



CITY OF

**PORTLAND, OREGON**

BUREAU OF FIRE, RESCUE &amp; EMERGENCY SERVICES

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January 12, 2000

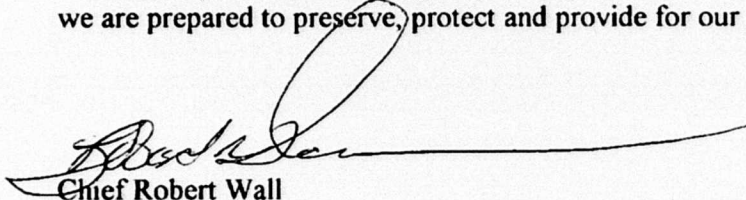
Mayor and Council,

The Portland Office of Emergency Management has been working diligently to coordinate the emergency management system for the City of Portland bureaus and citizens. This past year we trained and exercised frequently. The lessons learned from these experiences have allowed us to improve the system. As a result, our Basic Emergency Services Plan reflects this progress.

The purpose of the Basic Emergency Services Plan is to assist Portland City government in minimizing the adverse effects to life, property, the environment and the community infrastructure from natural, technological and human-caused disasters. The plan defines responsibility, authority and operational methods that are detailed in the functional plans and specific hazard plans applicable to Portland.

Most of the changes to the Basic Emergency Services Plan this year relate to names, titles and dates. The main modification in this year's plan is the restructuring of the annexes into sections called Essential Support Functions (ESF). The outline in Part 1, page viii, lists the functions of a city and its government such as communication, transportation and public utilities. The associated emergency annexes and/or plans are categorized within these functions. This establishes a new way of locating assignments of Commissioners, City Bureaus and their agency counterparts. Everyone connected with a function will be listed together for easy reference furthering the City Bureaus' ability to coordinate actions and resources. Page viii introduces the method in which annexes and plans will be organized with the three volumes of emergency annexes to be released the last part of January.

Please accept the Basic Emergency Services Plan for the Year 2000. Through planning we are prepared to preserve, protect and provide for our citizens.

  
Chief Robert Wall  
Emergency Manager

**CITY OF PORTLAND, OREGON**

**BASIC EMERGENCY SERVICES PLAN**

**Part One & Part Two**



**PORTLAND OFFICE  
of  
EMERGENCY MANAGEMENT**

**January 2000**

**City of Portland**  
**Vera Katz**  
**Mayor**

January 2000

**To All Bureaus**

This year has been filled with many great opportunities to learn about emergency preparedness. It has been a year to clarify the part each Bureau plays in stabilizing our City's future in view of natural, technological or human caused disasters. We met new partners, renewed existing relationships and strengthened our understanding of our complex and inter-related City environment. Thank you all for your attention to the details, your responsiveness to requests beyond your normal workload and above all your cooperation in this effort.

To move forward into the year 2000, we have revised the Basic Emergency Services Plan, Part I and Part II. This Basic 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. It outlines roles and responsibilities, authorities and assumptions upon which all action taken by the City during a disaster is based.

Part One and Part Two of this Plan have been approved by the Mayor and City Council. It will be revised and updated as required. All bureaus are requested to advise the Portland Office of Emergency Management (POEM) of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addresses on the distribution list.

It is hereby directed that review of this Basic 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.

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.

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**MAYOR, CITY OF PORTLAND, OREGON**

**COMMISSIONERS, CITY OF PORTLAND, OREGON**

1) \_\_\_\_\_

2) \_\_\_\_\_

3) \_\_\_\_\_

4) \_\_\_\_\_

**CITY AUDITOR, CITY OF PORTLAND, OREGON**

5) \_\_\_\_\_

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## FOREWORD

The Chief of The Portland Bureau of Fire, Rescue and Emergency Services, as the Emergency Manager, and Portland Office of Emergency Management (POEM) are charged with the development and implementation of 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/Loss Prevention activities which eliminate or reduce the probability of disaster or reduce the amount of damage inflicted if a disaster occurs,

Preparedness activities which governments, organizations, and individuals develop to save lives and minimize damage,

Response activities to address the immediate or short term effects of an emergency or disaster Response includes immediate actions to save lives, protect property and meet basic human needs

