

ORDINANCE No. 172303

- * Adopt revision to Basic Emergency Services Plan and amend City Code to reflect changes . (Ordinance; repeal City Code sections 15.04, 15.08 and 15.12, and adopt new sections 15.04, 15.08, and 15.12)

The City of Portland ordains:

Section 1. The Council finds:

1. City Code Section 15.12.020 states that the Chief of the Bureau of Fire, Rescue and Emergency Services supervises the City's Office of Emergency Management, and requires that office to bring forth a Basic Emergency Services Plan (the Plan) annually, for presentation to the City Council.
2. The purpose of the Plan is to assist Portland City government in minimizing the adverse effects from natural, technological and human-caused disasters. The new Plan includes an essential emergency functions matrix, which outlines the necessary actions to be taken by major City bureaus after an earthquake in the first seventy-two hours to two weeks.
3. In reviewing the Plan, the Office of Emergency Management and the Fire Chief recommend a repeal of City Code Chapters 15.04, 15.08 and 15.12 and adoption of new regulations, providing in greater detail than before the duties and authorities that the Mayor has during a state of emergency, describing the duties and authorities of the Office of Emergency Management , and listing the participating bureaus.

NOW, THEREFORE, the Council directs:

- a. The Basic Emergency Services Plan is hereby adopted, substantially as set forth in Exhibit A, attached to this ordinance.
- b. City Code sections 15.04, 15.08 and 15.12 are hereby repealed.
- c. Revised City Code sections 15.04, 15.08 and 15.12 are hereby adopted, substantially as set forth in Exhibit B, attached to this ordinance.

Section 2. The Council declares that an emergency exists because it is important for the Code to clarify the roles and responsibilities of City officials in the event of a disaster ; therefore, this ordinance shall be in force and effect from and after its passage by the Council.

Passed by the Council, **MAY 27 1998**

Commissioner **Miller Kafoury**

Kathryn Steinberg
May 12, 1998

BARBARA CLARK
Auditor of the City of Portland
By

Britta Olson Deputy

ORDINANCE NO. 172303

Title

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INTRODUCED BY	DATE FILED: MAY 21 1998
COMMISSIONER GRETCHEN MILLER KAFOURY	Barbara Clark Auditor of the City of Portland
NOTED BY COMMISSIONER	By: <u>Gay Kershner</u> Deputy
Affairs <i>me</i>	For Meeting of: _____
Finance and Administration	ACTION TAKEN:
Safety	
Utilities	
Works	
BUREAU APPROVAL	
Bureau: Bureau of Fire, Rescue and Emergency Services	
Prepared by Date 5/12/98 Kathryn Steinberg	
Budget Impact Review: __x_ Completed ___ Not Required	
Bureau Head: Fire Chief Robert Wall <i>Robert Wall</i>	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
			YEAS	NAYS	
Consent	Regular x	Fransesconi	Fransesconi	✓	
NOTED BY		Hales	Hales	✓	
<i>Robert Wall</i>		Kafoury	Kafoury	✓	
City Auditor		Sten	Sten	—	—
City Engineer		Katz	Katz	✓	

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

It is important to realize that no one bureau is going to rescue a City during a disaster situation. Further, it is true that City government agencies will not possess all the resources and talent necessary to protect the citizens of the City. Acknowledging the jurisdictional limitations, planning for response & recovery, preparedness and mitigation can be enhanced by cross jurisdictional collaboration throughout the planning process.

B. Organization

The duties of councils and Portland Office of Emergency Management are outlined, starting on page 17. The list of organizational emergency management responsibilities is clarified in the consolidation ordinance.

C. Common City Bureau and Office Responsibilities

The authority of Title 15 (15.12.020 - A), gives POEM the responsibility to assist and facilitate review, training, and planning coordination for City bureaus and offices assigned emergency responsibilities. The review, training records and evaluation results will be compiled by October 1 of each year and be part of the City Council annual review of the Plan in December of each year. Schedules of annex update and bureau & office responsibilities are located in Appendix B & C.

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

All Bureaus, Departments & Offices should:

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

Bureaus, Departments and Offices with Emergency Responsibilities

Extending beyond the rudimentary preparedness activities stated above, Bureaus with primary & secondary functions in an emergency should include the following in their plans.

1. Establish line of succession and provide personnel to the EOC as appropriate to the size of the disaster and as required by POEM and

the Incident Commander. Also to include field operations, Bureau EOC's and essential services.

2. Accomplish primary or support functions as indicated in the Primary/Support Responsibility Matrix.
3. Develop and maintain/update operating procedures to accomplish primary and support functions.
4. Participate in and assign personnel to the Westside User Board who have the authority to speak for and commit their bureaus' resources.
5. Provide such documentation as may be appropriate to detail operating procedures, communications protocols and emergency tasks.
6. Have a plan to document decisions made, directions given, actions taken, results obtained and other information relevant to an emergency.
7. Participation plans for coordinated information dispersal to the general public.

Emergency Managers of Bureaus, Departments or Offices

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

DUTIES OF COUNCILS AND POEM

The gray blocks denote City of Portland areas of responsibility

EMERGENCY MANAGEMENT POLICY BOARD

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

(the Disaster Policy Council of) **Portland**

Emergency Management Policy Board will:

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

DISASTER POLICY COUNCIL

Mayor
Commissioners
Auditor

Disaster Policy Council will:

- Select Representative for Emergency Management Policy Board.
- Approve City/Multnomah County Westside Plan.
- Require bureau and office participation.
- Provide direction to POEM.
- Meet when needed.

West Multnomah County

USER BOARD

City of Portland (Emergency Management Council)

Multnomah County:- health, transportation, emergency mgmt. etc.
Participating Jurisdictions: Port of Portland, Sauvie Island, Maywood Park

Westside User Board (WUB) will:

- Approve exercise schedule.
- Make Budget recommendations.
- Relate Bureau, Office and agency plans with the City Emergency Plan.
- Approve training schedule.
- Make recommendations to DPC.
- Meet as necessary.(quarterly)
- Involve bureaus, office and agency directors in development and implementation of emergency management systems.

Westside User Board is responsible for the cooperative emergency management planning of the "portion of the County which lies west of the Portland/Gresham city boundary, (approximately NE/SE Ave., SE 174th Ave.)" (Ordinance #171061)

EMERGENCY MANAGEMENT STAFF

Multnomah County Emergency Management Coordinators
Portland Office of Emergency Management Coordinator

Emergency Management Staff will:

Develop, maintain and involve jurisdictions in management of consolidated programs.
Coordinate training, planning activities with jurisdictions, region and state.
Develop implementation plan for consolidation and co-location according to ordinance#171061
Supervise staff.

PORTLAND OFFICE OF EMERGENCY MANAGEMENT (POEM)

Fire Chief/Emergency Manager
Division Chief/Emergency Coordinator
Captain/Assistant Emergency Coordinator
Inspector/Assistant Emergency Coordinator
Program Manager Hazardous Materials Coordination
Inspector/ Sara Title III Compliance Officer
Planning Program Specialist
Operations Assistant Program Specialist
Community Relations Assistant

POEM will:

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

TECHNICAL ADVISORY COUNCIL (TAC)

304th Air Rescue
American Red Cross
American Medical Response
Bonneville Power Administration
Civil Air Patrol
Columbia Regional Urban Search & Rescue K-9 Division
ECHO (Emergency Communications for Hazardous Operations)
KATU-TV
KXL Radio
KBBT Radio
Lifeflight
METRO
Multnomah County
National Weather Service
Northwest Medical Teams
Northwest Natural Gas
Oregon Department of Transportation
Oregon National Guard
Portland Amateur Radio Club
Portland General Electric Co.
Portland Housing Authority
Portland Public Schools
Salvation Army
TRI-MET
U.S. Army Corps of Engineers
U.S. Coast Guard
U.S. West Communications
Willbridge Association

Technical Advisory Council will:

Meet as needed.

Work individually with POEM .

Identify linkages between Emergency plans and City plan.

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

GLOSSARY OF TERMS

Annex

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

BOEC

Portland Bureau of Emergency Communications:

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

City:

The City of Portland, Oregon.

Cooperative Assistance Agreement:

Disaster:

The occurrence of imminent threat of widespread or severe damage, injury, loss of life or property resulting from any natural, technological, or person-made cause including fire, flood, earthquake, windstorm, wave action, oil spill, or other contamination, radioactive incident, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile or paramilitary action, or other structure failure of a dam, building or infrastructure, or other public calamity requiring emergency action.

Disaster Policy Council:

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

Drill:

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

Emergency:

Any natural, technological or person-made event, the effects of which cause loss of life, human suffering, injury to persons, property damage, environmental damage, or financial loss including but not limited to fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, unmanageable crisis, influx of migrants, civil disturbance, riot, sabotage and war.

Levels of Emergency

- A. Level 1 Emergency - Normal Operations achievable by a single bureau assigned and trained to respond such as a police, fire, water or transportation emergency.
- B. 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.

- C. Level 3 Emergency is triggered by the imminent threat to the City of wide spread or severe damage, injury of 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.

EAS - Emergency Alert System:

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

EMS - Emergency Medical Services:

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

EOC - Emergency Operations Center:

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

Exercise:

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

- A. Tabletop Exercise: An activity in which elected and appointed officials and key agency staff are presented with simulated emergency situations. It is usually informal, in a conference room environment, and designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.
- B. Functional Exercise: An activity designed to evaluate the capability of an individual function or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity. (Example) A Direction and Control Functional Exercise: An activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. It is centered in an EOC or interim EOC, and simulates the use of outside activity and resources.

C. Full-scale Exercise: A full-scale exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner over a significant period of time. It involves the testing of a major portion of the basic elements existing within emergency operations plans and organizations in a stress environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

FEMA

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

Hazard:

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

ICS - Incident Command System:

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

Mayor:

The Mayor of the City of Portland, Oregon.

Mutual - Aid Agreements:

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

NIIMS - National Interagency Incident Management System:

The Incident Command System used to manage emergencies and disasters.

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

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

POEM - Portland Office of Emergency Management:

City office, located within the Fire Bureau and under supervision of the Fire Chief, responsible for coordinating disaster-related activities and resources, maintaining and operating the EOC, and providing public information and awareness programs on local hazards.

SOP - Standard Operating Procedures:

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

State of Emergency:

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

APPENDICES

Appendix A - Essential Emergency Functions Matrix

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

OFFICE BUREAU	FUNCTION	72HR	1WK	2WK
Mayor or Council				
	Inform citizens	X	X	X
	Liaison with state	X	X	X
	Liaison with county	X	X	X
	Provide Leadership	X	X	X
FIRE				
	Fire Fighting	X		
	Rescue	X		
	Hazardous Materials Response	X		
	Medical	X		
	Staff EOC	X	X	X
POLICE				
	Maintain Order	X	X	X
BOEC				
	Provide Communications	X	X	X
ONI				
	Coordinate Neighbors	X	X	X
	Information & Referral	X	X	X
TRANSPORTATION				
	Bridges	X	X	X
	Lifelines	X	X	X
	Arterial Roads		X	X
	Collectors		X	X
	Local		X	X
	Traffic Signals		X	X
	Debris Removal	X	X	X
WATER				
	Fire Fighting	X	X	X
	Public Health	X	X	X
	Economic Vitality		X	X

BES				
	Sanitary Sewer	X	X	X
	Storm Sewer		X	X
	Garbage Collection		X	X
BUILDINGS				
	Inspect Damaged Buildings	X	X	X
	Permits		X	X
FINANCE & ADMIN				
	Collect Fees		X	X
	Pay Contractors		X	X
	Pay Employees		X	X
	Safety	X	X	X
	Run Data Systems		X	X
	Run Accounting Systems		X	X
PURCHASING & STORES				
	Materials/Workers/Supplies	X	X	X
PARKS				
	Provide Volunteer Opportunities	X	X	X
EMERGENCY MANAGEMENT				
	Alert EOC responders	X		
	Staff/Assemble EOC Teams	X		
	Monitor actual emergency conditions	X	X	
	Advise & Assist Mayor	X	X	
	Coordinate public information dissemination	X	X	X
	Liaison with agencies	X	X	X
	Effect declaration of emergency	X		

APPENDIX B
Primary/Support Responsibility Matrix

p = primary, s = support ; e = either

The following matrices establish the primary, support or either primary or support functions of the bureaus/agencies depending upon the incident. These charts provide a summation of the information regarding who is in charge of which incident and who will support the lead. More detailed information will be found in each annex.

Appendix C - Annex Update

<u>Annexes</u>	<u>Last Update</u>	<u>Assigned To</u>
1. Emergency Operations Center	9/96	POEM
2. E O C Activation Guide	12/97	POEM
3. Emergency Public Information	3/93	POEM
4. Health and Human Services	98draft	County/City Health
5. Resource Service	10/89	POEM
6. Shelter Service	10/89	Red Cross
7. Radiological	2/89	POEM/HAZMAT-Fire
8. Hazard Analysis	2/98	POEM
9. Flood Response Plan	6/97	Maintenance
10. Public Works Response Plan	6/97	Maintenance
11. Inclement Weather Plan	10/95	Maintenance
12. Earthquake Plan	98draft	POEM/Fire/Buildings
13. Emergency Telephone List	7/97	POEM
14. Volcano Plan	6/80	Maintenance
15. Hazardous Materials Plan	3/98	POEM/HAZMAT-Fire
16. Aircraft Accident-Water Plan	6/97	Port of Portland
17. Damage Assessment Plan	10/92	Bureau of Buildings
18. Oregon State Fire Service Plan	4/97	State Fire Marshal
19. Terrorism		POEM/Police
20. Evacuation Plan	6/90	Bureau of Police
21. Snow and Ice Response Plan	11/96	Maintenance
22. Water Bureau Emergency Plan	6/97	Water Bureau
23. Mass Casualty Plan	11/96	Fire Bureau/Emergency Medical Service Coordinator
24. Communications-Warning	3/92	BOEC/POEM/BGS
25. Forested and Wildland Interface Areas Fire Protection Plan	7/97	Fire
26. Amateur Radio Communications Plan	3/92	Amateur Radio Club
27. Hydroelectric Power Action Plan	4/96	Water Bureau - Hydro Electric Division
28. Civil Air Patrol Plan	4/97	Civil Air Patrol
29. 911 Telephone Communications Failure	6/96	BOEC/BGS

NOTE: "Last Update" date indicates the age of the document and does not denote the inadequacy of the content to address the disaster. The annexes will all be reviewed through the Comprehensive Emergency Management Planning process in 1998.

