons learned in this flood should improve the City's response to a future flood and more effectively protect the community. The lessons learned are:

- 1 **Centralized coordination was improved**, now including most City Bureaus, Multnomah County and the State of Oregon
- 2 **Train key personnel in the Plan** to ensure each Bureau functions at capacity in a local disaster operation
- 3 The **Emergency Management Council (EMC)**, made up of each Bureau Director or representative, needs further clarification of their roles and responsibilities
- 4 The **Fire Bureau must continue to train and assist** the members of the EMC in the Basic Emergency Services Plan implementation
- 5 The **Basic Emergency Services Plan needs to be revised** to more clearly define each Bureau's involvement. These changes have been made in the attached Plan dated December 1996
- 6 **Response and Recovery continuity is needed** to ensure community impact is minimized
- 7 **More fully use Neighborhood Emergency Teams**, trained citizen volunteers, by Portland City employees
- 8 **Legislation is needed to prevent price gouging** by vendors and contractors during a local disaster
- 9 **Bureaus need to modify day to day work schedules** to allow key personnel to adequately function in their emergency tasks

10 **Bureau specific emergency operations plans** should be developed by each bureau based upon the Basic Emergency Services Plan and utilizing the Incident Command System format

I am asking each Commissioner to continue to support the progress made in emergency management and help to prepare the City for any future local disasters

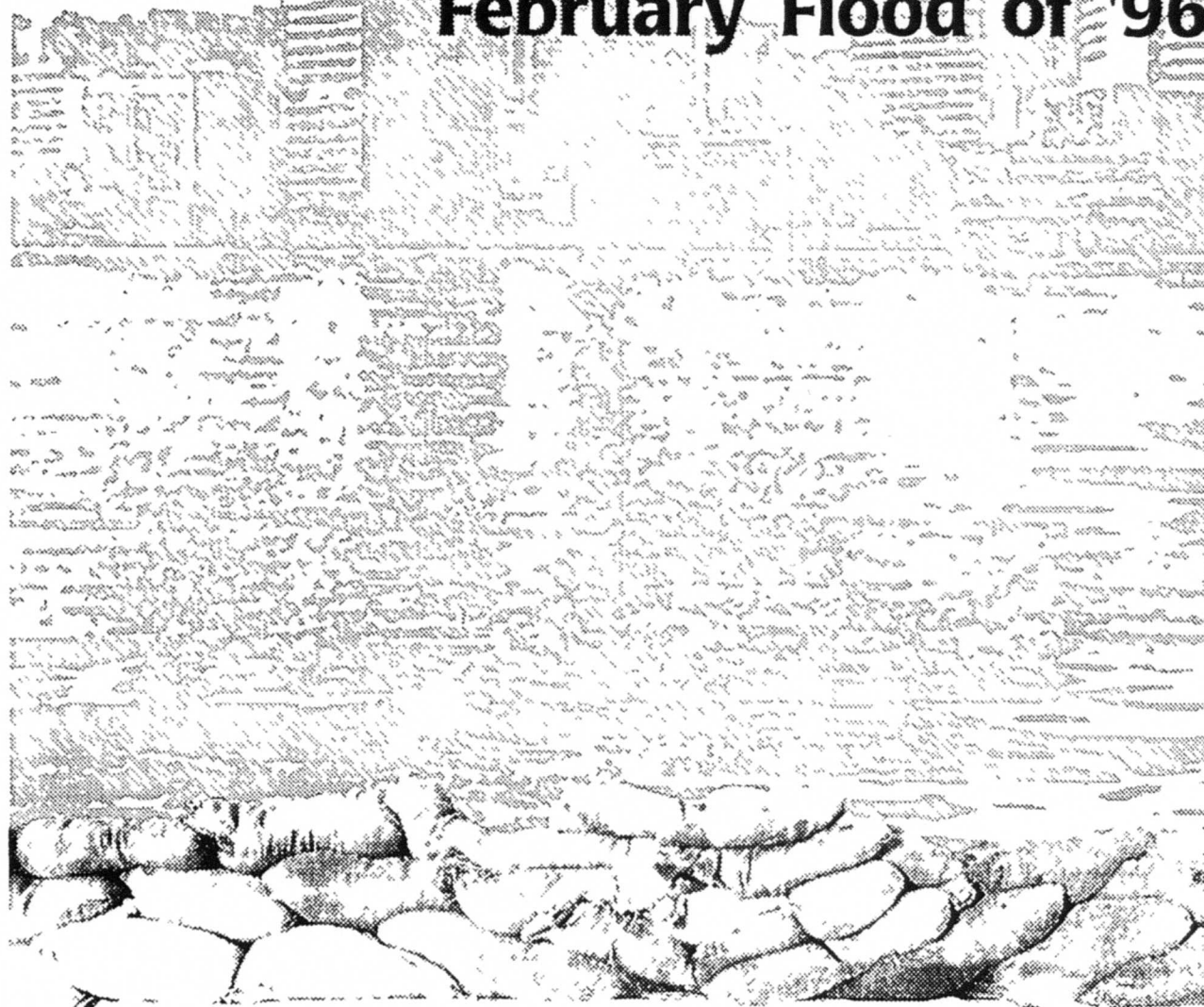
On behalf of the committee of technicians, the representatives of the Emergency Management Council, and the Portland Office of Emergency Management, I respectfully submit this report for your review

A handwritten signature in black ink, appearing to read "Robert R. Wall". The signature is fluid and cursive, with a large initial "R" and "W".

Chief Robert R. Wall
Fire Chief
Emergency Manager
Portland Office of Emergency Management
Bureau of Fire, Rescue and Emergency Services

HIGH WATER II

February Flood of '96



City of Portland Responds

EXECUTIVE SUMMARY

The Basic Emergency Plan was approved by the Mayor and City Council on May 1st of 1996. The quotes following are from the 96 plan which has been updated as of January 1997.

"The purpose of the City of Portland Plan is to assist Portland City government in minimizing the adverse effects to life and property from natural and man-caused disasters."

Bureaus listed in the 1996 Plan are Fire, Parks, Buildings, General Services, Purchasing, Transportation Engineering, Traffic Management, Maintenance, Emergency Communications, Water, Environmental Services, City Attorney, Police, Office of Finance & Administration, Records and Archives, and the Office of Neighborhood Associations.

#1

BASIC PLAN ISSUE

"The situations addressed by this Plan are those in which the actions of many different bureaus must be coordinated."

IDENTIFIED NEED

Continue to Identify Bureaus needing to be more involved or involved at different levels. Reassignment of employees, volunteer management and section job descriptions have been identified as areas needing attention.

PLANNED ACTION

As of January, 1997 the Basic Plan revision includes reference to job descriptions, including time commitments, and bureau tasks. This will facilitate greater City-wide coordination for the emergency management process. A plan for recruitment and training will be developed for incoming and retained EOC responders.

#2

BASIC PLAN ISSUE

"It is important to realize that no one bureau is going to rescue a City during a disaster situation. Further, it is true that City government agencies will not possess all resources and talent necessary to protect the citizens of the City."

IDENTIFIED NEED

For those who participate as EOC responders, a greater understanding of Bureau resources, responsibilities and capabilities has developed as a result of the relationships built during training, exercises, and actual occurrences. This coordination and familiarization is a subsequent benefit from the process of preparing to respond as a City unified force. The need here is to continue to

refine each bureaus and employees' capabilities and responsibilities during a disaster

PLANNED ACTION

The understanding of each Bureau's responsibility as a primary or secondary responder, their identification of personnel and definition of their duties during emergency activation needs to be decided upon and made a part of their Basic Plans. As developed, these Bureau specific decisions, will be incorporated into the plan

#3

BASIC PLAN ISSUE

"For this reason, the City has endorsed a three tier EMC concept. This concept blends the legal mandates of the government structure with the private resources of the community. By working together and maintaining open lines of communication, we will be able to field and coordinate a tremendous amount of resources and talent "

IDENTIFIED NEED

The responsibility of the EMC as outlined in the Basic Plan on page 9 is to "plan exercise schedule, budget recommendations, public education, update bureau and office plans, coordinate training, make recommendations to the Disaster Policy Council (DPC), meet as necessary and involve bureaus and office directors " The Mayor and Council has approved the plan with these responsibilities listed and yet it is uncertain whether all EMC members recognize their part in City Emergencies. These responsibilities need to be clarified and reaffirmed by the EMC

PLANNED ACTION

As of January, 1997 the job description of the EMC will be changed to " Approve exercise schedule, Coordinate public education, Make Budget recommendations, Coordinate Bureau and Office plans with the Basic Plan, Approve training coordination, Make recommendations to the Disaster Policy Council" in the Basic Plan

#4

BASIC PLAN ISSUE

"The Chief of the Portland Bureau of Fire, Rescue and Emergency Services, the Emergency Manager and the Portland Office of Emergency Management (POEM) are charged with the responsibility to develop and implement an all hazards emergency management plan in the City of Portland "

IDENTIFIED NEED

POEM needs to continue giving assistance in Basic Plan compliance through training, exercises, and technical expertise. POEM will continue to integrate the results of exercises and actual events into the development of the all hazards plan

PLANNED ACTION

The EMC, through its growth and development, will further identify and define the responsibilities of the bureaus and continue to facilitate a cooperative working environment. Future exercises will incorporate appropriate sections of the Basic Plan.

#5

BASIC PLAN ISSUE

"This Plan attempts to define in a straight forward manner who does what, when, where, and how in order to mitigate, prepare for, respond to, and recover from the effects of disasters."

Under the authority of Title 15(15 12 020) requires annual review, training and evaluation of City Bureaus and offices assigned emergency responsibilities

- **"City Bureaus and offices assigned emergency responsibilities have the following tasks"**
- **Establish line of succession and provide personnel to the EOC as required.**
- **Assure that employees are aware of emergency situation and protective actions to be taken.**
- **Accomplish any special training which may be required.**
- **Protect Vital Records**
- **Accomplish primary or support functions as indicated in the primary or support functions matrix.**
- **Develop and maintain/update operation procedures to accomplish primary and support functions.**
- **Provide available information on operations status to POEM to support reporting requirements.**
- **Participate in and assign personnel to the EMC who have the authority to speak for and commit their bureaus' resources "**

"Government entities complying with this Plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence "

"The Assumptions outlined in the Plan are that essential City services will be maintained as long as conditions permit."

IDENTIFIED NEED

The plan needs to better define Bureau involvement

PLANNED ACTION

The EMC will review and approve the update of Plan (as prepared by POEM Staff) to define and determine bureau and employee involvement. This updated plan should be submitted to the DPC for approval.

#6

BASIC PLAN ISSUE

"A disaster occurrence will require prompt and effective emergency response and recovery operations by the City government."

IDENTIFIED NEED

Need better continuity between response and recovery phases

PLANNED ACTION

Training, identified in review of the flood will be developed to provide responders with a greater understanding of the relationship between the phases and transitional process

#7

BASIC PLAN ISSUE

"Secondary city emergency operations will be based on the principle of self-help "

IDENTIFIED NEED

Need greater understanding of complimentary aspects of Neighborhood Emergency Teams to the functions of Emergency Responders, More employee training on emergency preparedness, mitigation, response, and recovery in the workplace and at home, Task specific training for sections such as crisis communication, More public education on disaster planning for organizations, businesses and industry

PLANNED ACTION

NET training continues to instruct citizens in 72 hour self sufficiency in the time of an emergency Greater employee training is in the planning stage Business and industry training is available through the Fire Bureau, Red Cross and other agencies Inside Line will release regionally coordinated messages in January The Flood Mitigation Workgroup recommended the development of an outreach and public information program to inform people of flood and landslide risks, mitigation measures and flood insurance

#8

BASIC PLAN ISSUE

"City government will bear the responsibility for utilizing all available local resources."

IDENTIFIED NEED

Identification of local resources is a part of the planning and exercise process POEM needs to develop city legislation necessary to avoid gouging by vendors and contractors during emergencies This legislation should not only protect city agencies but the general public The Logistics Section needs to continue to compile a list of contracted vendors

PLANNED ACTION

The EMC will be asked to review the proposed legislation The Logistics section Chiefs will be encouraged to compile a list

#9

BASIC PLAN ISSUE

"Day to Day functions that do not contribute directly to the emergency may be suspended for the duration of any emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency task by the bureaus or agencies concerned."

IDENTIFIED NEED

Disaster responders need to be excused from their normal responsibilities until they are no longer needed at the EOC or in the field/task. They also need to be available on an as needed basis during the recovery phase. Bureaus need to identify non-critical City functions that can be suspended during a disaster and those who can be reassigned to accomplish critical functions.

PLANNED ACTION

The Bureau plans will reflect the aforementioned concept of critical/non-critical operations of their work and workforce.

#10

BASIC PLAN ISSUE

"Portland will structure its response to and management of a disaster by using the Incident Command System .."

IDENTIFIED NEED

Bureau Managers and key personnel need to develop and exercise disaster plans in accordance with the Incident Command System. Identify Bureau emergency operations personnel, develop Bureau specific emergency plans and provide training and exercises for their personnel.