Recovery short and long term activities which restore &/or improve basic services to prevent/reduce future loss

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, Environmental Services and others Portland Office of Emergency Management, housed in the Bureau of Fire, Rescue and Emergency Services has the responsibility of bureau coordination during response, as well as developing plans, training and exercising of mitigation, preparedness and recovery

## 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 (Appendix E), and The Charter of the City of Portland, Oregon (Chapter 2, Article 1, Section 2-105a)

### 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 subdivisions 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

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## **Distribution List**

### City of Portland, Oregon - Basic Emergency Services Plan

- 1 Mayor
- 2 Commissioner #1
- 3 Commissioner #2
- 4 Commissioner #3
- 5 Commissioner #4
- 6 Cable Communications & Franchise
7. City Attorney
- 8 City Auditor
- 9       Division of Records Management
- 10 Emergency Communications (BOEC)
11. Energy Office
12. Environmental Services
- 13 Fire & Rescue
- 14       Portland Office of Emergency Management (POEM)
- 15 Finance & Administration
- 16       Financial Management
- 17       Grants Compliance Program
- 18       Human Resources
- 19       Information Technology
20.       Risk Management Bureau
- 21 General Services
- 22       Communications Services
- 23       Facilities Services
- 24       Fleet Services
- 25 Housing and Community Development
- 26 Neighborhood Involvement
- 27       Metropolitan Human Rights
- 28 Parks and Recreation
- 29       Urban Forestry
- 30 Planning Bureau
31. Planning, Development & Review
- 32 Police Bureau
- 33 Printing & Distribution
- 34 Purchasing
- 35 Transportation
- 36       Maintenance
- 37       Transportation Systems Management
- 38       Parking Enforcement
- 39       Transportation Engineering and Development
- 40 Water Works



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**Liaison Distribution**

- 1 American Medical Response
- 2 American Red Cross
- 3 Bonneville Power Administration
- 4 Civil Air Patrol
- 5 Consolidated Emergency Management of Washington County
- 6 Federal Bureau of Investigation
- 7 Gresham Emergency Management
- 8 METRO
- 9 Multnomah County Drainage District
- 10 Multnomah County Emergency Management
- 11 Multnomah County Health
- 12 Multnomah County RFPD 30
- 13 Oregon Emergency Management
- 14 PacifiCorp
- 15 Portland General Electric
16. Portland Public Schools
- 17 Port of Portland Planning
- 18 Salvation Army
- 19 Tri-Met
- 20 US Army Corps of Engineers
- 21 US West
- 22 Veteran Administration Medical Center

## Essential Support Functions & Annexes

The following is the reorganization of the annexes under support functions. This identifies future planning efforts needed and coordination of City and area agencies in emergency management.

<b>FUNCTION</b>	<b>WHICH ANNEXES</b>
#1 Transportation	# 16 Aircraft – Port of Portland #20 Evacuation
#2 Communications	#13 Phone List #26 Amateur Radio Club #29 9-1-1 Failure #24 Communication & Warning – KUFO, NWS
#3 Public Utilities	#10 Public Works #11 Debris Management – Metro #17 Damage Assessment #22 Water #27 Hydro-Electric
#4 Firefighting	#18 Oregon State Fire Service Plan – State Fire #25 Forested and Wildland Interface Area
#5 Info & Planning	#1 EOC #2 EOC Activation Guide #8 Hazard Analysis
#6 Mass Care	#6 Shelter Service – Red Cross #23 Mass Casualty #31 Mass Fatalities
#7 Resource Support	#5 Resource Support
#8 Health & Medical	#4 Health & Medical – County City Health
#9 Search & Rescue	No existing plan
#10 Haz Mat	#7 Radiological #15 Hazardous Materials
#11 Food & Water	No existing plan
#12 Energy & Fuel	No existing plan
#13 Law Enforcement	#20 Evacuation Special Subject 5 Terrorism
#14 Military Support	#28 Civil Air Patrol State Military Emergency Ops Plan TBA
#15 Public Information	#3 Public Information
#16 Volunteers & Donations	#30 Donations – ORVOAD #6 Shelter Service – Red Cross
#17 Animal Protection	No existing Plan -
<b>SPECIAL SUBJECTS</b>	
SS1 Snow & Ice	#21 Snow & Ice Plan
SS2 Flood	#9 Flood
SS3 Earthquake	#12 Earthquake
SS4 Volcano	#14 Volcano
SS5 Terrorism	#19 Draft Regional Terrorism Report