PART THREE: ANNEXES

Bureaus, Offices and other agencies, that are responsible for updating annexes, submit their changes to the Portland Office of Emergency Management for inclusion in the total Emergency Management Plan. This year, as a result of the Hazard Vulnerability Study, the Comprehensive Emergency Management Plan (CEMP) will be developed. The year of 1998 will bring written changes to the overall emergency plan. One of which will be a list of annexes reflective of functions and special subjects and hazards. The list below is as it stands currently. The Update column is a reference point, aiding in the prioritization of annex updates, which will be transformed this upcoming year in relation to the findings of the HVA.

Under the Direction of Commissioner Gretchen Kafoury &
Emergency Manager Fire Chief Robert Wall
Compiled by 1997-98 Portland Office of Emergency Management Staff

Emergency Management Coordinator, Division Chief George Houston,
Assistant Emergency Management Coordinator, Captain Bill Morris,
Assistant Emergency Management Coordinator Inspector Don Bloom,
HazMat Coordinator Bill Henle,
Title III, Inspector I, Mike Franzen,
Planning Specialist Patty Rueter,
Training Specialist Patty Stephens,
Community Relations Specialist Pat Swan

with assistance from City Attorney Adrienne Brockman

EMERGENCY CODE

CHAPTER 15.04

TITLE & SCOPE

15.04.010 Title. This Title shall be known as the “Emergency Code,” and may be cited as such, and will be referred to herein as “this Code.”

15.04.020 “Emergency” Explained. The state of emergency exists whenever the City or any area therein is suffering or is in imminent danger of suffering an event that may cause injury or death to persons, or damage to, or the destruction of property to the extent that extraordinary measures must be taken to protect the public health, safety, and welfare; such an event shall include, but may not be limited to the following:

- (1) A civil disturbance or riot,
- (2) A disaster such as a flood, windstorm, earthquake, fire, explosion, or epidemic;
- (3) The declaration of a war-caused national emergency;
- (4) Any major disruption of community services such as transportation, power supply, or communications.

15.05.030 Purpose. The purpose of this Code is to provide a plan to minimize injury to persons and property, and to preserve the established civil authority in the event that a state of emergency exists within the City.

CHAPTER 15.08

EXECUTIVE RESPONSIBILITY

15.08.010 Mayor and Successor to Mayor. (Amended by Ord. No. 159177 Nov. 19, 1986.) The Mayor is the Chief Executive of the City of Portland. If the Mayor, for any reason, is unable or unavailable to perform the duties of office under this Code during a state of emergency, the duties shall be performed by the first of the following who is able and available:

- (1) The President of the Council;
- (2) The Council member who has most recently served as President of the Council;
- (3) The Council member holding the position with the lowest number;
- (4) The first of the City officials in the order listed in Section 2-206(g) of the Charter of the City of Portland.

Disaster Preparedness Guide

The powers of the successor to the Mayor shall be limited to those granted under this Code and the duration of succession shall be until such time as the Mayor is able to perform the duties of the office.

15.08.020 Authority. When, in the judgment of the Mayor, a state of emergency exists, he/she shall forthwith declare in writing and publicize the existence of same. Upon that declaration, the Mayor is empowered to assume centralized control of and have authority over all departments, bureaus, and other offices of the City in order to implement the purpose of this Code. The state of emergency declared by the Mayor shall exist for the period set forth in the declaration, but shall not exceed 2 weeks in the duration. However, the state of emergency may be extended for additional periods of 2 weeks.

15.08.030 Designation of Emergency Areas. Within the declaration of a state of emergency, the Mayor shall designate the geographic boundaries of the area which warrants the exercise of emergency controls and fix the duration of time during which the area so designated shall remain an emergency area.

15.08.040 Regulation and Control of Persons and Property. Whenever a state of emergency has been declared to exist within the City, the Mayor is empowered to order the following measures in the interest of public health, safety, or welfare:

- (1) Establish a curfew for the area designated as an emergency area which fixes the hours during which all persons other than officially authorized personnel may not be upon the public streets or other public places.
- (2) Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place within the area designated as an emergency area.
- (3) Barricade streets and prohibit vehicular or pedestrian traffic, or regulate the same on any public street leading to the area designated as an emergency area for such a distance as may be deemed necessary under the circumstances.
- (4) Evacuate persons from the area designated as an emergency area.
- (5) Throughout the City or any part thereof:
 - A. Close taprooms and bars;
 - B. Prohibit the sale of alcoholic beverages;
 - C. Prohibit or restrict the sale of gasoline or other flammable liquids;
 - D. Prohibit the sale, carrying, or possession of any weapon or explosives of any kind on public streets, public places, or any outdoor place.
- (6) Order such other measures as are imminently necessary for the protection of life or property.

15.08.050 Penalty. Any person who violates any emergency measure taken by the Mayor under authority of this Code shall be subject, upon conviction, to a fine of not more than \$500 or by imprisonment not exceeding 6 months, or both. However, no greater penalty shall be imposed than the penalty prescribed by the Oregon Statutes for the act, commission or omission.

CHAPTER 15.12

OFFICE OF EMERGENCY MANAGEMENT

(Amended by Ord. No. 14939, and 152220, effective Sept. 3, 1981.)

15.12.010 Organization. (Amended by Ord. No. 159980, Aug. 5, 1987.) The Office of Emergency Management shall be directly responsible to the Mayor and shall be supervised by the City Fire Chief.

15.12.020 Duties. (Amended by Ord. No. 159980; and 161377, effective Nov.3, 1988.) It shall be the responsibility of the Office of Emergency Management to recommend to the City Council a basic emergency services plan to assist the Mayor in the performance of his/her duties by this Code. In order to develop and maintain a basic emergency services plan, the duties of the Office of Emergency Management shall include, but not be limited to the following:

- (1) To have the authority to and cause those officials of City departments, bureaus, and other offices with emergency services capabilities to prepare coordinated annexes to the basic emergency services plan. Such departments, bureaus, and offices shall include, but not be limited to, the following:
 - A. Bureau of Maintenance.
 - B. Bureau of Water.
 - C. Bureau of Fire.
 - D. Bureau of Police.
- (2) To provide for the procurement of personnel, equipment, material, and supplies from the City and private sources, and for the accounting thereof, for use in the event of a state of emergency.
- (3) To provide for the coordination of emergency plans, programs, and operations of federal, state, and county agencies, and other public or private agencies and corporations with emergency service capabilities.
- (4) To annually reviews the basic emergency services plan and submit to the City Council, during the month of December of each year, the results of said review and any recommendation for revision.
- (5) To provide for, with the consent of the Council, coordinated operations under simulated state of emergency conditions.

Disaster Preparedness Guide

EMERGENCY ALERT SYSTEM PROCESS

Emergency / Disaster Situation

Develop emergency message to be broadcast and prepare to read message for tape recording by the operator on duty at the EAS Station.

Use the following message.

“THIS IS (NAME/TITLE) OF (ORGANIZATION). I REQUEST THAT THE EMERGENCY ALERT SYSTEM BE ACTIVATED FOR THE PORTLAND/MULTNOMAH COUNTY OPERATIONAL AREA DUE TO (DESCRIPTION OF EMERGENCY SITUATION), THE AFFECTED AREAS ARE (NAME AREAS). (NAME JURISDICTION) IS TAKING THE FOLLOWING ACTIONS (NAME ACTIONS BEING TAKEN BY PUBLIC SAFETY PERSONNEL). WE WOULD LIKE THE FOLLOWING IMMEDIATE PROTECTIVE ACTIONS TO BE TAKEN BY THE PUBLIC (NAME PROTECTIVE ACTIONS).

Contact authentication point (823-1901-1902-1905). Identify yourself, advise that you are going to activate the EAS and outline contents of emergency message.

Call primary EAS station (KBBT/KUFO) (274-2512), identify yourself to EAS station personnel. Advise operator on duty that you are requesting activation of the EAS for the Portland/Multnomah County Operational Area. (Operator will ready equipment for taping of your message.)

When advised by operator to do so, read prepared message for taping.

Operator will call authentication point (823-1901-1902-1905) to verify authorized activation of EAS.

If Authentication point verifies EAS activation, message will be broadcast at taped.

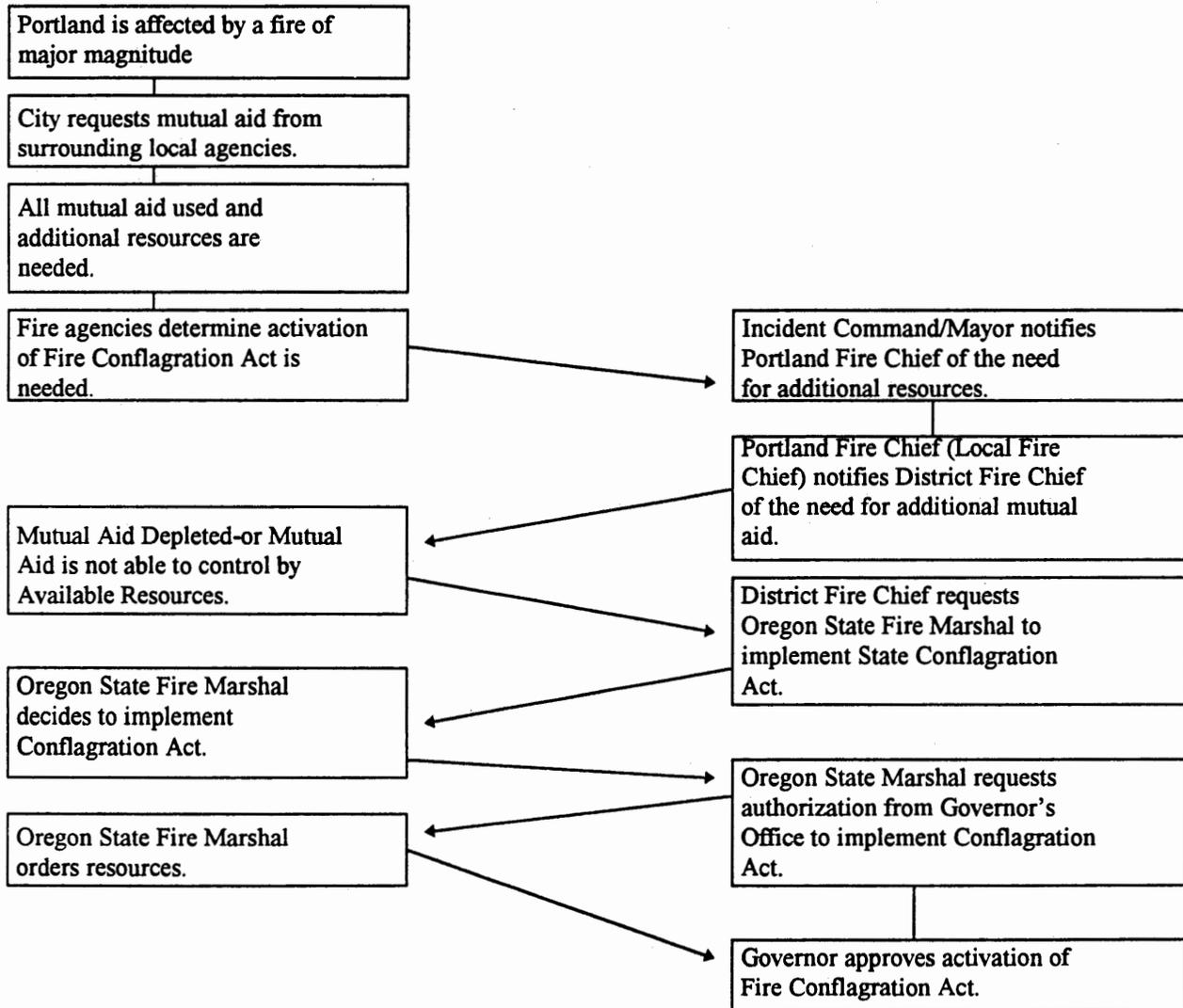
Provide situation updates or termination notice using the same procedure.

If not verified by authentication point, message will not be broadcast.

If unable to contact primary station contact secondary EAS station (KXL) at 417-7630.

172303

FIRE CONFLAGRATION ACT PROCESS



**INCIDENT COMMAND SYSTEM
NATIONAL TRAINING CURRICULUM
ICS FOR EXECUTIVES
EXECUTIVE BRIEFING PAPER**

October 1994

Disaster Preparedness Guide

I. Issues of Concern to Executives

A. What are the implications of an incident to my organization and to myself?

Any incident can have a mix of political, economic, social, environmental, and cost implications with potentially serious long term effects. Also, more and more incidents are multi-agency and/or multi-jurisdictional. As the executive, you need to be aware of how ICS and interagency (regional) Multi-agency Coordination Systems work to ensure cooperative response efforts. By your active support of ICS planning, preparedness, and training activities, the potential implications of an incident can be minimized.