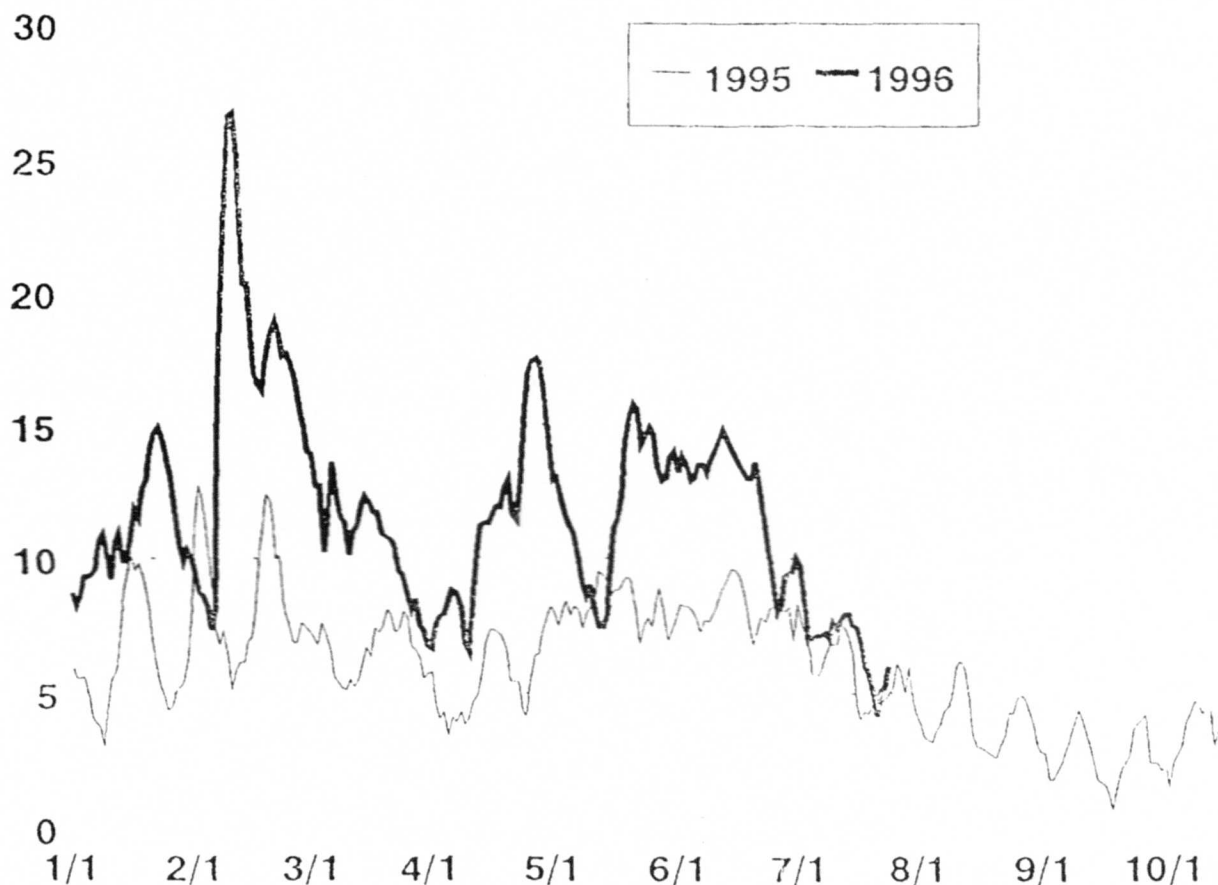
PLANNED ACTION

The EMC will be asked to address this issue at their own bureau level.

EMERGENCY OPERATIONS CENTER

This part of the After Action Report summarizes the activities that occurred during the Flood of 96 coined "Highwater II" from the perspective of the responders to the Portland Emergency Operations Center (EOC), 9911 SE Bush (Powell and 99th) Portland, Oregon from February 6th 1996 to February 15th 1996

The Center functions as a meeting place where decision-makers of City Bureaus and liaison organizations, trained in the incident command system (ICS), can discuss and decide the priorities of the disaster and how to best use the resources available



Daily River Levels, CRD - 1995 and 1996
recorded at I-5 Bridge @7AM each morning

AUTHORITY

Chapter 15.04 of the City Code outlines the authority of the Portland Office of Emergency Management under the direction of the Mayor and supervised by the Fire Chief. The code outlines the authority of the Portland Office of Emergency Management during a declared disaster and in preparation for a disaster.

INTRODUCTION

"In Downtown Portland, the Willamette crested at 28.6 feet, the top of the harbor wall. Downstream, the Columbia hissed at double the normal current - half again bigger than the Mississippi.

Thousands lined the waterfront for a peek at the Willamette, awash in logs and heartache. The river's power was humbling. A line from T. S. Eliot echoed: 'I do not know much about gods, but I think that the river is a strong brown god - sullen, untamed and intractable.'

Floodwaters tore through Tualatin, Oregon City and Lake Oswego. Rising waters and tumbling hillsides isolated Tillamook and devastated the Columbia County towns of Vernonia, Clatskanie and Mist.

Mud and ruin spilled, but a curious value surfaced. The flood bound people in ways urban life rarely does. Volunteers erected a plywood barrier along Portland's harbor wall. Strangers hauled furniture for people they'll never meet again. Convicts loaded sandbags.

Young people led the way. Students from Milwaukie and Rex Putnam high schools reached out to Oak Grove. West Linn students sandbagged a flooded restaurant in arch rival Oregon City. Oregon City, Lake Oswego and Tigard students traded schoolbooks for shovels.

Across Oregon, selfless acts knit a new definition of community. Under the worst conditions, many Oregonians put strangers first in the miracle that is the human spirit."

February 18th Sunday Oregonian Special Section, Brian T. Meehan

THANKS TO ALL THE EOC RESPONDERS

The people who responded gave 12 days of their time to the needs of the city in an emergency event. They also evaluated the activities at the EOC so revisions can be made for a more efficient response in the future. The following is a list of responders who were at the EOC for at least eight hours.

Aamodt, Steve,
 Aguon, Barbara
 Arakaki-Schadt, Chuck
 Armstrong, Craig
 Armstrong, Craig
 Asp, Steve
 Baechler, Bill
 Baker, Dave
 Bauer, Mike
 Bean, George
 Beard, Rod
 Bell, Mike
 Bench, Bill
 Benson, David
 Binder, Bruce
 Birchard, Gen
 Blakely, Kayce
 Bloom, Don
 Bowen, Ken
 Boyd, Joseph
 Boyte, Howard
 Brown, Robert
 Brumfield, Alissa
 Bruneau, Lou
 Butcher, Rich
 Butzer, Dave
 Campbell, Dennis
 Carey, Nancy
 Carpenter, Brenda
 Chum, Lee
 Clark, Greg
 Coffey, Grant
 Coleman, Janie
 Collins, Bill
 Coon, Ray
 Corson, Alan
 Cortez, Enderosa
 Cottrel, Barbara
 Crowley, Brad
 Cuthbertson, Fred
 Daly, Thomas
 Davey, Bill
 Deis, Fred
 Diment, Earl

Diorio, Mary
 Disciascio, Dave
 Doane, Jim
 Dolamore, Pam
 Dotson, Mike
 Drake, John
 Drake, Rita
 Dryden, Earl
 Dunford, Nancy
 Dunning, Warren
 Dwyer, Jo
 Edwards, Scott
 Eggert, Phil
 Eisner, Glen
 Eldredge, Jeff
 Elliot, Bill
 Elliott, Elinor
 Ely, Joanne
 Emra, Vern
 Erland, Alan
 Everitt, Jim
 Farland, Gary
 Feely, Tom
 Ferraris, Jim
 Finders, Jack
 Fitzgerald, Ed
 Franzen, Mike
 Friant, Doug
 Fuller, Lonnie
 Gilbert, Russ
 Gilsdorf, Michael
 Girard, Bobbie J
 Glover, Theron
 Grimes, Bob
 Haley, Roger
 Hallquist, Joan
 Hanson, Mark
 Harrington, Joe
 Harris, Mick
 Hartfield, Chuck
 Hawkins, Dave
 Hays, Marla
 Hediger, Roger
 Heesacker, Neil

Henle, Bill
 Herbert, Ed
 Herring, John
 Highland, Tom
 Hilbuck, Clarence
 Hinkley, Jim
 Hjelte, Ray
 Holland, James
 Houston, George
 Howe, Dave
 Howland, Don
 Hughes, Jim
 Humes, Jerry
 Hunsberger, John
 Jackson, Jackie
 Jefferson, Linda
 Johnsen, Denise
 Johnson, Craig
 Johnson, Larry
 Juhrs, Tom
 Jui, Dr. Jon
 Karpstein, Brian
 Katz, Vera
 Keeton, Dan
 Kelly, Dennis
 Kendall, Dave
 Kemidge, Ray
 Khon, Jeann
 Kirkland, Andrew
 Kirkpatrick, Ron
 Kleim, Denise
 Klum, Jim
 Knoll, Tricia
 Koch, Kathy
 Kochover, Larry
 Kowalishen, Anne
 Kratch, Bill
 Lawrence, Russ
 Lawrence Gary
 Lindberg, Mike
 Lishley, Bob
 Loeper, Karen
 Lorenzetti, Michael
 Maio, Shelia

Mann, Linc
Mayo, Dennis
McCormick, Earl
McDade, Karl
McElevey, Cathy
McGuire, Mike
McNerney, Brian
Memill, Dennis
Mikolajczak, Dee
Miller, Becci
Mills, Richard
Moore, Man
Morin, Stan
Mustola, Steve
Myers, Chris
Nelson, Patrick
Nyquist, Jeannie
Olley, Mike
Olsen, Ken
Parker, Shannon
Palotay, Josh
Payne, Chris
Petruzelli, Don
Planton, Mary
Porth, Don
Prahl, Julie
Pullen, Malcolm
Quail, Dennis
Radcliff, Larry
Radmacher, Rick
Reeves, Bryan
Roberts, Denny

Roberts, Robbie
Robison, Bob
Rogers, Vickie
Roskam, Chuck
Rueter, Patty
Sass, Mark
Schenck, Steven
Schields, Joyce
Schill, Neil
Schmidt, Craig
Schmitt, Jim
Schnepple, DeAnn
Scholz, Jeff
Schulz, Steven
Scott, Norma
Scotten, Stan
Shervey, Julie
Sill, Russ
Smith, Kevin
Snyder, Nanci
Soto, Mary Ann
Stairiker, Mark
Steele, Jennifer
Steinberg, Kathryn
Stenhouse, Rich
Stephens, Patty
Stone, Mike
Stuart, Greg
Sumpter, Jay
Swan, Pat
Thompson, Jerry
Thompson, Virginia

Todd, Steve
Tompkin, Philip
Torres, Raul
Tupper, Jim
Tyler, Jerry
VanArsdall, Clint
Vick, Alyce
Viehdorfer, Gary
Walker, Ross
Wallace, Joe
Ware, Rob
Weaver Bob
Webber, Roberta
Webber Steve
Webster, Steve
Wecker, Tom
Weichman, Richard
Williams, Dave
Willis, Bob
Wilson, Ed
Wilson, John
Wineman, Patrick
Winther, Kathy
Wittemore, Cheryl
Wolf, Bryan
Yamell, Penny
Yates, Steve
Yosennus, Suzanne
Zenzano, Kimberly
Zettler, Jo
Zogas, Costas

DISASTER POLICY COUNCIL

The Disaster Policy Council is responsible for making recommendations on City Policy to the Mayor. They are also to be the media contact, the liaison with federal, state and local officials, provide necessary resources and make policy decisions. They prioritize resource allocation for the City's coordinated effort to respond, mitigate, prepare and recover from disasters. The Disaster Policy Council is also responsible for deciding what actions can be taken to ensure that the City's response is at its maximum capacity.

The major concerns that surfaced during the event revolved around needed policies, training, and resources. The Disaster Policy Council needs to assure continuity of essential government services and allocate sufficient resources to their operations during a disaster. All City personnel need to be trained in their emergency response duties, including Managers and Supervisors. Everyone must know what is expected of them, where they are to go and what they are to do in a professional and organized manner.

INCIDENT COMMANDER

The responsibilities of the Incident Commander (IC) include the overall management of the command and general staff at the EOC who are managing the City's response to the flood. Other duties include the development of strategic goals and incident objectives, and ordering and releasing resources.

The Incident Commander needed to conduct more frequent briefings for the entire group of responders.

OPERATIONS

The mission of the Operations Section is to respond to the emergency and take whatever action necessary. This involves the development and implementation of all tactical operations necessary to achieve the Incident Commander's strategic goals, and management and coordination of all resources assigned to the flood fight.

Representatives of City Bureaus of Water, Fire, Buildings, Maintenance, Police and Parks were in the Operations Section.

Lessons

Operations needed to have a field or area commander with staff (minimum one PIO, Logistics representative, and Planning Representative) at each major incident location, i.e. The "Harbor Wall", Willamette River, Johnson Creek, Holgate Lake, NE Marine

Drive Levee, Hayden Island, and some complexes of slides etc. Individual bureau Emergency Operation Centers needed to use ICS so they could better understand and communicate with the Portland EOC. Bureau Incident Action Plans needed to be shared with the City EOC to enhance coordination.

In summation of the respondents input, communications inside the EOC and both into and from the community needs improvement. The level of technology of the equipment, capability of responders to use the equipment, and the placement of the communications equipment was out of synch and needs more attention. Information was non-uniformly relayed at shift change and could have been more efficiently transmitted through the use of visuals and written plans. It was said repeatedly that clerical support for each section were necessary for logging and reporting of information.