## ANNEX ASSIGNMENT UPDATES

Annexes	Assigned To	Updated
1 Emergency Operations Center	POEM	99
2 Emergency Operations Center Activation Guide	POEM	99
3 Emergency Public Information	POEM	97 draft
4 Health and Human Services	County/City Health Officer	89
5 Resource Service	WATER	99 draft
6 Shelter Service	Red Cross	89
7 Radiological	Fire	96
8 Hazard Analysis	POEM	88
9 Flood Plan	Maintenance	6/97
10 Public Works Response Plan	Maintenance	6/97
11 Regional Debris Management Plan	BES/Metro	5/97
12 Earthquake Plan	POEM/Fire/Buildings	89
13 Emergency Telephone List	POEM	12/99
14 Volcano Plan	Maintenance	6/80
15 Hazardous Materials Plan	POEM/HAZMAT-Fire	3/94
16 Aircraft Accident-Water Plan	Port of Portland	6/97
17 Damage Assessment Plan	Buildings	10/92
18 Oregon State Fire Service Plan	State Fire Marshal	7/97
19 Regional Terrorism Plan	POEM/Police/REMTEC	97draft
20 Evacuation Plan	Police	6/90
21 Snow and Ice Response Plan	Maintenance	12/99
22 Water Bureau Emergency Plan	Water Works	99
23 Mass Casualty Plan	Fire Bureau/EMS	99
24 Communications-Warning	Emergency Communications/ POEM/ General Services	99
25 Forested and Wildland Interface Areas	Fire	7/97
26 Amateur Radio Communications Plan	Portland Am Radio Club	3/97
27 Hydroelectric Power Emergency Action Plan	included in Water Bureau Plan	
28 Civil Air Patrol Plan	Civil Air Patrol	99
29 911 Telephone Communications Failure	BOEC/BGS	99
30 Donations Management Plan	POEM/ORVOAD	7/98
31 Mass Fatalities	Med Examiner	3/97

**I AUTHORITY AND REFERENCES**

The Portland City Council and the Portland Office of Emergency Management, pursuant to the provisions of the City Emergency Code, Resolution \_\_\_\_\_ Oregon Revised Statutes, Chapter 401 and references noted, issue this Plan

**A Authority**

- 1 Oregon Revised Statutes, Chapter 401, 1995 Edition, as amended
- 2 Emergency Code, Title 15 of the Code of the City of Portland, as amended
- 3 Chapter 2, Article 1, Section 2-105a of The Charter of the City of Portland, Oregon as amended 1994

**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 Emergency Management & Assistance (Code of Federal Regulations – Title 44)
- d Public Law 93-288 “Robert T Stafford disaster Relief & Emergency Assistance Act ”
- e National Fire Protection Association 1600-1995

2 State

- a Oregon Emergency Management Plan, 1995, as amended
- b 1997 Oregon State Fire Service (annual) Plan as amended

3 County

- a Ordinance No 171061 agreement with Multnomah County and the Cities of Gresham, Troutdale, Fairview, Wood Village and Maywood Park to use co-location and consolidation of emergency management organizations as the strategy to accomplish regional emergency management coordination

4 City

- a BOEC Standard Operating Procedures (SOP)
- b Emergency Occurrence Manual, Bureau of Police
- c Mutual Aid Agreements (verbal or written) are in existence Bureau of General Services, Communication Division Intergovernmental agreement as a multi-agency provider, Verbal agreements with US West direct

Portland Office of Emergency Management

Verbal agreements with Technical Advisory Council members (Corps of Engineers, American Red Cross, 304<sup>th</sup>

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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 Mutual Aid Law Enforcement Agencies Agreement 15 law enforcement agencies, City, County, Departments, Port, State & Federal .

