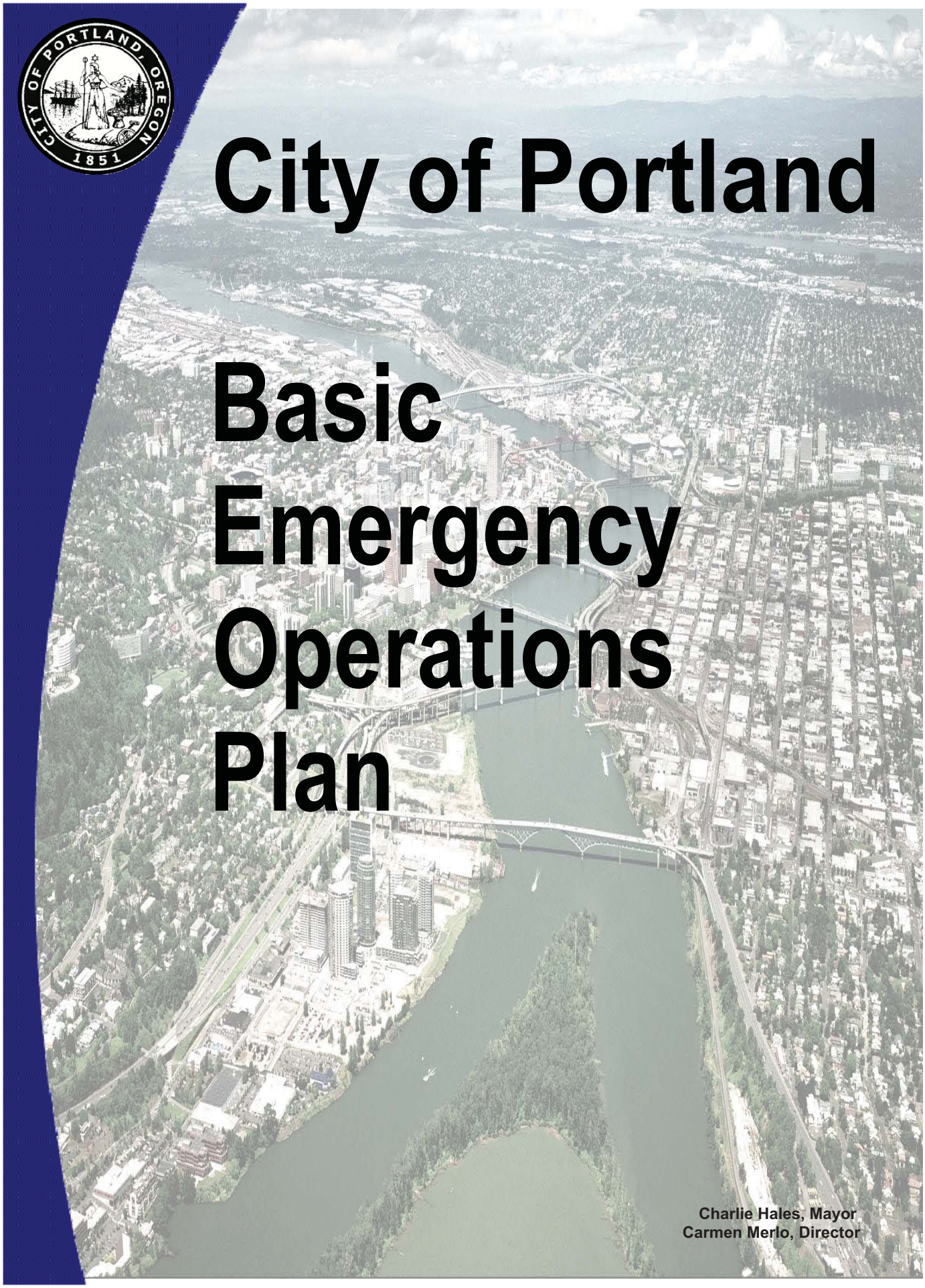

City of Portland

Basic Emergency Operations Plan

Charlie Hales, Mayor
Carmen Merlo, Director

Portland Bureau of Emergency Management
1001 SW 5th Avenue, Suite 650
Portland, Oregon 97204
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PBEM
PORTLAND BUREAU OF EMERGENCY MANAGEMENT

An Equal Opportunity Employer

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March 2013

The highest priority of city government is to ensure a safe and peaceful community for all of Portland's residents. To this end, City bureaus have a shared responsibility to reduce the risk posed by earthquakes, floods and other natural and human caused hazards. It is also critical that essential services such as 9-1-1 dispatch and police and fire response continue without interruption. The Portland Bureau of Emergency Management (PBEM) helps the City achieve this by coordinating citywide emergency planning efforts and supporting the efforts of individual bureaus.

The primary citywide planning document is the Basic Emergency Operations Plan (BEOP). The BEOP provides a framework for how Portland prepares for, reduces the risk of, responds to and recovers from emergencies. It describes specific roles and responsibilities of City bureaus and how they will coordinate resources and activities with each other and our federal, state, county, regional, private-sector and non-governmental organization partners.

The BEOP profiles Portland's hazard vulnerabilities and the City's capabilities used to respond to the hazards. It outlines a multi-bureau concept of operations for the coordination of resources at different response levels to an emergency to ensure the continuity of essential services.

Please accept this document as PBEM's latest update to the BEOP with the full support of the City's Disaster Policy Council.

Mayor Charlie Hales

I. Introduction

A. Purpose

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

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

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

Functional Annexes to the BEOP include:

A. Coordination, Direction & Control
B. Communications
C. Alert & Warning
D. Population Protection
E. Energy (Local Energy Assurance Plan)
F. Mass Care
G. Health & Medical
H. Resource Management
I. Volunteer & Donations Management
J. Private Sector Coordination
K. Damage Assessment
L. Debris Management
M. Continuity of Operations
N. Recovery

Hazard Specific Appendices to the BEOP describe the specific hazard and outline strategies to prepare for, mitigate against, respond to and recover from impacts related to that hazard.

Hazard Specific Appendices to the BEOP include:

HS-1. Terrorism

HS-2. Earthquake

HS-3. Severe Weather

HS-4. Flood

The BEOP is consistent with the Comprehensive Preparedness Guide (CPG) 101v2 and is in alignment with the National Incident Management System (NIMS) and the National Response Framework (NRF).

B. Scope

The City is responsible for city owned assets and infrastructure and the services performed as described in City charter and code. This document provides an overview of the roles and responsibilities of multiple City bureaus and regional agencies that will need to coordinate their resources for effective disaster management.