PLANNING

Planning is responsible for the collection, evaluation, dissemination, and use of information about the incident. Planning must include an assessment of the present and projected situation. Planning created the Incident Action Plan (IAP) for each operating shift or period and were responsible for conducting the planning meetings. They were responsible for plotting incidents on maps, maintaining the situation status boards, collecting and displaying a myriad of information, maintaining the status of resources in the field, collecting, cataloguing and filing all documentation related to the flood, and developing a variety of plans needed by Operations.

Representatives from Bureaus of Environmental Services, Police, Fire, Buildings, Water, Maintenance, Traffic Management, and the Auditors Office participated in the Planning Section duties.

Communication

Issues surrounding better communications inside the EOC and with the region were mentioned as needing attention. Key areas of concern were briefing sessions which were limited and needing better locations, and agency coordination that needed City participation. More telephones and E-mail capability would expedite communications. Resource availability, such as templates for the Incident Action Plans, telephone rosters, agency directories, maps, critical utility locations, road information, radio templates hospital and EMC information, should be better understood by EOC responders. All of this would add to the ability of the Planning section to communicate more proficiently with the rest of the EOC response team.

Procedures

There was confusion between sections regarding roles and functions which needs to be remedied. (This will probably improve with more training and exercise.) The Incident Action Plan compilation, a duty of the Planning Section, would have been more

expediently and efficiently ready for review if it had been on the computer system. Section staffing needs examination during the event to determine the number and qualities (proper focus and expertise) of the people on site during different phases of the event. Shift rotation also needs to be examined to adhere to safety guidelines and efficient use of personnel.

Training

The respondents stated the training needed to be tailored to the activities of the EOC specifically.

Planning needs development work both at the EOC and in the field.

EOC Space

Much is said about the lack of space at the EOC. Specifically planning commented on the traffic pattern to the PIO Section and Copy Room through the Planning Section area, lack of a place to meet for briefings, lack of space for the liaisons that was easily accessible to the sections. Also mentioned was the need for security access control into the EOC.

LOGISTICS

Logistics is responsible for providing facilities, services, equipment and materials for the incident which are not "everyday" necessities. Logistics is responsible for tracking all supplies and rental equipment, establishing a communications plan for the disaster, providing transportation for all phases and response locations of the disaster, plan for, acquire, and distribute food to disaster responders, maintain radio communication system, establish, expand and maintain a telephone system in the EOC, and maintain the EOC computer LAN system. They work closely with Finance to procure and rent equipment and supplies.

Staffing

The most evident need of the Logistics Section was increased staffing. The main void was the Volunteer Coordinator. Evaluators also identified that a person from the Bureau of Environmental Services was needed. "Store Keeper" expertise was needed in the Supply Unit. This was thought to lend a greater level of understanding of the City's purchasing procedures and requirements. It would also be important to have managers from Fleet Management to run the Ground Support Unit.

Communication

More lists of contacts and possible participants, available on the computer, would expedite the delivery of service from the Logistics Section. On-site field inspectors for checking in and out equipment and personnel would allow for greater communication between the field and the EOC and lessen the room for error when ordering meals, accounting for equipment and staffing areas. Telephone conferences at the change of

shifts between counterparts would give greater continuity and understanding of the activities needed and the reasons for actions taken

The 800mhz radio system worked flawlessly, but a comprehensive communications plan was needed and more training on the use of the radios was indicated

The non-emergency phone line needed up to date information and lists of pertinent phone numbers. Each 10 to 15 call takers needed to have an "emergency responder type" person as a supervisor or guide to answers. Notification of activities that cease to occur should be related to all sections

Procedures

ICS provides a plan, a set of procedures and forms need to be developed for use by everyone within the section when requesting services or equipment. The Supply unit needed to establish criteria for incoming and outgoing requests for supplies at the beginning of the incident. This would have given them a better understanding of what was being ordered, by whom, for what, at what price and allow them the ability to find the best price and vendor for the service or supply. Purchase orders needed to be more detailed and formally submitted. A tracking and accountability system for rental equipment and issued supplies needs to be established before the event. This tracking system should be established so that shifts can create continuity of action without misunderstandings. Pre-existing lists of supplies that are normally ordered were needed to simplify the ordering process.

The most prevalent suggestion of the food evaluation was the need for greater coordination of the food delivery system. This includes knowing exactly where and how many meals are needed at designated locations, sanitation systems need to be coordinated with the public health department and supplies needed to be onsite or included in the delivery of food, a well balanced daily series of meals was needed.

Equipment

For more efficient operations of the logistics functions, a printer, fax machine, tape back up, IBIS and Softrisk Map program software and more computers are needed. Better mapping capabilities for the logistics section would allow staging area information to be projected on the wall. A uniform mapping software is needed to be standard for all sections.

Training

Training on City and FEMA purchasing processes and guidelines as well as EOC equipment use is important to the logistics section staff. Incident Command System training and the use of field representatives were also identified as necessary for the Logistics Section.

FINANCE

Finance is responsible for tracking all incident costs and evaluating the financial considerations of the incident. They estimate preliminary damage assessment needed for the disaster declaration, purchase all equipment and supplies acquired by logistics, keep track of personnel time and perform risk management functions.

The main issue surfacing during the event was the difference between the two shifts activities. From this, the Staff learned about their need to be better trained in the Finance Section so to guide the incident organization. Also it was learned that there is a need of for additional training of the Finance Section in the activities of preparing for and transitioning to the recovery phase while the event is in process. The Finance Section should have moved aggressively, evaluating the purchase, rental and contract agreements that were being made. The time at the EOC during the event should have been used to create a more efficient service delivery and tracking system of the Finance Section during the night shift so that the day shift could expeditiously respond to the needs at hand. A report from the Finance Section was only in the Incident Action Plans once.

LIASION

The Liaison Officer and Staff serves as a conduit between the City and the outside agencies which have expertise and resources to serve the specific incident. They work out interagency agreements and extend the City resources under the declaration of a disaster.

The main need identified was for the appointment of a Liaison Officer and Staff that would make sure needs were met and information shared for all parties involved.

SAFETY

The job of the Safety Officer and Staff is to alert the Incident Commander, Managers and public about the safety concerns of the event. Safety personnel exercise emergency authority to stop and prevent unsafe acts. Field Safety personnel monitor the operations in the field to protect city personnel. They also investigate accidents to determine the cause.

The main concerns of the Safety Section were the need for greater sanitation supplies and drinking water in the field and emergency field kits, radio kits and office supplies for the Safety Section staff. Procedural training is on the top of the list for Safety including participation in staging area check-in, EOC response, team rotation and

personnel, and crowd control. The staffing of the Safety Section needs to include more City wide participation of safety personnel.

PUBLIC INFORMATION

The responsibility of the Public Information Officers (PIO) was to coordinate all information for the public and the media. The main job is to provide one voice for the citizens from the authorities within the City. They are to facilitate the access of the media to the incident without impeding the activity of the responders. The Public Information function has the challenge of working with the field, the other bureaus and the EOC so that information dispersed to the public is timely, accurate and the top priority for citizen knowledge.

The Public Information Staff was challenged by many first time Emergency Operations Center activities such as the President landing on the river front, and the prioritization of information flow to the public. The PIO coordinated the visit of the FEMA Director, the Federal Highway Administration Secretary, and Army Corps of Engineers Commander. The needs identified were more staffing so that field PIO personnel could be available, greater understanding of the Incident Command System by the City Bureaus so that Bureau PIO's would work effectively with the City PIO's, EOC needs improvements such as computers with designated fax capabilities and Internet connection, TV proximity to PIO section and identified clerical support.

STAFF

The EOC Staff's major responsibility is to facilitate the efficient operation of the Emergency Operations Center. From the Office of Emergency Management, the staff is responsible for development & maintenance of the EOC and for conducting training and exercises to develop the knowledge and ability of all responders.

Identified as the most important areas of needed improvement are communications, training, facility improvements and additional personnel. The EOC Staff learned that they need to be trained better in the details of each section's operation, so that they can coach participants in job responsibilities. They need to train responders more thoroughly in the operation of the equipment. They need to prompt frequent incident briefings and correct report preparation. They need to make sure that there is the proper format for communications at the change of shifts.

FLOOD RESPONSE ACTIVITY LOG

Tuesday February 6, 1996

Incident Objectives

- Safety of Public & Responders
- Provide for Public sand Bagging/by supplying Bags/Know how/Sand
- Close transportation routes that are in critical areas
- Liaison with utilities and other providers
- Protect life, property and environment

Weather report for 6th, 7th & 8th wet & blustery, temperature 61 high & 41 low
2 35+ inches of rain - expect street flooding

Major Events

10 27 EOC Activated
Phone Bank opened

Areas of Concern

Johnson Creek @ 112th flooding, Willamette River, Drainage District @ 10 5,

Wednesday, February 7, 1996

Weather Update

Heavy rain continues Storm total rainfall has reached 8 inches at Eugen 4 to 5 inches
over much of the valley and from 8 to 15 inches in the Coast range

Willamette River at Morrison Bridge

steady rise to 23 feet by midnight

Columbia River at Vancouver

rise to 22 feet by 6am Thursday

Areas of Concern

Water level at SE 115th and Harold

Notified residents to leave the area

Triage patients at Holgate Care Center

Arranged for busses for transport, Red Cross for shelter, Oregon National Guard cargo
trucks, Helicopter for possible rescue, Multnomah County for sled boat and sheriff
boats

Thursday February 8, 1996

Weather Update

Rain this evening locally heavy turning to showers, lows to mid 40s
Willamette - 28.8 feet

Action Taken

Mayor calls for carpenters to bring their tools and volunteer to come either side of the Willamette under the Burnside Bridge to reinforce river walls
Willamette Seawall provided 430 concrete barriers, 400 sheets of plywood and 1200Lft 2x6

Areas of Concern

Actual evacuation of Johnson Creek area
Fear of breakaway houseboats on Columbia & Willamette
Sauvie Island flooding
Sandbag locations established at 12 places around city
Red Cross identifies five shelters
Columbia River dikes

Friday February 9, 1996

Weather Update

temperature 40 degrees, rain
Willamette at 27.5,

Action taken

A houseboat and yacht which broke loose up river from the Sellwood was boarded and found empty
Water supply was determined to be stable so no boil water notice was issued
Fred Cuthbertson was designated as the City representative for cost recovery process by OEM
Clean up Plan begun between Metro & BES
Flood warning for Johnson Creek Canceled
Road closures - HWY 26, HWY30, Barbur Blvd, Macadam Ave, Front Ave, Burnside Bridge and Street, Sam Jackson Parkway, OHSU, Hawthorne Bridge, Marine Drive, Foster Road, I-84 Eastbound
Hayden Island declared an emergency area
Levee Inspection schedule developed around the clock

Saturday February 10, 1996Weather Update

Mostly sunny, few high clouds, Highs 50-55
NE wind 10 to 20 mph

Concerns

Regional recovery plan needs to begin
Regional Recycling plan needed
Traffic Management plan needed

Actions Taken

Arrangements made for arrival for FEMA director, James Lee Witt
33rd & Columbia - dike OK, but 24 hour monitoring continues
Damage assessment Teams are put in place from each bureau to assess City property
Medical Plan amended for contact with contaminated water
New staffing pattern for EOC developed

Sunday, February 11, 1996Concerns

Monitor water levels in "Ramona Lake" - (Holgate btw 120th & 136th)
Concern of the stability of levees along Marine Drive will continue until river drops to 22 5 ft
Worker Safety paramount concern due to fatigue

Action Taken

Plan development

Monday February 12, 1996River Status

Willamette at Portland - 23 9 ft
Columbia River 23 2 ft

Areas of Concern

Willamette River sea wall removal after President Clinton's visit
Donation plan

Actions Taken

HazMat Plan developed
Hayden Island reopened for public access
Citizens requested to avoid the hilly areas of Portland due to landslides
115 roads closed within Portland jurisdiction
Mandatory water restriction in effect for all outdoor uses and voluntary reduction of all indoor water use Metropolitan region is served by the City's back up wells which have limited capacity to produce water

Tuesday, February 13, 1996

Weather Update

high 63-67 low 35-39

River Levels

Willamette 21 0

Columbia 19 6

Areas of Concern

Regional recovery efforts

Hazardous waste collection and disposal

removal of sea wall

traffic plan

Actions Taken

Bureaus are communicating their individual plans to EOC, including BES activities downtown, deployment of crews from the Water Bureau to the dikes, activity on landslide removal with Maintenance Crews and flood recovery activities by Parks Bureau,

Incident radio communications report increased to include 12 talk groups

Salvation Army offers to handle donations of food and clothing

Bureau of Buildings develop a plan for assessment teams which is systematic for gathering early estimates

Haz Mat team instructs public on waste sites and handling procedures

Flood Debris Sites are established

The following bureaus allocated resources to flood damage recovery today Auditors Office, Bureau of Buildings, Commissioners Offices, Bureaus of Emergency Communications, Environmental Services, Risk Management, Fire, General Services, Maintenance, Parks and Recreation, Planning, Police, Purchases, Transportation Engineering, Traffic Management and Water, Mayors Office and the Office of Transportation

Development of a Volunteer Coordination Plan

Wednesday, February 14, 1996

President Clinton Arrives in Portland

River Levels

Willamete 19 2

Columbia 19 0

Areas of Concern

Marine Drive, Seawall removal, Ramona Lake, traffic due to closures, hazardous materials collection,

Actions Taken

29 slides listed

Water restriction released

Thursday February 15, 1996Weather Update

Extended forecast for a month showing little precipitation and high of 61 and low of 25 during the period