Bureau of Maintenance Written Public Works Cooperation Assistance Agreements with Multnomah Co , Gresham & Multnomah Co Drainage Districts, State Highway Division and others

Bureau of Environmental Services Verbal agreements with Consolidated Drainage Districts (MCDD, Peninsula Drainage District Nos 1 & 2, and Sandy Drainage District)

Bureau of Water Works  
Agreements with Army Corp of Engineers, Multnomah County Drainage District, water utilities in Oregon and Washington and other public and private sector agreements for the restoration of water service

## 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 and the community infrastructure from natural, technological and human-caused disasters

This Plan intends to define, 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 506,000 people, located on the Willamette River near its juncture with the Columbia River. Portland is the largest city in the State of Oregon and a major port on the West Coast with a direct link to the Pacific Rim nations

- B Ordinance 171061** sets a structure for the planning process between entities of Multnomah County so that better coordination can occur before, during and post disaster. Multnomah County, as a result of the ordinance, is divided into two geographic areas represented by Boards, Eastside and Westside, which will facilitate the development and the interface between all jurisdictions involved. The jurisdictions involved for the Emergency Management Organization
- C Natural Disaster**  
The City of Portland is exposed to severe weather hazards such as snow, ice, windstorms, 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.
- D 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. Human caused disasters also include terrorism and use of weapons of mass destruction, neither of which have occurred locally, but are possible.
- E Technological Disaster**  
Includes a range of hazards emanating from the manufacture, transportation, and use of such substances as radioactive materials, chemicals, explosives, flammables, agricultural pesticides, herbicides and disease agents, oil spills on land, coastal waters or inland water systems,

#### IV ASSUMPTIONS

- A. Levels of Emergency**
- 1 Level 1 Emergency – Normal Operations achievable by a single bureau assigned and trained to respond such as a police, fire, water or transportation emergency
  - 2 Level 2 Emergency – This is determined by the incident commander and could require two or three bureau coordination. The IC could activate the EOC on a limited basis to provide an emergency phone bank, enhanced radio communications and the ability to track an ongoing threat to the City or to assist other agencies and/or jurisdictions
  - 3 Level 3 Emergency - Triggered by the imminent threat to the City of wide spread or severe damage, injury or loss of life or property resulting from any natural or person-made cause. This could require a full activation of the Emergency Operations Center. Level 3 Emergency is termed "State of Emergency" and is officially

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declared by the Mayor or designated City Official in charge

**B Limits to Liability**

- 1 The statutes provide that the City and its agents are not liable while complying or attempting to comply with the emergency provisions or any rule promulgated under the statutes except in the cases of willful misconduct or gross negligence
- 2 It is impossible to anticipate all varying factors in an emergency situation. This Basic Plan is a guide to approaching emergency situations. No provision in the Basic Plan and its subsequent annexes is intended to be mandatory. This plan may be carried out in a flexible manner. This plan should not be interpreted as a guarantee that any specific task will be done in a specific order or that any specific task will be done at all. The Basic Plan represents an optimal approach to an emergency situation. It does not create a right to rely on the city, its employees, officers or agents to carry out the plan in any particular manner or at all
- 3 Property owners, citizens and visitors should not rely on this plan to assure the operation or availability of any public service. Persons should develop an emergency plan to prevent property damage or loss of life
- 4 Property owners should not rely on this plan to protect their property from damage or destruction. Property owners should develop their own plan for dealing with emergency situations,
- 5 Any emergency situation will involve other units of government. Other units of government should not rely on this plan to be implemented

**C General**

- 1 Essential City services will be maintained as long as conditions permit and restored as soon as possible
- 2 A disaster occurrence will require prompt and effective emergency response and recovery operations by City government, volunteer organizations, and the private sector support organizations which will be coordinated through the City Emergency Operations Center by the Portland Office of Emergency Management in collaboration with the Incident Commander
- 3 Citizens will need to be prepared to take care of themselves for up to 72 hours
- 4 Some disasters may be of such magnitude and severity that County, State and/or Federal assistance is required, such assistance may be obtained through the Disaster Declaration Process (Title 15 04 040). According to ORS 401 055, the request must flow from the City to the County and then to the state. The Disaster Declaration Process and the acquisition of additional resources will be coordinated through the City Emergency Operations Center by

the staff of the Portland Office of Emergency Management under the direction of the Incident Commander