B. How do I maintain control when an incident occurs?

As the executive, you establish the overall policy, and provide guidelines on priorities, objectives and constraints to a qualified Incident Commander. In many agencies this is done as a matter of policy through a written delegation of authority.

C. Where do I fit in the incident management process?

ICS has a well-defined hierarchy of command. Once you have clearly articulated the policy you wish followed and delegated certain authorities, the Incident Commander who reports to you will have the necessary authority and guidance to manage the incident.

D. What is ICS?

As a management system, ICS helps to mitigate the incident risks by providing accurate information, strict accountability, planning, and cost-effective operations and logistical support for any incident. ICS can be based on any kind or size of an incident. It can also be used for planned non-emergency events. Some of the kinds of incidents and events that have been managed through ICS are listed below:

- Fires, HazMat, and multi-casualty incidents.
- Single and multi-agency law enforcement incidents.
- Multi-jurisdiction and multi-agency disaster responses.
- Search and rescue missions.
- Oil spill response and recovery incidents.
- Air, rail, water, or ground transportation accidents.
- Planned events, e.g., celebrations, parades, concerts.
- Private sector emergency response and management programs.

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II. ICS Organization

The Incident Command System is organized around five major management activities.

- Incident Command (IC) - Has overall responsibility at the incident or event. Determines objectives and establishes priorities based on the nature of the incident, available resources and agency policy.
- Operations - Develops the tactical organization and directs all resources to carry out the Incident Action Plan.
- Planning - Develops the Incident Action Plan to accomplish the objectives. Collects and evaluates information, and maintains status of assigned resources.
- Logistics - Provides resources and all other services needed to support the organization.
- Finance/Administration - Monitors costs related to the incident, provides accounting, procurement, time recording, cost analysis, and overall fiscal guidance.

On small incidents, the five major activities may be managed by a single individual called the Incident Commander or IC. Large incidents usually require each of these activities to be established as separate sections within the organization.

Not all sections need to be established within an ICS organization. The Incident Commander will make this decision based on the demands of the incident. Each of the primary ICS sections may be further subdivided as reflected in the organization chart.

A. Incident Commander and the Command Staff

1. Incident Commander

The Incident Commander has responsibility for overall management of the incident and must be fully qualified to manage the incident. As the executive, you are responsible for ensuring that an appropriately qualified Incident Commander has been designated for the Incident.

It is very important that the executive provide the Incident Commander with clear authority, direction and the support necessary to accomplish agency goals related to management of the incident or event.

The Incident Commander may have one or more deputies from the same agency or from other agencies or jurisdictions.

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2. Command Staff

Command Staff positions are titled "Officers." There are three Command Staff positions.

- Information Officer
- Safety Officer
- Liaison Officer

B. The General Staff

The four activities of Operations, Planning, Logistics and Finance/Administration are performed by the General Staff. Each of the General Staff may have a deputy, or more than one if necessary.

In large incidents and events, especially where multiple agencies or jurisdictions are involved, the use of deputies from other agencies greatly increases interagency coordination.

At the General Staff or section level, the person in charge will be designated as Chief.

III. Components of ICS

A. Common Terminology

As the executive, it is very important to understand a few of the standard terms associated with ICS. The use of common terminology is basic features of ICS. Common terminology is applied to:

1. The Organization - In looking at the overall organization chart, you can see that there is a consistent pattern for designating each level of the organization.
2. Position Titles - Regardless of rank or title within an agency, those charged with management or leadership responsibility in ICS are referred to by position title such as Officer, Chief, Director, Supervisor, etc.
3. Resources - In some application areas, common designations or names are assigned to agency resources. Many kinds of resources may also be classified by type, which will indicate their size and/or capabilities.
4. Facilities - Several incident facilities, each with its own specific function have been designated for use in ICS, Commonly used facilities are:

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- Incident Command Post
- Base
- Staging Area
- Helibase
- Helispots
- Camps

B. Incident Action Plan

Every incident, large or small, requires some form of an Incident Action Plan. For smaller incidents the Incident Action Plan is developed by the Incident Commander and verbally communicated to subordinates and assigned resources. Major and/or longer term incidents require written Incident Action Plans.

C. Operational Periods

The Operational Period is the period of time specified for completing a given set of operational actions called for in the Incident Action Plan. The length of the period is determined by the Incident Commander. Operational Periods commonly last one to 24 hours.

IV. Command and Coordination Structures Related to ICS

There are several command and coordination structures designed to work with ICS. Understanding their purposes may help you as you utilize them during an emergency.

V. Executive Responsibilities

A. State and Agency or Jurisdiction's Policy

As the executive, you must clearly communicate your views to the Incident Commander. As time and agency policy dictate, these considerations should be documented and provided to the Incident Commander, preferably through a formal delegation of authority.

- Cost considerations
- Environmental issues
- Legal and policy restraints and/or freedoms
- Limitations on authority
- Political and social concerns
- Safety considerations

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This process should be undertaken through a joint briefing between the executive and the Incident Commander. Discussion items should include but not be limited to the following:

- The general situation
- Current jurisdictional authority over the incident(s).
- Executive's goals, priorities and expectations.
- Important policies, political factors or other constraints. (See above list.
- Status of communications system between the incident and agency/jurisdictional headquarters.
- Policy on interaction with the media.
- Schedules for required meetings and follow-up briefings.

B. Evaluate Effectiveness and Correct Deficiencies

As the executive, you are responsible for evaluating the effectiveness of the Incident Commander. The Incident Commander should:

- Understand agency policy and direction.
- Be proactive.
- Provide clear objectives.
- Have a good match between objectives and strategies.
- Staff the organization to meet the workloads..
- Monitor span of control and adapt as necessary.
- Utilize deputies when appropriate.
- Integrate other agency personnel in appropriate locations.
- Focus on organizational effectiveness.
- Delegate authority to Command and General Staffs.
- Identify problem areas and work to overcome them.

In a Unified Command situation your agency's Incident Commander or authorized designee should:

- Be located at the Incident Command Post and working with other agency Incident Commanders.
- Know your agency policy and priorities and translate these into acceptable objectives.
- Identify policy differences and work cooperatively to resolve them.
- Actively participate in the planning process toward a single Incident Action Plan.

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C. Support a Multi-agency Approach

As more and more incidents take on a multi-agency aspect, planning for a multi-agency approach to incident management becomes increasingly important. The executive must recognize this and plan for it prior to the incident. This will create a more effective emergency management organization. Multi-agency involvement may be promoted by:

- Holding planning conferences and preparing mutual aid agreements.
- Involving other agencies' personnel in your ICS organization where appropriate.
- Advocating the use of Unified Command.
- Holding interagency training and exercises.
- Conducting interagency incident evaluations and implementing recommended improvements.

INCIDENT COMMAND SYSTEM FOR EXECUTIVES

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This is an Incident Command System (ICS) orientation for executives, administrators, and policy makers. It provides a basic understanding of ICS, unified and area command, and multi-agency coordination to those persons responsible for establishing or implementing policy, but who normally are not a part of the on-scene ICS organization. It also discusses responsibilities and information transfer between Executives and Incident commanders.

Objectives:

1. Define the role of an Executive relative to the Incident Command System.
2. Describe the various ways ICS can be applied.
3. Describe the basic organization of ICS and know the functional responsibilities of the Command and General Staffs.
4. Have basic familiarity with ICS terminology.
5. Understand the differences between on-incident ICS organizations and activities, and the activities accomplished by Emergency Operations Centers (EOCs), Area Commands, and Multi-agency Coordination Systems (MACS).
6. Describe the three major responsibilities of an Executive as related to the incident.
7. Explain the administrative, logistical, financial, and reporting implications of large incident operations.

1. The Incident Command System

The ICS is a management system used on any kind or size of an incident. It can also be used as a management system for planned non-emergency events. Listed below are some of the kinds of incidents and events that may be managed through ICS:

- Fires, HAZMAT, and multi-casualty incidents.
- Single and multi-agency law enforcement incident.
- Multi-jurisdiction and multi-agency disaster responses.
- Search and rescue missions.
- Oil spill response and recovery incidents.
- Air, rail, water, or ground transportation accidents.
- Planned events, e.g., celebrations, parades, concerts.

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- Private sector emergency response and management programs.

II. Components of ICS

A. Common Terminology

As the Executive, it is important to understand a few of the basic terms associated with ICS. The use of common terminology is a basic feature of ICS. Common terminology is applied to:

- Organizational elements
 - Position titles
 - Resources
 - Facilities
1. **Organization** - In looking at the overall organization chart, you can see that there is a consistent pattern for designating each level of the organization (e.g., sections, branches, divisions, etc.) Note that units are found in all sections except Operations.
 2. **Position Titles** - Regardless of rank or title within an agency, those charged with management or leadership responsibility in ICS are referred to by position title such as Officer, Chief, Director, Supervisor, etc. These titles correspond to each organizational level. For example, Sections have Chiefs, Branches have Directors, etc.
 3. **Resources** - In some applications, e.g., fire, and search and rescue, etc., common designations or names are assigned to each agency resources. Many kinds of resources may also be classified by type, which will indicate their size and/or capabilities.
 4. **Facilities** - Several incident facilities, each with its own specific function, have been designated for use in ICS. The facilities commonly used are:
 - Incident Command Post
 - Staging Areas
 - Helispots

Definitions for these facilities are available in the curriculum glossary. Your primary involvement at the Executive will be with the Incident Commander at the Incident Command Post. Some facilities, such as staging areas,

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helispots, and camps, may have several locations at an incident depending on need.

B. Incident Action Plan

Every incident large or small, requires some form of an Incident Action Plan. For most incidents which are small, the Incident Action Plan is developed by the Incident Commander and verbally passed to subordinates and assigned resources.

As incidents grow in size or complexity, and/or as other agencies and resources are added, it is important to document vital information pertaining to the plan of action for the incident.

On large incidents, preparation of a written Incident Action Plan is accomplished within the Planning Section. The Incident Commander will first establish the objectives and strategy, based on needs of the incident and the policy, guidance and direction of the Agency Executive.

The Incident Commander will hold a planning meeting involving at a minimum, the general and command staffs. The planning meeting is key to developing an effective incident action plan.

C. Operational Periods

The Operational Period is the period of time scheduled for completion of a given set of actions called for in the Incident Action Plan. The length of the period is determined by the Incident Commander, and may be as short as one hour or as long as 24 hours.

III. Issues of Concern to Executives

There are at least three issues which concern Executives relative to their responsibilities and roles at incidents.

A. What are the implications of an incident to my organization and to myself?

Any incident can have a mix of political, economical, social, environmental, and cost implications with potentially serious long-term effects. Also, more and more incidents are multi-agency and/or multi-jurisdictional.

ICS, as a management system, helps to mitigate the risks by providing accurate information, strict accountability, planning, and cost-effective operations and logistical support for any incident. By your support to planning, preparedness, and training activities, the potential implications can be minimized.

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B. How do I maintain control when incidents occur?

As the Executive, you establish the policy, and provide guidelines on priorities, objectives, and constraints to a qualified Incident Commander. In many agencies this is done by as a matter of policy through a written delegation of authority to your designated Incident commander.

This guide contains checklists and guidelines to assist you in the interactions with the Incident Commander. Remember that more and more incidents are becoming multi-jurisdictional. You need to know how Unified Command at the incident and interagency (regional) Multi-agency Coordination Systems work to ensure cooperative response efforts.

C. Where do I fit in the incident management process?

ICS has a hierarchy of command. Once you have clearly articulated the policy you wish followed, and delegated certain authorities, the Incident Commander who reports to you will have the necessary authority and guidance to manage the incident.

The Incident Commander is the primary person in charge at the incident. In addition to managing the incident scene, he or she is trained to keep you informed and up-to-date on all important matters pertaining to the incident.

Your task is to ensure that you are informed and that your Incident Commander is functioning in a responsible manner. This module provides you with the necessary background and checklists to evaluate the effectiveness of your Incident Commander.

IV. Role of the Executive

The Executive is the administrator, chief executive officer, or designee of the agency or political subdivision that has responsibility for the incident. The title also includes Executives from the private sector. Executive and agency administrator are synonymous terms as used in this curriculum.

In ICS, the Executive establishes policy, direction, and allocates authority to the Incident Commander.

Generally, the Executive is not at the scene of the incident, but must have the ability to communicate and meet with the Incident Commander as necessary. Depending on the nature of the incident or level of the overall emergency, the Executive could function from the following locations.

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- The agency of jurisdiction offices.
- An Emergency Operations Center (EOC).
- A Multi-agency Coordination Group (either as a functional agency representative, or representing a political subdivision).

V. A. Management Functions

Every incident or event has certain primary management functions that must be performed. Even if the incident is very small and only one or two people are involved these activities will nevertheless be applicable in some degree. The Incident Command System is organized around five major management activities or functions:

- **Command**

Has overall responsibility at the incident or event. Determines objectives and establishes priorities based on the nature of the incident, available resources and agency policy.

- **Operations**

Develops the tactical organization and directs all resources to carry out the Incident Action Plan.

- **Planning**

Develops the Incident Action Plan to accomplish the objectives. Collects and evaluates information, and maintains status of assigned resources.

