

EXHIBIT A

**CITY OF PORTLAND, OREGON
BASIC EMERGENCY OPERATIONS PLAN**



PORTLAND OFFICE of EMERGENCY MANAGEMENT

September 2006



Office of Mayor Tom Potter
City of Portland

September, 2006

To All Bureau Managers:

Every year we update The Basic Emergency Operations Plan (BEOP) that verifies, through resolution, each bureau's responsibilities, our actions as a City in disasters, and our authorities to act. Title 15, the Emergency Code, outlines the powers of the Mayor and successors; successors who could be responsible to uphold the law and to implement actions necessary to save valuable lives under unfathomable constraints. This Basic Emergency Operations Plan is the backbone of all other plans and annexes that are part of the emergency management system.

This update of the BEOP formally adopts and brings the City of Portland into compliance with the National Incident Management System's (NIMS) standards as outlined in 2004 NIMS. NIMS establishes standardized incident management processes, protocols, and procedures that all responders – Federal, state, tribal, and local – will use to coordinate and conduct emergency management systems and response actions. National preparedness and readiness in responding to and recovering from an incident is enhanced since all of the Nation's emergency teams and authorities are using a common language and set of procedures. Compliance allows for the potential of continued federal funding to Portland and the State of Oregon.

Changes to the January 2006 BEOP are:

- 1) Institutionalize the use of the Incident Command System (ICS) as our integrated organizational structure used in emergency events,
- 2) Provide for the architecture to support coordination for incident prioritization, resource allocation, communication system management and information coordination throughout the complex multi-agency involvement of an incident and
- 3) Additions to the existing list of memorandums of understanding that are necessary for expedient use of assets in an emergency event

- 4) A glossary of terms has been added which can be referenced to establish plain language that can be understood across the multi-faceted agencies involved in disaster management.

In the past nine months the City has dedicated time and employees to meeting the NIMS training requirements, participated in the Disaster Policy Council and selected representatives to the Emergency Management Committee. In the year to come the City will be called upon to implement plans, continue training and attend exercises that will strengthen our understanding of the interconnectivity of bureaus, regional disciplines and statewide resources. Emergency Management is about forming relationships, creating agreements, and sharing resources. Your involvement in emergency management planning is not only an insurance policy for our service to citizens it is an essential element of your survival kit.

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

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

Tom Potter, MAYOR, CITY OF PORTLAND, OREGON

COMMISSIONERS, CITY OF PORTLAND, OREGON

1) _____

2) _____

3) _____

4) _____

CITY AUDITOR, CITY OF PORTLAND, OREGON

5) _____

Basic Emergency Operations Plan /Policy Document
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PURPOSE

The purpose of the City of Portland Basic Emergency Operations Plan (BEOP) is to outline the process and policies by which Portland City government operates in a disaster to minimize the adverse effects to life, property, the environment and the community infrastructure from natural, technological and human-caused disasters. This document formalizes the institutionalization of the use of the National Incident Management System, Multi-Agency Coordination System, Mutual Aid Agreements and Memorandums of Understanding and establishes the use of plain language as required by the Department of Homeland Security.

The BEOP is the base document for all hazard response plans, recovery, mitigation and preparedness plans for the City.

DISTRIBUTION LIST

1. Mayor
2. Commissioner #1
3. Commissioner #2
4. Commissioner #3
5. Commissioner #4
6. Cable Communications & Franchise Management
7. City Attorney
8. City Auditor
9. Development Commission
10. Development Services
11. Emergency Communications (BOEC)
12. Environmental Services
13. Fire and Rescue
14. Management & Finance
 - Financial Services
 - Grants Compliance Program
 - Human Resources
 - Technology Services
 - Communications & Networking (ComNet)
 - Purchases
 - General Services
 - Facilities Services
 - Fleet Services
 - Printing & Distribution
 - Risk Management Bureau
14. Housing and Community Development
15. Neighborhood Involvement
16. Parks and Recreation
 - Urban Forestry
17. Planning Bureau

-
18. Police Bureau
 19. Transportation
 - Maintenance
 - Traffic Systems Management
 20. Sustainable Development
 22. Water Works

Basic Plan Liaison Distribution

1. American Medical Response
2. American Red Cross
3. Bonneville Power Administration
4. Civil Air Patrol
5. Clackamas County Emergency Management
6. Clark Regional Emergency Services Agency
7. Columbia County Emergency Management
8. Consolidated Emergency Management of Washington County
9. Federal Bureau of Investigation
10. Gresham Emergency Management
11. METRO
12. Multnomah County Drainage District
13. Multnomah County Emergency Management
14. Multnomah County Health
15. Multnomah County RFPD 30
16. NW Natural
17. Oregon Emergency Management
18. PacifiCorp
19. Portland General Electric
20. Portland Public Schools
21. Port of Portland
22. Tri-Met
23. US Army Corps of Engineers
24. Qwest
25. US Coast Guard
26. Veteran Administration Medical Center