**D Execution of Operations**

- 1 The Mayor shall have ultimate responsibility for the resolution of conflicts regarding the application of limited resources to a variety of concurrent emergency situations
- 2 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 08 020 - J  
Minor evacuations of a localized scale may be initiated upon discretion of the Police and Fire Chiefs or the Incident Commander (IC) In a level III Emergency, the City IC is empowered to act on the Mayors behalf  
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
- 3 The authority to activate the Portland EOC will come from the Mayor, an incident commander, staff member of the Portland Office of Emergency Management, Chief of the Portland Fire Bureau, Chief of the Portland Police Bureau, either director in charge of the Water or Maintenance Bureaus, or any of their designees
- 4 It is the responsibility of POEM to notify appropriate bureaus and offices of both the activation and deactivation of the Emergency Operations Center (EOC)
- 5 The strategic objectives of the City during an emergency period will be to
  - a Preserve life
  - b Stabilize the incident
  - c Protect the environment
  - d Protect community infrastructure
  - e Minimize property loss
  - f Restore essential facilities and services

**V CONCEPT OF OPERATIONS**

**A General**

It is the responsibility of government to provide services, which contribute to the protection of life, property, environment, and community infrastructure from the effects of hazardous events The Portland Office of Emergency Management has the primary responsibility for emergency management coordination This Plan is based upon the concept that emergency functions for various bureaus



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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. The efforts that would normally be required for non-essential functions will be redirected to the accomplishment of emergency tasks by the bureaus or agencies concerned (Title 15 020-B). Refer to Essential Emergency Functions Matrix Appendix A.

**B Incident Command System (ICS)**

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

**C Disaster Declaration**

The Mayor may declare a local state of disaster. 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 and subsequently the county will request aid from State government (Title 15 04 040). Finally the Federal government will be called upon by the state when all state resources are expended. The response to the requests will be coordinated through the Portland Office of Emergency Management (15 12 020-C).

**D Phases of Emergency Management**

This Basic Plan and the Comprehensive Emergency Management Plan follow an all-hazard approach and acknowledge that most responsibilities and functions performed during an emergency are not hazard specific. All phases of emergency management are addressed as shown below and are addressed in part in the Comprehensive Emergency Management Plan.

**1 Mitigation/Loss Prevention**

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring. Also included are those long-term activities that lessen the undesirable effects of unavoidable hazards. Mitigation activities include education, code enforcement, plan 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 alert and warning, evacuation, rescue, direction and control, 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. Acknowledging the jurisdictional limitations, planning for response and recovery, preparedness and mitigation can be enhanced by cross-jurisdictional collaboration throughout the planning process.

**B Organization**

The duties of councils and Portland Office of Emergency Management are outlined starting on page 9. The list of organizational emergency responsibilities is clarified in the consolidation ordinance.

**C Common City Bureau and Office Responsibilities**

The authority of Title 15 (15 12 020-A) gives POEM the responsibility to assist and facilitate review, training and planning coordination for City bureaus and offices assigned emergency responsibilities. The review, training records and evaluation results will be compiled by October 1 of each year and be part of the City Council annual review of the Plan in December of each year. Schedules of annex update and bureau and office responsibilities are listed in Appendices B & C.

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All City Departments, Bureaus and Offices have the common task of creating a bureau plan that will include the following

**ALL BUREAUS, DEPARTMENTS & OFFICES SHOULD**

- 1 Have a plan that defines essential services and provides for continued operation during an emergency
  - 2 Have a plan for protection of vital records and resumption of business after an emergency
  - 3 Have a plan that details the line of succession for policy and operations
  - 4 Provide general emergency awareness and preparedness training to all employees
  - 5 Provide specialized training for designated employees
  - 6 Assure that all appropriate Bureau personnel are working in an emergency or event
- 6 Assure payroll procedures and processes can be carried out in the emergency mode

**BUREAUS, DEPARTMENTS & OFFICES WITH EMERGENCY RESPONSIBILITIES SHOULD**

Extending beyond the rudimentary preparedness activities stated above, Bureaus with primary and secondary functions in an emergency (Emergency Management Council Members – City Ordinance 15 12 020A) should include the following plans