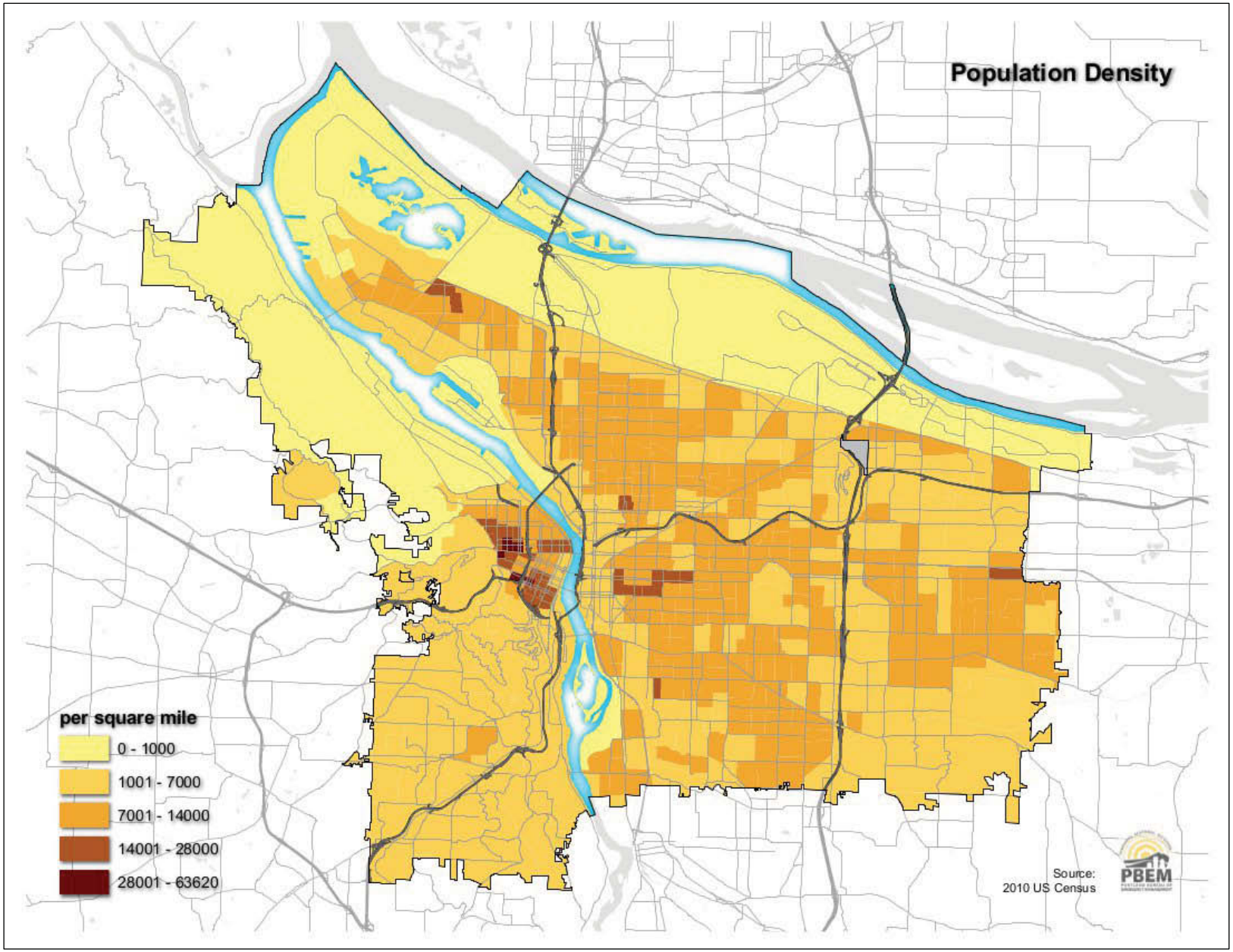
II. Situation and Assumptions

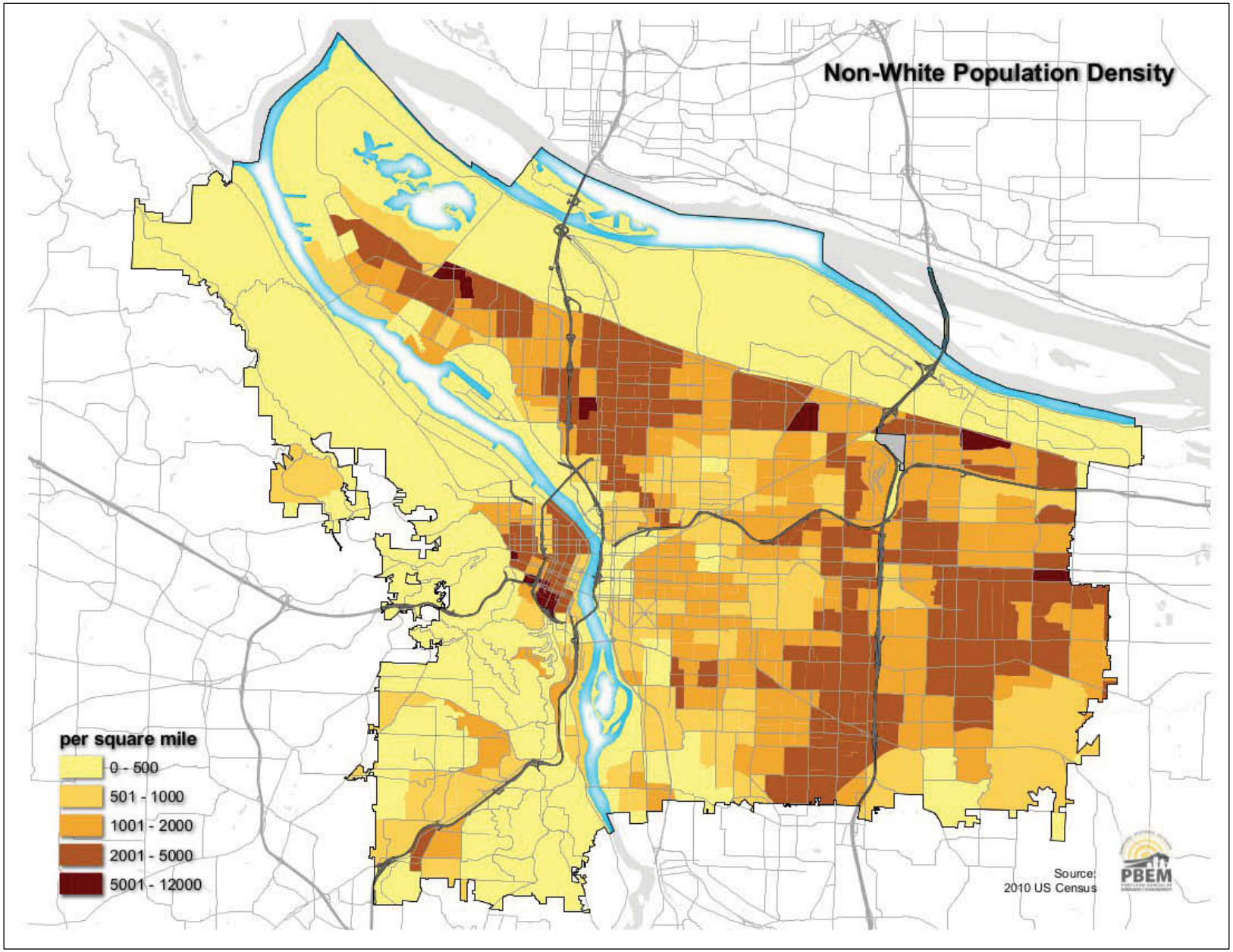
A. Situation

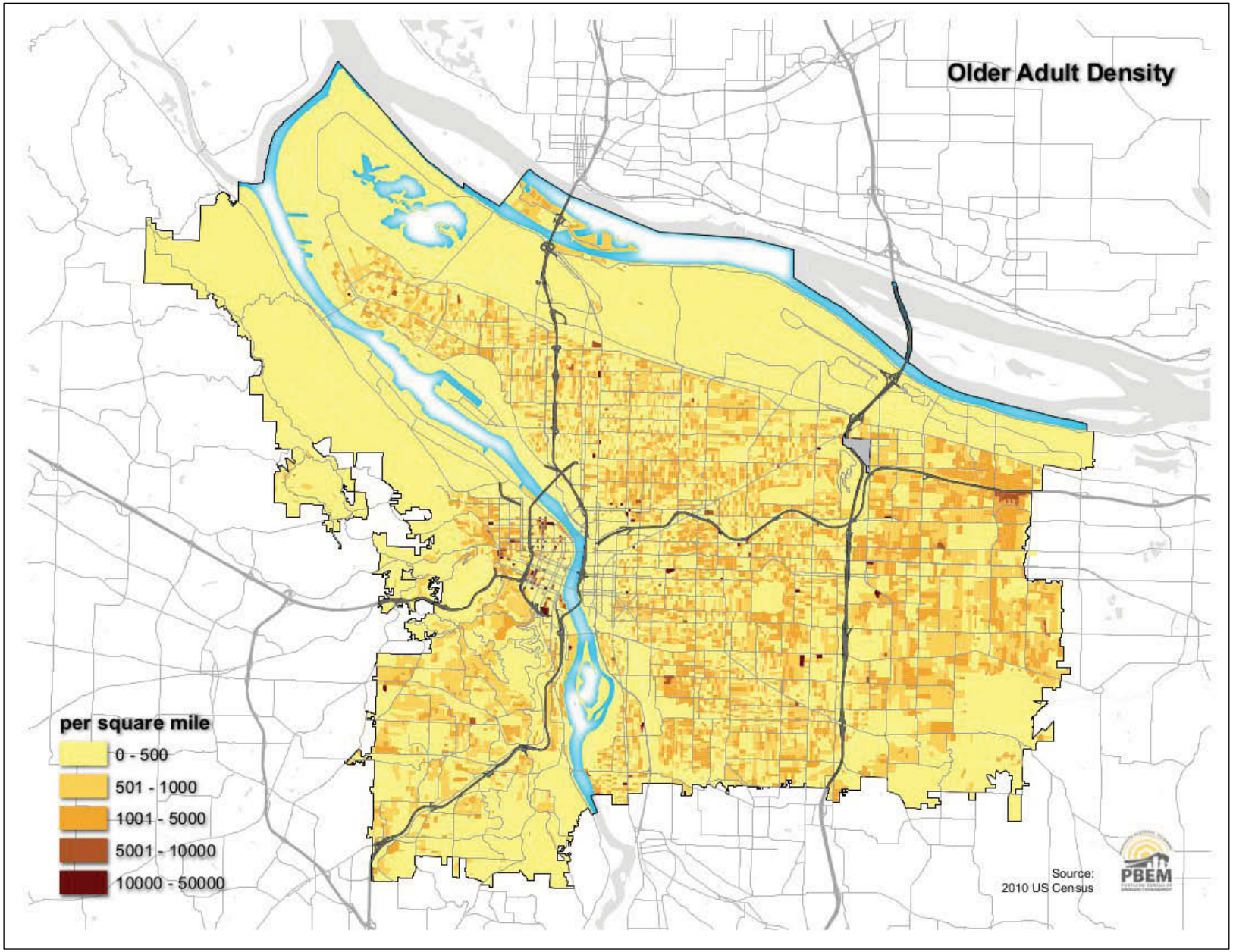
1. Community Profile

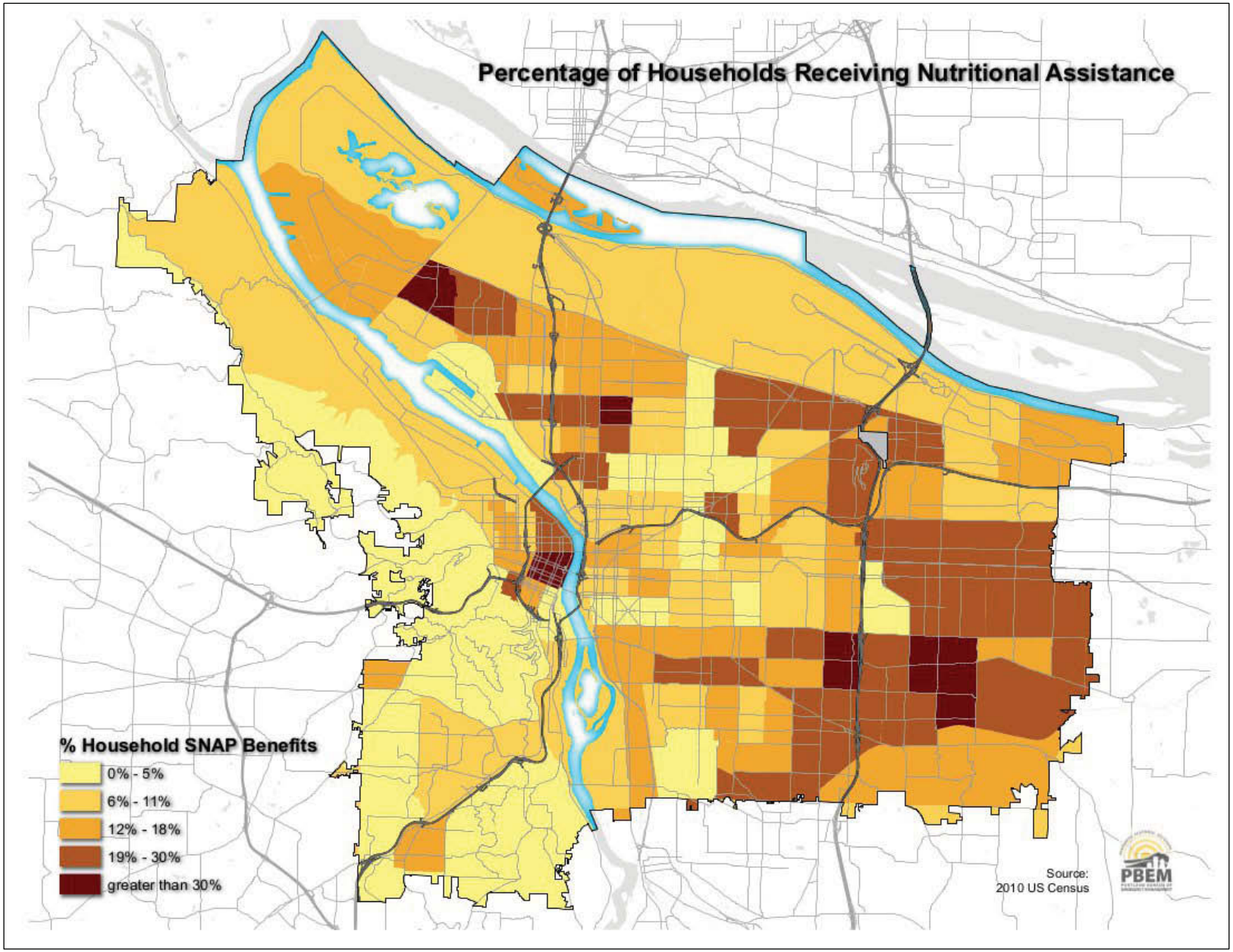
The city of Portland, with a population of 583,776[1], comprises an area of approximately 145 square miles in northwestern Oregon (133.43 square miles of land and 11 square miles of water) and sits at an elevation of 50 feet above sea level with hills extending higher than 1,000 feet. Located on the banks of the Willamette River at its confluence with the Columbia River, Portland is the center of commerce, industry, transportation, finance and services for a metropolitan area of more than two million people. Portland is the seat of Multnomah County with small portions of the city lying in both Clackamas and Washington counties. Portland is the largest city in Oregon and the second largest city in the Pacific Northwest. The city is situated approximately 179 miles south of Seattle, Washington and 636 miles north of San Francisco, California.

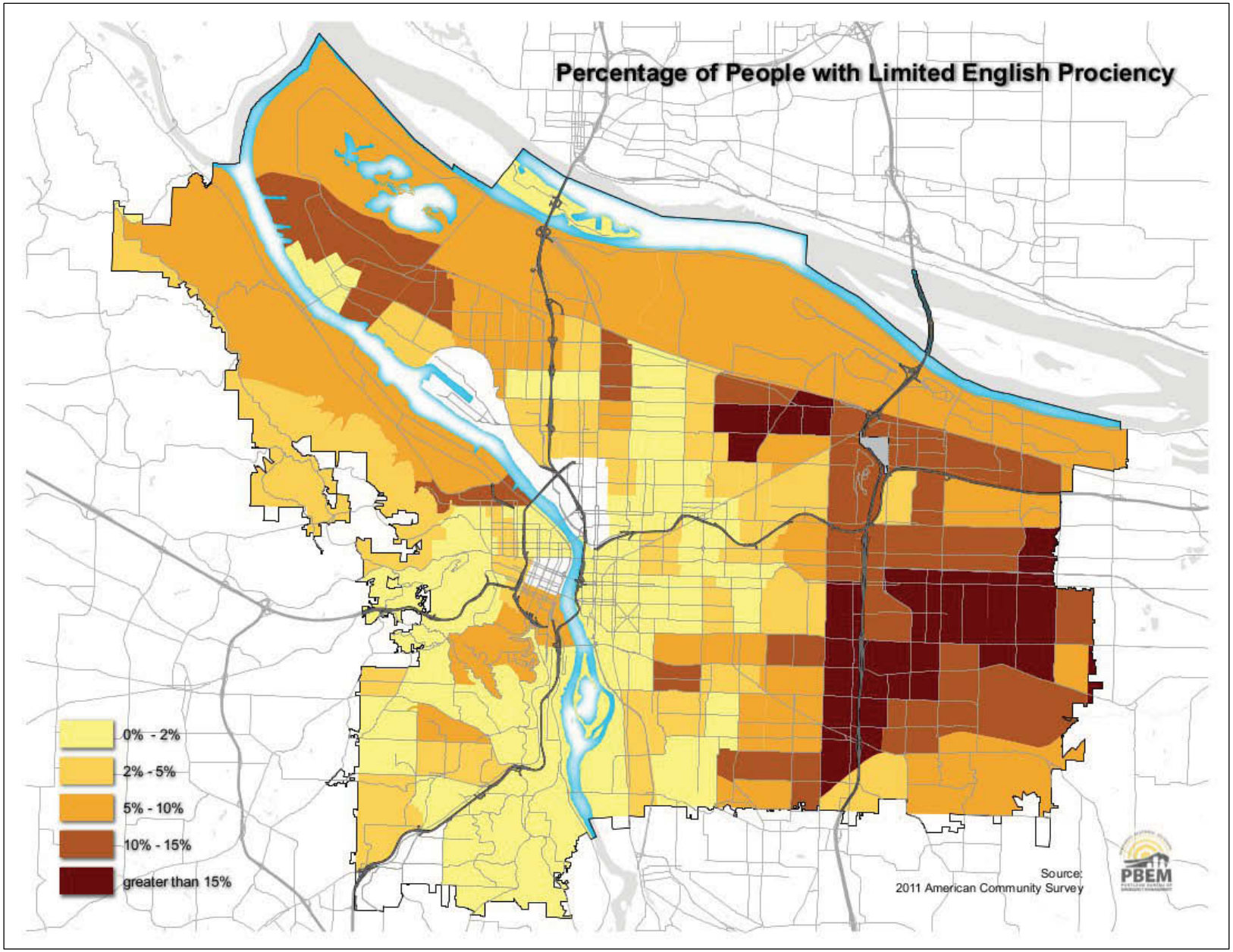
[1] 2010 US Census


Population Density
per square mile
0 - 1000
1001 - 7000
7001 - 14000
14001 - 28000
28001 - 63620
Source:
2010 US Census
PBEM


Non-White Population Density
per square mile
0 - 500
501 - 1000
1001 - 2000
2001 - 5000
5001 - 12000
Source:
2010 US Census
PBEM


Older Adult Density
per square mile
0 - 500
501 - 1000
1001 - 5000
5001 - 10000
10000 - 50000
Source:
2010 US Census
PBEM


Percentage of Households Receiving Nutritional Assistance
% Household SNAP Benefits
0% - 5%
6% - 11%
12% - 18%
19% - 30%
greater than 30%
Source:
2010 US Census
PBEM


Percentage of People with Limited English Prociency
0% - 2%
2% - 5%
5% - 10%
10% - 15%
greater than 15%
Source:
2011 American Community Survey
PBEM

2. Population Distribution

Portland's population is distributed among 247,711 households that are 76.1 percent White, 9.4 percent Hispanic, 7.1 percent Asian, 6.3 percent African American, and 1 percent American Indian or Alaskan Native[2]. The median age is 37.5 years old. Overall population density is approximately 4,375 people per square mile. There is a daytime population increase primarily into the downtown core area of 121,743 people each weekday due to commuting. Portland is organized around 95 neighborhood associations grouped into nine district coalitions with 80% of the population living on the eastside of the Willamette River.

3. Vulnerable Populations

The number of most vulnerable residents, those under five and over 65, totals approximately 17 percent of the population[3]. The Portland Metropolitan Regional Vulnerable Populations Emergency Annex of February 2010 defines vulnerable populations as "populations limited in their ability to take emergency protective action (e.g., evacuation, sheltering in place) or tolerate extended isolation from routine support networks due to physical, sensory, mental health, cognitive or developmental conditions."

Of Portland's total population, 15 percent live below the poverty level, with one in five having a lasting disability[4]. Additionally, 9.2 percent of the population speaks English less than well. The highest densities of residents depending on social services and living under the poverty level reside in the central core of the city.

The Oregon Department of Health and Human Services notes that there are 18,760 persons with disabilities in Multnomah County, including 6,472 persons in in-home care, adult foster care, residential facilities and assisted living nursing facility clients.[5]

The 2011 Street Count, conducted by the Portland Housing Bureau, collected information on individuals and families throughout Multnomah County who were unsheltered (sleeping outside, in a vehicle or abandoned building). The count identified 1,718 unduplicated individuals who met these criteria. In addition to this count, there were 1,009 people sleeping in an emergency shelter or vouchered into a motel – for a total of 2,727 people experiencing homelessness.

[2] 2010 US Census.
[3] American Community Survey 2006-2008 estimates
[4] Ibid
[5] Oregon Health and Human Services 2009 Client Data Base: Seniors/Physical Disabilities Data

4. Hazard Vulnerability and Geographical Areas of Impact

A wide variety and amounts of hazardous materials are manufactured, used and stored to perform daily activities in the City's business and industrial areas. In addition to the regulated amounts stored at fixed facilities, bulk quantities of hazardous materials are transported in and around the city along transportation corridors, rail lines, in pipelines and on ships. Hazardous materials include explosives, flammable/combustible liquids, flammable solids, gases, toxic substances (poisonous or infectious substances), oxidizing substances and organic peroxides, radioactive materials and corrosive substances.

The Oregon State Fire Marshal maintains an inventory of facilities that store, use or ship hazardous materials in reportable quantities as defined by federal and state law. In the Portland metropolitan area, fire department hazardous material coordinators have categorized the facilities in the state list to relative hazard of an incident at each site. Facilities are rated on a scale of one to three, with three presenting the greatest risk based on toxicity, quantity and surrounding environment. PF&R currently monitors 171 facilities that store and use extremely hazardous substances (EHS).

Portland is vulnerable to chemical, biological, radiological, nuclear and explosive incidents, civil disorder, and terrorism. It is a major population center; a west coast transportation hub for river, rail and road commerce; and a place where fuel pipelines converge. Some hazardous materials facilities are near commercial and residential developments.

5. **Natural Hazards**

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

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

a) **Flooding**

Flooding occurs from river and local storm water drainage overflow from the Columbia, Willamette, Tualatin and Sandy Rivers and Johnson Creek. Flooding in the Portland area is a result of very heavy rainfall over a fairly short period of time or rain on top of snowpack, which are referred to as rain-on-snow events.

Flooding in Johnson Creek results from direct surface runoff and increased ground-water discharge and poses problems in residential, commercial, and public areas. Prior to flood mitigation work, Johnson Creek was susceptible to floods on an average of bi-annually. With the implementation of flood mitigation measures including a willing seller program and restoration of floodplains – Johnson Creek may be susceptible to flooding on an average of once every five years.

Two of the most devastating floods to occur in the Pacific Northwest were rain-on-snow events in December 1964 and February 1996. During the December 1964 flood, there was significant snowmelt from a previous low-elevation snowstorm and downtown Portland received about 11.5 inches of rain. The Willamette River in Portland crested about 12 feet above flood stage (29.8 feet). Another big flood event occurred in February 1996 – about eight inches of rain fell in downtown Portland and the low level snowpack released up to ten inches of water in as little as 48 hours[6]. Once again, the Willamette River in Portland crested about 11 feet above flood stage. The Bureau of Environmental Services kept Ankeny Pump Station running through the flood to keep downtown street- and roof drains running to the river. At the same time, the Portland Bureau of Transportation erected a plywood flood barrier to prevent floodwaters from moving from the river into downtown. The harbor wall extension is now fabricated from engineered steel panels that extend from the Steel Bridge to the Hawthorne Bridge. The Ankeny pump station is also now being hardened so that it can function after an earthquake.

[6] Tyree Wilde – National Weather Service, NOAA.

b) **Landslide**

The general term landslide refers to a range of mass movement including rock falls, debris flows, earth slides, and other types. All of these different types of landslides have different frequencies of occurrence, speed of movement, triggering conditions, and different resulting hazards.

Landslides can be classified into one the following five types of movements: 1) slides, 2) flows, 3) spreads, 4) falls and 5) topples. Most slope failures are complex combinations of these distinct types, but the generalized groupings provide a useful means for understanding the type of hazard associated with the type of landslide, the characteristics, identification methods and potential mitigation alternatives.

All of these types of landslides occur in Portland. Some of the most common are shallow earthflows and deep rotational slides especially in the Portland Hills. Some of the steep drainages in the Portland Hills also can have channelized debris flows, which start up at the crest of the drainage and pick up speed, water, and debris on the way down. Rock falls are also common in areas with vertical escarpments.

Areas that are more prone to landslides include areas with steep slopes, canyons, areas at the mouth of a drainage and areas that have had past landslide movement. Several steep sloped natural areas like Forest Park, Terwilliger Wildlands, Marquam Nature Park in west Portland and the Willamette Escarpment east of the Willamette River are notable landslide hazard areas.

As many as 800 landslides accompanied the storms of the winter of 1996. Ninety landslides were reported in the winter storm of 2007-2008. Portland's two most famous landslides have occurred in the West Hills and were reactivated by construction activity. The Washington Park Landslide was reactivated in 1895 when the city cut off the ancient landslide toe when it put in two new reservoirs. This landslide has since slowed to four centimeters per year. The Children's Museum, World Forestry Center and the Oregon Zoo also are built on a large landslide reactivated in 1957 by the widening of Highway 26 which also cut off the toe; this landslide is now stabilized.

Landslides can occur with other natural hazards and human-caused activities, thereby exacerbating conditions, as described below:

- Earthquake shaking can trigger events ranging from rock falls and topples to massive slides.
- Intense or prolonged precipitation can saturate slopes and cause failures leading to landslides.
- Landslides into a reservoir can indirectly compromise dam safety and a landslide can even affect the dam itself.
- Wildfires can remove vegetation from hillsides significantly increasing runoff and landslide potential.

- Construction projects accomplished without knowledge of geography, landslide toe locations, or historic slide events can increase landslide potential.

Development and other human activities can also provoke landslides. Increased runoff, excavation in hillsides, shocks and vibrations from construction, non-engineered fill and changes in vegetation from fire, timber harvesting and land clearing can trigger landslide events. Broken underground water mains can also saturate soil and destabilizing slopes, initiating slides. Something as simple as a blocked culvert can increase and alter water flow, thereby increasing the potential for a landslide event in an area with high natural risk[7].

c) **Earthquake**

Earthquakes usually occur on faults – large fractures that are the weakest places in the earth's crust. Slow movement of the earth's tectonic plates continuously builds up stress along faults. Eventually, a fault will give way and slip, releasing tens or thousands of years of stress in seconds or minutes. Earthquake magnitude depends on the area of fault that slips, and how far it slips.

Portland is located on the North American Plate, which abuts the oceanic Juan de Fuca plate. The Juan de Fuca plate is sinking beneath the North American continental plate in a process called subduction. Portland is therefore vulnerable to a massive subduction zone earthquake along the coast. Portland is located along three smaller faults in the North American Plate ("crustal faults"), and so is subject to crustal earthquakes as well.

The amount of damage an earthquake can cause depends not just on the magnitude of shaking, but also on how close the earthquake is. Though a fault looks like a line on a map, an earthquake radiates seismic waves that shake broad areas extending tens of miles away from the fault. The shaking may be amplified in certain places by the local geology.

The Cascadia Subduction Zone runs from Cape Mendocino in northern California to Vancouver Island in British Columbia. The deep seafloor off Oregon and Washington is the Juan de Fuca oceanic plate, which grows by about an inch and a half each year as molten rock wells up along the Juan de Fuca Ridge. The growing plate is pushed east and gradually cools. About 70 miles offshore from Oregon, the seafloor bends slightly down to form a trench, then continues sinking downward and eastward, under a deep pile of sediments, under the continental shelf, and finally under the North American continent. Subduction zones like Cascadia produce the world's largest magnitude earthquakes.

There is a strip more or less parallel to the coast where the ocean plate is not warm enough to slide smoothly under the continent – the "locked zone." In

[7] Bill Burns, Oregon Department of Geology & Mineral Industries.