- **Logistics**

Provides resources and all other services needed to support the organization.

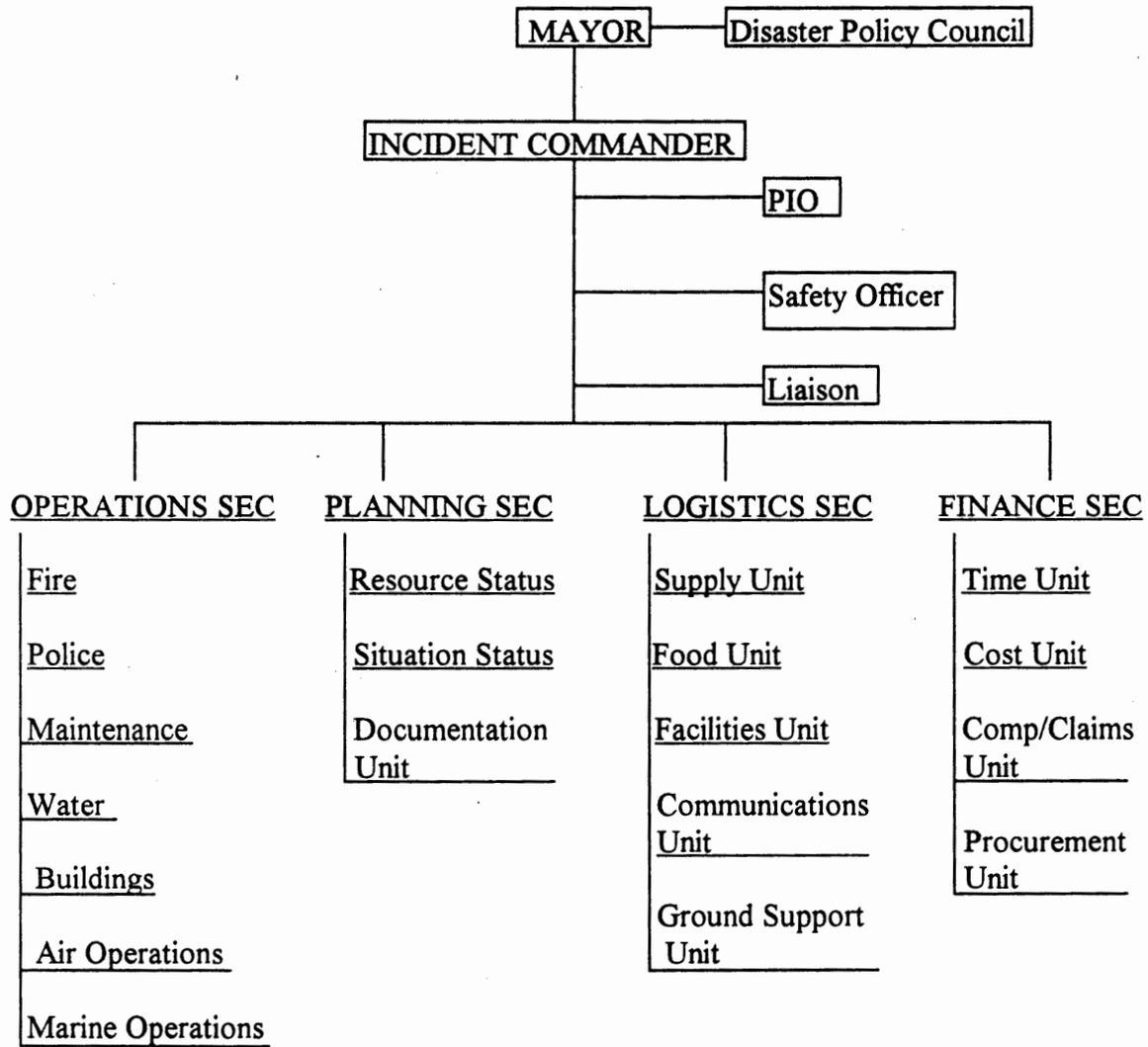
- **Finance**

Monitors costs related to the incident, provides accounting, procurement, time recording, cost analysis, and overall fiscal guidance.

These five major management sections are the foundation on which the ICS organization grows as needed. They will apply in varying degrees depending on whether it is a small routine emergency, a major response to a disaster, or for managing a planned event such as a parade.

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THE EMERGENCY OPERATIONS CENTER ORGANIZATIONAL CHART



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B. Management Positions

On small incidents, the five major activities may be managed by a single individual who is called the Incident Commander. Large incidents usually require each of these activities to be established as separate sections within the organization.

Not all sections need to be established. The Incident Commander will make this decision based on the demands of the incident. Each of the primary ICS sections may be subdivided as needed.

A basic operating guideline in ICS is that the person at the top of the organization is responsible for managing all functions until authority is delegated to another person. This applies at all levels within the organization. For example, the Incident Commander will perform all planning related activities until a Planning Section Chief and appropriate planning units and staffs have been established.

On smaller incidents where additional staffing is not required, the Incident Commander may directly manage all aspects of the incident organization.

ICS has complete internal flexibility. It can expand or contract to satisfy differing needs. This makes it a very effective and efficient management system.

It is very important that the Executive provide the Incident Commander with clear authority, direction, and the support necessary to accomplish agency goals related to management of the incident or event. In some agencies and for some incidents the delegation of authority is required in writing.

To help acquaint you with the ICS organization, we will briefly look at each of the major functional entities of the ICS organization, starting with the Incident Commander and the Command Staff.

1. Incident Commander and Command Staff

a. Incident Commander

The Incident Commander is in charge of overall management of the incident and must be fully qualified to manage the incident. As incidents grow in size or complexity, a more highly qualified Incident Commander may be assigned by the jurisdiction or agency.

Some agencies have pre-qualified (certified) or pre-identified Incident Commanders for various incidents. As the Executive, you are responsible for ensuring that an appropriately qualified Incident Commander has been designated for the incident.

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The Incident Commander may have one or more deputies from the same agency or from other agencies or jurisdictions. Since deputies may act as a relief for a supervisor, they must always be as qualified as the person for whom they work.

Using qualified deputies from other agencies on multi-agency incidents can be a major advantage in the coordination of inter-agency resources and/or for subsequent transfer of command. The use of deputies from other agencies on interagency incidents is encouraged.

Initially, assigning resources and overseeing tactical Operations will be the responsibility of the Incident Commander. As incidents grow, the Incident Commander may delegate authority to others as required. The Incident Commander may assign personnel for both a Command Staff and General Staff. The Command Staff provides Information, Safety and Liaison services for the entire organization. The General Staff is assigned major functional authority for Operations, Planning, Logistics and Finance.

We will briefly look at each of these staff groups.

b. Command Staff

Depending on the size and type of an incident or event, it may be necessary to designate personnel to handle one or more of the Command Staff activities.

Command Staff positions are titled Officers. Each of these positions may have one or more assistants as necessary. On large incidents or events, it is not uncommon for several assistants to work under a Command Staff officer.

Public Information Officer - The Public Information Officer is the point of contact for the media or for other organizations seeking general information directly from the incident or event. Although several agencies may assign personnel to an incident or event as Public Information Officers, there will only be one Incident Public Information Officer. Others will serve as assistants.

The Executive must make clear to the Incident Commander the relationship between the information officer function at the incident and any other information related activity conducted at the agency headquarters level.

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2. The General Staff

The four activities of Operations, Logistics, Planning, and Finance are performed by the General Staff.

Each of the General Staff may have a deputy, or more than one if necessary. In large events, especially where multiple agencies or jurisdictions are involved, the use of deputies from other agencies greatly increases interagency coordination.

At the General Staff or section level, the person in charge will be designated as a Chief. For example, in the Logistics Section, the person in charge will always be called the Logistics Chief.

Within the ICS organization, there are a number of organizational elements which can be activated as necessary. Each of the major sections has the ability to expand internally to meet the needs of the situation.

The Incident Commander may activate and deactivate organizational elements as required. Sections do not have to be activated before branches, divisions, or units.

Operational need is the primary factor in determining what is activated. It is essential, however, that an effective span of control be maintained throughout the organization.

VI. Other Command and Coordination Structures Related to ICS.

A. Unified Command

Unified Command is a process often used in multi-agency or multi-jurisdictional incidents. It includes establishing a common set of objectives and strategy for an incident without losing agency authority, responsibility or accountability.

Many incidents will involve agencies from different political sub-divisions or agencies with statutory jurisdiction. A hazardous materials incident is a good example where several local, state, and federal agencies may all have jurisdiction (a legal role). Unless they are coordinated in some manner, personnel safety, property loss, cost, and public scrutiny could all become major problems.

The ICS solution to this fact of life is the use of Unified Command. This is accomplished by having an integrated multi-agency organization, common objectives and a single Operations Section Chief who is responsible to the Unified Command for the implementation of the operations part of the Incident Action Plan.

By bringing the respective agency/jurisdictional representatives (Incident Commanders) together at a single interagency incident command post, it is possible

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to identify the full range of incident objectives that must be accomplished, to agree on strategies, define each agency's role, and assure protection of agency autonomy.

From this unified command process, a single incident action plan can be developed. A single Operations Section Chief (who may have deputies from other agencies as necessary) is then assigned authority for implementing the action plan.

To ensure a coordinated response, operational resources from all involved agencies are supervised by a single Operations Section. This is a key concept in the use of Unified Command. Under Unified command, other agency personnel may also be integrated into Planning, Logistics and Finance functions in any position.

Accomplishing Unified Command requires advance planning, understanding and acceptance within the respective agencies. If it is not fully understood, it can cause confusion or be rejected. Once understood and applied, it is a highly desirable feature of ICS. Unified Command is also often better accepted by assisting agencies than the alternative of having a single Incident Commander from the largest or most dominant agency.

As the Executive, it is important for you to remember in a Unified command structure that your agency's Incident Commander who works for you is also now a part of a unified management team. This may entail some compromise and changes in priority.

Your designated Incident Commander will be "on scene" and will have the best information on the actual situation. You should give the Incident Commander freedom to make priority and resource allocation decisions on-the-spot to accomplish the best, safest and most economical incident control.

The more you know about how Unified Command functions, the better you can support your Incident Commander.

B. Incident Complex

When it is not feasible to maintain a separate and complete incident organization for each incident, an Incident Complex may be used.

Several incidents in the same proximity can be managed under a single command system organization. In this case, each individual incident may be designated as a division or branch with its own tactical operation. A general rule to follow is to keep on-scene tactical management as close as possible to the incident.

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In this situation one incident command structure for the complex could manage three to seven separate incidents using good span-of-control guidelines.

Overall operational, planning, logistical, and financial support to the Incident Complex would be accomplished under a single incident management structure.

Incident Complexes are an appropriate structure to use in major emergencies such as earthquakes, floods, etc., where a geographical area may be assigned to a single Incident Command or a Unified Command.

As the Executive, you need to ensure that an appropriately qualified Incident Commander is in charge of the Incident Complex. This may require transferring command to a more qualified individual as Incident Complexes are established.

C. Area Command (Unified Area Command)

In some situations, an Area Command is established to help in the management of multiple incidents that are in close proximity to each other and which may require the same critical resources. For example, two (or more) hazardous materials fire incidents. In this case, Area Command (or a Unified Area Command) has the authority and responsibility to set priorities between incidents, and to allocate critical resources directly to these incidents based on the priorities. Area Command also has the responsibility to ensure that incidents are properly managed, objectives are met, and strategies followed. Area Command has been used successfully on major wildland fires and was used by a Federal agency on the Exxon Valdez Alaskan oil spill.

The Area Command is usually established in general proximity to the incident it is overseeing.

Staff for an Area Command organization normally includes highly qualified individuals, trained in ICS in the relevant application area. The Executive would authorize the establishment of an Area Command, and would interact with the individual designated as the Area Commander. The Executive would not be at the Area Command Facility.

The difference between an Area Command and Emergency Operations Center (EOC) is:

Usually in Area Command, the incidents involved are of the same kind. For example, two or more wildland fires in close proximity.

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Thus, the Area Command is established by the agency with responsibility, e.g., a county fire department. The County EOC if activated for this situation would interact with other county department(s) as well as the Area Command.

D. Emergency Operations Center

An EOC is a pre-designated facility established by a political subdivision or an agency to coordinate the overall response and support to an emergency.

The EOC will be activated at an appropriate time as specified in the Emergency Plan. Partial or full activation is dependent upon the incident. The EOC will serve as headquarters during the emergency and is the focal point for policy and related decision-making and jurisdiction resource allocation.

There are some variations on how EOCs are used. This is often related to the size or complexity of the jurisdiction involved. In general, the EOC is the location within a political subdivision which provides coordination and response to the emergency.

This can be done in several ways. Usually, the EOC establishes policy and priorities, and provides guidance, and direction for bureau operations. The EOC may coordinate the allocation of critical resources during the incident.

In a major emergency several bureaus may simultaneously exercise incident command responsibility and designate on-scene Incident Commanders to handle, fire, law enforcement, and public works incidents. Other bureaus may also have personnel and resources assisting at one or more incidents. Others may only provide logistical or administrative support.

When the EOC is activated, the line of authority is:

- Mayor
 - Incident Commander (EOC)
 - On-scene or Field Incident Commander

E. Multi-agency Coordination System (MACS) and MAC Groups

A MACS is established to ensure effective interagency and/or regional coordination at the time of an emergency.

If all agencies involved in the emergency were from the same political subdivision; the emergency was confined to that subdivision; and if that jurisdiction's EOC was activated, then the EOC would perform any required

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coordination function and there would be no need to establish a separate MACS operations.

