

CITY OF PORTLAND, OREGON

BASIC EMERGENCY SERVICES PLAN

Part One & Part Two

**PORTLAND OFFICE OF
EMERGENCY MANAGEMENT**



April, 1998

City of Portland
Vera Katz
Mayor

April 1998

To All Bureaus:

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

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

- (1) Mitigation/Loss Prevention: those activities which eliminate or reduce the probability of disaster or reduce the amount of damage inflicted if a disaster occurs;
- (2) Preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage;
- (3) Response: Activities to address immediate and short term effects of an emergency or disaster; and
- (4) Recovery: short and long term activities which restore &/or improve basic services to prevent/reduce future loss.

The key to accomplishing the City's emergency management objectives depends on the cooperation of all City Bureaus. Training, exercising and participating in programs coordinated by the Portland Office of Emergency Management (POEM) staff is imperative for building an efficient emergency management system. POEM's role is to provide access to the programs which keep the City prepared, able to respond, recover, and mitigate emergencies. This includes advocating for adequate funding to accomplish the activities outlined by Title 15 of the City Code and ORS 401.

Part One and Part Two of this Plan have been approved by the Mayor and City Council. It will be revised and updated as required. Part Three, which includes the annexes will be revised and updated as necessary. All bureaus are requested to advise POEM of any changes which might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addresses on the distribution list.

It is hereby directed that review of this Plan and over all emergency responsibilities by all City bureau managers be accomplished prior to October 1, annually, or as indicated through plan activation or exercise. Thorough familiarity with this Plan will result in the efficient and effective execution of emergency responsibilities, and better service to the citizens of Portland, Oregon.

Government entities complying with this Plan shall not be liable for injury, death, or loss

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FOREWORD

The Chief of The Portland Bureau of Fire, Rescue and Emergency Services, as the Emergency Manager, and the Portland Office of Emergency Management (POEM) are charged with the development and implementation of an all-hazards emergency management plan in the City of Portland.

The Basic Plan is a portion of the Comprehensive Emergency Management Plan which intends to be all inclusive in combining the four phases of emergency management, which are:

Mitigation/Loss Prevention: activities which eliminate or reduce the probability of disaster or reduce the amount of damage inflicted if a disaster occurs.

Preparedness: activities which governments, organizations, and individuals develop to save lives and minimize damage to property, community infrastructure and the environment.

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

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

The situations addressed by this Plan are those in which the actions of many different bureaus must be effectively coordinated. This major coordination effort differs from those emergencies handled on a daily basis by the Portland Bureau of Fire, Rescue and Emergency Services, the Portland Police Bureau, Maintenance Bureau, Bureau of Water Works, and others. Portland Office of Emergency Management, housed in the Bureau of Fire, Rescue and Emergency Services has the responsibility of coordinating and supporting all city bureaus during response, as well as developing plans, training and exercising of the three other phases.

AUTHORITY

This Plan is issued by the Portland City Council pursuant to the provisions of Chapter 401, Oregon Revised Statutes (ORS); Title 15 City Emergency Code of the City of Portland; and The Charter of the City of Portland, Oregon (Chapt.2, Article 1, Section 2-105a).

Summary of ORS 401:

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

401.315 City authorized to incur obligations for emergency services. "In carrying out the provisions of ORS 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401.580, cities may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to, or recover from emergencies or major disasters."

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

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

DISTRIBUTION LIST

1. Mayor
2. Commissioner #1
3. Commissioner #2
4. Commissioner #3
5. Commissioner #4
6. City Auditor
7. Division of Records Management
8. Office of City Attorney
9. Bureau of Buildings
10. Bureau of Emergency Communications
11. Bureau of Environmental Services
12. Bureau of Fire, Rescue and Emergency Services
13. Portland Office of Emergency Management
14. Office of Finance & Administration
15. Bureau of Financial Planning
16. Grants Compliance Program
17. Bureau of Personnel Services
18. Risk Management Division
19. Bureau of Housing and Community Development
20. Bureau of General Services
21. Division of Communications Services
22. Division of Facilities Services
23. Division of Fleet Services
24. Office of Neighborhood Associations
25. Bureau of Parks and Recreation
26. Planning Bureau
27. Police Bureau
28. Bureau of Purchases and Stores
29. Office of Transportation
30. Bureau of Maintenance
31. Bureau of Traffic Management
32. Bureau of Transportation Engineering and Development
33. Bureau of Water Works

Liaison Distribution

1. American Red Cross
2. Gresham Emergency Management
3. METRO
4. Multnomah County Emergency Management
5. Oregon Emergency Management
6. Port of Portland Planning
7. Salvation Army
8. Tri-Met
9. US Army Corps of Engineers
10. Consolidated Washington County Emergency Management

ANNEX ASSIGNMENT

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

Note: See appendices for dates of latest updates of these annexes.