Cascadia, the western edge of the locked zone is believed to be just landward of the seafloor trench, but we aren't sure how far east it extends under the continent. It's possible that the locked zone extends as much as seven or eight miles inland from the coast. Even though that's 50 miles from Portland, it's close enough that seismic shaking from a great Cascadia subduction earthquake will be very damaging here.

We know that great earthquakes have happened in the Cascadia Subduction Zone. Geologists have found evidence that coastal marshes and forests throughout the length of Cascadia were submerged abruptly or covered with layers of sand like those that left by tsunamis. In southern Oregon and northern California, additional geologic evidence indicates that large earthquakes occurred more frequently without rupturing further north along Washington or British Columbia. A Cascadia earthquake that ruptures along all 680 miles of the locked zone would result in a magnitude 9 earthquake – as big as the one that devastated Japan in March 2011. An earthquake limited to northern California and southern Oregon would result in a magnitude 8 to 8.6 – still a great earthquake.

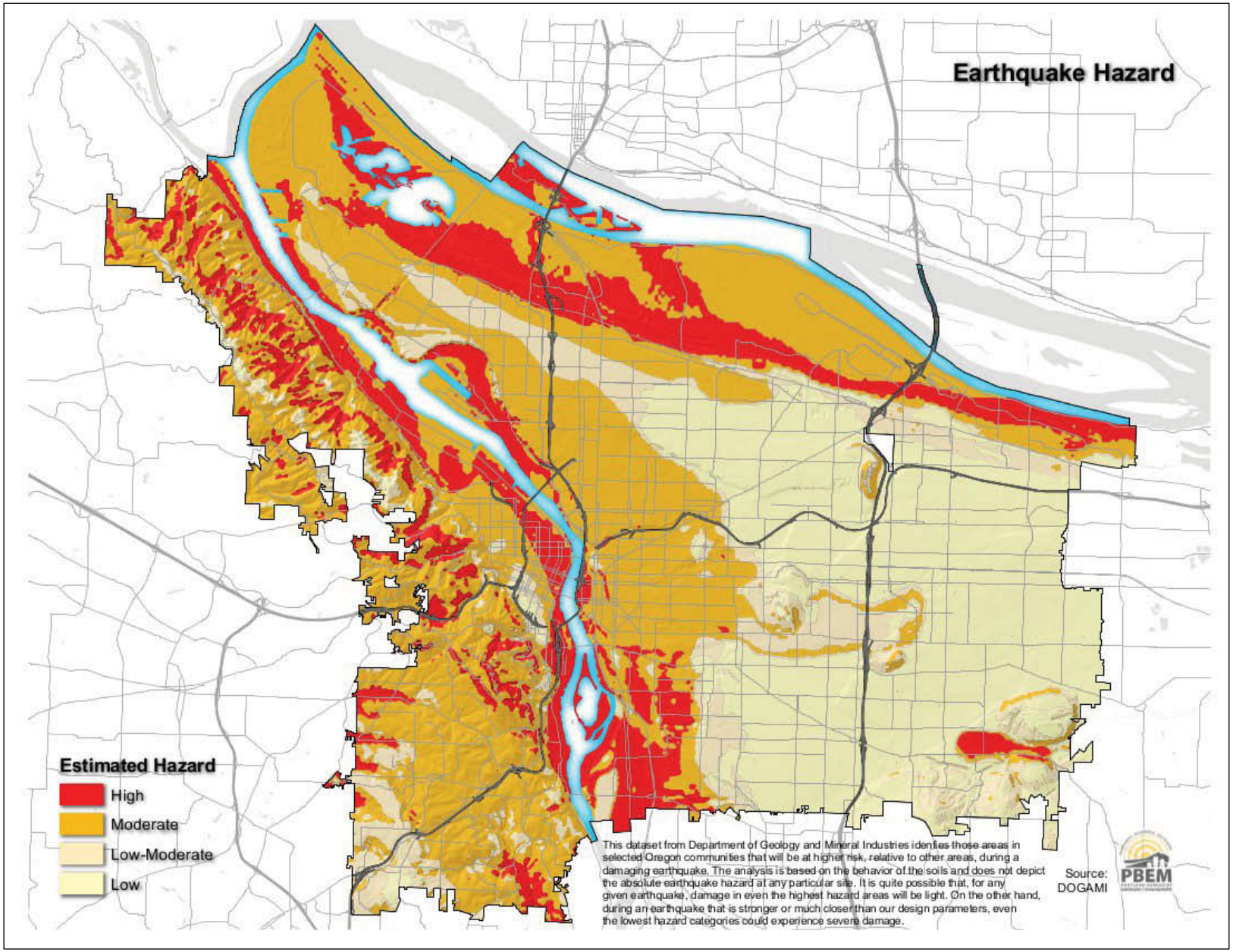
The most recent Cascadia subduction earthquake occurred on January 26, 1700 – it generated a tsunami that crossed the Pacific Ocean to damage coastal towns in Japan, where written records date back hundreds of years. On average, magnitude 9 Cascadia earthquakes have happened every 400 to 600 years, but magnitude 8-8.6 earthquakes rupturing only the southern part of the subduction zone have happened more frequently. Regardless of these average return periods, the time between earthquakes is irregular so it's impossible to know exactly when the next Cascadia earthquake will occur.

In addition to being proximate to the Cascadia subduction zone, Portland straddles three identified crustal faults that stretch the length of the city: the Oatfield Fault west of the northwest hills; the East Bank Fault, traversing the Willamette into Oregon City and the Portland Hills Fault which runs parallel to Forest Park into downtown Portland.

These shallow crustal earthquakes, which tend to produce shorter durations of strong ground shaking, may actually be more damaging than a Cascadia Subduction Zone earthquake because they are located much closer to Portland. Records for average return periods for these crustal earthquakes are not as well documented however; geologists estimate they occur on average every 1,000 years[8].

In addition to the subduction and crustal faults, Portland could experience an intraplate earthquake of up to magnitude 6.5. Intraplate earthquakes are not associated with plate boundaries. They could occur directly under Portland but would be more than 22 miles deep. Compared to earthquakes near plate boundaries, intraplate earthquakes are not well understood, and the hazards associated with them are difficult to quantify.

[8] Evelyn Roeloffs, United States Geological Survey


Earthquake Hazard
Estimated Hazard
High
Moderate
Low-Moderate
Low
This dataset from Department of Geology and Mineral Industries identifies those areas in selected Oregon communities that will be at higher risk, relative to other areas, during a damaging earthquake. The analysis is based on the behavior of the soils and does not depict the absolute earthquake hazard at any particular site. It is quite possible that, for any given earthquake, damage in even the highest hazard areas will be light. On the other hand, during an earthquake that is stronger or much closer than our design parameters, even the lowest hazard categories could experience severe damage.
Source: DOGAMI
PBEM

d) **Volcanic Activity**

Portland has its own set of volcanoes – the Boring Volcanic Field – a series of 80 small volcanoes that dot the Portland/Vancouver area. Some examples of these local volcanoes include Rocky Butte and Mount Tabor.

Mount Hood is our iconic "backyard volcano" – it has erupted intermittently for hundreds of thousands of years with the most recent major eruption occurring about 200 years ago. Mount Hood is not a big ash producer, but small ash eruptions could impact aviation at Portland International Airport, nearby transportation corridors (primarily I-84 and Highway 26) and water supply from the Bull Run reservoir. Minor ash fall could also reach Portland.

Mount St. Helens is our other nearby volcano. Mount St. Helens last erupted 2004-2008 and its last major explosive eruption was on May 18, 1980. It is a characteristically vigorous, explosive volcano very active over the last 4,000 years and the biggest ash producer in recent times in the Cascades. Ash fall in Portland would have impacts on regional transportation (air, rail and road) and communication infrastructure, human and animal health and safety, power supply, water supply, wastewater treatment, agriculture, and possibly compromise the structural integrity of some building roofs[9].

e) **Wildfire**

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

f) **Severe Weather**

(1) **Wind Storms**

The most destructive winds experienced in Portland are those that blow from the south, parallel to the major mountain ranges. Some winds blow from the east, but most often do not carry the same destructive forces as those from the Pacific Ocean. Severe storms affecting Portland with snow and ice typically originate in the Gulf of Alaska or in the Central Pacific Ocean. These storms are most common from October through March. The definitive weather disaster of the Pacific Northwest was a wind storm that occurred on October 12, 1962 and is commonly referred to as the Columbus Day Storm. The storm killed 38 people and injured many more and did about $235 million dollars in damage, which is over $1.4 billion in

[9] Thomas Pierson, USGS, Cascades Volcano Observatory

today's dollars. Wind gusts reached 116 mph in downtown Portland and over 170 mph on the coast. Cities lost power for two to three weeks and over 50,000 dwellings were damaged. Agriculture also took a devastating blow as entire fruit and nut orchards were destroyed.

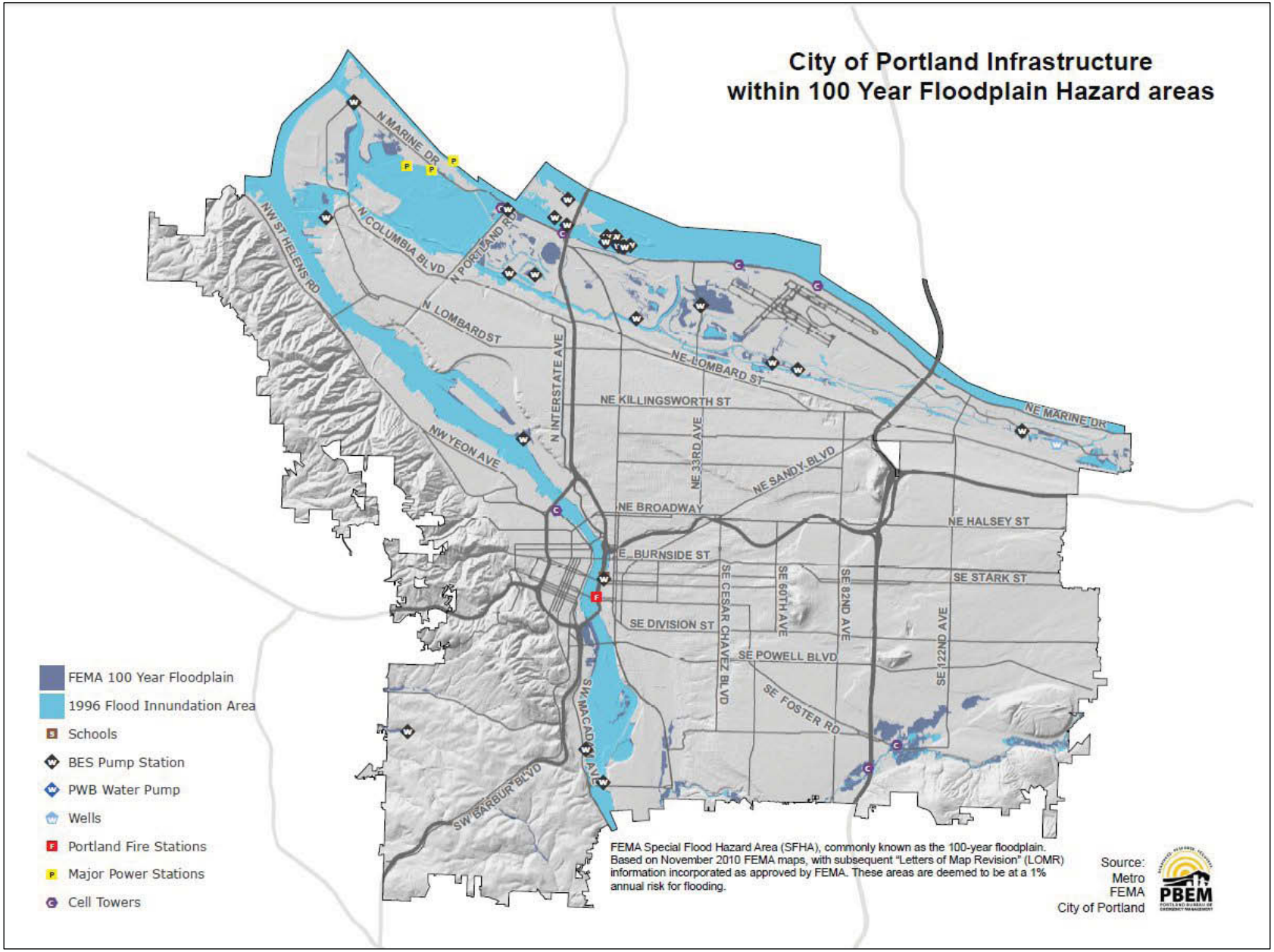
(2) **Winter Weather**

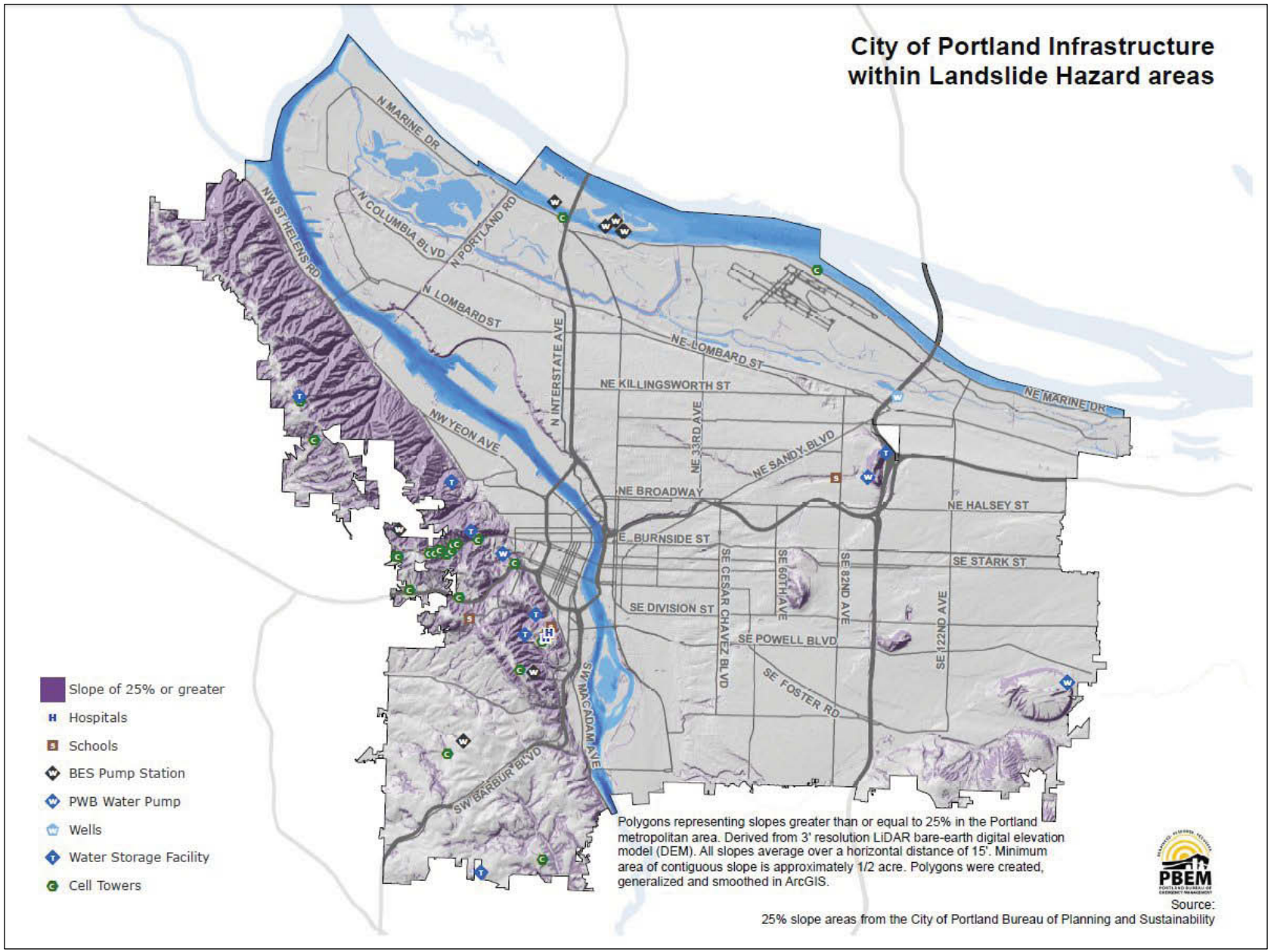
The city can be affected by severe weather events originating in the central Pacific Ocean. Snow events can occur if a wet Pacific storm reaches the area when a cold air mass is present. A natural break in the Cascade Mountains sometimes allows cold air from the east to funnel through the Columbia Gorge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