However, in many emergencies, agencies have statutory responsibilities at incidents which extend beyond political jurisdictional boundaries. Also, many larger emergencies will involve two or more political subdivisions. In these cases, it may be essential to establish a multi-agency coordination activity to assist in the coordination efforts on an area or regional basis.

When an interagency regional MACS is established and jurisdiction EOCs are also activated, the primary interaction will be from the MACS to the jurisdiction EOC's.

Jurisdictional representatives in a MACS are called a MAC Group. You must ensure that your representative to the group has the authority to speak and make commitments for your jurisdiction on issues related to interagency coordination.

VII. Executive Responsibilities

As the Executive, you have delegated to the Incident Commander the responsibility for the effective management of the incident.

Three of the most important responsibilities of an Executive are:

- Clearly state the agency or jurisdiction's policy.
- Evaluate effectiveness and correct deficiencies.
- Support a multi-agency approach.

A. Articulate Agency/Jurisdiction Policy

In order for the Incident Commander to develop the incident objectives and determine the appropriate strategy, the IC must be well informed and clear on agency policy and, most importantly, on your interpretation of that policy.

As the Executive, you must clearly communicate to the Incident Commander your views on the following items. As time and agency policy dictate, these considerations should be documented and provided to the Incident Commander, preferably through a formal delegation of authority.

1. Legal and policy restraints and/or freedoms.

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2. Limitations on authority.
3. Political and social concerns.
4. Cost considerations.

All of these will affect the development of incident objectives and strategy.

A meeting should be held between the Executive and the Incident Commander. Discussion items should include, but not be limited to the following:

1. The general situation.
2. Current jurisdictional authority over the incident(s).
3. Executive's goals, priorities and expectations.
4. Important policies, political factors, or other constraints.
5. Status of communications systems between the incident and the Emergency Operations Center.
6. Policy on interacting with the media.
7. Schedules for required briefings and meetings.

B. Evaluating Effectiveness and Correcting Deficiencies.

As the Executive, you are responsible for evaluating the effectiveness of the Incident Commander. The following will help you to monitor the effectiveness of the Incident Commander.

The Incident Commander should:

- Understand agency policy and direction.
- Be proactive.
- Have a good match between objectives and strategies.
- Staff the organization to meet the workloads.
- Monitor span of control and adapt as necessary.
- Utilize deputies when appropriate.
- Integrate other agency personnel in appropriate locations.
- Focus on organizational effectiveness.
- Delegate authority to Command and General Staffs.
- Identify problem areas and work to overcome them.

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In a Unified Command situation, the criteria for your agency Incident Commander is more focused on the following actions:

- Should be located at the Incident Command Post working with other agency Incident Commanders.
- Knows agency policy and priorities; translates these into acceptable objectives.
- Identifies policy difference between groups involved and works cooperatively to resolve them.
- Actively participate in the planning process toward a single Incident Action Plan.

C. Support a Multi-agency Approach.

As more and more incidents take on a multi-agency aspect, planning for a multi-agency approach to incident management becomes increasingly important. The Executive must recognize this and plan for it prior to the incident. This will create a more effective emergency management organization. Ways to promote multi-agency involvement are:

1. Planning conferences and agreements

It has been proven that when agencies meet and plan for joint operations the results are far more effective than ad-hoc arrangements done at the time of an emergency. Periodically, conferences should be held to discuss mutual emergency management problems, roles and limitations, resource sharing, communications, etc. Where possible, agreements to work together should be documented.

2. Involvement of other personnel

By bringing other agency personnel into the agency/jurisdiction ICS organization as deputies, agency representatives, or supervisors, a stronger and more balanced response organization may be formed. Doing this will require interagency agreements, qualifications, and training.

3. Promoting the use of Unified Command

The Unified Command structure as described above ensures that all agencies with responsibility at the incident are part of the incident organization at the highest level. By planning for such involvement, the organizational framework will already be established when it is needed.

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4. Joint Training

Joint courses and training exercises serve useful purposes. They bring people together on an interagency basis prior to an emergency. Establishing familiarity with names and faces is done in advance of the incident. Also, joint training provides an appropriate forum for discussions, issue resolution etc. The time invested in multi-agency training will provide great benefits.

5. Incident evaluations

After all major incidents, some form of evaluation should take place. Whenever possible, this should be done in an interagency environment. If these evaluations are frank and candid, much can be gained about future needs. You should actively support recommendations reached during these evaluations.

VIII. Other Sources of Information

If you are interested in learning more about ICS, Emergency Management staff can give you information on the current ICS class schedule.

Disaster Kit

The list below is to help you prepare a disaster kit. It is in no way inclusive and you should evaluate your kit for appropriate items. Your kit should be stored in your home, garage, automobile, or office in a cool dark and safe location. Replace food once a year and **never remove supplies without replacing them.**

- _____ Duffel Bag
- _____ Change of clothes
 - include extra socks and underwear
 - include sweatshirt, jacket and warm clothing
 - include something to keep you dry (include a ball cap)
- _____ Personal hygiene items
 - include toothbrush and toothpaste
 - include feminine and infant supplies if appropriate
- _____ City map
- _____ Prescription glasses and/or sun glasses
- _____ Prescription medication and other medicines such as aspirin
- _____ Pencil and notebook
- _____ Watch or clock (wind-up or battery)
- _____ Flashlight and battery operated Radio
- _____ Food and snacks
- _____ First aid kit
- _____ Work gloves
- _____ List of peers and advisors to contact for advice
- _____ Take personal tape recorder
- _____ Take identification
- _____ Take checkbook, ATM card, and credit cards

Chapter 15.04
EMERGENCY CODE

Sections:

15.04.010	Title
15.04.020	Purpose
15.04.030	Definitions
15.04.040	Declaration of State of Emergency

15.04.010 Title

This title shall be known as the "Emergency Code."

15.04.020 Purpose

The purpose of this Code is to provide for regulations which set forth the responsibilities of the City in the event an emergency or disaster exists within the City. The regulations are intended to reduce the vulnerability of the City to loss of life, injury to persons or property and human suffering and financial loss resulting from emergencies and to assign authority and responsibilities to various City bureaus. The State has assigned the responsibility for responding to emergencies and disasters to local governments.

15.04.030 Definitions

1. Disaster means an occurrence of imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural, technological or human-made cause including fire, flood, earthquake, windstorm, wave action, oil spill or other contamination, radioactive incident, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile or paramilitary action, or structure failure of a dam, building or infrastructure, or other public calamity requiring emergency action.
2. Emergency means any human-made, technological or natural event or circumstance causing or threatening: loss of life, injury to persons or property, human suffering or financial loss including but not limited to fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, unmanageable crisis influx of migrants, civil disturbance, riot, sabotage and war.
3. State of emergency means a situation which involves an emergency or a disaster.

15.04.040 Declaration of State of Emergency

1. A state of emergency exists when:
 - A. The situation requires a coordinated response beyond that which occurs routinely;
 - B. The required response is not achievable solely with the added resources acquired through mutual aid or cooperative assistance agreements; and
 - C. The Mayor or other City official as provided in PCC 15.08.010 has declared that a state of emergency or disaster exists by proclamation.
2. The declaration shall be in writing, shall designate the geographic boundaries of the area in which the state of emergency exists, and shall fix the duration of time in which the state or emergency shall exist. The initial duration shall not exceed a two week period, but may be extended in two week increments.
3. The Mayor shall have the power to request the Governor to declare a state of emergency or disaster within the City. The request must be submitted by the Mayor through the governing body of Multnomah County.
4. The Mayor shall terminate the state of emergency by proclamation when the emergency no longer exists or when the threat of an emergency has passed, and if the Governor has declared a state of emergency, shall ask the Governor to terminate the declaration.

Chapter 15.08
EXECUTIVE RESPONSIBILITY

Sections:

- 15.08.010 Mayor and Successor to Mayor
- 15.08.020 Authority
- 15.08.030 Declaration of Nuisance
- 15.08.040 Enforcement
- 15.08.050 Controlling Provisions

15.08.010 Mayor and Successor to Mayor

1. The Mayor is the Chief Executive of the City of Portland. If the Mayor, for any reason, is unable or unavailable to perform the duties of office under this Code during a state of emergency, the duties shall be performed by the first of the following who is able and available:
 - A. The President of the Council;
 - B. The Council member who has most recently served as President of the Council;
 - C. The Council member holding the position with the lowest number;
 - D. The first of the City officials in the order listed in Section 2-206(g) of the Charter of the City of Portland.
2. The powers of the successor to the Mayor shall be the same as the Mayor and the duration of succession shall be until such time as the Mayor is able to perform the duties of office.

15.08.020 Authority

1. Upon the declaration of a state of emergency, the Mayor shall assume centralized control and shall have authority over all bureaus, departments and other City offices as among other powers. The Mayor may delegate any administrative or operative authority vested in the Mayor.
2. In addition to other powers granted to the Mayor, the Mayor may:
 - A. Utilize all City owned resources;
 - B. Designate persons to coordinate the work of public and private relief agencies operating in the area and exclude from the area, any person or agency refusing to cooperate and work under the Coordinator or to coordinate with other agencies engaged in the emergency work.

- C. Regulate by rationing, freezing, use of quotas, prohibitions on shipments, price fixing, allocation or other means, the use, sale or distribution of food, feed, fuel, clothing and other commodities, materials, goods and services.
- D. Order the removal of debris and wreckage which may threaten the public health or safety on public or private property consistent with the provisions of PCC 15.08.030.
- E. Barricade streets and prohibit vehicular or pedestrian traffic, or regulate the same on any public street leading to the area designated as an emergency area for such distance as may be deemed necessary under the circumstances.
- F. Prohibit or limit the number of persons who may gather or congregate upon any public street, public place or any outdoor place within the area designated as an emergency area.
- G. Establish a curfew for the designated emergency area which fixes the hours during which all persons other than officially authorized personnel may not be upon the public streets or other public places.
- H. To the extent allowed by law, prohibit the sale, carrying or possession of any weapons or explosives of any kind on public streets or public places.
- I. Establish rent controls and provide temporary or permanent housing by purchase, lease or otherwise and to enter into arrangements necessary to prepare or equip the living units for occupancy.
- J. Order the evacuation of persons from designated areas as necessary.
- K. Order such other measures as may be necessary to protect the life, safety and health of persons or the safety of property.
- L. Adopt rules for the expeditious issuance of permits necessary to address issues which arise from the emergency or disaster.
- M. Enter into contracts to the extent authorized by Charter, PCC 8-104 and 8-105.

15.08.030 Declaration of Nuisance

1. Debris or wreckage resulting from a natural disaster or emergency situation is declared to be a nuisance.
2. The nuisance shall be abated as provided by City Code, however, in situations where the public health or safety may be in danger, the City may summarily abate the nuisance and assess the property for the actual cost. Assessment procedures shall be followed.

15.08.040 Enforcement

Any person who violates any emergency measure shall be subject to a civil penalty of not more than \$500 per occurrence. Enforcement shall be by the Code Hearings Officer in accordance with the provisions of PCC Title 22.

15.08.050 Controlling Provisions

In the event of an emergency, these Code provisions shall control over any conflicting Code provisions.

Chapter 15.12
OFFICE OF EMERGENCY MANAGEMENT

Sections:

- 15.12.010 Organization
15.12.020 Duties

15.12.010 Organization

(Amended by Ord. No. 159980; effective Aug. 5, 1987) The Office of Emergency Management shall be directly responsible to the Mayor and shall be supervised by the City Fire Chief.

15.12.020 Duties

(Amended by Ord. No. 159980; and 161377, effective Nov. 3, 1988) It shall be the responsibility of the Office of Emergency Management to recommend to the City Council a basic emergency services plan to assist the Mayor in the performance of his/her duties by this Code. In order to develop and maintain a basic emergency services plan, the duties of the Office of Emergency Management shall include, but not be limited to the following:

- A. To have the authority to and cause those officials of City departments, bureaus or offices with emergency services capabilities to prepare coordinated annexes to the basic emergency services plan. Such departments, bureaus, and offices shall include, but not be limited to, the following:
1. Bureau of Environmental Services
 2. Office of Finance and Administration
 3. Bureau of Fire, Rescue & Emergency Services
 4. Bureau of Maintenance
 5. Bureau of Police
 6. Bureau of Water Works
 7. Bureau of Emergency Communications
 8. Bureau of General Services
 9. Bureau of Buildings

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.