- 1 Establish a line of succession and provide personnel to the EOC as appropriate to the size of disaster and as required by POEM and the Incident Commander Also to include field operations, Bureau EOC's and essential services
- 2 Accomplish primary or support functions as indicated in Primary/Support Matrix
- 3 Develop and maintain/update operating procedures to accomplish primary and support functions
- 4 Participate in and assign personnel to the Westside User Board who have the authority to speak for and commit their bureau's resources
- 5 Provide such documentation as may be appropriate to detail operating procedures, communications protocols and emergency tasks
- 6 Have a plan to document decisions made, directions given, actions taken, results obtained and other information relevant to an emergency
- 7 Participate in plans for coordinated information dispersal to the general public

**EMERGENCY MANAGERS OF BUREAUS, DEPARTMENTS OR OFFICES**

- 1 Develop and maintain the annexes to the Plan as assigned
- 2 Bureaus assigned with incident command of a specific incident are to nominate individuals, provide names, phone/pager numbers of even and odd team incident commander to POEM The Mayor has the authority to accept such nominations or to request alternative names The Mayor may assume command or reassign command as he/she sees fit
- 3 Section chiefs, Branch Directors, Division/Group Supervisors, Unit leaders and other positions with the ICS structure are assigned as shown in Appendix B, the Primary & Support Bureaus with these assignments are to nominate individuals (odd and even team members) and to provide names and phone/page numbers to POEM The City Emergency Manager has the authority to accept such nominations or to request alternative names The City Incident Commander has the authority to make such changes to staffing and organization structure as she/he sees fit
- 4 Primary and support provision of tasks and functions are assigned as shown in Appendix B The primary provider is responsible for the plan annex

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## **DUTIES OF COUNCILS AND POEM**

### **EMERGENCY MANAGEMENT ORGANIZATION POLICY BOARD**

City Council Members or representatives from Portland, Gresham, Troutdale,  
Fairview, Wood Village & Maywood Park

**Emergency Management Organization Policy Board will:**

Approve annual work plan  
Review annual budgetary items  
Review allocation of formulas for costs  
Make recommendations for program elements

### **DISASTER POLICY COUNCIL (DPC)**

Mayor  
City Commissioners  
Risk & Office of Finance & Administration Directors  
City Attorney  
Auditor

**Disaster Policy Council will:**

Select Representative for Emergency Management Policy Board  
Approve City Plan  
Require bureau and office participation  
Provide direction to POEM  
Meet when needed

### **WEST MULTNOMAH COUNTY USER BOARD**

City of Portland Emergency Management Council  
Multnomah County  
Maywood Park, Port of Portland, Sauvies Island Fire

**Westside User Board (WUB) will**

Approve exercise schedule  
Make Budget recommendations  
Relate Bureau, Office and agency plans with the Basic Plan  
Approve training schedule  
Make recommendations to DPC  
Meet as necessary  
Involve bureaus and office directors in development and implementation of emergency management systems  
Westside User Board is responsible for the cooperative emergency management planning of the "portion of the County which lies west of the Portland/Gresham city boundary (approximately NE/SE 162<sup>nd</sup> Ave & SE 174<sup>th</sup>)

**PORTLAND EMERGENCY MANAGEMENT COUNCIL**  
Emergency Managers from City of Portland Bureaus

**Emergency Management Council will:**

Be responsible for updating designated annexes and plans for City Bureaus  
Monitor City of Portland response, recovery, preparedness and mitigation programs  
Follow guidelines as established in the Basic Plan and Title 15

**EMERGENCY MANAGEMENT STAFF**  
Multnomah County Emergency Management Coordinators  
Portland Office of Emergency Management Coordinator

**Emergency Management Staff will:**

Develop and maintain jurisdictional program management  
Coordinate activities with City jurisdictions, region and state  
Develop consolidation and co-location strategy per Ordinance 171061  
Supervise staff

**PORTLAND OFFICE OF EMERGENCY MANAGEMENT**  
Fire Chief/Emergency Manager  
Division Chief/Assistant Emergency Manager  
Battalion Chief/ Emergency Coordinator  
Captain/Assistant Emergency Coordinator  
Program Coordinator  
Program Coordinator

**POEM will:**

Maintain City Plan in state of readiness  
Ensure EOC readiness through training and exercise  
Coordinate efforts of Disaster Policy Council, Westside User Board and Technical Advisory Council  
Serve as liaison between all parties  
Plan, develop, schedule and facilitate disaster exercises and training  
Coordinate Public Outreach Program  
Coordinate matters of emergency preparation, response, recovery and mitigation with operational bureaus as needed by Bureaus