River Levels

Willamette at Portland 16 8

Columbia at Vancouver 16 6

Actions Taken

143 Slides listed

Landslide group formed to assess citizen/city interaction regarding slides

Parks estimate damage and clean up cost totaling \$2,815,790

BES damage assessment preliminary \$80,000

Columbia Wastewater Treatment Plan \$50,000

BUREAUS SUMMARY REPORT**BUREAUS & OFFICES - EMERGENCY MANAGERS****RESPONSE**

Emergency Communications	No Emergency Manager
Environmental Services	Katie Bretsch, Russ Lawrence
Fire, Rescue and Emergency Services	Chief Robert Wall
Office of Emergency Management	Division Chief George Houston
Maintenance	Lou Bruneau
Parks and Recreation	No Emergency Manager
Police	Captain Stan Grubbs
Traffic Management	Mike Bauer
Transportation Engineering and Development	Victor Rhodes
Water Works	Jim Doane

RECOVERY

Buildings	Stan Scotten
Grants & Contracts	Dennis Rotchek
Risk Management	Fred Cuthbertson

TOTAL NUMBER OF PEOPLE IN THE FIELD 2,106

TOTAL NUMBER OF PEOPLE AT THE EOC 187

Also included in this report are Bureau budgets, impacts of the flood on each Bureau, activities, responsibilities and next steps

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

EMERGENCY COMMUNICATIONS

EMERGENCY MANAGER OR LEAD

(no answer)

OF PERSONNEL IN THE FIELD

153 personnel normally assigned to Operations and Support functions became part of the flood response due to the increase in call taking and dispatch operations for police, fire and medical responders

OF PERSONNEL AT THE EOC

12 personnel were assigned directly to the EOC operation in their specialty areas for Computer Support, Call Takers, Facilities and Coordination roles

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

BOEC currently expends approximately \$100,000 per annum for contingency equipment, planning and backup facilities for the 9-1-1 /dispatch service

IMPACT ON BUREAU AFTER FLOOD

The impacts of the flood on BOEC in personnel, training, equipment and operations support were

Personnel

- 8 Ops personnel assumed 24 hour shift coverage at the telephone bank
- 3 Training personnel assumed 24 hour shift coverage
- 1 Ops personnel per shift assigned as EOC runners
- 3MIS personnel assumed 24 hour shift coverage for computer support
- Admin support personnel served as Receptionist to EOC during regular hours
- Admin support personnel on site to assist with special needs/media /security

Equipment

- 8 hand held radios loaned to EOC
- Computer support lines installed to EOC
- Security System modified, remote access installed for EOC access/egress
- Copiers and fax machines loaned to EOC

Rooms

- The boardroom, classroom, simulator room, atrium and lobby all became part of the EOC when activated, Security for the facility is provided by BOEC in conjunction with Facilities, Facilities maintenance and refuse

removal is coordinated through BOEC, parking/traffic control, coordinated deliveries, directed participants to proper areas

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

- The main responsibility and asset of the BOEC during a flood related disaster or any other major event is the continued call receipt and dispatch of emergency calls
- The BOEC also provides professional support to the telephone bank established within the EOC. These tasks are accomplished by the professional emergency services personnel, dispatchers, information services staff, training unit personnel and administrative support staff, who are able to adjust to the escalation of calls and dispatch during the event
- The radio telephone and computer systems have been designed to continue to operate even during a disaster. Backup systems and redundancy in power and equipment help assure reliable service delivery

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- The main activity of the BOEC personnel during the flood was to capture and relay information to field units and to the EOC regarding the status of situations
- BOEC personnel also provided assistance with the EOC coordination of facilities related issues, reception duties, security, and data management/computer support

WHAT WAS LEARNED?

- We were able to identify some minor issues related to the interaction of 9-1-1 and dispatch operations with the EOC
- The system for relaying information was modified throughout the event and we continue in our activities to address this item
- Media control and support issues were identified when the media repeatedly confronted BOEC personnel demanding access to equipment, blocking access and parking areas, taking or using equipment and disregarding needs of BOEC support staff to function

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- We are working with EOC staff to develop better media access through the installation of "gang box" media feeds. We are also working on the security protocols for EOC operations

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

(no answer)

**AFTER ACTION REVIEW
RESPONSE & RECOVERY**

BUREAU

ENVIRONMENTAL SERVICES

EMERGENCY MANAGER OR LEAD

Russ Lawrence/ Katie Bretsch (823-4390) - Co-Coordiators

OF PERSONNEL IN THE FIELD

The Bureau had 68 employees from downtown and Mid-County offices, and 123 employees from the plants and pump station crews that participated in the flood fight. The remaining Bureau staff did their part by picking up the slack to keep our plants and other Bureau business functioning properly during the flood.

OF PERSONNEL AT THE EOC

5 (4 in Planning)

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

No answer

IMPACT ON BUREAU AFTER FLOOD

As the water went down, our solid waste people took action. They worked with Metro to establish flood debris disposal sites. These sites received and recycled used sand bags and provided a place to dispose of the sand. They were manned for ten consecutive days. We assisted in sending 723 tons of debris to the Metro stations as of February 21.

We are presently working to assess our damages to the various systems for which the Bureau is responsible, including damage to our streams. As we gather this information, and develop a better understanding of how the slides and floods have impacted our system we will be keeping you advised. The emergency response effort in the flood fight resulted in following costs to the Bureau above our normal daily efforts.

Labor(overtime) - \$120,050

Solid waste collection - \$100,000

Materials and supplies \$50,000

Total flood fight (as of Feb. 22, 1996) - \$270,050.

A more detailed Damage Assessment report is in the works.

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

(No answer)

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

The work of BES ranged from manning communications, managing the emergencies impacting our facilities and the City as a whole, filling and placing sand bags, and offering assurance to citizens that had not been forgotten as the waters were rising

We had employees on loan to the Drainage districts in the Columbia Slough area, monitoring the condition of the dikes, and working with the Fire Bureau hazardous materials teams in advising exposed facilities and businesses in what they could effectively do. We also had observers working with the citizen's on Hayden Island

The pump station maintenance crew's efforts at Ankeny, Sullivan and Alder pump stations may be the most significant "untold stories" of all. Had their efforts failed to keep those stations performing at above rated capacity, the much touted seawall efforts would have been for naught. Without those stations pumping, basements would have flooded and we would have had water standing in the streets. We were pumping about a quarter billion gallons a day to the river from just those pump stations in doing their piece of keeping our city dry.

WHAT WAS LEARNED?

(No answer)

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

Working on an internal plan, have begun training people, have designated a coordinator and are working cooperatively with POEM>

We are presently working to assess our damages to the various systems for which the Bureau is responsible, including damage to our streams

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

(no answer)

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

BUREAU OF FIRE, RESCUE AND EMERGENCY SERVICES

EMERGENCY MANAGER OR LEAD

Chief Bob Wall - Emergency Manager City of Portland (823-3734)

Chief John Wilson - Emergency Operations Portland Fire, retired

Chief Ed Wilson - Emergency Operations Portland Fire (823-3732)

OF PERSONNEL IN THE FIELD

188 called back (\$245,935 OT) plus regular crews

OF PERSONNEL AT THE EOC

97 includes staffing of phones at training center

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

\$19,276,230 (FY 95-96) for total Emergency Operations Division - Per CORE

IMPACT ON BUREAU AFTER FLOOD

- \$245,935 in additional labor costs
- \$ 10,319 in equipment use costs
- \$ 20,397 In materials and supplies

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

- City wide station locations with 24 hour on duty force with specialized training and equipment

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- Fire crews monitored districts for damage and citizen need for assistance
- Additional crews were brought on duty to attend to Johnson Creek and Hayden Island as well as normal emergency response
- Assisted with rescues, evacuations, sandbagging, salvaging and hazardous material location

WHAT WAS LEARNED?

- Need to tap resources of fire stations for localized information that could aid planning section
- Additional training is needed by staff and suppression personnel to emphasize the complimentary functions of the EOC to the field operations
- Continue to refine bureau EOC and it's capability to meet communication, personnel and resource deployment needs

-
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- Integrate NET in response system to assist and relieve emergency crews
 - The amount of need overwhelmed facilities and bureau capabilities

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- Better procedural objectives have been developed for emergency response
- Training is being developed to address concerns of line staff and suppression units

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- Training development, greater awareness program for community,

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

BUREAU OF FIRE, RESCUE AND EMERGENCY SERVICES
PORTLAND OFFICE OF EMERGENCY MANAGEMENT

EMERGENCY MANAGER OR LEAD

Chief Bob Wall - Emergency Manager City of Portland (823-3734)
Division Chief George Houston- Emergency Management Coord (823-3736)

OF PERSONNEL IN THE FIELD

1 Haz Mat

OF PERSONNEL AT THE EOC

7

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

\$286,869 (FY 95-96) for total cost of operation of the Emergency Management Office with two FTE- Per CORE,
No funding for the EOC

IMPACT ON BUREAU AFTER FLOOD

- One FTE reassigned to compile after action report, and monitor mitigation plan proposal
- Two FTE reassigned for three months to work on flood recovery issues

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

- Responsible for continuous operation of EOC which provided City wide, 24hour, coordination of response

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- Two shifts worked around the clock facilitating the operation of the EOC
- Coordinated response of chemical industry to HazMat incidents

WHAT WAS LEARNED?

- The need for increased knowledge of FEMA funding allocations during a disaster
- Additional training is needed by EOC responders to emphasize the complimentary functions of the EOC to the field operations
- Field Operations need to have command sight coordination for check in of people and equipment
- Continued refinement of the EOC and it's capability to meet communication, personnel and resource deployment needs
- Improve two-way communication link between field sites and EOC
- EOC and field responders need to better understand each others role
- Deploy appropriate number of EOC responders to meet the actual EOC workload as the incident develops, Appropriate personnel need to be selected, trained and retained as EOC responders for a set period of time

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- Communication systems and equipment considerations are being refined at the EOC
- Meetings have been held to collaborate input on the needed changes so that a prioritized list can be submitted to the DPC
- The Flood Annex has been updated
- Maps are being made to be included in a flood and landslide file for future exercises, training and events

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- Training development,
- Greater awareness program for community,
- Further development of city wide preparation for emergencies,
- Exercises for EOC responders which involve community partnering,
- Proposal for statewide emergency fund to legislature,
- Regional agreement in responsibilities and mutual aid to be developed,
- EOC refinement and proposal for larger facility
- Development of EOC maintenance budget
- The EOC needs to have adequate funding to maintain and acquire up-to-date equipment

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

BUREAU OF MAINTENANCE

EMERGENCY MANAGER OR LEAD

LOU BRUNEAU (823-1723)

OF PERSONNEL IN THE FIELD

406

OF PERSONNEL AT THE EOC

12

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

\$619,000 mainly for snow and ice control operations

IMPACT ON BUREAU AFTER FLOOD

- For the 12 days of the flood response we shut down all routine operations (maintaining only sewer emergency and signal trouble call operations) Most of the crew worked a 12 hour on, 12 hour off rotation after the initial response where many worked 18 to 24 hours
- There were 314 land/mud slides, 158 of which were significant Crews have continued to be diverted from routine work to repair the 156 minor slides (they expect to be done by early September) Work on the major slides will continue for two or three more years
- As of June 30th the winter of 95-96 cost us \$3,863,489 The February flood response was \$1,476,185 with recovery to the end of June running \$1,043,438 The winters four snow/ice events came to \$947,493, the windstorm, and four small rain/local flood events added \$112,405
- The impact of the winter on our routine work programs was the loss of 48,218 labor hours, the regular time hours diverted to the incidents That is equivalent to 27 person years The incidents also consumed 28,864 hours or overtime, thus preventing such time from being used to catch up

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

Responsibilities

- Incident Command,
- City EOC staffing,
- Bureau EOC staffing,
- Field Operations, Clean-up, Repair, Restoration

Assets

- Highly skilled street and sewer repair and maintenance crew,
- 544 units of construction or automotive equipment, and 166 units of attachments, accessories or trailored components Plus large inventory of tools and materials

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

During

- Command and control at EOC and Bureau EOC, hauling sand and bags, clearing slides, building "the wall", pumping flood water, hauling fill material, patrolling and monitoring conditions

After

- Sand bag retrieval and disposal, debris clearance, drainage way repair, pavement repair, slide repair/restoration, work with FHWA, FEMA and insurance carrier on recovery finance

WHAT WAS LEARNED?

- We need more ICS training and we need to take it lower in the organization
- We needed GIS mapping and data
- We needed more people doing command and control activities We ran out of supervisory personnel (staffing for normal times does not provide enough people for emergencies)
- We needed command posts at major sub-incident sites
- We needed more radios and more training in their use
- We needed to take better care of the crew (hours worked, food, water, baby-sitting, CISD, and contact home)

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- We have started the training, purchased additional radios, and work on GIS has started

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- Training needs to continue, followed up by drills, some investment in command posts, further development of formal plans, GIS needs to become operational and be accessible from the field

**AFTER ACTION REVIEW
RESPONSE & RECOVERY**

BUREAU

PORTLAND PARKS AND RECREATION

EMERGENCY MANAGER OR LEAD

NONE

OF PERSONNEL IN THE FIELD

100

OF PERSONNEL AT THE EOC

5

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

NONE

IMPACT ON BUREAU AFTER FLOOD

- Extensive water and silt damage in Sellwood Riverfront, Willamette, Waterfront, Cathedral and Kelly Point Parks
- Extensive landslides in Pittock Mansion, Forest Park, Hillside Community center, Woods Park, Marshall Park, Terwilliger/Norris House
- Estimated PP&R damage is over \$2million
- Extensive damage to trees throughout the city, particularly those on slide areas Estimated damages total \$2 8 million
- Loss of urban forest tree canopy

**WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD
RELATED DISASTER?**

- Protect people in Portland's parks and facilities
- Protect park property
- Remedy hazards involving trees such as removal of trees obstructing traffic or pruning trees that have hit power lines
- Provide equipment and staffing to assist the City to respond to an emergency
- Assist Red Cross with emergency shelters
- Provide the public with information about the safety and condition of parks, golf courses, resources and facilities

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- Removed trees from power lines and landslides
- Worked with Maintenance Bureau staff to clean up landslides
- Constructed the wall in Waterfront Park
- Protected docks and other PP&R property along the river front
- Worked with Red Cross to provide emergency shelter & staffing at Peninsula Community Center
- Monitored dike along Heron Lakes Golf course for Peninsula Drainage District
- Removed trees along the dike to protect the integrity of the dike

WHAT WAS LEARNED?