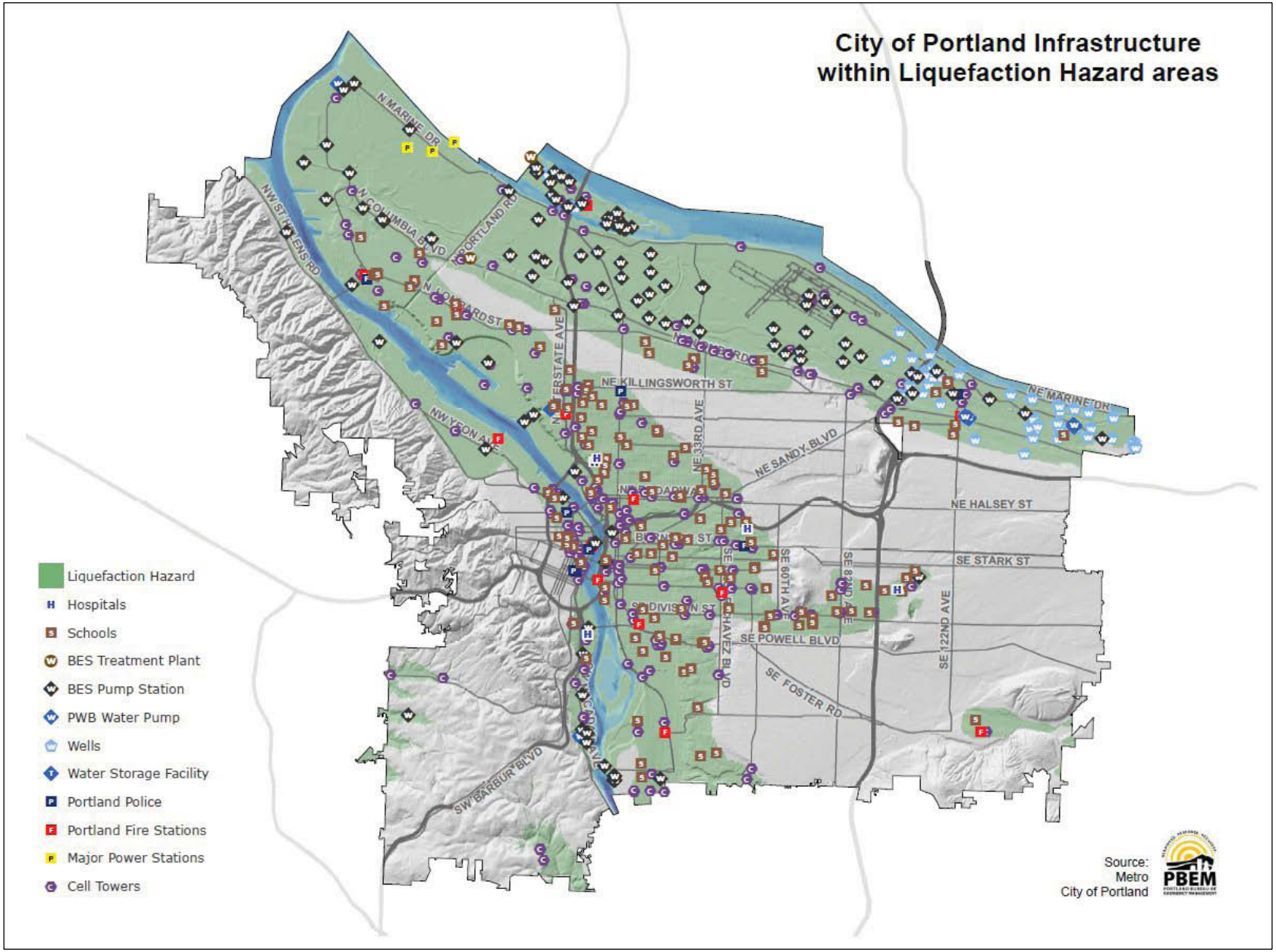
6. Mitigation/Risk Reduction Overview

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

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


City of Portland Infrastructure
within 100 Year Floodplain Hazard areas
N MARINE DR
N COLUMBIA BLVD
N PORTLAND RD
NW ST HELENS RD
N LOMBARD ST
NE LOMBARD ST
N INTERSTATE AVE
NE KILLINGSWORTH ST
NE MARINE DR
NW YEON AVE
NE 33RD AVE
NE SANDY BLVD
NE BROADWAY
NE HALSEY ST
E BURNSIDE ST
SE STARK ST
SE CESAR CHAVEZ BLVD
SE 60TH AVE
SE 82ND AVE
SE 122ND AVE
SE DIVISION ST
SE POWELL BLVD
SE FOSTER RD
SW MACADAM AVE
SW BARBUR BLVD
FEMA 100 Year Floodplain
1996 Flood Innundation Area
Schools
BES Pump Station
PWB Water Pump
Wells
Portland Fire Stations
Major Power Stations
Cell Towers
FEMA Special Flood Hazard Area (SFHA), commonly known as the 100-year floodplain. Based on November 2010 FEMA maps, with subsequent "Letters of Map Revision" (LOMR) information incorporated as approved by FEMA. These areas are deemed to be at a 1% annual risk for flooding.
Source:
Metro
FEMA
City of Portland
PBEM


City of Portland Infrastructure within Landslide Hazard areas
N MARINE DR
N COLUMBIA BLVD
N PORTLAND RD
NW ST HELENS RD
N LOMBARD ST
N INTERSTATE AVE
NE LOMBARD ST
NE KILLINGSWORTH ST
NE 33RD AVE
NE MARINE DR
NW YEON AVE
NE SANDY BLVD
NE BROADWAY
NE HALSEY ST
E BURNSIDE ST
SE CESAR CHAVEZ BLVD
SE 60TH AVE
SE 82ND AVE
SE STARK ST
SE DIVISION ST
SE 122ND AVE
SE POWELL BLVD
SE FOSTER RD
SW MACADAM AVE
SW BARBUR BLVD
Slope of 25% or greater
Hospitals
Schools
BES Pump Station
PWB Water Pump
Wells
Water Storage Facility
Cell Towers
Polygons representing slopes greater than or equal to 25% in the Portland metropolitan area. Derived from 3' resolution LiDAR bare-earth digital elevation model (DEM). All slopes average over a horizontal distance of 15'. Minimum area of contiguous slope is approximately 1/2 acre. Polygons were created, generalized and smoothed in ArcGIS.
PBEM
Source:
25% slope areas from the City of Portland Bureau of Planning and Sustainability


City of Portland Infrastructure
within Liquefaction Hazard areas
Liquefaction Hazard
Hospitals
Schools
BES Treatment Plant
BES Pump Station
PWB Water Pump
Wells
Water Storage Facility
Portland Police
Portland Fire Stations
Major Power Stations
Cell Towers
N MARINE DR
NW ST HELENS RD
N COLUMBIA BLVD
PORTLAND RD
N LOMBARD ST
INTERSTATE AVE
NE KILLINGSWORTH ST
NW YEON AVE
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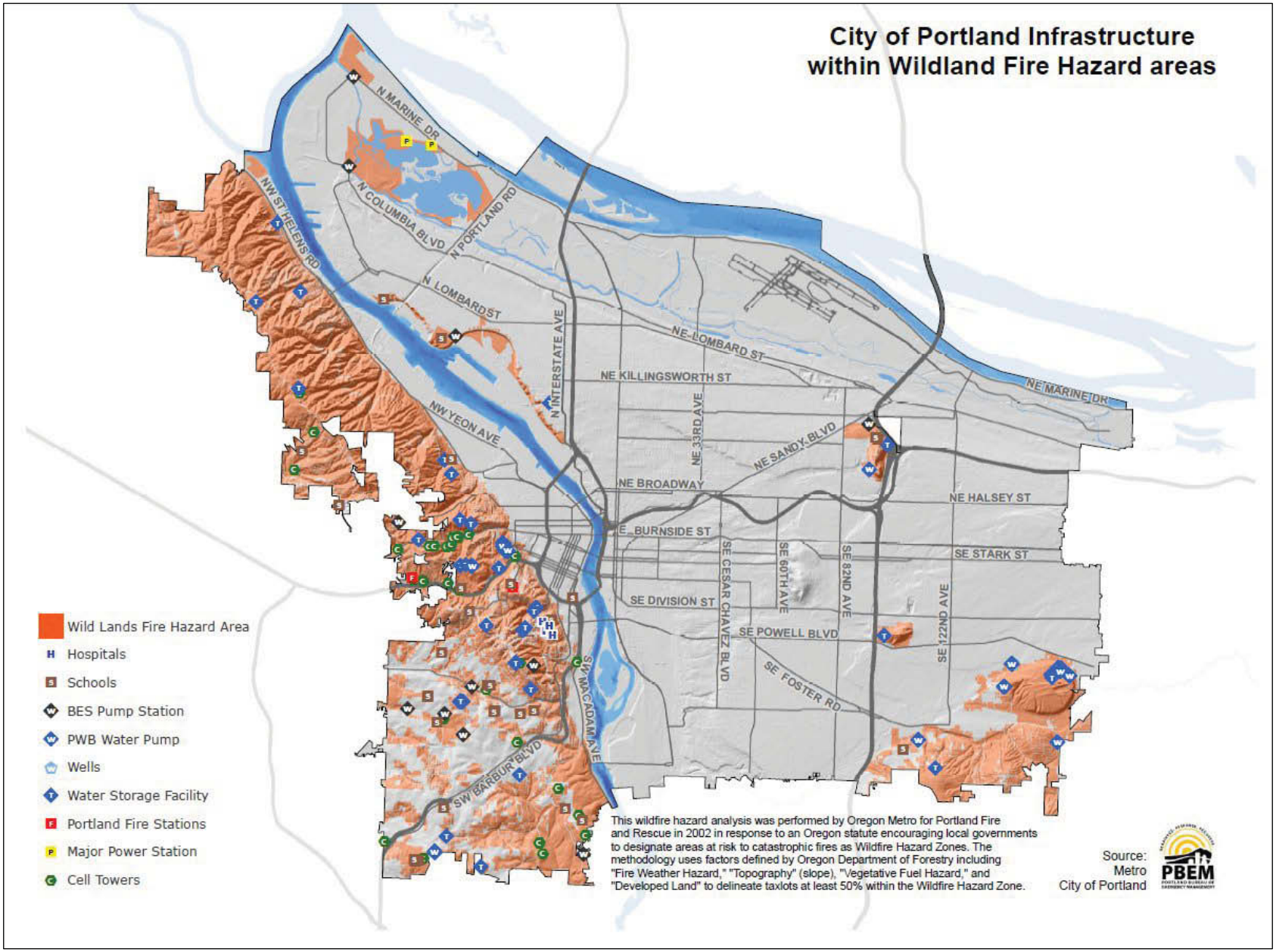
SE 60TH AVE
SE DIVISION ST
SE POWELL BLVD
CESAR E CHAVEZ BLVD
SE FOSTER RD
SE 122ND AVE
SW BARBUR BLVD
Source:
Metro
City of Portland
PBEM


City of Portland Infrastructure
within Wildland Fire Hazard areas
N MARINE DR
N COLUMBIA BLVD
N PORTLAND RD
NW ST HELENS RD
N LOMBARD ST
N INTERSTATE AVE
NE LOMBARD ST
NE KILLINGSWORTH ST
NE MARINE DR
NW YEON AVE
NE 33RD AVE
NE SANDY BLVD
NE BROADWAY
NE HALSEY ST
E BURNSIDE ST
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SE 60TH AVE
SE 82ND AVE
SE 122ND AVE
SE DIVISION ST
SE POWELL BLVD
SE FOSTER RD
SW MACADAM AVE
SW BARBUR BLVD
Wild Lands Fire Hazard Area
Hospitals
Schools
BES Pump Station
PWB Water Pump
Wells
Water Storage Facility
Portland Fire Stations
Major Power Station
Cell Towers
This wildfire hazard analysis was performed by Oregon Metro for Portland Fire and Rescue in 2002 in response to an Oregon statute encouraging local governments to designate areas at risk to catastrophic fires as Wildfire Hazard Zones. The methodology uses factors defined by Oregon Department of Forestry including "Fire Weather Hazard," "Topography" (slope), "Vegetative Fuel Hazard," and "Developed Land" to delineate taxlots at least 50% within the Wildfire Hazard Zone.
Source:
Metro
City of Portland
PBEM

7. Critical Facilities and Infrastructure

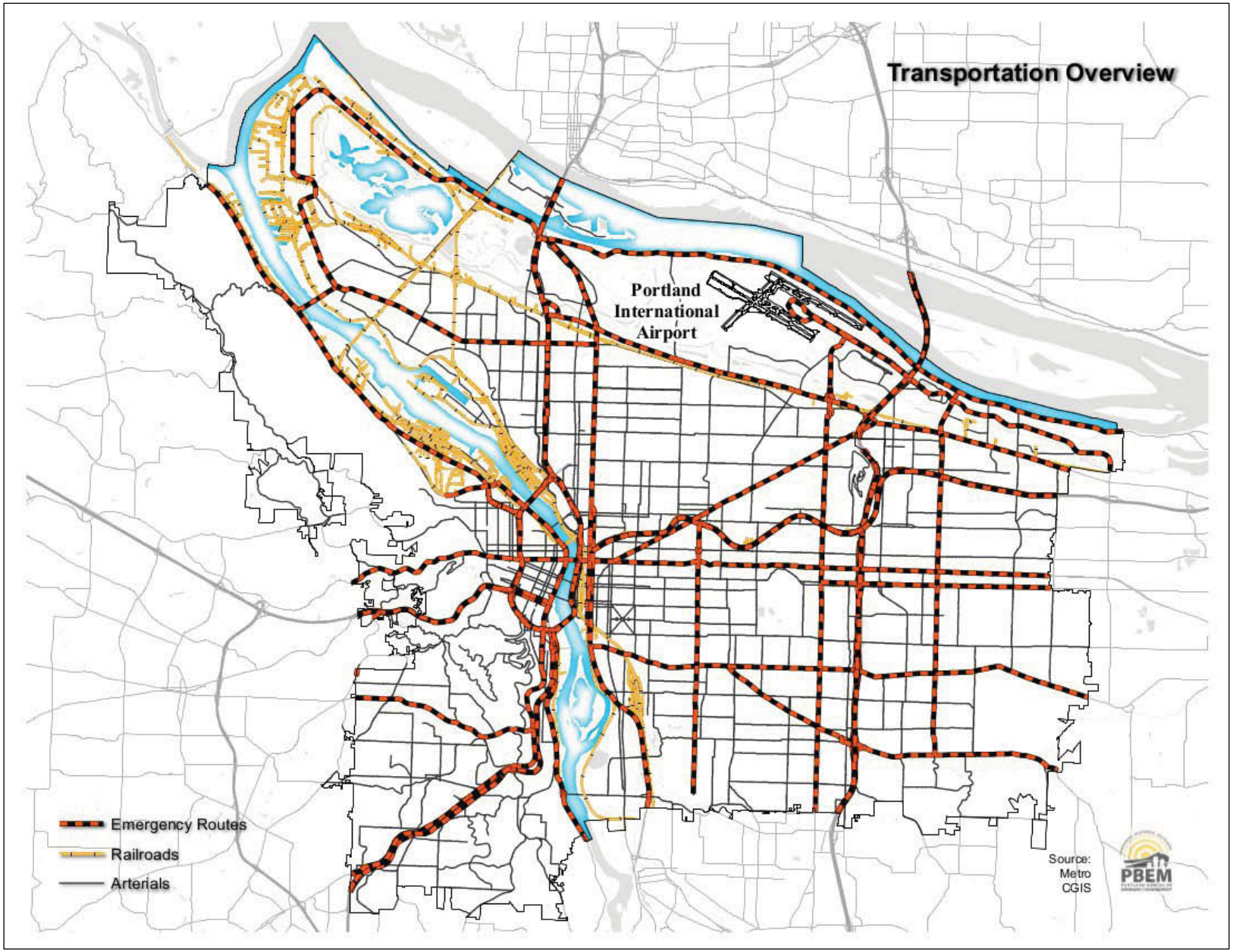
The Portland Urban Area (PUA) has defined critical infrastructure as:

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

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

Infrastructure consists of assets in two general networks that serve whole communities such as transportation modalities (roads, rail, etc.) and utilities. These are necessary municipal or public services provided by the government or by private companies and defined as long-term capital assets that are normally stationary and last for many years. Examples are streets, bridges, tunnels, drainage systems, water and sewer lines, pump stations and treatment plants, dams, lighting systems and facilities. The City's essential facilities include: three police precincts (one of which is also the Justice Center), 30 fire stations, City Hall, the 1900 Building, the Portland Building, 911 facility and the Emergency Coordination Center. Essential services are listed within bureau-specific continuity of operations plans.

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


Transportation Overview
Portland International Airport
Emergency Routes
Railroads
Arterials
Source: Metro CGIS
PBEM

a) **Vulnerable Critical Facilities**

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

The Multnomah County Drainage District (MCDD) comprises a 30-plus mile system of dikes protecting the Portland International Airport, Portland International Raceway, Portland Expo Center, the Columbia Industrial Corridor, several residential neighborhoods and the City's underground well system.

A six-mile stretch of the Willamette River in Portland's NW Industrial Area contains the bulk of Oregon's critical energy infrastructure for petroleum, natural gas, liquefied natural gas, and electricity. This area is also a regional crossroads for pipelines, transmission lines, rail, shipping and trucking. This critical energy hub is located in an area of significant seismic risk. Ground shaking from a magnitude 8 or 9 Cascadia Subduction Zone earthquake would make the NW Industrial Area susceptible to earthquake-induced liquefaction, lateral spreading and landslides. Secondary seismic hazards including destructive fires and hazardous material releases may also be triggered by an earthquake. Some critical energy facilities in this area have infrastructure over 100 years old that were built to no or very antiquated standards; other facilities are built to the current state-of-practice standards. Because of the wide range of ages and associated construction practices, the seismic vulnerability of the facilities also spans a wide range.[10]

8. **Residential and Commercial Buildings**

Sixty percent of buildings in Portland were built before the first seismic building standards were enforced through the use of building codes. The materials and the structural integrity of the buildings determine their stability in an earthquake. The seismic code was developed in 1978 in response to earthquake losses worldwide. Unreinforced masonry buildings are susceptible to structural failure or collapse after an earthquake. There are approximately 1,700 unreinforced masonry buildings in Portland, with a large portion of them located in proximity to major transportation routes and in areas with the greatest numbers of vulnerable populations.

The City's old building stock is most vulnerable to damage from earthquakes. Of the approximately 152,500 single-family detached homes[11] almost 70 percent of the housing units were built prior to 1970 and are likely not bolted to the

[10] Earthquake Risk Study for Oregon's Critical Energy Infrastructure Report, Wang, Y., Bartlett, S., Miles, S.