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## TECHNICAL ADVISORY COUNCIL (TAC)

304<sup>th</sup> Air Rescue  
American Red Cross  
American Medical Response  
Bonneville Power Administration  
Civil Air Patrol  
Columbia Regional Urban Search & Rescue K-9 Division  
ECHO (Emergency Communications for Hazardous Operations)  
FBI  
Life Flight  
KXL Radio  
KBBT fm  
KUFO am  
KATU TV  
METRO  
Multnomah County Emergency Management  
National Weather Service  
Northwest Medical Teams  
Northwest Natural  
Oregon Department of Transportation  
Oregon National Guard  
PacifiCorp  
Portland Amateur Radio Club  
Portland General Electric Co  
Portland Housing Authority  
Portland Public Schools  
Salvation Army  
TRI-MET/MAX  
U S Army Corps of Engineers  
U S Coast Guard  
U S West Communications

### **Technical Advisory Council will:**

Meet as needed

Work individually with POEM

Identify linkages between Emergency plans and City plan

The Technical Advisory Council is made up of liaison agencies with specialized areas of expertise. They are called upon in a disaster to attend to the special needs populations or special needs of the population such as utilities, communication, State and Federal concerns. POEM and City Bureaus have written and/or verbal agreements with many mentioned.

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## 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 event, including fire, flood, earthquake, wind, storm, wave action, oil spill, or other water contamination, radioactive incident, 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

Any human-made, technological or natural event or circumstance causing or threatening loss of life, injury to persons or property, human suffering or financial loss including but not limited to fire, explosion, flood, severe weather, drought, infestation, earthquake, volcanic activity, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, explosion, riot, hostile or paramilitary action, or structure failure of a dam, building or infrastructure, or other public calamity requiring emergency action (per Chapter 15 04 04 030)

### 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



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### 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 is 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.

### FEMA

Federal Emergency Management Agency. The Federal Agency charged with development of an Integrated Emergency Management System and with supporting Emergency Management and disaster Assistance efforts at all levels of government. FEMA is divided into regions. Portland is under Region 10.

**Hazard**

A potential event or circumstance which presents a threat to life, the environment 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

**NDMS - National Disaster Medical System**

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

**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 Mayors 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**

City office, located within the Fire Bureau and under supervision of the Fire Chief, 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

# Appendix A – Essential Emergency Functions Matrix

35858

The following matrix outlines the essential functions that will need to be acted upon with the first 72 hours of a disaster or a level 3 emergency by the City of Portland Bureaus. The scenario of an earthquake was used to develop the matrix. Other information is available in the Emergency Operations Center Activation Guide.

Office/Bureau	Function	72hr	1wk	2wk
Mayor or Council	Inform citizens	X	X	X
	Liaison with county	X	X	X
	Liaison with state	X	X	X
	Provide Leadership	X	X	X
Fire	Fire fighting	X		
	Rescue	X		
	Hazardous Materials Response	X		
	Medical	X		
Police	Maintain Order	X	X	X
BOEC	Provide Communications	X	X	X
ONI	Coordinate Neighbors	X	X	X
	Information & Referral	X	X	X
Transportation	Lifelines	X	X	X
	Bridges	X	X	X
	Arterial Roads		X	X
	Collectors		X	X
	Local		X	X
	Traffic Signals		X	X
	Debris Removal	X	X	X
Water	Fire fighting – ensure water	X		
	Public Health	X	X	X
	Economic vitality		X	X
BES	Sanitary Sewer	X	X	X
	Storm Sewer		X	X
	Garbage Collection		X	X
OPDR	Inspect Damaged Buildings	X	X	X
	Permits		X	X
Finance & Admin	Collect Fees		X	X
	Pay Contractors		X	X
	Pay Employees		X	X
	Safety	X	X	X
	Run Data Systems		X	X
	Run Accounting Systems		X	X
Purchasing & Stores	Materials/Workers/supplies	X	X	X
Parks	Provide Volunteer Opportunities	X	X	X