- Communication is critical and radios are essential to be able to respond immediately & effectively
- Reporting work hours on sites that are not within MMS system needs to be refined for better FEMA documentation
- Additional staff are needed to carry the workload of recovery actions, current staff cannot do this and their own work
- Recovery process is much more intensive than the initial response
- PP&R can plan a major role in developing a volunteer program in a City-wide emergency within limitations of our currently part-time funded position

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- PP&R shifted one person to deal entirely with FEMA, restoration of park sites and recovery

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- PP&R Volunteer Coordinator needs to work with the EOC to plan a program that utilizes volunteers effectively
- PP&R needs to continue requests for radios to use during emergencies
- PP&R staff that are assigned to the EOC need to be trained in ICS
- PP&R staff need to develop an emergency response plan for each work unit and to work out our role in the response for the whole City
- A recovery plan needs to be developed for replacement of urban forest canopy

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

PORTLAND POLICE BUREAU

EMERGENCY MANAGER OR LEAD

1 EMERGENCY MANAGER, Captain Stan Grubbs (823-0094)

OF PERSONNEL IN THE FIELD

619

OF PERSONNEL AT THE EOC

15

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

0, no dedicated, disaster emergency funds

IMPACT ON BUREAU AFTER FLOOD

(no answer)

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

"To protect life and property" and assist in maintaining access of citizens to emergency services

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- Staffing the EOC
- Traffic Control
- Securing hazardous and/or property damaged areas (e.g. washouts, flooded areas)
- Citizen evacuation advisories
- Staffing PPB Command Center

WHAT WAS LEARNED?

- A plan for individual Bureau staffing of EOC versus regular Bureau assignments needs to be developed
- As assessment of scope and time frame for individual Bureau involvement in emergency management situations needs to be conducted

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

(no answer)

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- EOC facilities need to be enhanced (e g more space, improved communications, etc and/or relocated)
- Enhance EOC proficiency

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

PORTLAND OFFICE OF TRANSPORTATION
BUREAU OF TRAFFIC MANAGEMENT

EMERGENCY MANAGER OR LEAD

MIKE BAUER (823-7681)

OF PERSONNEL IN THE FIELD

At any one time this Bureau had up to 6-7 staff working in the field

OF PERSONNEL AT THE EOC

During the event there was one full time staff person at the EOC (on the Odd Team in the Planning Section)

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

½ time staff position has been identified for emergency management issues

As part of the Bureaus Intelligent Transportation System (ITS) program, approximately \$200,000 is budgeted annually for infrastructure that allow staff to modify signals, control signs and CCTV cameras from the Traffic Operations Center. This allows staff to manage traffic on a daily basis, and is especially effective during an incident or major emergency.

IMPACT ON BUREAU AFTER FLOOD

- Projects and normal work assignments were delayed while staff was working to assist with road closures and detours during the flood and aftermath

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

- During the disaster, the Bureau responsibility is to keep traffic moving as safely and efficiently as possible

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- Staff worked with Bureau of Maintenance staff to monitor roadway closures, to determine detour routes, signing plans, and road closure plans

WHAT WAS LEARNED?

- It became clear this Bureau needed additional staff at the EOC, to have consistent input into decisions, and to be kept up to date on decisions affecting major traffic routes
- The Bureau was organized to staff and form field teams and direct Bureau staff in the field during a major emergency

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- The Bureau will add staff to the EOC, for a total of three people (Planning Section, Operations Section, Logistics)
- Previous to this event there was no organized command structure at the Portland Building to coordinate emergency activities in the field. The Bureau has since drafted a formalized program for staffing, and identified key responsibilities for the Bureau in a major emergency.

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- The Bureau needs to continue to expand the ITS capabilities of the City.
- A committee of regional partners (ODOT, Counties, fire & Police Bureaus), need to plan for incidents that affect the transportation network (traffic shifts, detour plans, signal timing plans, incident clearance, etc.)
- Regional agreements need to be reached on incident response and transportation management.

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

TRANSPORTATION ENGINEERING AND DEVELOPMENT

EMERGENCY MANAGER OR LEAD

Victor F Rhodes, City Engineer, Bureau Manager (823-7556)

OF PERSONNEL IN THE FIELD

10

OF PERSONNEL AT THE EOC

none

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

95-96 -\$0, 96-97 - \$7,958

IMPACT ON BUREAU AFTER FLOOD

- BTED is responsible for evaluating, designing and contracting repairs of landslides affecting public rights of way for which the city is responsible
- BTED also manages notification and follow-up with owners of private property who need to clean up landslide debris or who need to secure geotechnical advice and assistance in providing permanent landslide repairs and mitigation affecting the public right of way
- Since the storm, BTED has managed over \$2million in landslide repairs, and will continue this effort into 1997
- BTED staff are currently also involved with the Bureau of Maintenance staff in designing an alternative seawall protection scheme which may be much more easily installed at less cost to the community

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

- BTED has on staff bridge engineers who are trained to evaluate disaster-related damage to bridges and other structures

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- Our personnel were directly involved in the seawall barrier installation. Our structural engineers had worked with Maintenance staff in designing the barrier system
- Others were involved in working on the seawall, and on the flood control barriers along Marine Drive
- Other engineers were heavily involved in responding to landslides, counseling property owners and working with Maintenance Bureau staff on landslide cleanup issues

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- Our remaining personnel were actively involved in handling both routine and storm-related telephone calls from other agencies and the public

WHAT WAS LEARNED?

- BTED believes that the City's emergency plan should be revised to more clearly spell out who should be involved in doing what, and under exactly what circumstances. It should also provide for training those individuals assigned an emergency role. The existing plan is so vague as to permit inefficient utilization of city personnel during an emergency. It provides bureau managers no direction regarding whether to release personnel involved in other regularly assigned job responsibilities to assist in various response actions.
- BTED desires to contribute to emergency preparedness, but we believe that the emergency plan should define tasks, assign responsibilities to specific people, and then provide appropriate training so those people can be utilized efficiently.

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- BTED has initiated discussions with EOC staff regarding the need to revise the City's emergency plan to more clearly define roles and responsibilities of city staff.

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- The emergency plan should be revised so that it becomes a usable document. The City Council should define the Portland Office of Emergency Management as the cost center for emergency response and all training activities.
- Bureaus having a defined role in the Council-approved emergency plan should be reimbursed by POEM through interagency agreements for their participation in drills and training courses. In this way, the city can track the actual costs of emergency preparedness and response. Without making POEM the cost center, there stands the risk that emergency preparedness can become a financial "black hole."

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

WATER WORKS

EMERGENCY MANAGER OR LEAD

Jim Doane, Principal Engineer (823-7505)

OF PERSONNEL IN THE FIELD

301 Water Bureau employees were involved in Flood work, primarily during the emergency period from Feb 4, to Feb 21, 1996. All facilities and organizations were affected, from engineering and administrative staff reviewing the "big picture", to customer service staff addressing patron inquiries and contacting major water users to curtail water usage, to field engineering staff reviewing specific site problems, to operating engineers troubleshooting facility problems and operating the groundwater pump station, to Interstate Operations addressing potable water, flooding, facility damages, and manpower requirements of the EOC, to the Interstate Stores and shops which kept material and equipment flowing to Water and other Bureaus, to Sandy River and the headworks crews which coordinated supply flow in conjunction with groundwater operations and addressed facility problems in Bull Run, to Water Control Center personnel who monitored water usage and availability and provided situation reports to the EOC, and to Water inspectors and lab personnel who gathered and conducted a demanding schedule of tests to measure the potability of the water flowing to the citizens of Portland. During the post-emergency period, additional labor resources were needed to inspect site damages, prepare cost estimates and reports, and complete the repairs of damaged facilities.

OF PERSONNEL AT THE EOC

14. In addition, WB Interstate Operations maintained 24 hour emergency operations to address the requests of the EOC and to properly assign resources to meet the requirements of the flood emergency.

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

The Emergency management activities are base activities and thus are hard to absolutely account for. We have an existing contract with Barbara Foster for a new Emergency Plan. That contract is about \$100,000. We have other activities which add about \$20,000 in direct expenses. The labor excluding emergency expenditures is \$140,000. There are also a number of projects in the CIP related to emergency management.

IMPACT ON BUREAU AFTER FLOOD

Flood costs to date (including GWPS electrical) =	\$606,480
Additional repair work expected (estd) =	<u>\$20,000</u>
Total flood costs =	\$626,480

Cost Recovery	
Bureau of Transportation (J185070765) =	(\$208,466)
Insurance(J574001197) =	(51,799)
FEMA(estimated/none to date)	<u>(168,484)</u>

Unrecovered Flood Costs	\$197,466
--------------------------------	------------------

Resources

Approximately 6,200 hours of regular time and 5,100 hours of overtime labor were charged to the "flood", as well as 3,800 hours of equipment time

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

Knowledgeable personnel who are able to assist the citizens with water issues

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

Assist with the construction of the Willamette "seawall", provide personnel and equipment for the Marine Drive "levee patrol" and the slide cleanups, respond and repair water facilities damages (mains, services, and other), address "flooding" calls, and coordinate the operation of the water system between Bull Run and GWPS

In addition to the "flood" requirements, Interstate Operations personnel were heavily committed to addressing service damages due to the severe freeze and rapid thaw which preceded the flood

WHAT WAS LEARNED?

We have conducted an extensive post-mortem on Water's response to the flood. In general, our surveys reveal that the Water Bureau did a good job managing the water supply situation during the flood and subsequent turbidity event. We will be taking steps to improve communications between the personnel at the EOC and the Bureau's managers. We learned that additional data and understanding of turbidity events in the Bull Run is needed.

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

We have taken steps to improve our data collection and analysis of information from the watershed. We are improving our communications with the wholesale districts and large customers. We are going to reexamine the personnel that we have at the EOC as well as their role and function. We are conducting a criticality analysis of our facilities for all types of potential disasters.

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

The Bureau is evaluating the need for its own operation center to be used in an emergency. We expect this will be one of the recommendations contained in the consultant's study on our emergency plan. We will be providing additional training to our employees and their families to enable them to be more effective when the call goes out to help. We will be training and equipping four damage assessment teams for the Water Bureau. There are a number of CIP projects that will most likely be needed as a result of the evaluation that is currently underway for emergencies.

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

BUILDINGS

EMERGENCY MANAGER OR LEAD

Margaret Mahoney, (823-7308) Bureau Director,
Damage Assessment Coordinator

OF PERSONNEL IN THE FIELD

28 in field/ 12 in Bureau Command Center

OF PERSONNEL AT THE EOC

7

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

None, however we do keep track of our Emergency Management and Emergency Activities costs. Emergency Management costs are paid out of regular budgeted funds.

IMPACT ON BUREAU AFTER FLOOD

Approximately 120 building permits have been issued for flood recovery related construction on residential and commercial buildings. Permit fees pay for plan review and inspections on those structures. Workload has increased as a result of the flood damage.

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

Damage assessment of buildings and structures and the demolition, repair or rebuilding of those same structures during the recovery phase.

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

We had Bureau inspectors acting as spotters for the planning and OPS sections of the EOC. We had inspectors and engineers out in the field doing damage assessments on structures and landslides. We had Bureau staff collecting damage assessment information and issuing damage assessment summary reports. We had seven Bureau staff working at the EOC.

WHAT WAS LEARNED?

We had an opportunity to use our annex in real time and found it works

What didn't work well or at least could be improved upon included

- Regular and more frequent training on our annex

- Regular exercising of our annex

- Rethink and reassign bureau personnel that work in EOC

- Create "SWAT" damage assessment teams

- Improve on and expand our communication systems and options

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

We have been doing training but no additional exercising. At the management level there has been discussion regarding the assignment of bureau personnel at the EOC and on our damage assessment teams. We have acquired additional equipment and materials to be used in damage assessment.

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

Complete reassignment and training of bureau personnel at EOC and on damage assessment teams. Regularly train new personnel and update trained personnel. Regularly exercise bureau personnel on damage assessment annex.