18
SPARC RECORD
RETURN TO BLDG 225
ARCHIVES & RECORDS CENTER

Agency: Finance &
Administration
Requestor: mike whalen
Address: 106/1250
File ID: ord 172303
Location: 03-03-35
Date Out: 02/15/02

172303

DISASTER RESPONSE GUIDE

FOR

PUBLIC OFFICIALS



**PORTLAND OFFICE OF
EMERGENCY MANAGEMENT**

JANUARY 1998

172303

DISASTER RESPONSE GUIDE

FOR

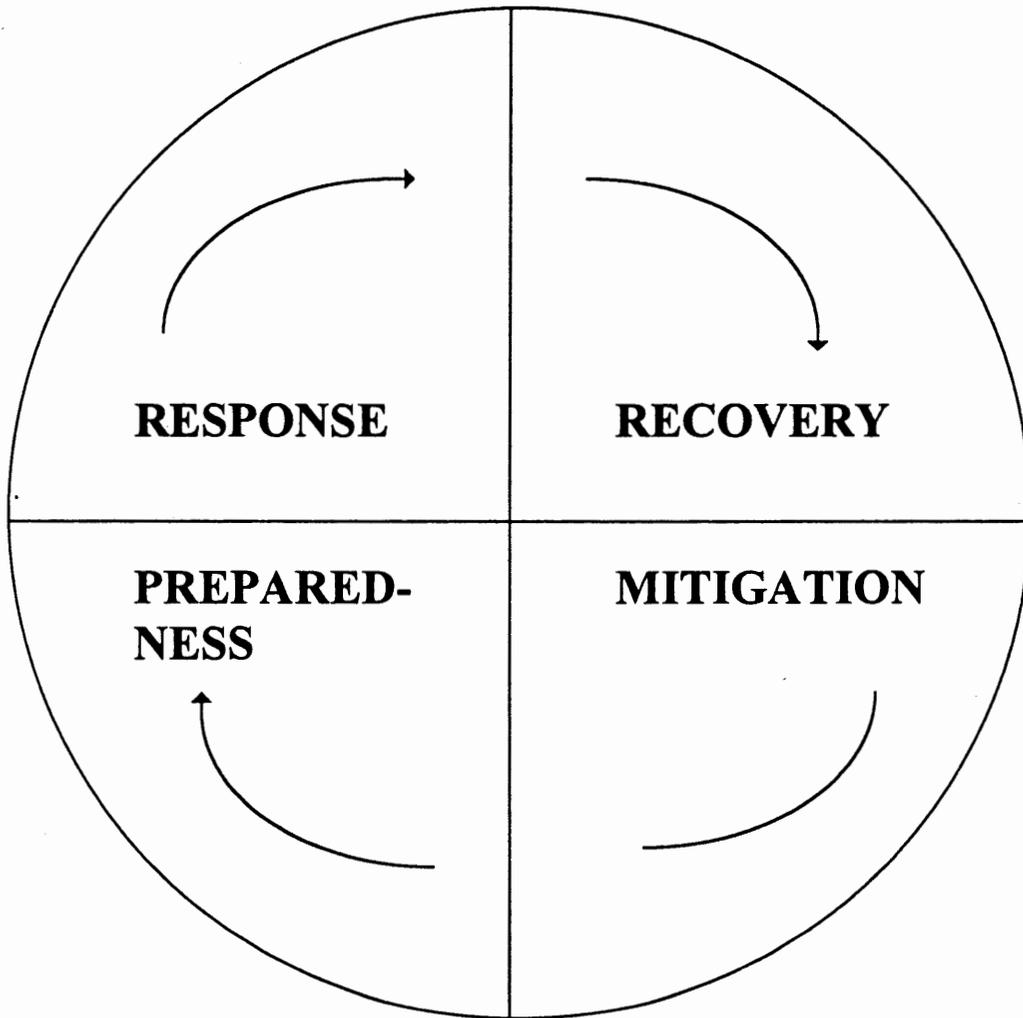
PUBLIC OFFICIALS



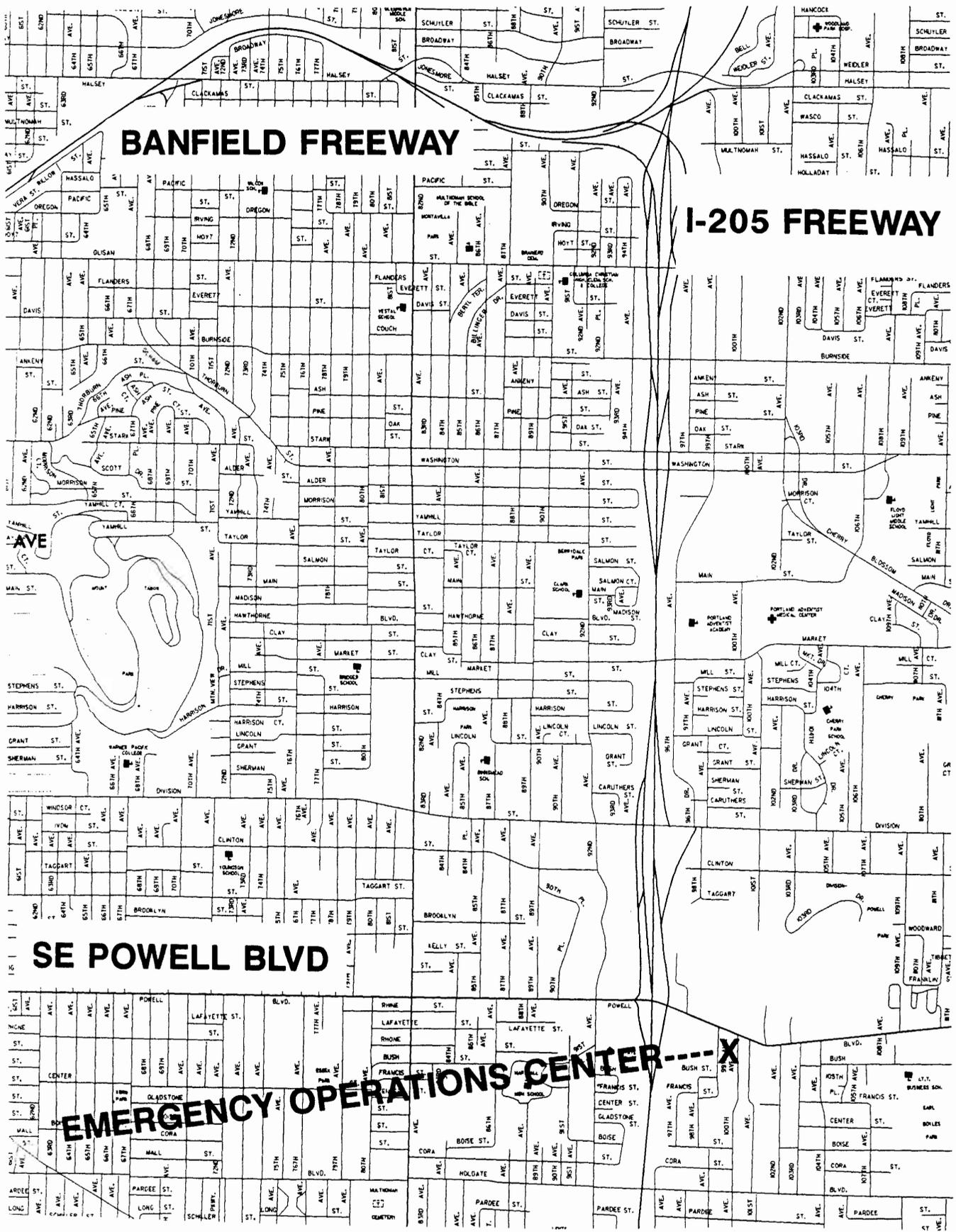
**PORTLAND OFFICE OF
EMERGENCY MANAGEMENT**

JANUARY 1998

EMERGENCY MANAGEMENT CYCLE



EMERGENCY OPERATIONS CENTER MAP



Disaster Preparedness Guide

EMERGENCY CONTACT LIST (CONFIDENTIAL)

EMERGENCY MANAGEMENT COORDINATOR

GEORGE HOUSTON

832-3736 (office)
823-8201 (cell phone)
652-1829 (home)
323-9718 (pager)

ASSISTANT EMERGENCY MANAGEMENT COORDINATOR

BILL MORRIS

823-3739 (office)
823-8927 (cell phone)
625-7647 (home)
301-4707 (pager)

ASSISTANT EMERGENCY MANAGEMENT COORDINATOR

DON BLOOM

823-3936 (office)
823-6501 (cell phone)
665-7787 (home)
323-6005 (pager)

ON-DUTY DEPUTY FIRE CHIEF

823-3755 (office)
301-5122 (pager)

EMERGENCY MANAGER (FIRE CHIEF)

ROBERT WALL

823-3734 (office)
823-8267 (cell phone)
940-0237 (pager)

INITIAL ACTIONS

MAJOR EVENT

A. LOCATION

IN AREA ACTION

1. Stabilize Family Situation (decide whether to go to the EOC)
2. Contact EM Staff - pager, phone, radio
3. Gather personal gear, equipment, supplies
4. Travel to the EOC - mode of transportation - air/ground route

OUT OF AREA ACTION

1. Contact family/staff in Portland to stabilize
2. Contact EM staff - pager, phone, radio
3. Make emergency travel arrangements
4. Re-contact EM staff re: arrival time and location
5. Travel to Portland
6. Travel home/EOC - air/ground

MINOR EVENT

A. LOCATION

IN AREA ACTION

1. Stabilize Family Situation
2. Contact EM Staff - pager, phone, radio
3. Travel to EOC (optional)

Disaster Preparedness Guide

OUT OF AREA ACTION

1. Contact family/staff in Portland to stabilize
2. Contact EM Staff - pager, phone, radio

Disaster Preparedness Guide

Background Information

The intent of the checklist is to give you a quick reference and list of background information about the event as it is reported to you. You will need the information to assess the disaster and to determine your immediate actions.

Because there is always the chance that you may be cut off from the alerting official, we have designed the checklist to get you the most critical information first. You can help yourself and the reporting official if you ask the questions in this order. The objective of a complete and orderly notification can be best assured, if you can check off and jot down information directly on the copy of the checklist we have supplied.

Notification

____ Notified by _____
____ Date and time notified _____
____ Type of emergency _____
____ Reporting point _____

Incident Information

____ Type of incident _____
____ Magnitude _____
____ Best/worst case _____

Damage Information

____ Injuries/deaths _____
____ Area (size) _____
____ Property damage _____
____ Other impacts _____

Incident Command

____ Incident commander _____
____ Resources committed _____
____ Resources needed _____
____ Who else has been notified? _____
____ EOC status and location _____
(911/BOEC 9911 SE Bush Street)

Disaster Preparedness Guide

Immediate Actions

- _____ Check on safety of family _____
- _____ Begin personal log _____
- _____ Establish contact with the EOC or Incident Commander _____
 - 823-2808 (Emergency Operations Center)
 - 823-3333 (during emergencies only)
 - 323-9718 (Emergency Management coordinator - pager)
 - 301-4707 (Asst. Emergency Management Coordinator - pager)
 - 323-6005 (Asst. Emergency Management Coordinator - pager)
- _____ Assign staff to assist in the incident as requested by Command, Logistics, or Planning _____
- _____ Find out when the initial planning meeting is scheduled _____
- _____ Determine the need to participate in a Unified Command organization _____
- _____ Issue emergency declarations as needed _____
- _____ Confirm incident charge code _____
- _____ Confirm which portions of the City Emergency Code are in effect _____
- _____ _____
- _____ Confirm operational periods _____
- _____ Set reporting procedures _____
- _____ Remind staff to keep complete logs and financial records _____
- _____ Begin liaison with other officials in region _____

Personal

- _____ Tell family destination and how to contact you _____
- _____ Give family cellular phone number or EOC number _____
- _____ Take disaster kit with you (see checklist) _____
- _____ Prescription glasses and/or sun glasses _____
- _____ Prescription medication and other medicines such as aspirin _____
- _____ Remember that your role is policy-making, not operational _____
- _____ Take list of peers and advisors to contact for advice _____
- _____ Take personal tape recorder _____
- _____ Take identification, checkbook, ATM card and cash _____
- _____ Other things to remember _____
- _____ _____
- _____ _____

Disaster Preparedness Guide

Legal

- _____ Determine whether legal staff have been assigned to advise the Incident Commander _____
- _____ Monitor delivery of services based on incident need _____
- _____ Review legal responsibilities and authorities _____
- Emergency Declarations
 - Chain of succession
 - Intergovernmental obligations for service/mutual aid
 - Social control
 - Price controls
 - Other restrictions _____
- _____ Review status of contracts _____
- _____ Monitor equity of service based on needs and risks _____

OPERATIONAL

- _____ Assess the impact of the incident on day-to-day activities _____
- _____ Reassign personnel to support incident activities and cover essential departmental services _____

Political

- _____ Recognize accountability _____
- _____ Check for provisions for public officials _____
- space at Emergency Operations Center
 - periodic updates, public information releases
 - staff updates on politically sensitive issues, such as life and property losses, service interruptions, etc.
- _____ Assist in the development of incident management policy _____
- _____ Participate in City Disaster Policy Council as requested _____
- _____ Assist in coordinating activities as requested _____
- _____ Request assistance from public and private organizations as necessary _____
- _____ Establish and evaluate policy decisions throughout the incident _____
- _____ Coordinate with other jurisdiction's elected officials to assure support _____
- _____ Assist with clarification and support from State and National elected officials _____

Disaster Preparedness Guide

Public Information

- _____ Check plans to inform public and manage media _____
 - help designate lead PIO
 - evaluate media capabilities
 - establish media center
 - channel all releases through EOC
- _____ Assign Department Information Officers to assist in incident information management as requested _____
- _____ Direct Department staff to route requests for incident information Public Information Officers _____
- _____ Establish news media update and access policy _____

Disaster Kit

The list below is to help you prepare a disaster kit. It is in no way inclusive and you should evaluate your kit for appropriate items. Your kit should be stored in your home, garage, automobile, or office in a cool, dark, and safe location. Replace food once a year and **never remove supplies without replacing them.**

- _____ Duffel bag
- _____ Change of clothes
 - include extra socks and underwear
 - include sweatshirt, jacket and warm clothing
 - include something to keep you dry (include a ball cap)
- _____ Personal hygiene items
 - include toothbrush and toothpaste
 - include feminine and infant supplies if appropriate
- _____ City map
- _____ Prescription glasses and/or sun glasses
- _____ Prescription medication and other medicines such as aspirin
- _____ Pencil and notebook
- _____ Watch or clock (wind-up or battery)
- _____ Flashlight and battery operated Radio
- _____ Food and snacks
- _____ First aid kit
- _____ Work gloves
- _____ Other personal items
- _____ List of peers and advisors to contact for advice
- _____ Personal tape recorder
- _____ Identification
- _____ Checkbook, ATM card, and credit cards

Disaster Preparedness Guide

The Checklist

Background Information

The intent of the checklist is to give you a quick reference and list of background information about the event as it is reported to you. You will need the information to assess the disaster and to determine your immediate actions.