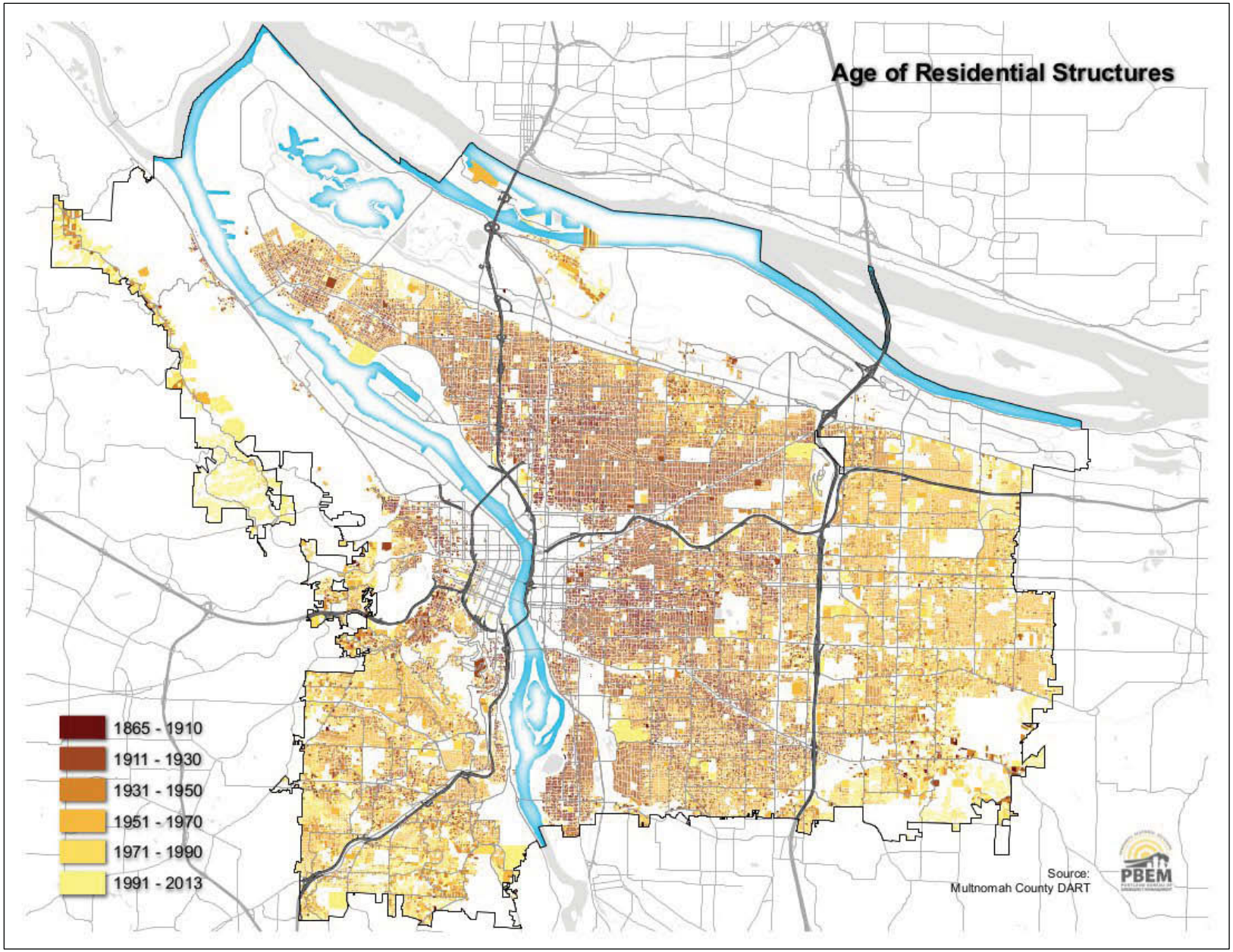
[11] Housing Supply background report for the Portland Plan

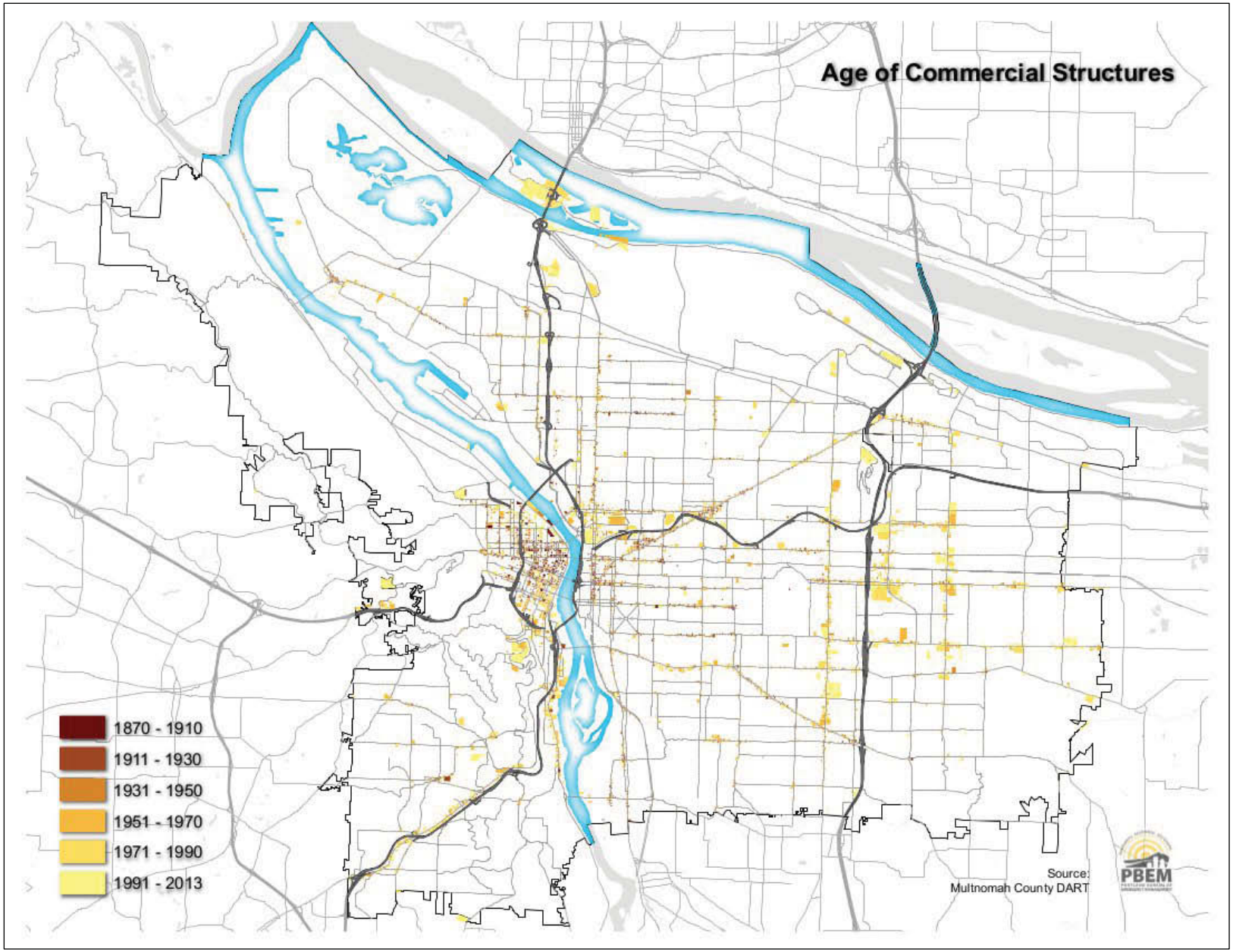
foundation. Southeast Portland, which includes approximately 15 percent of the City's land area, accounts for approximately 29 percent of the total housing units. In contrast, the northeast area yields almost 18 percent, east with almost 20 percent and west Portland just over 19 percent of housing units. North Portland holds nearly 10% percent of the total units while Portland's Central Business District (CBD) accommodates just over 4% of the City's housing units.

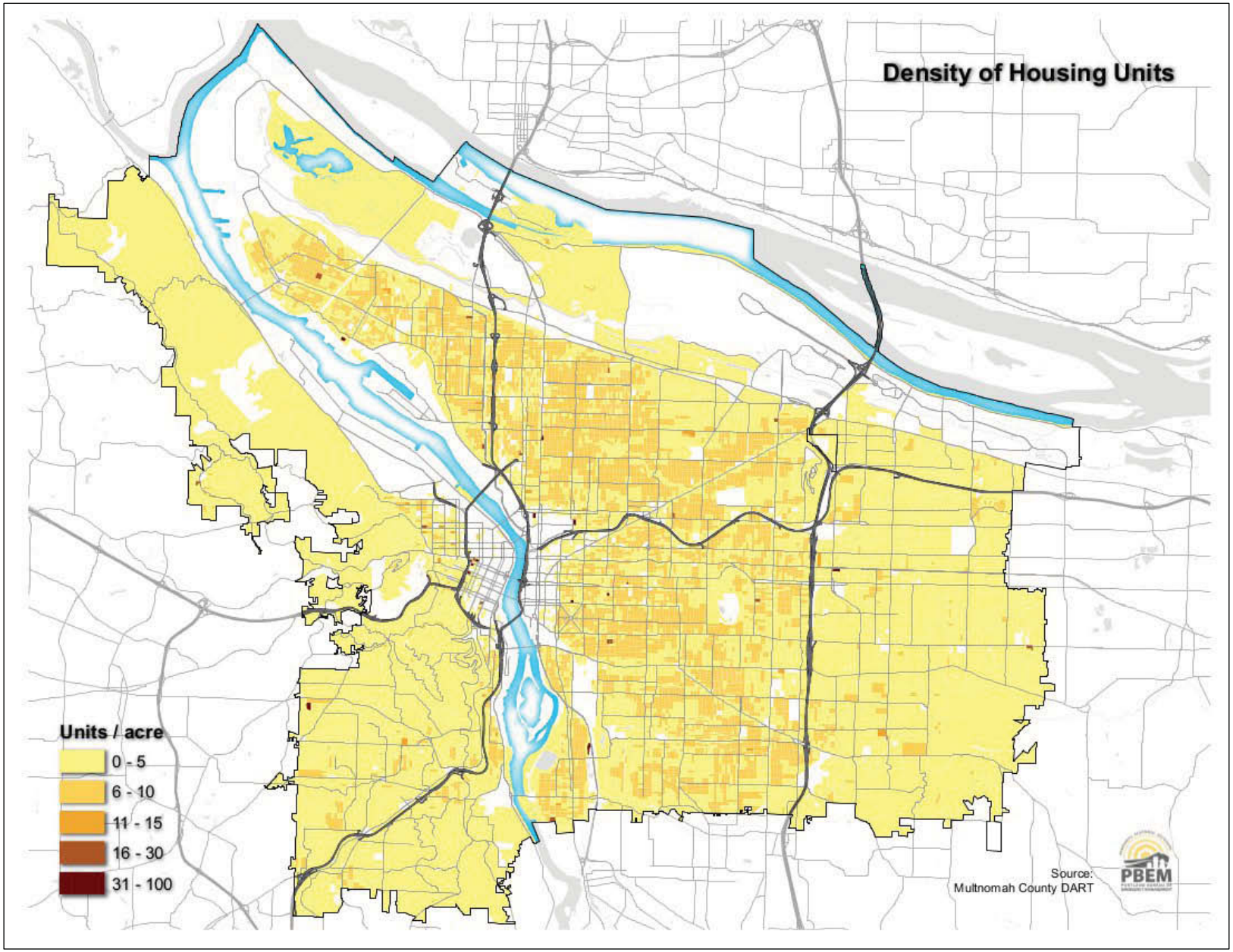
Notably, the CBD has accommodated a significant proportion of the new housing development that has occurred in recent years, largely in the form of multi-family units with 20 or more units[12].

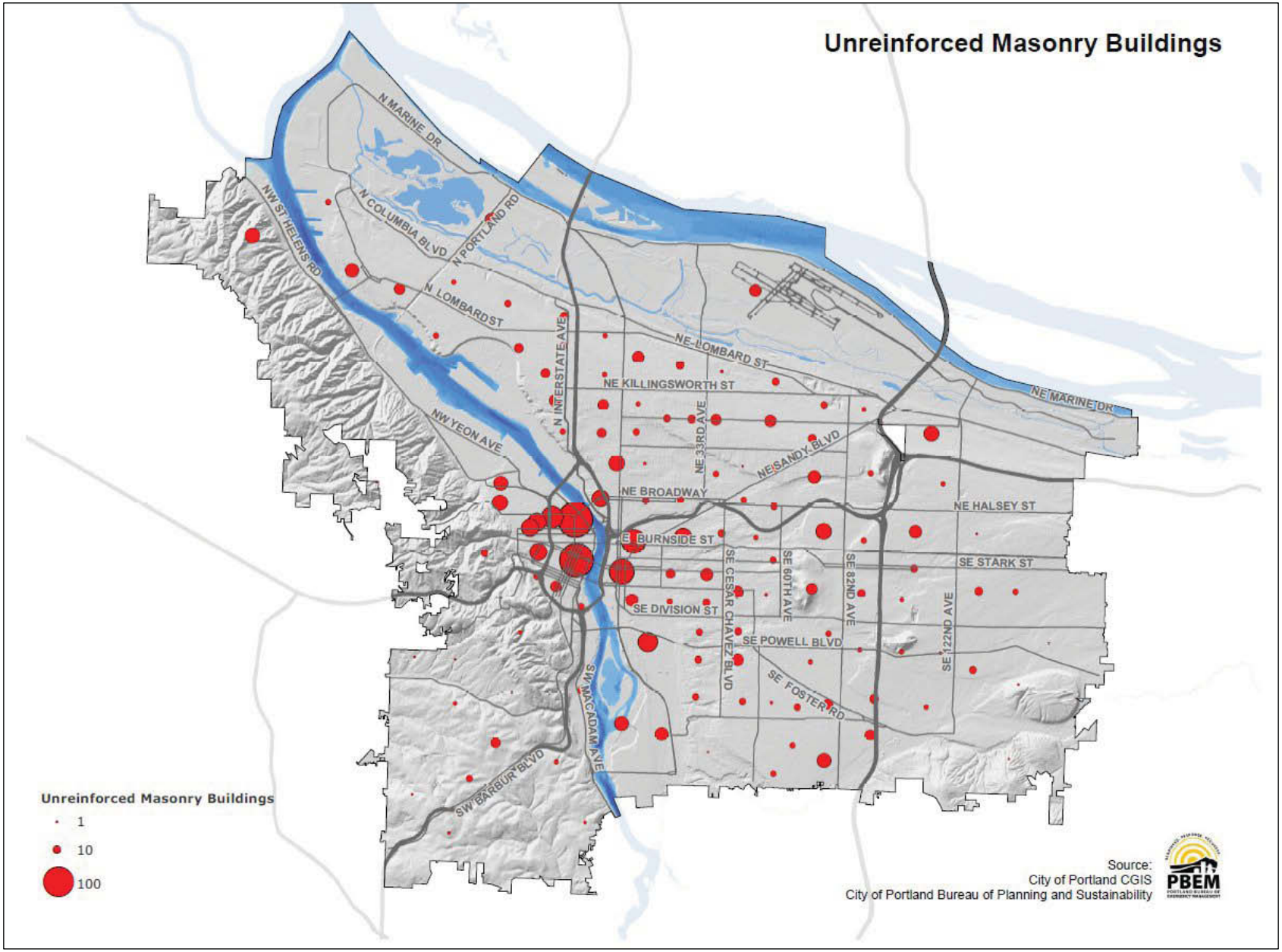
Commercial and residential buildings in Portland may also be vulnerable to flooding, landslide, wildland urban interface fire and severe weather depending on their proximity to known hazard areas. However, through risk reduction strategies – including seismic strengthening and structure elevation – loss and injuries can be reduced.