AFTER ACTION REVIEW RESPONSE & RECOVERY

BUREAU

Office of Finance and Administration, Grants and Contracts

EMERGENCY MANAGER OR LEAD

Dennis Rochek (823-6849)

OF PERSONNEL IN THE FIELD

None

OF PERSONNEL AT THE EOC

None

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

None

IMPACT ON BUREAU AFTER FLOOD

Due to the lack of a city-wide internal or administrative plan for tracking, monitoring, record keeping, and other administrative aspects of cost gathering and reimbursement processing, the Grants Office was called upon to develop and facilitate a system that addressed these issues. There seemed to be no recognition by the EOC personnel, financial or otherwise, that the Federal Government would be a player in the recovery and that all federal funds, received by the City, are processed through the centralized Grants Fund administered by the Grants and Contracts Office in OFA. This was a considerable increase in the work load for a small three person office. Increased costs due to the necessity of tracking, monitoring and processing paperwork to FEMA and FHWA. Normal work load had to be put aside to deal with the enormous amount of paperwork involved in the FEMA process. Lack of pre-planning also created audit problems during the fiscal year end process. Considerable facilitation and coordination was required to keep bureau financial and engineering personnel informed and up-to-date regarding processes being developed and changes to FEMA DSR's. In many cases, it appears that appropriate administrative/financial were either not consulted, involved, included or informed in the emergency process. It is very apparent, after the fact, that the City sorely needs an internal plan to deal with the administrative aftermath that occurs with events such as this.

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

Assist, direct, and guide in the proper expenditure, documentation and administration of federal dollars received by City bureaus

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

None, this office was not included in the process

WHAT WAS LEARNED?

Some bureaus did not advise field personnel on how to correctly fill out TARS that are site specific and have adequate description of the services being rendered during the event so costs can be attributed to the event as well as the correct site after the event. In some cases, instruction was given, but field personnel failed to comply and bureau financial personnel were unable to obtain required information. This is very important since FEMA and FHWA (Federal Highway Administration) require that all costs be tracked by specific site. Inadequate documentation of personnel hours resulted in the loss of reimbursement for personnel time. Suggest that the City standardize some type of form or city-wide instructions for reporting personnel time during an event such as this.

Some bureaus did not track costs by site so they didn't have adequate documentation that is site (DSR) specific. Therefore, they will not be able to receive reimbursement for those costs, increasing the costs borne by the city. Each site should have its own IBIS center code or a Project Tracking System project number assigned to accumulate costs in a site related manner.

Property and equipment were not properly scheduled with Risk and the insurance company so it became an issue for coverage.

Appropriate bureau financial personnel in some cases were not identified and therefore did not attend FEMA finance committee meetings during the crucial first few weeks after the event to stay abreast of procedures, policies and other administrative issues related to tracking, accounting, and monitoring FEMA DSR related expenditures. Thus creating problems with regard to tracking and monitoring their bureau costs as well as the allowability of those costs.

Bureaus did not put Federal Davis-Bacon specifications and wage determinations into all construction related contracts that are put out during the event - FHWA comes in after the fact and selects sites for participation in the FHWA Emergency Relief program. Davis-Bacon regulations apply to all of these sites even if we didn't realize it at the time of the event. This means we had to go back and recreate as much of the Davis-Bacon required as we could after the fact, including having all contractors correct their payrolls and pay the difference between State BOLI rates (which were put into contracts) and the federal Davis-Bacon rates. In future events, federal specifications and federal wage

determinations should be included in all event related contracts and bid spec packages. In addition, it is important that BES, Transportation, and Bureau of Maintenance have personnel on hand who are trained and familiar with city Davis-Bacon processes as well as the Davis-Bacon requirements on federally assisted construction sites.

The City might want to consider a contract with a consultant such as KPMG's Disaster Recovery Group, either during the event or immediately after. The consultant would then assist bureaus in developing the necessary documentation for the FEMA DSR process PRIOR to FEMA inspectors arriving, so assembled documentation is used to write up DSR's and ensures that scope of work and costs used to define the project are accurate, complete and based upon the Portland area's prevailing rates for contractors etc.

Internal bureaus such as (BGS) continued to charge their usual Overhead charges on all services rendered to Bureaus during the flood - unfortunately, overhead charges are not reimbursable through FEMA, so receiver bureaus must absorb these costs.

Insurance companies did not initially track their loss documentation by DSR related sites, creating confusion and delay in determining statements of loss for specific sites. FEMA requires statements of loss for all DSR's and each DSR amount must be reduced by the amount of insurance received prior to any reimbursement, so insurance payments must be DSR related for this to occur.

FEMA, FHWA, and NRCS (Natural Resources Conservation Service) are some of the major agencies that assist in recovery after an event such as the '96 flood. They are all Federal agencies and all federal moneys received by the city are funneled through the centralized Grants Fund. Therefore, all of the documentation, tracking, monitoring, processing and billings run through the Office of Finance and Administration, Grants and Contracts Office. The Grants Office needs to be included in all aspects of the process from the beginning to perform their function and gather the appropriate information.

Materials and stocks requisitioned from stores were not adequately tracked and monitored. Bureaus need to develop procedures for requisitioning materials from stock that provide some form of stock requisition, completed at the time the materials are removed from inventory, not some time after the fact. We had cases where bureaus were trying to develop this information from "memory" after the fact. Unfortunately, this type of documentation cannot be substantiated after

the fact, and thus cannot be reimbursed, increasing the costs borne by the City

EOC Staff were not familiar with what items or services were reimbursable from FEMA. In going through all the costs associated with the EOC, many were not FEMA reimbursable. In future events, it would be extremely helpful to know this in advance. For example, helicopter flights that are rescue related are reimbursable, where flights for assessing damage or threat of damage at a site are not. Purchase of TV's and furniture are not necessary items and will not be reimbursed by FEMA. Recommend that EOC staff become more familiar with some of the internal administrative processes that occur after an event so they can be more knowledgeable up from in the process as well.

Once DSR's have been through the FEMA review process, are approved, computerized and returned to the City they should be passed along to both bureau financial staff as well as project engineers. Changes made by FEMA to scope of work or dollar amounts allowed could affect the work being done at the site and the project manager needs to be aware of these changes. If the city goes to bid on a project and we intend to do additional work, above and beyond the scope of work shown on the DSR, we must break out the DSR related work vs. The additional work in our bid spec packages to insure that the costs related to the DSR are separate and distinct from the additional work. Failure to do so invalidates the work being done and clouds the issue of what is reimbursable from FEMA and what is not.

A major problem was the constant turnover of FEMA personnel, both inspectors in the field and the staff at the field command center in Salem. One field inspector would approve some items and the next inspector on that same site would disapprove the same item. In reviewing the backup documentation received from FEMA with each approved DSR, it is very apparent that in the review process in Salem, the first reviewer might approve an item, the second reviewer might disallow that item, the third reviewer might put the item back in as it was originally, and the final or fourth reviewer might disallow it. One more reason why having the documentation compiled and put together by a consultant prior to inspectors arriving is a good idea. Less likelihood of major changes being made because backup documentation is readily available for the FEMA inspector to review when developing and writing the initial DSR in the field. We had one case where all of the DSR's written up by a particular FEMA inspector were revised and changed during the 4-part review process in Salem. In almost every case, the dollar amount was changed downward and in some cases the scope of work was reduced as well, thereby increasing the costs borne by the City.

Once FEMA has written up a DSR and taken all the documentation to Salem for the 4-part review process, it can make changes to the DSR. If changes to the scope of work or changes to the costs for various line items result in changes to the overall dollar amount of the DSR that are less than 10%, FEMA must consult with City personnel (usually the project engineers) and reach some kind of agreement regarding the change. What has happened with regard to this event, is changes were made and when FEMA tried to contact the party that was listed on the DSR to discuss the matter, and unable to do so, they tried to discuss the matter with whoever was answering the phone. In some cases, this resulted in major discrepancies on DSR's and the lowering of DSR reimbursement to the City. In future events, only the project engineer should be consulting with FEMA personnel on scope of work issues.

The overall length of time it takes a DSR to go through the review process in Salem, get approved and returned to the city creates major problems with regard to being able to go to contract (correctly breaking out the approved FEMA scope of work vs. that considered above and beyond the FEMA DSR) and getting the work started before the beginning of the next rainy season. 5-6 months after the event, we had only received approximately 50 approved DSR's out of 115 written up. If we have to wait for approved DSR to ensure that the scope of work has not changed significantly, we lose precious time in being able to get the work completed before it becomes a bigger headache with the next wet season. In addition, if we go ahead and do the work we think needs to be done to bring the site back to normal, and then the DSR comes back changed or the scope of work reduced significantly, we run the risk of having the work cited as ineligible for reimbursement since it goes beyond the scope finalized in the final approved DSR. All of this is especially important when you consider the fact that we only have 18 months from the initial event to complete work on all DSR sites.

City had major problems tracking mileage and equipment use during the event. City owned equipment rate schedules should be established and approved by FEMA, otherwise FEMA will use their own schedule of equipment rates that may be lower than ours. If primary purpose of a vehicle being used is work related - track and obtain hourly rates. Documentation record requirements include tracking what equipment was used, who used it, what for, where and how it was used. Mileage in city owned vehicles used during the event also needs to be tracked and documented - e.g. mileage for Police cars used during the flood were not adequately documented to allow for reimbursement.

Comprehensive phone lists of loss control reps , bureau category contacts (project engineers), bureau financial contacts, EOC members, and other city personnel involved in the event or administrative process need to be developed and distributed to all involved parties. In addition a comprehensive list of external players, such as ODOT personnel. Various FEMA, OEM personnel, City insurance agents and insurance company representatives, field inspectors names and numbers, and NRCS and Corp of Engineers personnel would also be compiled and distributed to all parties involved.

Need a better system at EOC for PO processing - had several duplicate invoices and some duplicate payments that needed to be sorted out after the fact.

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

None as yet. Waiting to see if there will be some city-wide review of internal processes/procedures/ policies.

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

Development of a city-wide plan that deals with the internal functions, processes and policies, not just the external side of dealing with the event.

**AFTER ACTION REVIEW
RESPONSE & RECOVERY**

BUREAU

BUREAU OF RISK MANAGEMENT

EMERGENCY MANAGER OR LEAD

FRED CUTHBERTSON (823-5101)

OF PERSONNEL IN THE FIELD

2 Loss prevention personnel

OF PERSONNEL AT THE EOC

5 personnel, 2 volunteers - 16 hours

CURRENT BUDGET FOR EMERGENCY MANAGEMENT

none

IMPACT ON BUREAU AFTER FLOOD

- Wages for overtime \$3,641 89 for emergency response
- Benefit's cost \$641 22 for emergency response
- Total OT hours \$124 67 for response phase
- 24 Liability claims which impacts workload of adjuster and will for the next three years No budget of extra dollars to hire temporary claims help New area of law and investigation for all concerned
- Extra work related to flood recovery in terms of hours has been 750 approximately, i e , meetings, correspondence, phone calls, documentation and etc just to adjudicate the damage with the commercial insurance company and FEMA
- Ongoing settlements and negotiation with FEMA and the Commercial insurance carrier for the next two to three years

WHAT IS THE MAIN RESPONSIBILITY/ASSET OF BUREAU DURING FLOOD RELATED DISASTER?

- To provide staffing for the Emergency Operations Center We provide two for the Safety Section, two for the Finance Section and one Recovery Team Leader who is present to stay in the loop for when Response stops and Recovery begins
- Risk provides the commercial insurance for the disaster and works with the FEMA teams and insurance adjusters for recovery of funds necessary to restore buildings and equipment that may have been lost during the flood or disaster
- Risk investigates and accepts or denies all losses filed against the City resulting for the disaster If claims are accepted then we move for settlement
- Risk investigates all law suits against the City for the City Attorneys Office

WHAT WERE THE MAIN ACTIVITIES OF PERSONNEL DURING FLOOD EVENT

- During the flood the first two items listed above were the main activities
- During the Recovery Phase Risk orchestrated the following activities
- Organized an internal communication network with two organizations, (1) the finance people in each bureau, and (2) with all of the field people who would be doing damage estimates with FEMA and the insurance company, Process and procedures were established and contact list and phone numbers were organized and distributed to all stakeholders
- I established myself as the FEMA contact for bottleneck or problems I signed on with FEMA and the State Emergency Management office as the City's responsible party for these respective organizations
- Our office responded to numerous requests for coverage definitions and clarification for FEMA and the commercial insurance carrier
- Attended FEMA's training and instruction on how to process our claims with them
- Went to Salem to meet with the various persons in the Disaster Recovery Office to familiarize myself with them and them with me
- Held numerous clarifying meetings with bureaus and FEMA and the insurance carrier's adjusters to communicate administrative processes and coverage questions
- Responded to various status requests regarding the City's damage, i e , Governors Office, Budget Office, Mayors Office and media inquiries

WHAT WAS LEARNED?

- Need better continuity between Response Phase and Recovery
- The Recovery Team Leader needs to be very involved with Response issues as it relates to documentation of expenses, locations, damage assessments and agreements with contractors during the response phase
- There is much we should be doing now, education, identifying what information is needed, what format, who needs it and for what purpose This

data needs to in standard format We need to consider acquiring a soft ware package to track emergency response and recovery by location, personnel, cost, vendors involved, hours worked, damage assessments made and location

- Many properties had not been added to the commercial insurance property inventory Bureaus have been somewhat lax in ensuring that their property inventory is complete
- A complete debriefing should take place with all bureaus concerned and list the issues that have been identified where we can improve on the process

WHAT ACTION HAS BEEN TAKEN AS A RESULT OF WHAT WAS LEARNED?

- No action has taken place But the first step would be to get all parties together for discussion of what went well and what opportunities there are for improvements

WHAT ACTION IS NEEDED IN THE NEXT TWO YEARS?