Because there is always the chance that you may be cut off from the alerting official, we have designed the check list to get you the most critical information first. You can help yourself and the reporting official if you ask the questions in this order. The objective of a complete and orderly notification can be best assured, if you can check off and jot down information directly on the copy of the checklist we have supplied.

Notification

____ Notified by _____

For legal reasons it is important to document who first notified you about the disaster.

____ Date and time _____

Disaster Preparedness Guide

Be sure to note exactly when you were first notified of the incident. Use the space on the checklist to note the time of notification; liability judgments may well rest upon how you respond based on the information you are given in the first call.

_____ Type of emergency _____

Get the best description of the type and extent of the incident.

Disaster Preparedness Guide

____ Reporting point _____

Clarify whether to go to the EOC, an alternate EOC, another reporting point or whether you are to stay put.

If you are to report to the EOC, determine the best available route and type of transportation. Will a vehicle be dispatched to you or will you be using your vehicle or another method of transportation?

Confirm the availability of communication channels (mobile phone, radio, private number into EOC, etc.) Remaining in communication at all times is key to effective leadership.

Incident Information

____ Type _____

This may be obvious (earthquake) or complicated (hazardous materials spill or toxic release).

Disaster Preparedness Guide

_____ Magnitude _____

This is often difficult to determine initially. Nevertheless, it is important to document the situation as it is reported to you. Try to pin down the reported scope and size and its status (is it expected to increase or decrease).

_____ Best/worst case _____

This provides another check on the report you are getting in terms of how clear a picture has developed about the incident.

Disaster Preparedness Guide

Damage Information

_____ Injuries/deaths _____

_____ Area (size) _____

_____ Property damage _____

_____ Other impacts _____

_____ Environmental damage _____

The scope of damage is often unreliable in initial reports. Try to document the above measures. The information may prove crucial in how soon a disaster declaration can be made.

Other impacts: you are looking for other consequences such as environmental damage, economic factors and other concerns that may have a bearing on whether you declare an emergency and/or seek outside assistance.

Disaster Preparedness Guide

Incident Command

_____ Incident Commander _____

One key aspect of successful emergency management is knowing who is in overall command at the incident and the EOC. You are looking for indications of sound organization and proper delegation of authority.

_____ Resources committed _____

You need to find out what agencies are involved and their degree of commitment (partially, fully, etc.). You will want to find out from the incident commander what outside agencies will be needed. (filling in, reporting to staging area, engaged in operations, represented in Liaison, etc.).

_____ Resources needed _____

Disaster Preparedness Guide

Ascertain if there already is or if there is likely to be a shortage of resources. Shortages may require you to take immediate action (such as phoning nearby communities to request help) before leaving for the EOC.

Who else has been notified? _____

What other officials, media, etc. in the immediate area have been notified. What other officials in other jurisdictions (other governments, state officials, private organizations such as the Red Cross, industry officials, etc.) have been notified?

EOC status and location _____

Disaster Preparedness Guide

(EOC is at SE 99th Ave. and Powell Blvd. - see map)

Know where you are going before you leave. Advise EOC personnel of your intended route and how they can contact you while you are enroute to the EOC.

Immediate Actions

___ Check on safety of family _____

It is only natural to be worried about your family. Further if you can ascertain how they are doing you will be better prepared to get on with the business at hand. Deal with family business first. When you are satisfied that all around you is OK, deal with the larger issues.

___ Begin personal log _____

Disaster Preparedness Guide

Keep a log of all key information, factors weighed and decisions reached from the time you are notified. The log can be written or recorded.

The log should contain all information and orders given under background information. The log should be used and maintained throughout the disaster. The log will document the amount of information you had when making decisions and will protect you and the city if liability issues are raised.

The log will also help in preparing FEMA reports and in assist in the critique of the event.

_____ Establish contact with the EOC or Incident Commander. _____

-
- 823-2808 (Emergency Operations Center)
 - 823-3333 (during emergencies only)
 - 323-9718 (Emergency Management Coordinator - Pager)
 - 301-4707 (Asst. Emergency Management Coordinator - Pager)
 - 323-6005 (Asst. Emergency Management Coordinator - Pager)

Disaster Preparedness Guide

___ Assign staff to assist in the incident as requested by Command, Logistics, Planning, or PIO

Issue necessary orders to activate EOC staff and emergency response personnel.
Begin notification process of staff and key personnel.

___ Find out when the initial planning meeting is scheduled _____

Find out the time, audience and location of initial meeting. Plan to attend the meeting and find out current status, coordination efforts, problems, resources, shortfalls, and options for initial response.

Disaster Preparedness Guide

_____ Determine the need to participate in Unified Command organization. _____

If officials are conforming to the Emergency Plan this should be determined in the initial planning meeting. You basically want to know who is in charge? Is the continuity of government assured? What is the status of intergovernmental coordination? What is the availability of support from the utilities, state agencies, private organizations, etc. What are the financial issues ?

_____ Issue emergency declarations as needed _____

Meet with the Incident Commander to decide if a State of Emergency should be issued or remain in force. Issue emergency declarations as appropriate and be sure to document this action. This is important if liability issues arise and necessary if state and federal aid is to be sought. In most instances recovery of money from the Federal Emergency Management Agency will not begin until after a disaster has been declared.

The EOC staff should have standard emergency declarations ready to be processed and issued.

Disaster Preparedness Guide

_____ Confirm incident charge code _____

The City should track all incident cost on center codes set up for the incident. Each bureau may wish to set up center codes for their bureaus but normal center codes should not be used during emergency response.

It is important to immediately begin tracking cost if we are to recover money from federal and state disaster funds.

_____ Confirm which portions of the City Emergency Code are in effect _____

Determine if the emergency code has been put into effect and if so what does it mean.

Disaster Preparedness Guide

_____ Confirm operational period _____

If possible determine how long the provisions of the of the emergency code will be in effect. Determine when the disaster response is over and we can transition back to normal operations. This will have some legal ramifications.

_____ Set reporting procedures _____

It is important to establish a regular schedule for bringing the staff together to hear from those planning the response to the emergency. The Disaster Policy Council will need to approve and/or modify the suggested course of action.

Other actions such as objectives, policies and command transfers will need to be discussed and should be done on a regular basis and through proper channels.

Disaster Preparedness Guide

_____ Remind staff to keep complete logs and financial records _____

Just as it is important for you to keep a log, each key official should maintain a log that records actions taken, information received and deviations from policy along with the rationale for that decision.

_____ Begin liaison with other officials _____

Consider this your prime responsibility for you and the other members of the Disaster Policy Council. Maintaining liaison with other officials will continue to foster cooperation.

Disaster Preparedness Guide

Personal

_____ Tell family destination and how to contact you _____

Alert your family concerning the disaster, assure that they know how to respond, insure that they are not in any danger, assure them that you are OK, and let them know how to contact you.

Take the time to leave word with your family about your whereabouts.

_____ Give family cellular phone number or EOC number _____

Leave your cell phone, pager or the EOC number. Make back-up arrangements such as stating a time that you will call them if you have not heard from them.

_____ Take disaster kit with you (see checklist) _____

Take the time to properly prepare a disaster kit prior to an emergency. You will be asked to respond quickly, and unless this is prepared before hand you will forget something.

Disaster Preparedness Guide

_____ Prescription glasses and/or sun glasses _____

If you wear contacts make sure you take drops and other material needed to clean or change lenses.

_____ Prescription medication and other medicines such as aspirin _____

Take any medications you may need for an extended stay away from home.

_____ Remember that your role is policy-making, not operational _____

It is natural to want to "take charge" and be in the middle of things. But operational matters need to be left to the response commanders. You need to be free to work with other policy makers in establishing the broad policies the community needs to function effectively during the emergency.

Disaster Preparedness Guide

___ Take list of peers and advisors to contact for advice _____

Take the time in advance to make out a list of peers and experts whom you might wish to contact, confide in, or seek the advice of during an emergency. The list should consists of your private advisors whose opinions and discretion you trust and can rely on.

Update the list regularly to insure that phone numbers are current.

___ Take personal tape recorder _____

Carry a tape recorder (with spare batteries and tapes). You can use this as your personal log since time and space for writing will be limited.

Test your recorder frequently to ensure that it works.

___ Take identification, checkbook, ATM card and cash _____

Include at least \$2 in change for phone calls or a Coke from a machine.

Disaster Preparedness Guide

____ Other things to remember _____

Jot down other personal reminders that you may think of.

Legal

____ Determine whether legal staff have been assigned to advise the Incident Commander

Verify that City Attorney is represented in the EOC or has been notified. Verify that Risk Management has been informed. Generally the earlier the notification the better.

Disaster Preparedness Guide

____ Monitor delivery of services based on incident need _____

Insure that services being contracted for and delivered are appropriate and needed. Federal recovery dollars may not be given for services later determined not to be needed or purchased rather than rented.

____ Review legal responsibilities and authorities _____

-
- Emergency Declarations
 - Chains of succession
 - Intergovernmental obligations for service/mutual aid; resource allocation
 - Social controls
 - Price controls
 - Other restrictions _____

Review legal delegations/legally binding authorities for declaring an emergency, establishing curfews, delegating authority, protecting the population, securing assistance from other governments, community liability, public disclosure, etc. Other issues that may arise include price controls, evacuation, and other restrictions.

Disaster Preparedness Guide

_____ Review status of contracts _____

- Ensure that Procurement and Logistics have arranged to evaluate and document the condition of rental equipment before use.

Review contracts with current suppliers. If you rent equipment, ensure that the condition has been evaluated and documented before it is used. Failure to ensure that it has been properly checked may result in liability problems later.

_____ Monitor equity of service based on needs and risks _____

- Maintain balance between public welfare and citizens rights

Defend against charges of favoritism by establishing and following criteria to treat all sections of the community equitably. Keep the public informed of what is being done to restore essential services and monitor service to see that all neighborhoods receive equal treatment (within reason).

Operational

_____ Assess the impact of the incident on day-to-day activities _____

Review impact of the emergency on daily activities. Determine how daily activities are to be effected and notify public and staff of changes that will go into effect during the emergency. You may wish to suspend or alter normal services. Consult with staff and department managers.

_____ Reassign personnel to support incident activities and cover essential departmental services _____

Review personnel needs and determine if personnel should be shifted to meet needs of the emergency. Ensure that all essential services are staffed and that EOC and Bureau operational centers have necessary personnel. Change employee reporting sites as necessary.

Disaster Preparedness Guide

Political

_____ Recognize accountability _____

Weigh each act carefully and without interfering with incident operations. Recognize that accountability is a constant issue and keep colleagues and those at higher governmental levels informed and updated.

_____ Check for provisions for public officials _____

- space at EOC
- periodic updates
- staff updates on politically sensitive issues, such as life and property losses, service interruptions, etc.

Be aware of what is going on in the EOC and the field.

Disaster Preparedness Guide

_____ Assist in the development of incident management policy _____

Identify and consider political aspects of declaring an emergency and other policy decisions.

_____ Participate in City Disaster Policy Council as requested _____

By having elected officials assigned to stay in one place, consultations and policy decisions can be made promptly. Get advice in anticipation of or as problems arise.

_____ Assist in coordinating activities as requested _____

Consider contacting any official who has handled a similar disaster for their advice and guidance.

Disaster Preparedness Guide

_____ Request assistance from public and private organizations as necessary _____

This is an appropriate role if "normal channels" are not responsive enough. Assist in cutting the "red tape." Political connections can often expedite a special request.

_____ Establish and evaluate policy decisions throughout the incident _____

Identify and consider political aspects of declaring an emergency and other policy decisions.

Disaster Preparedness Guide

Public Information

____ Check plans to inform public and manage media _____

- designate single PIO

Appoint one PIO to avoid conflicts in official statement that could result in confusion, panic, or miss-aimed outcry about the handling of the incident.

The PIO should be experienced in dealing with the media and be familiar with the response plans and the incident command system.

- evaluate media capabilities

Check status to ensure that the capabilities of major outlets of the local media to reach the public are not adversely affected. Identify alternative sources of public information. Monitor the media for additional information.

Disaster Preparedness Guide

- establish media center

Designating a single media center can help actively manage the press proactively and keep them apprised of the ongoing situation. Ideally, the media will be assigned to an area close enough to the incident site or the EOC to be convenient, but for enough away that their attempts to cover the incident do not hamper response operations.

- channel all releases through EOC

Establish approval process for press release so that as press releases are formulated, they are routed through the DPC. Particular care must be taken with evacuation and return announcements.

_____ Assign Department Information Officers to assist in incident information management as requested _____

The designated PIO will need assistance. At least two experienced back-ups will be needed. Information officers will have particular knowledge that will be useful in preparing press and information releases.

Disaster Preparedness Guide

___ Direct Department staff to route requests for incident information to incident information staff _____

All information should come from the PIO and have been checked and verified prior to release.