BASIC EMERGENCY SERVICES PLAN

I. AUTHORITY AND REFERENCES

This Plan is issued by the Portland City Council and the Portland Office of Emergency Management pursuant to the provisions of the City Emergency Code, Resolution _____, Oregon Revised Statutes, Chapter 401 and references noted.

A. Authority

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

B. References

1. Federal
 - a. Civil Defense Act of 1950 (PL 81-920), as amended.
 - b. Disaster Relief Act of 1974 (PL 93-288), as amended.
 - c. Emergency Management & Assistance (Code of Federal Regulations -Title 44)
 - d. Public Law 93-288 " Robert T. Stafford disaster Relief & Emergency Assistance Act"
2. State
 - a. Oregon Emergency Management Plan, 1995, as amended.
 - b. 1997 Oregon State Fire Service (annual) Plan, as amended.
3. County
 - a. Ordinance No. 171061 agreement with Multnomah County and the Cities of Gresham, Troutdale, Fairview, Wood Village and Maywood Park for co-location and consolidation of emergency management .(March 1997)
4. City
 - a. BOEC Standard Operating Procedures (SOP).
 - b. Emergency Occurrence Manual, Bureau of Police.
 - c. Fire, Rescue and Emergency Services Standard Operating Procedures
 - d. Mutual Aid Agreements (verbal or written) are in existence:
Bureau of General Services, Communications Division :
 Intergovernmental agreement as a multi-agency provider.
 Verbal agreements with US West Direct.

Portland Office of Emergency Management: Verbal agreements with Technical Advisory Council members (Corps of Engineers, American Red Cross, 304th Aerospace Rescue and Recovery Squadron, Multnomah Co. Dept. Of Human Services, Tri-County Community Council, Tri-Met, OR State

Defense Force, Civil Air Patrol and Amateur Radio Groups.)

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

Bureau of Police: Mutual Aid Law Enforcement Agencies Agreement 15 law enforcement agencies, City, County, Departments, Port, state & federal.

Bureau of Maintenance: Written Public Works Cooperation Assistance Agreements with Multnomah Co., Clackamas Co., State Highway Division and others.

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

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

II. PURPOSE

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

This Plan intends to define, who does what, when, where, and how in order to mitigate, prepare for, respond to, and recover from the effects of disasters.

III. SITUATION

A. General

Portland is a metropolitan community with a population of approximately 500,000 people, located on the Willamette River near its juncture with the Columbia River. Portland is a largest city in the State of Oregon and a major port on the west coast with a direct link to the Pacific Rim nations.

B. Ordinance 171061 sets a structure for the planning process between entities of Multnomah County so that better coordination can occur before, during and post disaster. Multnomah County, as a result of the ordinance, is divided into two geographic areas represented by boards, Eastside and Westside, which will facilitate the development and the interface between all jurisdictions involved.

- C. **Natural Disaster**
The City of Portland is exposed to severe weather hazards such as snow, ice, wind storms, and flooding. The City is also exposed to forest fire and geologic hazards such as earthquake, volcano, and landslide. An epidemic may require total City government commitment to support health officials.
- D. **Human-Caused Disaster**
Explosions and major fires occur in Portland. Hazardous materials incidents have occurred during the transportation and/or use of chemicals and petroleum products. Incidents of civil disturbance have also occurred. Human caused disasters also include terrorism and use of weapons of mass destruction, neither of which have occurred locally, but are possible.
- E. **Technological Disaster**
Includes a range of hazards emanating from the manufacture, transportation, storage and use of such substances as radioactive materials, chemicals, explosives, flammable, agricultural pesticides, herbicides and disease agents; oil spills on land, coastal waters or inland water systems; and debris from space.

A more detailed analysis of the risk of disaster is contained in Annex 8, Hazard Analysis, which has been the focus of the Emergency Management Council (Westside User Board) in 1997. The results of the Hazard Vulnerability Analysis will be included in the update of the Comprehensive Emergency Management Plan (CEMP) and will direct the Westside User Board's planning needs for the near of 1998.