- Conduct a survey or meeting to gather comments regarding the flood event
- Develop a specific operational organizational chart with names to identify those responsible for emergency activities
- More training in the areas identified by the survey More training in ICS with specific drills for improving our capabilities
- Identify union issues with wage, emergency shifts etc
- Identify legislation necessary to avoid gouging by vendors and contractors during emergencies
- Process engineering for recovery needs work That is, who needs to know what, in what form, what detail, and timeliness of the flow

" I thought it might be difficult to do this job - concentrating on disasters and all. It was so against my grain of positive thinking. But I realized that it is a very purposeful job. I am actually helping people be able to learn how to care more. Learn how to work together to care more. Learn how they can contribute in their own way to work toward the common goal of protection of human life."

Report compiled by Patty Rueter - Planning Specialist, with cooperation from

Portland Office of Emergency Management Staff :

Captain Glen Eisner Station 14 - EOC Special Assignment 1994-1996
Assistant Emergency Coordinator Captain Mark Schmidt EOC Special Assignment
1996-1998 Assistant Emergency Coordinator Inspector Don Bloom Haz Mat Specialty
Assistant Program Specialist Patty Stephens - EOC & Training Specialty
Public Relations Assistant Pat Swan

for more information please call 823-3809 or prueter@fire.ci.portland.or.us

CITY OF PORTLAND, OREGON

BASIC EMERGENCY SERVICES PLAN

PORTLAND OFFICE OF
EMERGENCY MANAGEMENT

December 1996

City of Portland
Vera Katz
Mayor

May 1996

To All Bureaus

Enclosed is the revised Basic Emergency Services Plan (hereafter referred to as the "Plan") for the City of Portland. This Plan supersedes previous plans. It provides a framework in which the City of Portland can plan and perform emergency functions during a disaster or national emergency.

This comprehensive Plan attempts to be all inclusive in combining the four phases of emergency management, which are (1) mitigation: those activities which eliminate or reduce the probability of disaster or reduce the amount of damage inflicted if a disaster occurs, (2) preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage, (3) response: to prevent loss of lives and property and provide emergency assistance, and (4) recovery: short and long term activities which return all systems to normal or enhanced standards.

The accomplishment of emergency management goals and objectives depends on the development and maintenance of competent Portland Office of Emergency Management (POEM) program staff, adequate funding, and familiarization of other City bureaus and personnel with their emergency responsibilities. It is hereby directed that review of this Plan and over all emergency responsibilities by all City bureau managers be accomplished prior to October 1, annually, or as indicated through plan activation or exercise. Thorough familiarity with this Plan will result in the efficient and effective execution of emergency responsibilities, and better service to the citizens of Portland, Oregon.

This Plan has been approved by the Mayor and City Council. It will be revised and updated as required. All bureaus are requested to advise POEM of any changes which might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addresses on the distribution list.

FOREWORD

The Chief of The Portland Bureau of Fire, Rescue and Emergency Services, the Emergency **Coordinator**, and Portland Office of Emergency Management (POEM) are charged with the responsibility to develop and implement an all-hazards emergency management plan in the City of Portland

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

- Mitigation those activities which eliminate or reduce the probability of disaster or reduce the amount of damage inflicted if a disaster occurs,
- Preparedness those activities which governments, organizations, and individuals develop to save lives and minimize damage,
- Response to prevent loss of lives and property, protect the environment, and provide emergency assistance, and
- Recovery short and long term activities which return all systems to normal or improved standards

Plan development utilizing the four stages focuses on an all hazard approach city-wide

The situations addressed by this Plan are those in which the actions of many different bureaus must be coordinated. This major coordination effort differs from those emergencies handled on a daily basis by the Portland Bureau of Fire, Rescue and Emergency Services, the Portland Police Bureau, Maintenance Bureau, Water Works, and others

AUTHORITY

This Plan is issued by the Portland City Council pursuant to the provisions of Chapter 401, Oregon Revised Statutes (ORS), Title 15 City Emergency Code of the City of Portland, and The Charter of the City of Portland, Oregon

Summary of ORS 401

401 305 Emergency management agency of city Emergency Program Manager, "Each City may establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the city The executive officer or governing body of each city which participates shall appoint an Emergency Program Manager who shall have responsibility for the organization, administration, and operation of such agency, subject to the direction and control of the city and may perform such functions outside the territorial limits as required under any mutual aid agreement or as authorized by the city "

401 315 City authorized to incur obligations for emergency services "In carrying out the provisions of ORS 401 015 to 401 105, 401 260 to 401 325 and 401 355 to 401 580, cities may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to, or recover from emergencies or major disasters "

401 325 Emergency management agency appropriation, tax levy (1) "Each city may make appropriations in the manner provided by law for making appropriations for the expenses of the city, for the payment of expenses of its emergency management agency, and may levy taxes upon the taxable property within the city " (2) "An appropriation made under subsection (1) of this section shall be budgeted so that it is possible to identify it as a distinguishable expense category "

401 335 Temporary housing for disaster victims, political subdivision's authority "Any political subdivision of this state is expressly authorized to acquire, temporarily or permanently, by purchase, lease, or otherwise, sites required for installation of temporary housing units for disaster victims and to enter into arrangements necessary to prepare and equip such sites to utilize the housing units "

City of Portland, Oregon
Basic Emergency Services Plan

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ANNEX ASSIGNMENT

<u>Annexes</u>	<u>Assigned To</u>
1. Emergency Operations	POEM
2. Emergency Operations Center	POEM
3. Emergency Public Information	POEM
4. Health and Human Services	County/City Health Officer
5. Resource Service	POEM
6. Shelter Service	Red Cross
7. Radiological	POEM
8. Hazard Analysis	POEM
9. Flood Plan	Maintenance
10. Public Works Response Plan	Maintenance
11. Inclement Weather Plan	POEM
12. Earthquake Plan	POEM/Fire Bureau
13. Emergency Telephone List	POEM
14. Volcano Plan	Maintenance
15. Hazardous Materials Plan	POEM/Hazmat Coordinator
16. Aircraft Accident-Water Plan	Port of Portland
17. Damage Assessment Plan	Bureau of Buildings
18. Oregon State Fire Service Plan	State Fire Marshal
19. TBA (currently nuclear attack)	POEM
20. Evacuation Plan	Bureau of Police
21. Snow and Ice Control Plan	Maintenance
22. Water Bureau Emergency Plan	Water Bureau
23. Mass Casualty Plan	Fire Bureau/Emergency Medical Service Coordinator
24. Communications-Warning	Bureau of Emergency Communications/POEM
25. Forested and Wildland Interface Areas Fire Protection Plan	Fire Bureau
26. Amateur Radio Communications Plan	Amateur Radio Club
27. Hydroelectric Power Emergency Action Plan	Water Bureau
28. Civil Air Patrol Plan	Civil Air Patrol
29. 911 Telephone Communications Failure	POEM

Responsibility for the upkeep of these specific annexes to the City Plan lies with those listed above. This does not preclude or prevent other bureaus or agencies from providing vital operational input. Each bureau or agency should also have in place plans, procedures and training governing their role in disaster response. Coordination is of the utmost importance in the safety of personnel, citizens, and property of the City of Portland, Oregon.

BASIC EMERGENCY SERVICES PLAN

I AUTHORITY AND REFERENCES

This Plan is issued by the Portland City Council and the Portland Emergency Manager pursuant to the provisions of the City Emergency Code and Resolution #_____ and to Chapter 401, ORS and references noted (References B 1-3)

A Authority

- 1 Chapter 401, Oregon Revised Statutes, as amended
- 2 Emergency Code, Title 15 of the Code of the City of Portland, as amended
- 3 The Charter of the City of Portland, Oregon

B References

1 Federal

- a Civil Defense Act of 1950 (PL 81-920), as amended
- b Disaster Relief Act of 1974 (PL 93-288), as amended
- c Civil Preparedness Guide 2-10

2 State

- a Oregon Basic Emergency Plan, as amended
- b Nuclear Civil Protection Plans
- c Oregon Emergency Operations Plan, Part III, Response and Recovery, as amended
- d Oregon Guide- "Estimating Disaster Damage to Residential Structures "
- e Oregon Guide- "Recommended Local Relief and Recovery Role for Local Government "
- f Oregon Emergency Response System Operations Manual (OERS), as amended
- g Oregon State Fire Service Plan, as amended

3 City

- a BOEC Standard Operating Procedures (SOP)
- b Emergency Occurrence Manual, Bureau of Police
- c Mutual Aid Agreements (verbal or written) are in existence between the following

Electronic Maintenance Division Verbal agreements with US West Direct

Portland Office of Emergency Management Verbal agreements with Corps of Engineers, American Red Cross, 304th Aerospace Rescue and Recovery Squadron, Multnomah Co Dept Of Human Services, Tri-County Community Council, Tri-Met, OR State Defense Force, Civil Air Patrol and Amateur Radio Groups

Bureau of Fire, Rescue & Emergency Services The Fire Bureau has mutual aid agreements with all neighboring fire departments as well as the State Department of Forestry

Bureau of Police Verbal agreements with Multnomah Co Sheriff, Port of Portland and Oregon State Police

Bureau of Maintenance Written Public Works Cooperation Assistance Agreements with Multnomah Co , Gresham, Troutdale, Woodvillage, Fairview and the State Highway Division

II PURPOSE

The purpose of the City of Portland Plan is to assist Portland City government in minimizing the adverse effects to life, property and the environment from natural and human-caused disasters

This Plan attempts to define in a straight forward manner who does what, when, where, and how in order to mitigate, prepare for, respond to, and recover from the effects of disasters

III SITUATION

A General

Portland is a metropolitan community with a population of approximately 500,000 people, located on the Willamette River near its juncture with the Columbia River. Portland is a major manufacturing, transportation and retail center.

B Natural Disaster

The City of Portland is exposed to severe weather hazards such as snow, ice, wind storms, and flooding. The City is also exposed to forest fire and geologic hazards such as earthquake, volcano, and landslide. An epidemic may require total City government commitment to support health officials.

C Human-Caused Disaster

Explosions and major fires occur in Portland. Hazardous materials incidents have occurred during the transportation and/or use of chemicals and petroleum products. Incidents of civil disturbance have also occurred.

A more detailed analysis of the risk of disaster is contained in Annex 8, Hazard Analysis.

IV ASSUMPTIONS

A General

- 1 Essential City services will be maintained as long as conditions permit.
- 2 A disaster occurrence will require prompt and effective emergency response and recovery operations by City government, volunteer organizations, and the private sector.
- 3 Secondary City emergency operations will be based on the principle of self-help. Citizens will likely need to be prepared to take care of themselves for up to 72 hours.
- 4 City government will bear the responsibility for utilizing all available local resources. Some disasters may be of such magnitude and severity that State or Federal assistance is required, and such assistance may be obtained through Oregon Emergency Management.

B Emergency management of resources will attempt to ensure that

- 1 No person will be denied the necessities of life through the inability to pay.
- 2 Economic assistance will be provided to State and local governments to offset costs of providing emergency operations support.
- 3 Economic stabilization measures may be imposed to preclude profiteering and imposition of unnecessary hardships.

C Execution of Operations

- 1 If the Mayor determines that the City government structure is not conducive to effective operations, the Mayor may declare a local state of emergency and take control of all City functions and resources
- 2 The Mayor shall have ultimate responsibility for the resolution of conflicts regarding the application of limited resources to a variety of concurrent emergency situations
- 3 The Mayor has the authority and responsibility to initiate major evacuations based on the reliable advice of Police, Fire, and Emergency Management staff - City Code Title 15 08 040 (4) Minor evacuations of a localized scale may be initiated upon discretion of the Police and Fire Chiefs or the on-scene Incident Commander (IC)

Any evacuation done as a result of an emergency will attempt to keep families together. Residents within the City who are not being moved will be given information on improving their protection through the City Public Information Officer (PIO) and/or by use of the Emergency Alert System, if possible

- 4 It is the responsibility of POEM to notify appropriate bureaus and offices of both the activation or deactivation of the Emergency Operations Center (EOC)
- 5 When the availability of local resources are exhausted, additional resources will be requested by the Mayor from the County and State governments
- 6 The strategic objectives of the City during an emergency period will be to
 - a Preserve life
 - b Stabilize the incident
 - c Minimize property loss
 - d Protect the environment
 - e Restore essential facilities and services
 - f Protect the environment

V CONCEPT OF OPERATIONS

A General

It is the responsibility of government to protect life, property, and the environment from the effects of hazardous events. Local government has the primary responsibility for emergency management activities. This Plan is based upon the concept that emergency functions for various bureaus or agencies involved in emergency management will generally parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency may be suspended for the duration of any emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency tasks by the bureaus or agencies concerned.

B Incident Command System (ICS)

Portland will structure its response to and management of a disaster by using the Incident Command System which parallels the National Interagency Incident Management System (NIIMS) model. There may be changes to the organizational structure, assignment of responsibilities, and other details in order to be appropriately responsive to the specific incident.

A local state of disaster may be declared by the Mayor. The effect of the declaration is to activate the relevant aspects of the Plan and to authorize the furnishing of aid and assistance. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing mutual aid agreements, from County government, from State government, and finally from the Federal government.

C Phases of Emergency Management

This Plan follows an all-hazard approach and acknowledges that most responsibilities and functions performed during an emergency are not hazard specific. Likewise, this Plan accounts for activities before and after, as well as during emergency operations. Consequently, all phases of emergency management are addressed as shown below.

1 Mitigation

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring. Also included are those long-term activities which lessen the undesirable effects of unavoidable hazards. Mitigation activities include education, code enforcement, plans review, and structural retrofitting.