___ Establish news media update and access policy _____

It may be necessary to designate a pool of reporters and camera crews and to allow the pool to report from the scene rather than giving blanket access to all who hold press cards.

EMERGENCY DISASTER DECLARATIONS

Background:

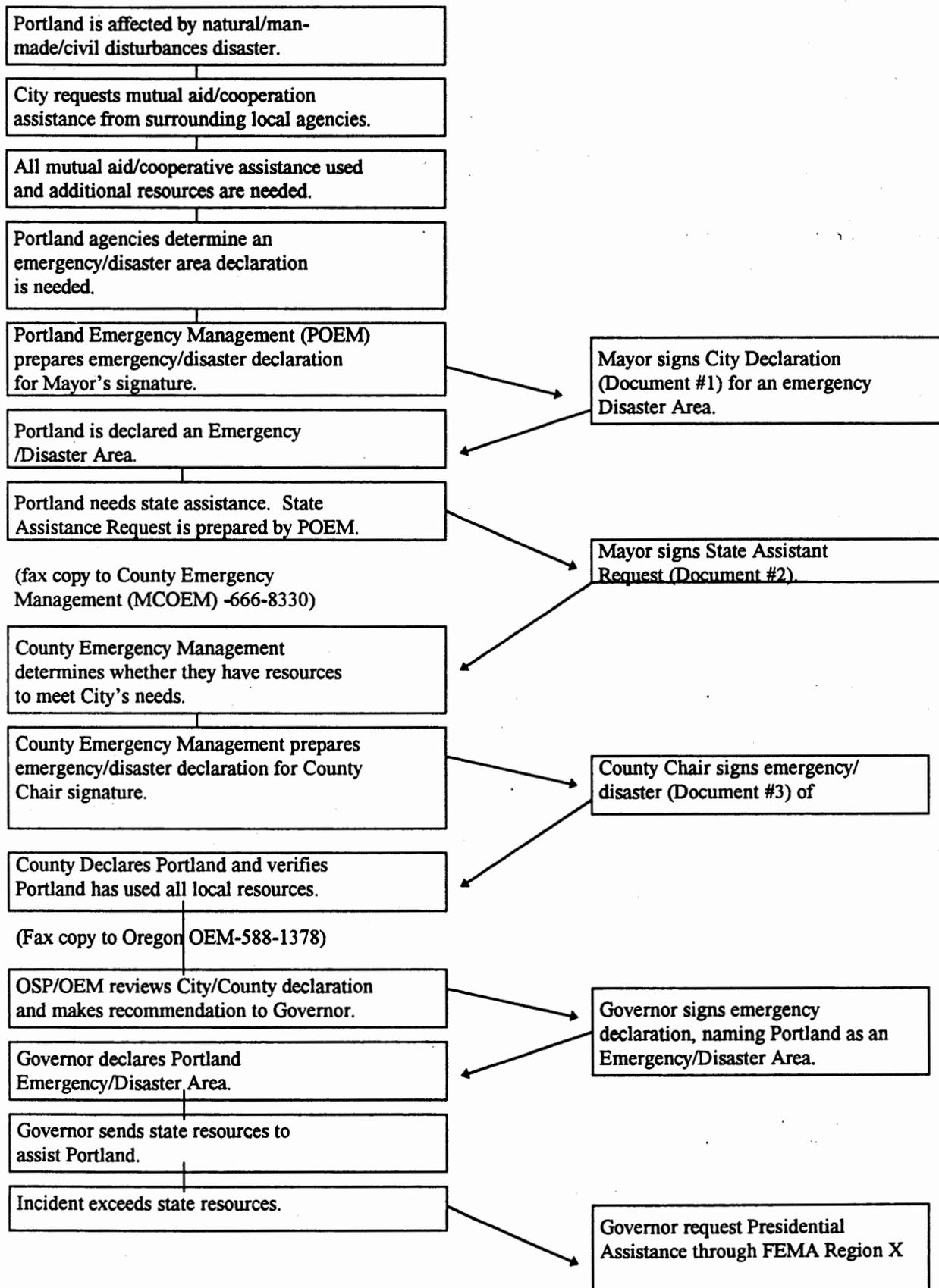
It is the policy of the State of Oregon to establish an orderly means of providing state resources to assist local governing bodies in carrying out their responsibilities to alleviate suffering, damage, or property loss resulting from large scale emergencies. However, certain responsibilities must be fulfilled by the City before such assistance is given.

It is the responsibility of the local governing body (i.e., City) to assess the threat and determine what local resources apply to, respond to, and alleviate the effects of the emergency. When it has been determined that local resources are insufficient, local government can declare an emergency as authorized by law, and adopt such a Declaration by Resolution.

Cities must make such requests through the County they reside in. After the County resources are exhausted, the County forwards the declaration to the State. (It sounds like a cumbersome process, but it should be pointed out that local Emergency Program Managers are responsible for notifying the State via telephone or FAX.)

Oregon Emergency Management has responsibility to advise the Governor's office of the local resolution and request for assistance. They coordinate with the Local Emergency Program Managers and response agency managers (i.e., Portland Police Chief for Civil Disturbance) to assess the situation and assign appropriate State agencies to assist. Oregon Emergency Management also monitors State agency response and briefs the Governor.

EMERGENCY DECLARATION PROCESS



Disaster Preparedness Guide

**BEFORE THE CITY COUNCIL
FOR THE CITY OF PORTLAND, OREGON**

In the Matter of Declaring a)
"Local Emergency/Disaster") Resolution _____
within the City of Portland)

WHEREAS, _____
(incident)
has impacted the City of Portland, specifically:

(specify N, E, W, S boundaries of impacted area or entire City limits)

WHEREAS, this emergency/disaster was caused by _____

(describe cause of incident more specifically)

WHEREAS, the following conditions, _____

_____, now
exist in the impacted area.

WHEREAS, the Portland City Codes 14.24.070 and 15.04.020, serve as a basis for an emergency declaration and emergency control in the public's interest.

IT IS HEREBY RESOLVED that I, Vera Katz, as Mayor of the City Portland, declare the area described in the first paragraph above, to be in a State of Emergency.

Disaster Preparedness Guide

I further declare that the duration of the declaration of emergency shall be from _____ o'clock am/pm on _____ day of _____, 1998, to and including _____ o'clock am/pm on _____ day of _____, 1998.

I further declare the following hours of curfew for the area described above. All persons, other than authorized official personnel, are hereby prohibited from being on the streets, in parks, and other public places during the hours of curfew from _____ o'clock pm to _____ o'clock am of each day during the period described above. (Optional paragraph)

DATED THIS _____ day of _____, 1998.

CITY OF PORTLAND, OREGON

by _____
Vera Katz, Mayor

APPROVED AS TO FORM:

Jeffrey Rogers, City Attorney
for Portland, Oregon

Disaster Preparedness Guide

DOCUMENT #1

**BEFORE THE CITY COUNCIL
FOR THE CITY OF PORTLAND, OREGON**

In the Matter or Requesting the)
County to Request the Governor) Resolution _____
Declare the City of Portland an)
Emergency Disaster Area)

WHEREAS, _____
(incident)
has affected the City of Portland, specifically:

(specify N, E, W, S boundaries of impacted area or entire City limits)

WHEREAS, this emergency/disaster was caused by _____

(describe cause of incident more specifically)

WHEREAS, the following conditions, _____

_____, now
exist in the impacted area.

WHEREAS, the Portland City Codes 14.24.070 and 15.04.020, serve as a basis for an emergency declaration and emergency control in the public's interest.

WHEREAS, I Vera Katz, Mayor of Portland, declared the area described in the first paragraph above, to be in a "State of Emergency" on _____ day of _____, 1998 at _____ o'clock am/pm.

WHEREAS, Portland has expended all its own resources and resources of its mutual aid/cooperative assistance agencies in response to the emergency and further response to the emergency is beyond Portland's capability.

DOCUMENT #2

Disaster Preparedness Guide

WHEREAS, _____ (number) residents of the City of Portland are at risk of _____ because of this emergency. Initial estimates of costs and losses total \$ _____ as summarized on the attached Initial Damage Assessment Report Form. (This paragraph is optional depending upon needs and type of emergency.)

IT IS HEREBY RESOLVED that I, Vera Katz, as Mayor of the City of Portland, request Multnomah County to:

1. Affirm that a "State of Emergency" exists in the City of Portland, and
2. All appropriate and available resources have been expended and further response is beyond the capability of Portland and Multnomah County.

I further request through Multnomah County appropriate support from State and/or Federal agencies, as provided in ORS 401.055 and 401.115, for the following forms of assistance. (State needs/support not agencies.)

BE IT FURTHER RESOLVED, that I, Vera Katz, request Multnomah county to respectfully request the Governor of the State of Oregon to declare the area as stated above in a "State of Emergency" as provided in ORS 401.055.

DATED THIS _____ day of _____, 1998

CITY OF PORTLAND, OREGON

by _____
Vera Katz, Mayor

APPROVED AS TO FORM:

Jeffrey Rogers, City Attorney
for Portland, Oregon

DOCUMENT #2

Disaster Preparedness Guide

Oregon Emergency Management

INITIAL DAMAGE ASSESSMENT (IDA) REPORT FORM

JURISDICTION: _____ DATE: _____

NAME: _____ TIME: _____

TITLE: _____ OEM INCIDENT #: _____

TYPE OF EMERGENCY: _____

DATE / TIME OF OCCURRENCE: _____

DEATHS: _____ INJURIES: _____ POPULATION STILL AT RISK?: _____

GEOGRAPHIC BOUNDARIES: _____

(attach map if possible)

CURRENT SITUATION AND EXISTING CONDITIONS: _____

ACTIONS TAKEN / RESOURCES COMMITTED: _____

EOC ACTIVATED? _____ DATE: _____ TIME: _____

LOCAL EMERGENCY DECLARED?: _____ DATE?: _____ TIME: _____

ASSISTANCE REQUESTED: _____

HOUSING LOSS ESTIMATE	#:	\$\$s:	COMMENTS
-----------------------	----	--------	----------

Minor damage: _____

Major damage: _____

Destroyed: _____

Total dollar loss estimate: _____

Disaster Preparedness Guide

[OEM IDA Report Form]
IDA Report Form
Page 3 of 3

LOCAL GOV. COSTS & LOSS	#:	\$\$s:	COMMENTS
Debris clearance:	_____	_____	_____ _____
Protective measures:	_____	_____	_____ _____
Road and bridge damage:			_____
(FAP/FAS)	_____	_____	_____
(non FAP/FAS)	_____	_____	_____ _____
Water control facilities:	_____	_____	_____ _____
Public buildings / equip:	_____	_____	_____ _____
Public utility systems:	_____	_____	_____ _____
Parks and other:	_____	_____	_____ _____

Total dollar loss estimate: _____

ESTIMATED TOTAL DOLLAR COST TO THE JURISDICTION: _____

FURTHER COMMENTS ABOUT THE IMPACTS OF THE DISASTER: _____

TRANSMIT TO: Oregon Emergency Management
595 Cottage Street NE
Salem, Oregon 97310

FAX NO: 588-1378 / **PHONE:** 378-6377 (24 hours)

[Please notify OEM via telephone or two-way radio prior to sending this form.]

[OEM IDA Report Form]

Disaster Preparedness Guide

**BEFORE THE CITY COUNCIL
FOR THE CITY OF PORTLAND, OREGON**

In the Matter or Requesting the)
Governor of the State of Oregon) Resolution _____
to declare Multnomah County an)
Emergency / Disaster Area)

WHEREAS, _____
(incident)
has affected Multnomah County, specifically:

(specify N, E, W, S boundaries of impacted area or entire City limits)

WHEREAS, this emergency/disaster was caused by _____

(describe cause of incident more specifically)

WHEREAS, the following conditions, _____

_____, now
exist in the impacted area.

WHEREAS, _____ (number) residents of Multnomah County are at risk of
_____ because of this emergency. Initial estimates of costs and losses total
\$ _____ as summarized on the attached Initial Damage Assessment report form. (This
paragraph is optional depending upon needs and type of emergency.

WHEREAS, the Multnomah County Code 7.4, serves as a basis for and emergency
declaration and shall be an exercise of police power and emergency control in the public's
interest.

Disaster Preparedness Guide

WHEREAS, I Beverly Stein, County Chair for Multnomah County, declare the area described in the first paragraph above, to be in a "State of Emergency" on _____ day of _____, 1998 at _____ o'clock am/pm.

WHEREAS, Multnomah County has/has not expended all its own resources and resources of its mutual aid/cooperative assistance agencies in response to the emergency and further response to the emergency is/is not beyond Multnomah County's capability.

IT IS HEREBY RESOLVED that I, Beverly Stein, County Chair for Multnomah County affirm that

1. A "State of Emergency" exists in Multnomah County, and
2. All appropriate and available resources have been expended and further response is/is not beyond the capability of Multnomah County.

I respectfully request appropriate support from State and/or Federal agencies, as provided in ORS 401.055 and 401.115, for the following forms of assistance. State needs/support not agencies. _____

I further affirm appropriate support from Multnomah agencies for the following forms of assistance. (Optional paragraph)

BE IT FURTHER RESOLVED, that I, Beverly Stein respectfully request the Governor of the State of Oregon declares/does not declare Multnomah County a "State of Emergency" as provided in ORS 401.055.

DATED THIS _____ day of _____, 1998

MULTNOMAH COUNTY, OREGON

by _____
Beverly Stein, County Chair

REVIEWED:

By _____
Thomas Sponsler, County Council
for Multnomah County, Oregon

DOCUMENT #3