IV. ASSUMPTIONS

- A. **Levels of Emergency**
1. Level 1 Emergency - Normal Operations achievable by a single bureau assigned and trained to respond such as a police, fire, water or transportation emergency.
 2. Level 2 Emergency - This is determined by the incident commander and could require two or three bureau coordination. The IC could activate the EOC on a limited basis to provide an emergency phone bank, enhanced radio communications and the ability to track an ongoing threat to the City or to assist other agencies and/or jurisdictions.
 3. Level 3 Emergency is triggered by the imminent threat to the City of wide spread or severe damage, injury or loss of life or property resulting from any natural or person-made cause. This could require a full activation of the Emergency Operations Center. Level 3 Emergency is termed State of Emergency and is officially declared by the Mayor or designated City Official in charge.
- B. **Limits to Legal Liability**
1. The statutes provide that the City and its agents are not liable while complying or attempting to comply with the emergency provisions

or any rule promulgated under the statutes except in the cases of willful misconduct or gross negligence.

2. It is impossible to anticipate all of the variable factors in an emergency situation. This Plan is a guide to approaching emergency situations. No provision in the Plan and its subsequent annexes is intended to be mandatory. This plan may be carried out in a flexible manner. This plan should not be interpreted as a guarantee that any specific task will be done in a specific order or that any specific task will be done at all. The Plan represents an optimal approach to an emergency situation. It does not create a right to rely on the City, its employees, officers or agents to carry out the plan in any particular manner or at all.
3. Property owners, citizens and visitors should not rely on this plan to assure the operation or availability of any public service. Persons should develop a back-up system where it is necessary to prevent property damage or loss of life.
4. Property owners should not rely on this plan to protect their property from damage or destruction. Property owners should develop their own plan for dealing with emergency situations.
5. Any emergency situation will involve other units of government. Other units of government should not rely on this plan to be implemented.

C. General

1. Essential City services will be maintained as long as conditions permit and restored as soon as possible.
2. A disaster occurrence will require prompt and effective emergency response and recovery operations by City government, volunteer organizations, and the private sector support organization which will be coordinated through the City Emergency Operations Center by the Portland Office of Emergency Management in collaboration with the Incident Commander.
3. Citizens will need to be prepared to take care of themselves for up to 72 hours.
4. Some disasters may be of such magnitude and severity that County, State and/or Federal assistance is required, such assistance may be obtained through the Disaster Declaration Process. (Title 15.04.040) According to ORS 401.055, the request must flow from the City to the County and then to the state. The Disaster Declaration Process and the acquisition of additional resources will be coordinated through the city Emergency Operations Center by the staff of the Portland Office of Emergency Management under the direction of the Incident Commander.

D. Execution of Operations

1. The Mayor shall have ultimate responsibility for the resolution of conflicts regarding the application of limited resources to a variety of concurrent emergency situations.
2. The Mayor has the authority and responsibility to initiate major

evacuations based on the advice of Police, Fire, and Emergency Management staff - City Code Title 15.08.020 - J Minor evacuations of a localized scale may be initiated upon discretion of the Police and Fire Chiefs or the Incident Commander (IC). In a Level III Emergency, the City IC is empowered to act on the Mayor's behalf.

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

3. The authority to activate the Portland EOC will come from the Mayor, an incident commander, staff member of the Portland Office of Emergency Management, Chief of the Portland Fire Bureau, Chief of the Portland Police Bureau, Director of the Water or Maintenance Bureaus, or any of their designees.
4. It is the responsibility of POEM to notify appropriate bureaus and offices of both the activation or deactivation of the Emergency Operations Center (EOC).
5. The strategic goals of the City, during an emergency period, will be to:
 - a. Preserve life.
 - b. Stabilize the incident.
 - c. Protect the environment.
 - d. Protect community infrastructure.
 - e. Minimize property loss.
 - f. Restore essential facilities and services.

V. CONCEPT OF OPERATIONS

A. General

It is the responsibility of government to provide services which contribute to the protection of life, property, environment, and community infrastructure from the effects of hazardous events. The Portland Office of Emergency Management has the primary responsibility for emergency management coordination. This Plan is based upon the concept that emergency functions for various bureaus or agencies involved in emergency management will generally parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. The efforts that would normally be required for non-essential functions will be redirected to the accomplishment of emergency tasks by the bureaus or agencies concerned (Title 15.12.020-B). Refer to Essential Emergency Functions Matrix Appendix A.

B. Incident Command System (ICS)

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

order to be appropriately responsive to the specific incident.

C. Disaster Declaration

A local state of disaster may be declared by the Mayor. The effect of the declaration is to activate the relevant aspects of the Plan and to authorize the furnishing of aid and assistance. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing mutual aid agreements. If resource needs exceed mutual aid capability, the city will request aid from County government and subsequently the county will request aid from State government.(Title 15.04.040) Finally the Federal government will be called upon by the state when all state resources are expended. The response to the requests will be coordinated through the Portland Office of Emergency Management.(Title 15.12.020-C).

D. Phases of Emergency Management

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

1. Mitigation/ Loss Prevention

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

2. Preparedness

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

3. Response

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

4. Recovery

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