2 Preparedness

Preparedness activities serve to develop the response capabilities needed in the event an emergency should arise. Planning and training are among the activities conducted under this phase.

3 Response

Response is the actual provision of emergency services during a crisis. These activities help to reduce casualties, damage, and speed the recovery. Response activities include warning, evacuation, rescue, and other similar operations.

4 Recovery

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase to reassess the Plan and planning process for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown extra repairs will mitigate or lessen the chances of, or damages caused by another similar disaster.

VI ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

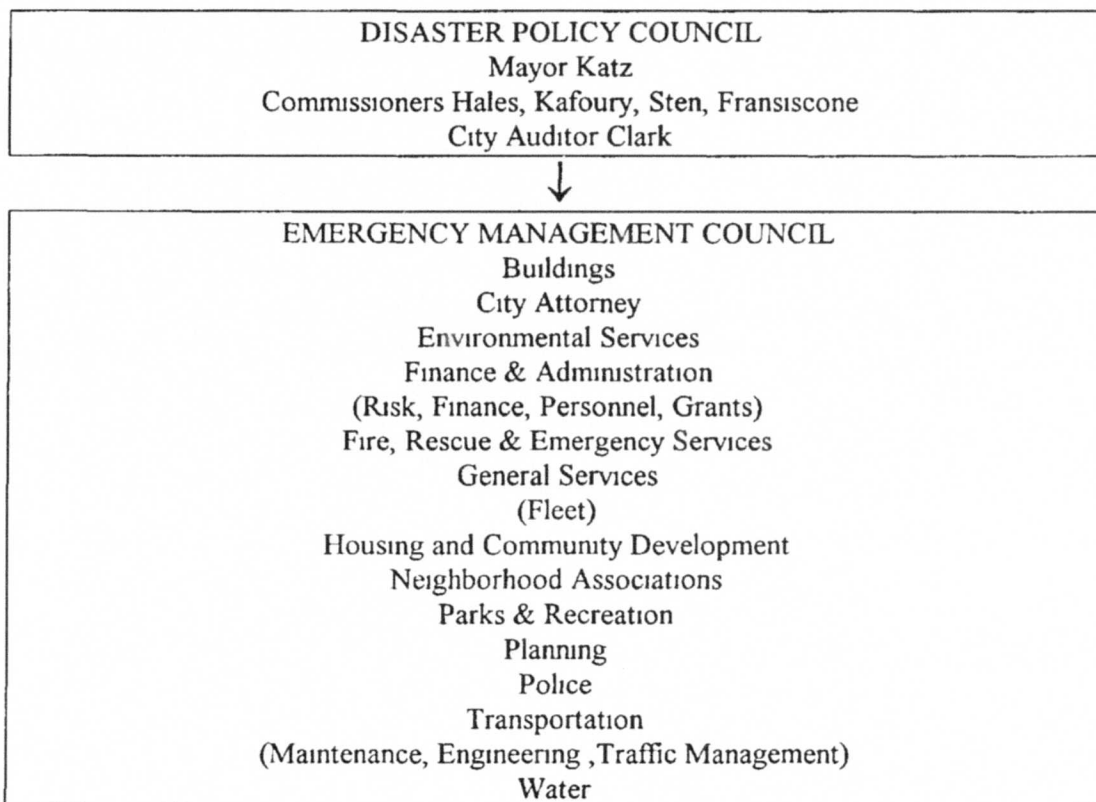
A General

It is important to realize that no one bureau is going to rescue a City during a disaster situation. Further, it is true that City government agencies will not possess all the resources and talent necessary to protect the citizens of the City.

For this reason, the City has endorsed a three tier Emergency Management Council (EMC) concept. This concept blends the legal mandates of the governmental structure with the private resources of the community. By working together and maintaining open lines of communication, we will be able to field and coordinate a tremendous amount of resources and talent.

B Organization

The following is the outline of organization and responsibilities for the EMC concept.





POEM

Fire Chief - Emergency Manager
Emergency Coordinator - Regional Specialty
Hazardous Materials Coordinator - Regional Operations
Assistant Emergency Coordinator - Industrial Hazardous Materials Specialty, LEPC
Assistant Emergency Coordinator - Emergency Operations Specialty
Program Specialist - City & Community Plans Specialty
Assistant Program Specialist - City Emergency Operations Center Specialty
Public Relations Specialist - City & Community Outreach



TECHNICAL ADVISORY COUNCIL (TAC)

304th Air Rescue
American Red Cross
American Medical Response
Bonneville Power Administration
Civil Air Patrol
ECHO (Emergency Communications for Hazardous Operations)
KATU-TV
KXL Radio
KBBT Radio
Lifeflight
METRO
Multnomah County
National Weather Service
Northwest Medical Teams
Northwest Natural Gas
Oregon Department of Transportation
Oregon National Guard
Portland Amateur Radio Club
Portland General Electric Co
Portland Public Schools
Salvation Army
TRI-MET
U S Army Corps of Engineers
U S Coast Guard
U S West Communications
Willbridge Association

DUTIES OF COUNCILS AND POEM

DPC

- 1 Approve City Plan
- 2 Require bureau and office participation
- 3 Provide direction to POEM
- 4 Meet when needed

EMC

- 1 **Approve** exercise schedule
- 2 **Make** Budget recommendations
- 3 **Coordinate** Public education
- 4 **Relate Bureau and Office plans with the Basic Plan**
- 5 **Approve** training schedule
- 6 Make recommendations to DPC
- 7 Meet as necessary
- 8 Involve bureaus and office directors

TAC

- 1 Meet as needed
- 2 Work individually with POEM
- 3 Identify linkages between Emergency plans and City plan

POEM

- 1 Maintain City Plan in state of readiness
- 2 Ensure EOC readiness
- 3 Coordinate efforts of DPC, EMC and TAC
- 4 Serve as liaison between all parties
- 5 Facilitate disaster exercises and training

C Common City Bureau and Office Responsibilities

POEM under authority of Title 15 (15 12 020) requires annual review, training and evaluation of City bureaus and offices assigned emergency responsibilities. The review, training records and evaluation results will be completed by October 1 of each year and be part of the City Council annual review of the Plan in December of each year.

- 1 City bureaus and offices assigned emergency responsibilities have the following common tasks
 - a. **Create a bureau plan that includes the following**
 - b Establish line of succession and provide personnel to the EOC as required
 - c Assure that employees are aware of emergency situation and protective actions to be taken
 - d Accomplish any special training which may be required
 - e Protect vital records
 - f **Accomplish primary or support functions as indicated in the Primary/Support Responsibility Matrix**
 - g **Identify critical functions of daily procedures and develop plan to continue operation during a disaster.**
 - h Develop and maintain/update operating procedures to accomplish primary and support functions
 - i Participate in and assign personnel to the EMC who have the authority to speak for and commit their bureaus' resources

P = Primary Responsibility
S = Support

[illegible]

The Disaster Policy Council sets policy and direction for the city during an incident
Portland Office of Emergency Management coordinates Bureau participation at the EOC
Annex #1 explains specific Bureau activities

GLOSSARY OF TERMS

Annex

A responsibility guide that identifies actions that are specifically related to a function or hazard.

BOEC - Portland Bureau of Emergency Communications:

A city bureau located at 9911 SE Bush and responsible for administering the 911 emergency telephone program for fire, police and medical emergency response dispatch

City:

The City of Portland, Oregon

Disaster:

The occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or human caused, including fire, flood, earthquake, wind, storm, wave action, oil spill, or other water contamination, radioactive activity, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile military or paramilitary action, or other public calamity requiring emergency action

Disaster Policy Council:

The policy group which consists of the Mayor, City Commissioners, and the City Auditor

Drill:

A supervised instruction period aimed at testing, developing and maintaining skills in a particular operation A drill is often a component of an exercise

Emergency:

An event, the effects of which cause loss of life, human suffering, property damage, environmental damage, both public and private, and severe economic and social disruption and accidents that are routinely responded to by local emergency response organizations

EAS - Emergency Alert System:

A network of broadcast stations and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during a war, state of public peril or disaster, or other national emergency as provided by the Emergency Broadcast System Plan

EMS - Emergency Medical Services:

This is a medical emergency response system administered by the Oregon Emergency Medical System The system consists of organized air and ground ambulance emergency medical response and response protocol

EOC - Emergency Operations Center:

For the City of Portland, the location, facility, and staff which provide coordination functions during an emergency or disaster. The EOC is located at 9911 SE Bush. The EOC may be activated by the Mayor, Portland Office of Emergency Management, Bureau Directors or Incident Commanders in the case of emergency and will become the command center for dealing with the emergency.

Exercise:

An activity designed to promote emergency preparedness, test or evaluate emergency operations plans, procedures or facilities, train personnel in emergency response duties, and demonstrate operational capability. There are three specific types of exercises:

- A **Tabletop Exercise:** An activity in which elected and appointed officials and key agency staff are presented with simulated emergency situations. It is usually informal, in a conference room environment, and designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.
- B **Functional Exercise:** An activity designed to evaluate the capability of an individual function or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity. (Example) A Direction and Control Functional Exercise. An activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. It is centered in an EOC or interim EOC, and simulates the use of outside activity and resources.
- C **Full-scale Exercise:** A full-scale exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner over a significant period of time. It involves the testing of a major portion of the basic elements existing within emergency operations plans and organizations in a stress environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

Hazard:

A potential event or circumstance which presents a threat to life and/or property.

ICS - Incident Command System:

A system used to organize and manage the response to an emergency incident, disaster, and operation of Portland's EOC This system is being used at the local, State and Federal level throughout the country

Mayor:

The Mayor of the City of Portland, Oregon

Mutual - Aid Agreements:

Arrangements between organizations, either public or private, for reciprocal aid and assistance in case of disaster too great to be dealt with unassisted

NIIMS - National Interagency Incident Management System:

The Incident Command System used to manage emergencies and disasters

PIO - Public Information Officer for the City of Portland, Oregon:

Usually this is a position operating out of the Mayor's office In the case of a major emergency, POEM will provide the PIO with emergency information who will in turn release this material to the news media

POEM - Portland Office of Emergency Management:

A City office responsible for coordinating disaster-related activities and resources, maintaining and operating the EOC, and providing public information and awareness programs on local hazards

SOP - Standard Operating Procedures:

A steady and continuous reference to those procedures which are unique to a situation and which are used for accomplishing specialized functions

State of Emergency:

The duly proclaimed existence of conditions of a disaster or extreme peril to the safety or health of persons and damage to property within local jurisdictional boundaries For the City of Portland, the emergency must be declared by the Mayor and is normally issued prior to requesting State and/or Federal assistance

RESOLUTION No.

35579

Approve the annual review of the Basic Emergency Services Plan, and accept the accompanying After Action Report of the Flood of February, 1996 (Resolution)

WHEREAS, by virtue of City Code Section 15 12 010, the Chief of the Bureau of Fire, Rescue, and Emergency Services (Bureau) supervises the City's Office of Emergency Management, and

WHEREAS, City Code Section 15 12 020 requires the Office of Emergency Management to recommend to the City Council a Basic Emergency Services Plan to assist the Mayor in the performance of her duties under the Code, and

WHEREAS, City Code Section 15 12 020(4) requires the Office of Emergency Management to annually review the Basic Emergency Services Plan and submit to the City Council the results of the review and any recommendations for revisions, and

WHEREAS, the Chief of the Bureau has submitted his annual review of the Basic Emergency Services Plan, a copy of which is attached to this resolution, and

WHEREAS, the After Action Report of the Flood of February, 1996, which accompanies the Basic Emergency Services Plan, is an example of the Plan at work,

NOW, THEREFORE, BE IT RESOLVED THAT

- 1 The City Council hereby approves the Chief of the Bureau's annual review of the City's Basic Emergency Services Plan, and
- 2 The City Council authorizes the Fire Chief to work toward implementation of the recommendations contained in the Chief's review of the Basic Emergency Services Plan as time and resources allow, and
- 3 The City Council accepts the After Action Report of the Flood of 1996 as an example of the Basic Emergency Services Plan at work

Adopted by the Council, **DEC 11 1996**

Commissioner Gretchen Kafoury
Kathryn Steinberg
December 3, 1996

BARBARA CLARK
Auditor of the City of Portland
By *Barbara Olson* Deputy

1950
Agenda No

RESOLUTION NO
Title

35579

Approve the annual review of the Basic Emergency Services Plan, and accept the After Action Report on the Flood of February, 1996 (Resolution)

INTRODUCED BY	Filed DEC 0 5 1996
NOTED BY COMMISSIONER KAFOURY	<p>By <u>Cay Krehmer</u> Deputy</p> <p>For meeting of Action Taken</p> <p>_____ Amended</p> <p>_____ Passed to Second Reading</p> <p>_____ Continued To _____</p>
Affairs <u>[Signature]</u>	
Finance and Administration	
Safety	
Utilities	
Works	
BUREAU APPROVAL	
Bureau Fire, Rescue & Emergency Services	
Prepared by Date Kathryn Steinberg 12/03/96	
Budget Impact Review Completed <u>[Signature]</u> x Not Required	
Bureau Headfire Chief Robert Wall <u>[Signature]</u>	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS		
				YEAS	NAYS
Consent x	Regular				
NOTED BY		Hales	Hales	✓	
City Attorney		Kafoury	Kafoury	✓	
City Auditor		Lindberg	Lindberg	✓	
City Engineer		Katz	Katz	✓	
			Sten	✓	