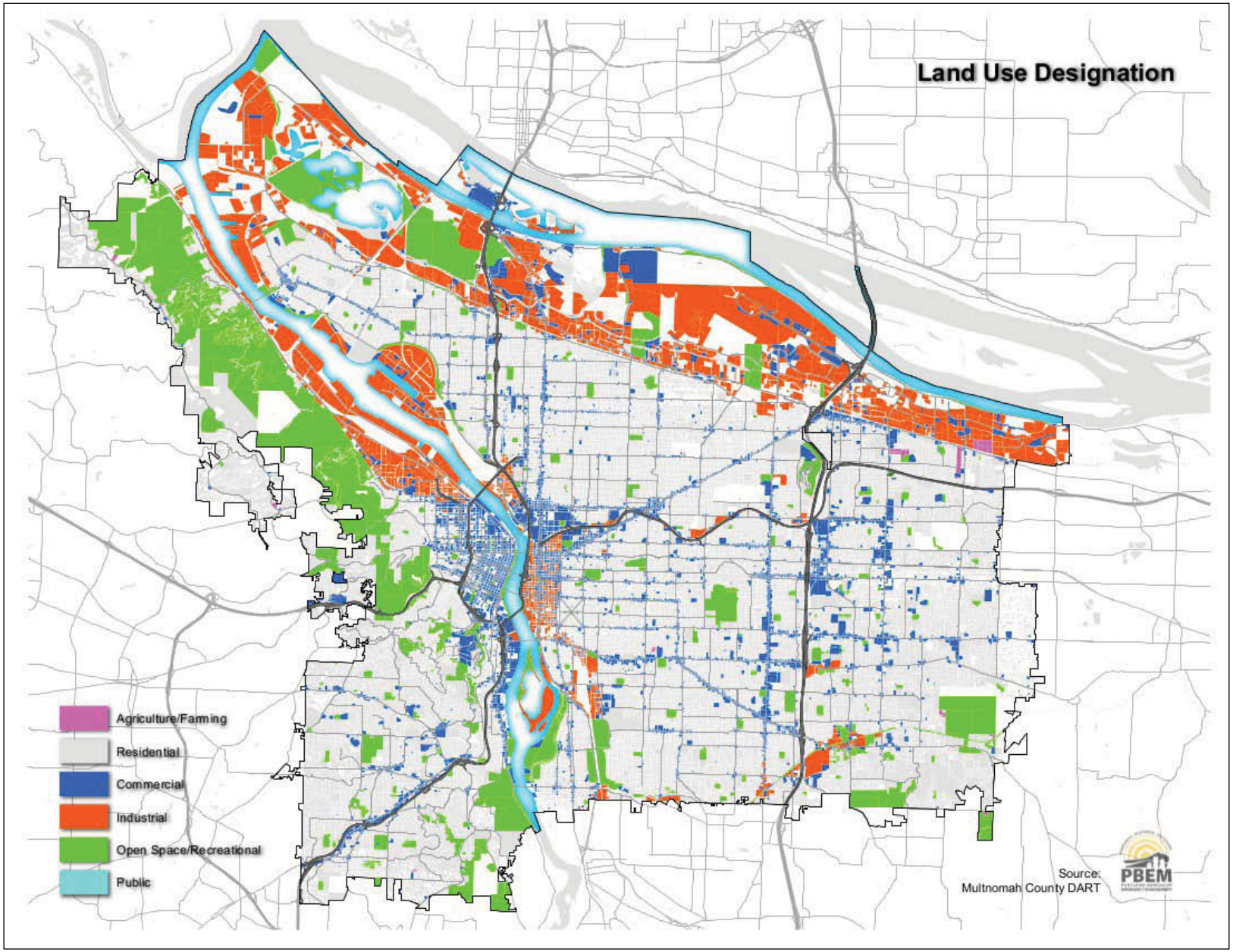
[12] Ibid

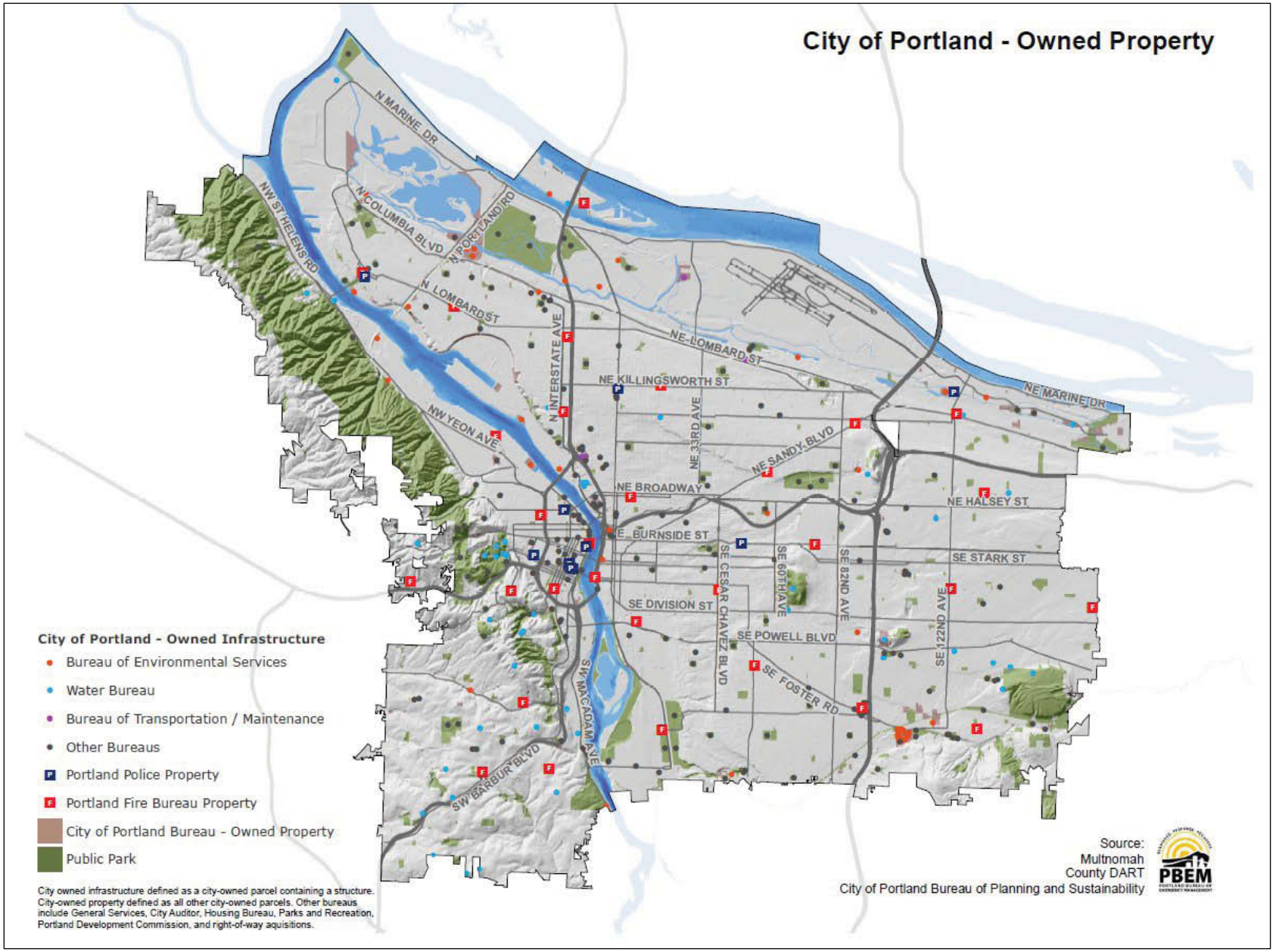

Age of Residential Structures
1865 - 1910
1911 - 1930
1931 - 1950
1951 - 1970
1971 - 1990
1991 - 2013
Source:
Multnomah County DART
PBEM

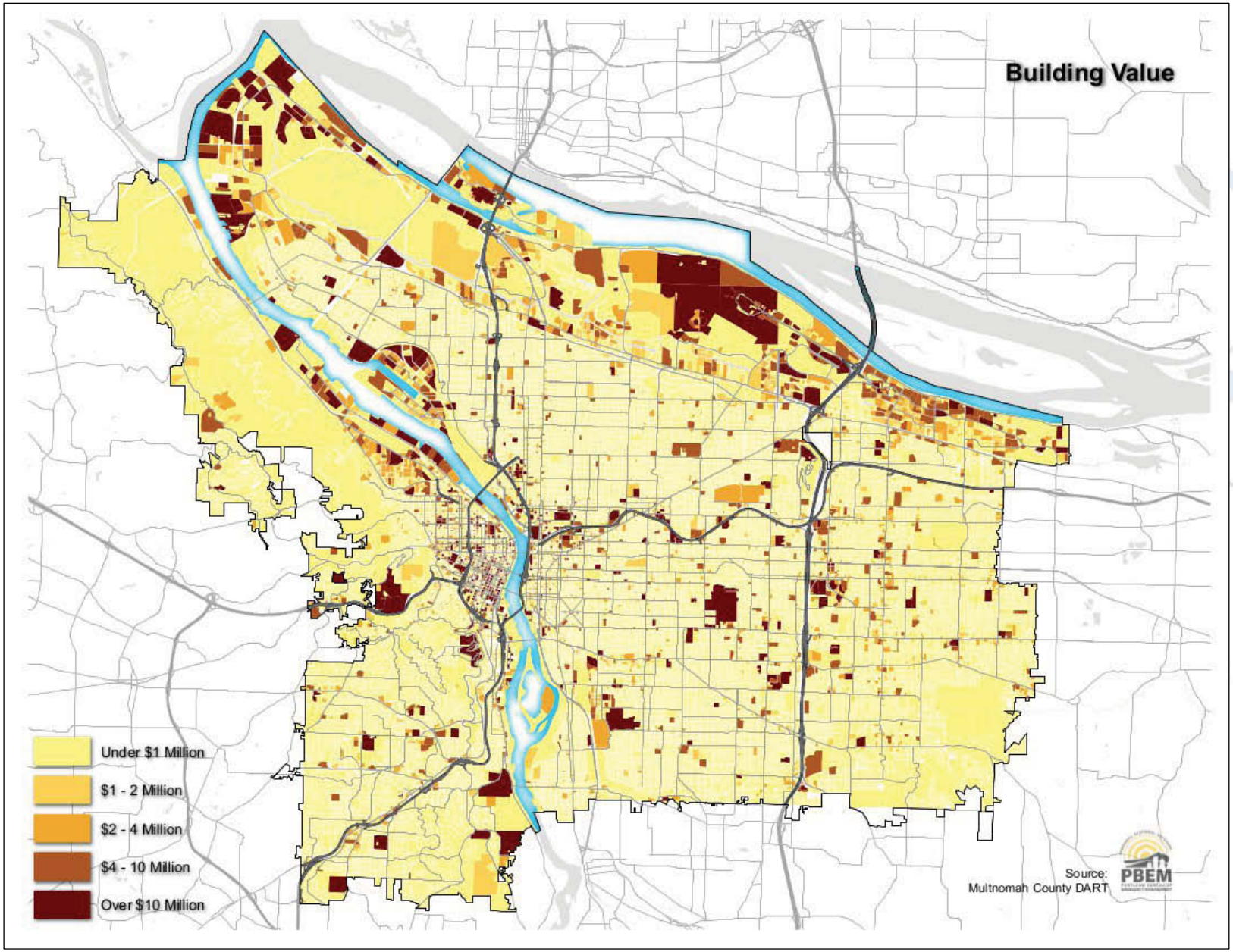

Age of Commercial Structures
1870 - 1910
1911 - 1930
1931 - 1950
1951 - 1970
1971 - 1990
1991 - 2013
Source:
Multnomah County DART
PBEM


Density of Housing Units
Units / acre
0 - 5
6 - 10
11 - 15
16 - 30
31 - 100
Source:
Multnomah County DART
PBEM


Unreinforced Masonry Buildings
N MARINE DR
N COLUMBIA BLVD
N PORTLAND RD
NW ST HELENS RD
N LOMBARD ST
N INTERSTATE AVE
NE LOMBARD ST
NE KILLINGSWORTH ST
NE MARINE DR
NW YEON AVE
NE 33RD AVE
NE SANDY BLVD
NE BROADWAY
NE HALSEY ST
E BURNSIDE ST
SE STARK ST
SE CESAR CHAVEZ BLVD
SE 60TH AVE
SE 82ND AVE
SE DIVISION ST
SE 122ND AVE
SE POWELL BLVD
SE FOSTER RD
SW MACADAM AVE
SW BARBUR BLVD
Unreinforced Masonry Buildings
1
10
100
Source:
City of Portland CGIS
City of Portland Bureau of Planning and Sustainability
PBEM


Land Use Designation
Agriculture/Farming
Residential
Commercial
Industrial
Open Space/Recreational
Public
Source:
Multnomah County DART
PBEM


City of Portland - Owned Property
N MARINE DR
N COLUMBIA BLVD
N PORTLAND RD
NW ST HELENS RD
N LOMBARD ST
NW YEON AVE
N INTERSTATE AVE
NE LOMBARD ST
NE KILLINGSWORTH ST
NE 33RD AVE
NE SANDY BLVD
NE MARINE DR
NE BROADWAY
NE HALSEY ST
E BURNSIDE ST
SE CESAR CHAVEZ BLVD
SE 60TH AVE
SE 82ND AVE
SE STARK ST
SE DIVISION ST
SE 122ND AVE
SE POWELL BLVD
SE FOSTER RD
SW MACADAM AVE
SW BARBUR BLVD
City of Portland - Owned Infrastructure
Bureau of Environmental Services
Water Bureau
Bureau of Transportation / Maintenance
Other Bureaus
Portland Police Property
Portland Fire Bureau Property
City of Portland Bureau - Owned Property
Public Park
City owned infrastructure defined as a city-owned parcel containing a structure. City-owned property defined as all other city-owned parcels. Other bureaus include General Services, City Auditor, Housing Bureau, Parks and Recreation, Portland Development Commission, and right-of-way aquisitions.
Source:
Multnomah County DART
City of Portland Bureau of Planning and Sustainability
PBEM


Building Value
Under $1 Million
$1 - 2 Million
$2 - 4 Million
$4 - 10 Million
Over $10 Million
Source:
Multnomah County DART
PBEM

9. Capability Assessment

PBEM uses the Department of Homeland Security, National Preparedness Goal core capabilities and the Emergency Management Accreditation Program (EMAP) standards to inform and assess the City's emergency management program and to identify areas for improvement. PBEM works at a regional level to develop plans, agreements, procedures, exercises and critical tasks needed for strengthening regional capabilities.

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

- *Emergency Coordination Center (ECC) Management* is the capability to provide multi-agency coordination for incident management by activating and operating an ECC for a pre-planned or no-notice event. ECC management includes activation, notification, staffing and deactivation; management, direction, control and coordination of response and recovery activities; coordination of efforts among neighboring governments at each level and among local, regional, state and federal ECCs; coordinating public information and warning and maintenance of the information and communication necessary for coordinating response and recovery activities.
- Several response bureaus operate Incident Command Posts (ICPs). As needed, the city's Emergency Coordination Center provides support to the incident command post for the on-scene response. The incident command system is utilized as a standard to facilitate multi-level and scalable emergency response to any type of event.
- *Emergency Public Information and Warning* capability includes developing, *coordinating* and disseminating information to the public, and incident responders across all jurisdictions and disciplines. The City participates in the regional public information concept of operations plan that outlines procedures to be implemented to create coordinated public information and the responsibilities of organizations within the region to ensure information is coordinated, prompt, useful, reliable, and accessible across abilities and languages.
- *Population Protection* capability assures processes for implementing and supporting protective actions for and by the public, including the safe and effective sheltering-in-place or evacuation of general and at-risk populations including companion animals.
- *Mass Care/ Emergency Assistance* capability outlines processes for sheltering including establishing plans, protocols and agreements with facility owners and operators. The City has identified the American Red Cross, Oregon Trail Chapter as the lead agency for sheltering. The Multnomah County Sheriff is responsible for the county jail population. Multnomah County Health Department has plans in place to identify populations at risk and the organizations that can provide information and offer services to these

populations; the county also considers issues of accessibility and shelter for populations with special needs.

- *Health and Medical* capability provides general health for the population and medical care in emergency. The City relies on Multnomah County's network of public health clinics and professionals, the protocols developed through the Metropolitan Medical Response System and the planning and identification of roles and responsibilities through Multnomah County's Mass Fatality and Mass Casualty Plans. The City does not have a dedicated bureau responsible for public health but has many bureaus that participate in response to community health issues. PF&R, Parks, Water, and Police all have roles in public health and medical incidents.
- A *Resource Management* capability allows for the ability to identify, inventory, dispatch, mobilize, transport, recover, and demobilize and to accurately track and record available human and material critical resources throughout all incident management phases. Because the impact of a large-scale event will cross jurisdictional borders, this capability is currently being developed on a regional basis. Knowing what resources could be needed and what resources are locally available is a primary need in disaster. Industry, regional public works, fire and law enforcement agencies are identifying how resources will be managed locally before requesting additional resources from the state.

B. Planning Assumptions

1. Emergency response personnel may be unable or unavailable to report to work. Certain operations or services may be unavailable due to blocked access or damage to facilities.
2. Some incidents occur with enough warning that appropriate notification can be issued to ensure an appropriate level of preparation. Other incidents occur with no advanced warning.
3. Overwhelmed communications systems could impair communication to the public and among emergency responders.
4. Non-essential operations may be curtailed to free up resources to respond to the event.
5. The City is dependent on privately owned and operated critical infrastructure resources, including fuel and power utilities, to provide services. If inoperable or depleted, response and recovery efforts may be delayed.
6. In the event of widespread power outages, essential facilities and services will need to operate at minimum load to continue services. Generators will be used so allocation of fuel to operate the generators will need to be prioritized.
7. All residents may need to utilize their own resources and be self-sufficient following an emergency event for one week or more. Vulnerable populations will require additional resources to meet access and functional needs.

8. A large-scale event will exceed the emergency response capabilities of the city and the state. Additional resources will be required from other states and/or the federal government to achieve an effective response. The ECC will facilitate the acquisition of additional resources to aid in the emergency response effort.
9. Competing demands for resources may require the prioritization of scarce resources by the Disaster Policy Council.
10. There will not be a plan for every conceivable type of emergency event – rather, the City's goal is to develop a capacity for resilience. Rather than preparing for very specific events or trying to predict every possible scenario, the objective of this all-hazards planning capability is that emergency responders develop abilities to adapt to the unexpected and respond quickly to mitigate the impacts of disruption.

III. Concept of Operations

A. Incident Response

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

In response to a call for emergency assistance through the 9-1-1 system, the appropriate assignment of resources for police, fire and emergency medical services will be deployed to the scene. As soon as first response units from the lead agency arrive on-scene, the most qualified official will assume the position of Incident Commander and will continue serving in this capacity until a determination is made to transfer incident command to a more qualified official. Should the response require the close coordination of multiple response bureaus, the Incident Commander will make a determination to transition to a Unified Command. The bureau with functional responsibility for the primary hazard will serve as the lead bureau. A lead bureau / incident command agency has been determined for each hazard likely to impact the city and is outlined in Table 3-1. Some incidents may involve more than one hazard, but the one considered primary is the hazard posing the potential for causing the greatest harm. As an incident evolves, however, and as the original hazard is minimized and supplanted by a different hazard or functional need, the lead agency / incident command designation may transfer from one bureau to another.

Table 3-1 Incident Command Assignments

Hazard	Incident Command Bureau
Chemical, Biological, Radiological, Nuclear and Explosive Device (CBRNE) • Terrorism • Hazardous Materials	UC (Unified Command) Police, Fire • UC Police, Fire • Fire
Earthquake	UC – Police, Fire, PBOT
Severe Weather	PBOT
Flood • Dam Failure • Levy Failure	PBOT • UC – Water, PBOT • UC – MCDD, PBOT
Wildland Urban Interface Fire	Fire
Landslide and Erosion	PBOT
Volcanic Eruption	PBOT

B. Readiness and Coordination Thresholds

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

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

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

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

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

Table 3-2 Emergency Coordination

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

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

Table 3-3 Routine Operations

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

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

Table 3-4 Enhanced Operations

Enhanced Operations would be considered during a localized emergency that occurs or has the potential to occur, requiring emergency response mobilization of two or more City bureaus and may include but not be limited to:

- Severe Weather Advisory
- Flood Watch/Warning
- Special events with the potential for escalation such as May Day or Rose Festival

Triggers/Definition	• Occurrence of an incident within the city that requires close coordination of two or more bureaus or an incident that has occurred in the city or region where the City has deployed resources. • This activation level may also accompany the shift from response to recovery operations.
PBEM Responsibilities	• Create an incident, monitor activity and input information into WebEOC. • The PBEM duty officer will serve as the single point of contact to coordinate among the appropriate bureaus and jurisdictions and document actions taken. • Convene briefings with appropriate bureaus, agencies and jurisdictions to ensure consistent situational awareness and agreement on incident priorities. • Coordinate with county and regional partners. • Ensure City bureaus are posting information to www.publicalerts.org and the virtual joint information center (JIC) in WebEOC as appropriate; coordinate with the regional joint information system (JIS).
Bureau Responsibilities	• Notify PBEM if bureau resources will be exhausted or of any requests for mutual aid (except as part of automatic mutual aid requests). • Participate in briefings initiated by PBEM. • Utilize WebEOC to monitor incident activities and document incident information as appropriate. • Activate bureau ICP as necessary. • Assign separate cost center codes and track expenses related to the incident as appropriate. • Post information to www.publicalerts.org and the virtual JIC in WebEOC as appropriate.
Notifications	• Emergency Management Steering Committee (EMSC). • ECC responders may be notified to be on “stand by” for possible partial or full activation. • City PIOs in the City’s joint information system (JIS).
ECC Staffing	PBEM staff will fill ECC Manager and Incident Command System (ICS) positions as required.