Office/Bureau	Function	72hr	1wk	2wk
Emergency Management				
	Alert EOC Responders	X		
	Staff/Assemble EOC teams	X		
	Monitor actual emergency conditions	X	X	
	Advise & Assist Mayor	X	X	
	Coordinate Public Information	X	X	X
	Liaison with agencies	X	X	X
	Effect Declaration of Emergency	X		

## Appendix B

## Incident Command Disaster EOC Responders

	Earthquake	Fire	Landslide	Inc Weather	Snow & Ice	Water Flood	Drought	Volcano	Attack Terrorism	Riot Dem	Chem. Bio Hazmat	Dam Failure	Levee Failure
<b>EM Communications</b>	S	S	S	S	S	S	S	S	S	S	S	S	S
<b>Environmental Services</b>	S	S	S		S	S		S	S		S	S	S
<b>Fire Operations</b>	P	P	S	S	S	S	S	S	PS	S	PS	S	S
<b>Prevention</b>	S	S				S		S	S	S	S	S	S
<b>POEM</b>	S	S	S	S	S	S	S	S	S	S	S	S	S
<b>General Services</b>													
<b>Communications</b>	S	S	S	S	S	S	S	S	S	S	S	S	S
<b>Parks and Recreation</b>		S	S			S		S				S	S
<b>Planning and Review</b>	S		S			S		S					
<b>Police</b>	S	S	S	S	S	S	S	S	P	P	S	S	S
<b>Transportation</b>													
<b>Engineering</b>	S	S	S	S	S	S	S	S	S	S	S	S	S
<b>Maintenance</b>	S	S	P	P	P	P	S	P	S	S	S	S	PS
<b>Traffic</b>	S	S	S	S		S		S				S	S
<b>Water Works</b>	S	S	S	S	S	S	P	S	S	S	S	P	S

P= Primary  
S= Support

### Event EOC Responders

	EOC Staff	Phone Bank	Liaison	Safety	Operations	Planning	Finance	Logistics	Disaster Policy Council
Attorney						S			S
Auditor						S			S
Buildings					S	S			
Com Kafoury									S
Com Hales									S
Com Sten									S
Com Francesconi									S
EM Communications		S						S	
Environmental Services					S	S			
Finance & Administration							S		S
Risk				P					S
Grants									
Personnel									
Info Technology								S	
Treasury									
Fire Operations				PS	PS	PS		PS	
Prevention					S	S			
POEM	P	P	P						
General Services								S	
Communications		S						S	
Fleet								S	
Mayor									P
Information & Rec		PS							
Parks and Recreation				S	S				
Police	S			S	PS	S	S	PS	
Purchases							PS		
Transportation									
Engineering					S	S		S	
Maintenance				S	PS	S	PS	S	
Traffic					S	S			
Water Works					S				

P= Primary  
S= Support

**35858**

**RESOLUTION No.**

Approve the annual review of the Basic Emergency Services Plan. (Resolution)

WHEREAS, by virtue of City Code Section 15.12 010, the Chief of Portland Fire & Rescue (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; 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.

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.

**ADOPTED** by the Council,

**JAN 26 2000**

Commissioner Francesconi

Kathryn Steinberg  
January 19, 2000

**GARY BLACKMER**  
Auditor of the City of Portland  
By

*Britta Olson*  
Deputy

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JAN 19 2000

Agenda No

RESOLUTION NO.

35858 COMMISSIONER JIM FRANCESCONI

Title

Approve the annual review of the Basic Emergency Services Plan (Resolution)

INTRODUCED BY	DATE FILED
COMMISSIONER JIM FRANCESCONI	JAN 20 2000
	Gary Blackmer Auditor of the City of Portland
	By <u>Gary Kershner</u> Deputy
	For Meeting of _____
NOTED BY COMMISSIONER	ACTION TAKEN
Affairs	
Finance and Administration	
Safety	
Utilities <u>JF/KJG</u>	
Works	
BUREAU APPROVAL	
Bureau Portland Fire & Rescue	
Prepared by Kathryn Steinberg Date 1/18/00	
Budget Impact Review ___ Completed ___ Not Required	
Bureau Head <u>[Signature]</u>	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS	
			YEAS	NAYS
Consent x	Regular	Francesconi	}	
NOTED BY		Hales		
City Attorney		Saltzman		
City Auditor		Sten		
City Engineer		Katz		