Table 3-5 Partial Activation

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

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

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

Triggers/Definition	Occurrence of an event requiring multi-agency coordination or when the city receives formal requests for assistance or support from regional emergency management partners.
PBEM Responsibilities	• Alert ECC responders to report to ECC if necessary. • Monitor the incident, gather, coordinate and disseminate information regarding the event and the City's response efforts. • Develop and distribute a citywide situation report as necessary. • Develop and distribute consolidated action plan as necessary. • Ensure City bureaus are posting information to www.publicalerts.org and the virtual JIC in WebEOC as appropriate; coordinate with the regional JIS.
Bureau Responsibilities	• Notify PBEM of an escalating situation that will require close coordination of two or more bureaus or if additional assistance, beyond traditional mutual aid, is needed. • Conduct an initial damage assessment of bureau resources, facilities and personnel and report bureau status and damage information to the PBEM duty officer or ECC. • Staff ICPs to appropriate levels and ensure designated ECC responders report to ECC. • Post information to www.publicalerts.org and the virtual JIC in WebEOC as appropriate.
Notifications	• Oregon Emergency Response System (OERS). • Mayor, Council, DPC, EMSC, BOEC supervisor and City PIOs. • Multnomah County. • Local and regional emergency management partners. • Limited Neighborhood Emergency Team (NET) notification.
ECC Staffing	ECC management and general staff positions filled by PBEM staff or designated ECC responders.

Table 3-6 Full ECC Activation

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

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

- Major earthquake
- Major flooding
- Significant terrorist event

Triggers/Definition	Occurrence of an incident that is likely to overwhelm City resources or capabilities or an imminent threat to the city of widespread or severe damage, injury or loss of life or property resulting from any emergency.
PBEM Responsibilities via the ECC	• Ensure the City's JIS is activated and coordinated with the regional JIS, including establishing a joint information center (JIC) if appropriate. • ECC Manager will establish relief and rotation schedules for continuing operations. • Anticipate resource needs, policies and authorities to be enacted by engaging in advanced planning and ensuring preparations for next operational period. • PBEM Director may reassign City employees to the ECC as necessary. • Coordinate mutual aid requests. • Prepare emergency declaration.
Bureau Responsibilities	• Ensure adequate staffing at ECC. • Implement continuity of operations plan and reassign staff to ensure continuity of essential services. • Document and, whenever possible, photograph damage to City infrastructure and other impacts from hazard/emergency.
Notifications	In addition to notifications for Partial Activation: • All bureau directors. • NETs. • Media and citizens. • ECC responders should be trained to self-deploy in the event of a large-scale incident even if they do not receive notification.
ECC Staffing	All ECC management and general staff positions are staffed and operational while ensuring adequate staffing for the next operational period.

C. Bureau Incident Command Posts (ICPs)

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

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

Bureau ICPs will:

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

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

D. PBEM Duty Officer

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

1. Monitoring emergency situations, maintaining communication with government officials and activating the ECC as necessary.
2. Serving as the single point of contact to coordinate among the appropriate bureaus and jurisdictions and documenting actions taken.
3. Reporting to the PBEM Director situations requiring duty officer response, including recommendations concerning the need for further action.
4. Notifying or recalling PBEM staff and designated ECC responders of an ECC activation.
5. Coordinating and facilitating resource requests and information sharing with stakeholders.

E. Emergency Coordination Center (ECC)

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

F. Emergency Declarations

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

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

G. Local Declarations

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

1. Diverting funds and resources appropriated for other purposes in order to meet immediate needs.
2. Authorizing activation of local emergency operations plans and implementation of extraordinary protective measures.

3. Initiating mutual aid and cooperative assistance agreements and receiving resources from other organizations.
4. Setting the stage for requesting state and/or federal assistance to augment local resources and capabilities.
5. Raising public awareness.

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

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

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

Local requests for state assistance must include:

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

H. Recovery

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

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

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

The third phase includes planning for and implementing the rebuilding of damaged infrastructure and the resumption of normal social and economic activities in the

community. It may include a reconsideration of pre-disaster conditions. This third phase may continue for several years depending on the severity of the emergency and can be developed as part of long-term city land use planning and/or mitigation projects.

The guiding principle of the recovery plan will be to articulate a community vision for a sustainable and vibrant city that provides equitable access to city services, and to identify recovery objectives and public investments to meet those objectives. This shared vision and objectives for the development of the city will further promote connections between people, businesses, civic facilities and natural areas/open spaces.

IV. Organization and Assignment of Responsibilities

A. General

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

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

B. Mayor

The Mayor is responsible for providing oversight of the City's emergency management program, including the authorization and appropriation of resources necessary to establish and maintain emergency notification and warning systems.

Emergency responsibilities of the Mayor include:

a) Ensuring continuity of government.

b) Determining which non-essential city services should be curtailed and reassigning personnel to ensure continuity of essential city services.

c) Convening meetings of the Disaster Policy Council and ensuring the implementation of recommendations for improving the City's mitigation, readiness, response and recovery capabilities.

d) Determining which, or if, authorities will be enacted per the Emergency Code.

e) Signing emergency declarations.

f) Liaising with regional, state and federal elected officials.

g) Providing visible leadership and convening regular media briefings to assure the public of ongoing response and recovery activities.

C. Commissioners

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

Emergency responsibilities of City Council include:

a) Ensuring line of succession to the Mayor.

b) Acting on all emergency declarations and ordinances issued by the Mayor.

c) Reviewing emergency expenditures and ensuring adequate appropriation of financial resources to meet emergency expenses.

D. Disaster Policy Council (DPC)

The Disaster Policy Council (DPC) is the policymaking body that advises the Mayor on citywide efforts directed towards strengthening mitigation, preparedness, response and recovery capabilities. The DPC approves strategic, response and work plans developed by PBEM and monitors individual bureau progress on work plan tasks towards achieving strategic goals.

DPC members are responsible for ensuring their bureaus' commitments and responsibilities towards implementing the city's emergency management program strategic goals and work plan.

Emergency responsibilities of the DPC include:

a) Responding to requests for policy decisions from the ECC and/or JIS.

b) Liaising with other multi-agency coordination groups.

E. City Bureaus

1. All City bureaus should support and encourage employee preparedness. This includes:
   a) Ensuring designated staff assigned emergency response duties have completed required Incident Command System (ICS), ECC and other appropriate training.
   b) Requiring employee participation in tabletop, functional and full-scale exercises.
   c) Encouraging employees to prepare their homes and families for emergencies, so that they will be safe and able to work following an emergency.
2. All City bureaus should ensure employees are familiar with emergency response plans and that essential employees and those assigned emergency response duties understand their roles and responsibilities.
3. All City bureaus are accountable for fulfilling their essential functions outlined in their Continuity of Operations (COOP) plans and complying with bureau-issued standard operating policies and procedures.
4. In addition, all bureaus are required to coordinate activities with the ECC and should develop procedures for:
   a) Designating appropriate staff to serve as ECC responders and maintaining up-to-date callout lists and schedules.

b) Providing status and situation updates regarding bureau operations to the ECC.

c) Conducting an initial damage assessment of bureau resources and facilities and reporting bureau damage information to the ECC.

d) Coordinating public outreach and information within the joint information system to assure consistent, timely and accurate messages to the public.

e) Assigning trained staff to appropriate bureau essential positions and the ECC.

f) Participating in the City's JIS before, during and after an incident, and JIC (if necessary) during an incident.

g) Posting alert and warning information to www.publicalerts.org from their area of responsibility in support of the City's JIS.

5. **City Attorney's Office, City Code Chapter 3.10**

a) The City Attorney serves as a member of the DPC.

b) Emergency responsibilities of the City Attorney include:

(1) Designating attorneys to provide legal counsel to the Mayor, DPC and ECC staff.

(2) Resolving legal conflicts prior to policy implementation.

(3) Ensuring proposed mitigation, response and recovery actions comply with city, county, state and federal laws and do not expose the City to risk.

(4) Recommending the timing of and supervising the drafting of all declarations and executive orders, including emergency declarations.

6. **Bureau of Development Services (BDS), City Code Chapter 3.30**

a) The Bureau of Development Services (BDS) participates in the Emergency Management Steering Committee (EMSC).

b) Emergency responsibilities of BDS include:

(1) Conducting and coordinating the damage assessment of essential facilities and other structures within the impacted areas as requested by ECC.

(2) Providing technical and permitting assistance to property owners and businesses in making needed repairs to damaged properties and/or their demolition; maintaining a permitting system to track the repair and/or demolition of damaged structures.

(3) Issuing demolition permits to maintain accurate records of building inventories, and properly documenting and inspecting structures that are removed due to extensive damage.

(4) Providing assistance in stabilizing damaged structures and slide danger areas.

7. **Bureau of Emergency Communications (BOEC), Ordinance No. 139147 – November 1974**

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

b) BOEC is the public's point of contact for public safety in Multnomah County. It plays a role in response and recovery by supporting the deployment of emergency response personnel and disseminating alerts and notifications.

c) Emergency responsibilities of BOEC include:

(1) Answering emergency calls and providing dispatch services for law enforcement, fire and EMS agencies within Multnomah County.

(2) Supporting interoperable communications.

(3) Providing emergency notifications to emergency response officials and issuing community alerts and notifications via the Emergency Alert System or other community emergency notification systems as requested.

(4) Activating alternate BOEC facility as necessary.

8. **Portland Bureau of Emergency Management (PBEM), City Code Chapter 3.124**

a) PBEM is directly responsible to the Mayor. The PBEM Director serves as the principal strategic advisor to the Mayor and the DPC on emergency management matters regarding the City's preparedness and the plans for hazard mitigation, prevention, response and recovery to any emergency.

b) Prior to an emergency, PBEM is responsible for planning, training, exercising and documenting the systems that will need to be implemented to prepare, mitigate, respond to and recover from disasters.

c) Supporting community emergency education, preparedness and response programs including Neighborhood Emergency Teams.

d) Coordinating with bureaus to determine appropriate readiness measures during periods of increased threat.

e) Ensuring the readiness of the ECC.

f) Emergency responsibilities of PBEM include:

(1) Facilitating the emergency declaration process.

(2) Coordinating, obtaining and tracking additional resources from regional, state and federal agencies.

(3) Maintaining financial records for expenses incurred during the emergency.

(4) Coordinating emergency public information activities through the City's JIS and establishing a JIC (if necessary); participating in the regional JIS/JIC consistent with the regional PIO concept of operations plan.

(5) Administering the website www.publicalerts.org on behalf of the region.

(6) Gathering information and preparing situation reports and regularly briefing the Mayor and DPC.

(7) Ensuring activation of the community emergency notification system (CENS), emergency alert system (EAS), wireless emergency alerts (WEA) and other appropriate alert and notification systems.

(8) Identifying populations and special facilities at risk and coordinating protective actions for those special populations and facilities.

(9) Coordinating with the Red Cross and other non-governmental organizations to provide for mass shelter and housing.

(10) Coordinating with 211info and the City/County Information and Referral Line when appropriate as public inquiry centers.

(11) Coordinating volunteer and donations management operations.

(12) Coordinating with private sector utility owners to assess damage to critical infrastructure, and prioritize and restore lifelines.

(13) Activating Neighborhood Emergency Teams (NET) and assigning NETs appropriate missions consistent with their scope of training.

(14) Identifying resources available to provide disaster welfare information and assistance, including family reunification.

(15) Communicating Disaster Policy Council decisions and recommendations.

(16) Planning and managing programs for long term economic and community recovery.

9. **Bureau of Environmental Services (BES), City Code Chapter 3.13**

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

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

c) Emergency responsibilities of BES include:

(1) Conducting damage assessments of wastewater infrastructure.

(2) Providing flood safety information to affected property owners.

(3) Restoring services for wastewater treatment facilities and pump stations.

(4) Coordinating with PBOT regarding the restoration of sanitary and storm water sewer operations.

(5) Reassigning personnel and resources as required for emergency response and recovery.

10. **Portland Fire and Rescue (PF&R), City Code Chapter 3.22**

a) The Portland Fire Chief serves as a member of the DPC. The Fire Bureau also details PF&R personnel to PBEM who participate in the EMSC.

b) Portland Fire and Rescue is capable of responding to numerous events including fires, explosions, hazardous materials, water accidents and emergency medical needs. PF&R has teams that provide specialized response capabilities: water rescue, dive rescue, trench rescue, confined space rescue, high angle rope rescue, hazardous materials response, marine operations and chemical, biological radiological nuclear and explosive (CBRNE) response.

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

d) Emergency responsibilities of PF&R include:

(1) Serving as the lead response bureau for fires, hazardous material response and decontamination, mass casualty incidents, water rescues and structural collapses and establishing incident/unified command as appropriate for other hazards.

(2) Testing and identifying likely hazardous substances and monitoring movement of hazardous releases.

(3) Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident site.

(4) Initiate and facilitate protective actions (evacuation/shelter-in-place) and work with PBOT and ECC to define immediate routes and destinations for evacuees.

(5) Conducting fire suppression and search and rescue operations.

(6) Setting up screening and providing on/off-site decontamination for emergency responders, victims, equipment and clothing.

(7) Arranging for special rescue and patient transport needs (burns and other specialized medical injuries).

(8) Coordinating with Multnomah County Public Health to implement mass casualty and/or mass fatality procedures to transport, treat, track and quarantine (as needed) patients.

(9) Providing emergency triage, treatment and stabilization.

(10) Identifying obviously unsafe structures and restricting access to such structures pending further evaluation.

(11) Reassigning personnel and resources as required for emergency response and recovery.

11. **Portland Housing Bureau**

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

b) Emergency responsibilities include:

(1) Coordinating with social service providers to open and operate warming shelters for populations experiencing homelessness during severe winter weather events.

(2) Assisting with planning for the mass care and housing of evacuated/displaced populations including animals.

12. **Office of Management and Finance (OMF), City Code Chapter 3.15**

a) The Chief Administrative Officer (CAO) serves as a member of the DPC.

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

human resources and personnel services including employee training and education, technology services, printing and distribution and purchasing.

c) Emergency responsibilities of OMF bureaus include:

(1) Reassigning personnel and resources as required for emergency response and recovery.

(2) Assessing the need for and implementing COOP plans if necessary for all OMF bureaus.

(3) Assisting with financial management of response reimbursement, recovery and grants.

- **Bureau of Internal Business Services**

(1) Ensuring facilities and fleet needs of City bureaus are met including methods of financing.

(2) Determining backup power requirements for essential city facilities and maintaining and/or supplying emergency generators and fuel at critical City-owned or leased facilities.

(3) Supporting the relocation and reconstitution of essential city functions to alternate facilities and identifying suitable “warm” and “cold” alternate facilities for non-essential city operations.

- **Risk Management**

(1) Ensuring worker safety, health and well-being is monitored and reported.

(2) Documenting all claims and reporting to insurance carrier.

(3) Establishing and operating closed city points of distribution (PODs) during a declared Public Health Emergency through Occupational Health and Infectious Disease Control Program.

- **Procurement Services**

(1) Facilitating the procurement of emergency goods and services.

- **Bureau of Human Resources**

(1) Identifying potential employees available for reassignment and assessing employees available with specialized skills (language, licenses and certifications).

(2) Reviewing employee emergency assignments that may require them to be at locations and times and working under different conditions other than their normal work assignments.

(3) Managing program for employee stress debriefing.

- **Bureau of Financial Services**

(1) Providing accounting services, accounts payable/receivable and payroll.

- **Revenue Bureau**

(1) Collecting revenues to fund essential city services.

- **Bureau of Technology Services**

(1) Maintaining critical communications and information and technology systems, including disaster recovery centers.

(2) Determining backup radio and telephone communication requirements and hardening vulnerable components of existing systems.

(3) Restoring critical public safety emergency systems and networks including computer aided dispatch (CAD), public safety 800 MHz radio system, Regional Joint Information Network (RegJIN) and Fire Records Management System.

(4) Ensuring the City can maintain operability and interoperability with regional, state and federal response organizations.

(5) Providing desktop and communications support to the ECC.

(6) Coordinating CGIS mapping capabilities and providing GIS support to the ECC.

(7) Mitigating network security issues and serving as lead response bureau for cyber terrorism incidents.

13. **Office of Neighborhood Involvement (ONI), City Code Chapter 3.96**

a) Operating the City's information and referral line, which may assist with providing surge capacity for non-emergency calls.

b) Serving as a connection to the community including coordinating assistance for special populations.

c) Coordinating with neighborhood associations, community based organizations and emerging volunteers.

d) Reassigning personnel and resources as required for emergency response and recovery.

14. **Portland Parks and Recreation (Parks), City Code Chapter 3.26**
    a) Parks participates in the EMSC.
    b) Emergency responsibilities of Parks include:
        (1) Providing facility support to first responders – assessing use of Parks facilities for locating incident command posts, bases, camps, helispots, staging areas and / or rest and recovery areas.
        (2) Assessing facilities and coordinating with the ECC to determine whether sites may be used for staging, points of distribution, evacuation, mass care sites, or alternate city facilities.
        (3) Where Parks facilities are adjacent to hospitals and as appropriate, working with public health officials to provide triage area outside hospital emergency rooms.
        (4) Providing a framework for coordinating and utilizing emergent volunteers.
        (5) Performing damage assessment on parks facilities.
        (6) Conducting disaster debris clean up and management of parks sites.
        (7) Reassigning personnel and resources for emergency response and recovery.

15. **Bureau of Planning and Sustainability (BPS), City Code Chapter 3.33 and Title 33**
    a) Emergency responsibilities of BPS include:
        (1) Coordinating debris management efforts with regional partners.
        (2) Assuring that response and recovery efforts facilitate community sustainability efforts and are in alignment with land use laws and zoning requirements.
        (3) Reassigning personnel and resources as required for emergency response and recovery.

16. **Portland Police Bureau (PPB), City Code Chapter 3.20**
    a) The Portland Police Chief serves as a member of the DPC. Members of the Police Bureau's Emergency Management Unit participate in the EMSC.
    b) In a criminal incident, the PPB is the initial responding law enforcement agency supported by regional, city and county police agencies and the Oregon State Police as needed. Specialized units work to support the mission and goals of PPB including the Metropolitan Explosives Disposal Unit (MEDU), Crisis Negotiations Team (CNT), Mounted Patrol Unit

(MPU), Rapid Response Team (RRT), Air Support Unit (ASU) and Special Emergency Reaction Team (SERT).

c) Emergency responsibilities of the PPB include:

(1) Serving as the lead response bureau for bomb threats, terrorism and civil disorders and establishing incident/unified command as appropriate in response to other hazards.

(2) Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident site.

(3) Establishing an isolation perimeter and other hazard control areas based on scope and nature of the incident.

(4) Securing, controlling and investigating potential crime scenes and terrorist attack sites.

(5) Managing crowd control.

(6) Deploying Explosive Disposal Unit \ Rapid Response Team \ Special Emergency Reaction Teams.

(7) Initiating and facilitating evacuations or shelter-in-place and working with PBOT and the ECC to define immediate routes and destinations for evacuees.

(8) Coordinating with PBOT to direct and control traffic, secure and prevent unauthorized access to damaged or impassable roadways.

(9) Reassigning personnel and resources as required for emergency response and recovery.

17. **Portland Bureau of Transportation (PBOT), City Code Chapter 3.12**

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

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

c) Emergency responsibilities of PBOT include:

(1) Serving as the lead response bureau for snow and ice, flood, landslide/erosion and volcanic eruption incidents and establishing incident/unified command as appropriate for other hazards.

(2) Performing damage assessment of transportation infrastructure:

(a) Emergency transportation routes (ETRs), bridges and overpasses.

(b) Arterial roads, collectors and local streets.

(c) Designating those sections of streets, roads and bridge structures that are unsafe for vehicular or pedestrian traffic and requiring closure.

(3) Providing emergency signage and barricades.

(4) Repairing and maintaining streets, sewers, sidewalks, bridge structures, and critical facilities and overseeing the restoration of damaged infrastructure.

(5) Conducting removal of roadway obstructions such as snow, ice and slides and assisting with debris clearance for regional emergency transportation routes and ingress/egress to critical facilities.

(6) Implementing flood protection measures when City property is threatened and providing flood fighting resources (sand piles and sand bags) to the community.

(7) Maintaining traffic signals and control devices, road signs and operating traffic variable messaging board (VMB) system.

(8) Assisting with traffic control and evacuation efforts and limiting or preventing access to evacuated or hazardous areas.

(9) Prioritizing restoration needs of transportation infrastructure and conducting transportation infrastructure restoration.

(10) Coordinating with Police Bureau to direct and control traffic and access control points.

(11) Coordinating with TriMet and other regional or local transportation systems to establish alternate modes of mass transit.

(12) Reassigning personnel and resources as required for emergency response and recovery.

18. **Water Bureau, City Code Chapter 3.24**

a) The Administrator of the Water Bureau serves as a member of the DPC and assigns bureau emergency management personnel to participate in the EMSC.

b) Emergency responsibilities include:

(1) Overseeing the finance, operation, maintenance and improvement of the City's water distribution system.

(2) Serving as the lead response bureau for water contamination and local dam failures and establishing incident/unified command as appropriate for other hazards.

(3) Performing damage assessment of water system infrastructure (treatment plants, reservoirs, hydrants, mains, and distribution lines).

(4) Prioritizing restoration needs of water infrastructure and conducting water infrastructure restoration.

(5) Coordinating with the Regional Water Providers Consortium (RWPC) to ensure potable water supply.

(6) Reassigning personnel and resources as required for emergency response and recovery.

F. Mutual Aid Agencies and Organizations

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

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

V. Direction and Control

A. Mayor

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

B. Incident Command

If the incident occurs within Portland and there is no jurisdictional overlap, the incident will initially be managed by an Incident Commander from the lead response bureau. Direct tactical and operational responsibility for incident management activities rests with the on-scene Incident Commander or Unified Command. For hazards that require the close coordination of multiple bureaus or agencies –

Incident Command will typically transition to Unified Command. The Incident Commander or Unified Command will be established at an Incident Command Post (ICP).

C. Area Command

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

D. Emergency Coordination Center (ECC)

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

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

E. Multiagency Coordination (MAC) Group

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

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

F. Integration of Local, State and Federal Response Agency Personnel

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

G. Lines of Succession

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

The line of succession to the Mayor is:

- President of the Council.
- The Council member who served as the immediate past President of the Council.
- The Council member who served as the former past President of the Council and thereafter, the Council member holding the position with the lowest number if no member present has served formerly as President of the Council.
- The first of the City officials in the following order: City Auditor, Chief Administrative Officer, City Attorney, Chief of Staff to the Mayor, the Chiefs of Staff of Council members in the order of priority listed above, the Directors of Public Safety and Infrastructure Bureaus in the following order: Police Bureau, Fire Bureau, Transportation Bureau, Water Bureau, Bureau of Environmental Services, Parks Bureau, Bureau of Emergency Management, Bureau of Emergency Communications, Bureau of Human Resources, and thereafter the directors of the bureaus largest to smallest as determined by the number of full-time employees.

VI. Administration, Finance and Logistics

A. Mutual Aid Agreement List

- Emergency Management Assistance Compact (EMAC) – Provides legal agreement and standard operating procedures for states to receive interstate aid in a disaster. Passed through Public Law 104-321 approved in 1996.
- Fire and Rescue – All neighboring fire departments as well as the Oregon Department of Forestry.
- Police Bureau – Master Inter-local Agreement with 15 law enforcement agencies, city, county, departments, port, state and federal. Policy 631.30 –

Cooperation with other Agencies - File #9894; 1996 empowers law enforcement agencies to request assistance from other units of government listed in the agreement.

- Bureau of Transportation – Written public works cooperation assistance agreements with Multnomah County, City of Gresham and MCDD, Oregon Highway Division and others including the Portland Metropolitan Area Transportation Intergovernmental Agreement (PMAT), Oregon Public Works Emergency Response Cooperative Assistance Agreement and the Oregon Flexible Service Agreement.
- Environmental Services – Agreements with MCDD, Peninsula Drainage District Number 1 and 2.
- Water Bureau – Agreements with United States Army Corps of Engineers, MCDD, water utilities in Oregon and Washington and other public and private sector agreements for the restoration of water service including Oregon Water/Wastewater Agency Response Network (ORWARN).
- Housing Bureau – Agreements with the American Red Cross Oregon Trail Chapter (ARC) and other social service providers to provide emergency warming centers during extreme winter weather.

B. Administration

1. Limitations and Liabilities

City Charter Chapter 2 - Government, Article 1 - The Council, Section 2-105 Continuation of Powers[13] outlines the responsibilities and limitations of government under the Council form of government.

2. City Liability under the BEOP

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

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

[13] http://www.portlandonline.com/auditor/index.cfm?c=28237

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

C. Liability of Response Partners

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

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

D. Logistics

The ECC Logistics section provides the process and procedure for providing resources and other services to support incident management. Such resources are facilities, transportation, communications, supplies, equipment maintenance and fueling and food and medical services for incident personnel.

If bureau resources are overwhelmed or unavailable then mutual aid organizations are contacted. Automatic mutual aid occurs between public works, law enforcement and fire agencies within the Portland metro region. Within these agreements are the procedures for reporting, agency responsibilities and command and control guidelines.

The City also maintains a list of vendors that may be queried for possible supplies and equipment. City approved vendors are given first priority because they have already met all approval standards for working with the City.

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

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

The ECC Logistics Section will be responsible for coordinating acquisitions to supply the incident with the necessary services, equipment and personnel. This includes supplying communications, transportation, medical services, food, water and shelter, incident facilities and other resources in support of incident objectives.

E. Finance and Administration

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

Upon declaration of an emergency, state and federal reimbursement thresholds must be met to recoup losses of the disaster. The jurisdiction must meet the state and county thresholds to be eligible for federal assistance. A figure of $1.37 per capita statewide and $3.45 per capita for each disaster-affected county is used as an indicator before supplemental federal assistance may be requested. All City costs will be combined with Multnomah County costs to meet these thresholds. For damage to property: only those costs that are not otherwise covered by insurance are eligible for federal disaster assistance.

The ECC Finance Section will be responsible for:

- Preparing emergency declarations and supporting documentation to facilitate cost recovery.
- Establishing policies for the use of procurement cards (p-cards) for emergency supplies/equipment and other procedures to authorize the commitment and payment of funds.

- Coordinating and tracking personnel time records, equipment costs, contract, mutual aid costs and any other expenses related to the disaster response and recovery.
- Processing payments for purchase orders and contracts.

VII. Plan Development and Maintenance

A. Plan Administration

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

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

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

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

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

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

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

B. Record of Plan Changes

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

Table 7-1 Record of Plan Changes for the City of Portland BEOP

Date	Change Number	Summary of Changes	Entered by
2011	Original Release		
2012/2013	Update	Updated narrative, statistics	CM

C. Plan Distribution

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

VIII. Authorities and References

A. Legal Authorities

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

B. Federal

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

C. State of Oregon

- Oregon Revised Statutes 401.305 through 401.335

D. Regional

- Mount Hood Coordination Plan, September 2005
- Portland Urban Area Regional Emergency Public Information Concept of Operations (ConOps) Plan, January 2009

E. Multnomah County

- Multnomah County Emergency Operations Plan

F. City of Portland

- Title 3.124-3.126 of the City Code – Administration
- Title 15 of the City Code – Emergency Code

A Glossary of Terms

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

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

BUREAU EMERGENCY OPERATIONS CENTER (BEOC): A center set up to serve as a bureau's Incident Command Post (ICP) and manage the bureau-level response to an emergency.

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

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

CHIEF: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, and Finance/Administration.

CITIZEN CORPS: A community-level program that brings government and private sector groups together and coordinates the emergency preparedness and response activities of community members. Citizen Corps increase community preparedness and response capabilities through public education, outreach, training and volunteer service. Portland's Citizen Corps members are called NETs.

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

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

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

CONTINUITY OF GOVERNMENT (COG): Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the

institution of government and ensure that a department or agency's constitutional, legislative and/or administrative responsibilities are maintained. This is accomplished through succession of leadership, the pre-delegation of emergency authority and active command and control during response and recovery operations. [City Charter 201 Article 2 Section 206(g)]

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

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

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

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

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

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

DEPUTY: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In

some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the IC, general staff and branch directors.

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

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

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

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

EMERGENCY: Any natural, technological or human-caused event or circumstance causing or threatening: loss of life, injury to persons or property, human suffering or financial loss including but not limited to fire, flood, earthquake, severe weather, drought, volcanic activity, explosion, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, unmanageable crisis influx of migrants, refugees, civil disturbance, riot, sabotage and war**.** (City Code 15.04.030)

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

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

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

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

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

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

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

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

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

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

HAZARD: Something that is potentially dangerous or harmful.

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

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

INCIDENT COMMAND SYSTEM (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated

organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

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

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

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

JOINT INFORMATION CENTER (JIC): A facility established if necessary to help coordinate all incident-related public information activities as part of a joint information system (JIS) at the City or regional level. Public information officers from all participating bureaus and partner agencies collocate at the JIC.

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

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

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

MAJOR DISASTER: Any natural catastrophe (including hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide,

mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion in any part of the United States that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of states, local governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

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

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

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

MULTI-AGENCY COORDINATION SYSTEMS (MACS): Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination. The components of multi-agency coordination systems include facilities, equipment, emergency operation centers, specific multi-agency coordination entities, personnel, procedures and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

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

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

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local and tribal

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

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

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

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

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

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

PLANNING SECTION: Section responsible for the collection, evaluation and dissemination of operational information related to the incident and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

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

PREPAREDNESS: Actions that involve a combination of planning, resources, training, exercising and organizing to build, sustain and improve operational capabilities. Preparedness is the process of identifying the personnel, training and equipment

needed for a wide range of potential incidents and developing jurisdiction-specific plans for delivering capabilities when needed for an incident.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

B List of Acronyms

AAR	After Action Report
ACE	Army Corps of Engineers
AMR	American Medical Response
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ARRL	American Radio Relay League
ASU	Air Support Unit
ATC	Applied Technology Council
BEECN	Basic Earthquake Emergency Communication Node
BEOP	Basic Emergency Operations Plan
BES	Bureau of Environmental Services
BICP	Bureau Incident Command Post
BOEC	Bureau of Emergency Communications
BPS	Bureau of Planning & Sustainability
BTS	Bureau of Technology Services
CAD	Computer Aided Dispatch
CAP	Consolidated Action Plan
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive Device
CCP	Citizen Corps Program
CEMP	Comprehensive Emergency Management Plan
CENS	Community Emergency Notification System
CFR	Code of Federal Regulations
CI/KR	Critical Infrastructure/Key Resources
CIP	Critical Infrastructure Protection
CNT	Crisis Negotiation Team
COAD	Citizens & Organizations Active in Disaster
COG	Continuity of Government
COML	Communications Unit Leader
CONOPS	Concept of Operations
COOP	Continuity of Operations
COW	Cell on Wheels
CPG	Comprehensive Preparedness Guide
CRS	Community Rating System
CSZ	Cascadia Subduction Zone
DAT	Damage Assessment Team
DEQ	Department of Environmental Quality
DHS	Department of Homeland Security
DHS	Department of Human Services, Oregon
DO	Duty Officer
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Teams
DOGAMI	Department of Geology & Mineral Industries

DPC	Disaster Policy Council
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EHS	Extremely Hazardous Substances
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EMS	Emergency Medical Services
EMSC	Emergency Management Steering Committee
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ERG	Emergency Response Guidebook
ESF	Emergency Support Function
ETR	Emergency Transportation Routes
EWDS	Emergency Water Distribution System
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FIRM	Flood Insurance Rate Map
FMA	Fire Management Area
GETS	Government Emergency Telecommunications Service
GIS	Geographic Information System
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HMGP	Hazard Mitigation Grant Program
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
IC	Incident Command / Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
IPAWS	Integrated Public Alert & Warning System
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
LEAP	Local Energy Assurance Plan
LNO	Liaison Officer
MAC	Multiagency Coordination
MACG	Multiagency Coordination Group
MACS	Multiagency Coordination System
MCDD	Multnomah County Drainage District
MCP	Medical Care Point
MEDU	Metropolitan Explosive Disposal Unit
MERS	Mobile Emergency Response Support
MESD	Multnomah Education Service District

MMRS	Metropolitan Medical Response System
MMS (M)	Moment Magnitude Scale (Magnitude)
MOU	Memorandum of Understanding
MPU	Mounted Patrol Unit
MSL	Mean Sea Level
NAVD	North American Vertical Datum
NAWAS	National Warning System
NDMS	National Disaster Medical System
NET	Neighborhood Emergency Team
NFIP	National Flood Insurance Program
NGO	Non-governmental Organization
NHMP	Natural Hazard Mitigation Plan
NIMS	National Incident Management System
NOAA	National Oceanic & Atmospheric Administration
NRF	National Response Framework
NWS	National Weather Service
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OHSU	Oregon Health & Science University
OMF	Office of Management and Finance
ONI	Office of Neighborhood Involvement
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSP	Oregon State Police
PA	Public Assistance
PBEM	Portland Bureau of Emergency Management
PBOT	Portland Bureau of Transportation
PCCC	Portland Citizen Corps Council
PDM	Pre-Disaster Mitigation
PF&R	Portland Fire & Rescue
PHB	Portland Housing Bureau
PIC	Public Inquiry Center
PIO	Public Information Officer
PMAT	Portland Metropolitan Area Transportation
PNSN	Pacific Northwest Seismic Network
POD	Point of Distribution/Point of Dispensing
POTS	Plain Old Telephone System
PPB	Portland Police Bureau
PPE	Personal Protective Equipment
PPS	Portland Public Schools
PREP	Planning for Resilience & Emergency Preparedness
PSAP	Public Safety Answering Point
PUA	Portland Urban Area
PUC	Public Utility Commission
PWP	Primary Warning Point

RACES	Radio Amateur Civil Emergency Service
RegJIN	Regional Justice Information Network
REMG	Regional Emergency Management Group
REMTEC	Regional Emergency Management Technical Advisory Committee
RRT	Rapid Response Team
RWPC	Regional Water Providers Consortium
SARA	Superfund Amendment and Reauthorization Act of 1986
SBA	Small Business Administration
SERT	Special Emergency Reaction Team
SITREP	Situation Report
SITSTAT	Situation Status
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
TCL	Target Capabilities List
UASI	Urban Areas Security Initiative
UC	Unified Command
UPS	Uninterruptible Power Supply
URM	Unreinforced Masonry
USAR	Urban Search & Rescue
USCG	United States Coast Guard
USGS	United States Geological Survey
VER	Voluntary Emergency Registry
VMB	Variable Message Board
VOAD	Voluntary Organizations Active in Disaster
WEA	Wireless Emergency Alert
WMD	Weapons of Mass Destruction
WPS	Wireless Priority Service