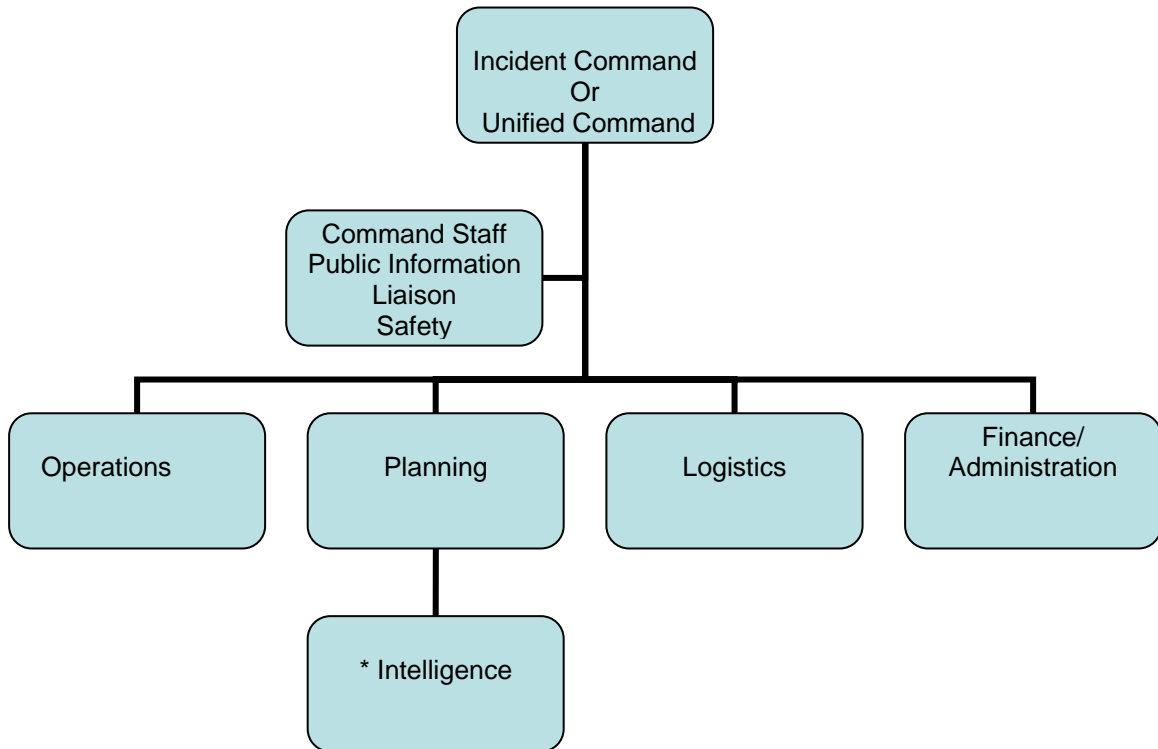
Available on the world wide web at

www.portlandonline.com/oem/BasicPlan

FOREWORD

Disaster Organizational Chart

In a disaster the command in control follows the Incident Command System (ICS) as outlined in National Incident Management System (NIMS) and made relevant to Portland through this document.



- The intelligence component, as with agency liaisons, can be assigned to whichever section is the most appropriate for the event. For example, in a terrorism event the Intelligence Chief would be assigned as part of the Unified Command. Portland has decided that on a normal basis Intelligence would be under Planning.
- Liaison agencies can be assigned to whichever section is the most appropriate for the event. Red Cross, for example, begins as a liaison in an event but can quickly move to operations when sheltering and mass care becomes a greater part of the event.

GLOSSARY (from www.fema.gov/nimcast/Glossary)

AGENCY	A division of government with a specific function offering a particular kind of assistance. In ICS agencies are defined either as jurisdictional or as assisting or cooperating.
AREA COMMAND (Unified Area Command)	An organization established 1) to oversee the management of multiple incidents that are being handled by an ICS organization or 2) to oversee management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.
ASSIGNMENTS	Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the Incident Action Plan (IAP).
ASSISTIING AGENCY	An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management.
AVAILABLE RESOURCES BRANCH	<p>Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.</p> <p>The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.</p>
CHAIN OF COMMAND	A series of command, control, executive, or management positions in hierarchical order of authority.
CHECK-IN	The process through which resources first report to an incident. Check-in locations include the incident command post, Resource Unit, incident base, camps, staging areas, or directly on the site.
CHIEF	The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).
COMMAND	The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.
COMMAND STAFF	In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They many have an assistant or assistants as needed.

COMMUNICATIONS UNIT An organizational unit in the Logistics Section responsible for providing communication services at an incident or an Emergency Operations Center (EOC). A Communications Unit may also be a facility used to support an Incident Communications Center.

COOPERATING AGENCY DEPUTY An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.
A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

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

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

EMERGENCY Absent a Presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

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

EMERGENCY OPERATIONS PLAN The “steady-state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.
EMERGENCY PUBLIC INFORMATION Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

EMERGENCY RESPONSE PROVIDER Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical and related personnel, agencies, and authorities. Also known as Emergency Responder.

EVACUATION	Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.
EVENT	A planned, non emergency activity. ICS can be used as the management system for a wide range of events.
FUNCTION	Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used with describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.
GENERAL STAFF	A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations, Planning, Logistics and Finance/Administration Section Chiefs.
GROUP	Established to divide the incident management structure into functional areas of operations. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated are located between branches and resources in the Operations Section.
HAZARD	Something that is potentially dangerous or harmful, often the root cause of unwanted outcome.
INCIDENT	An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can for example include major fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring emergency response.
INCIDENT ACTION PLAN	An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.
INCIDENT COMMAND POST (ICP)	The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.
INCIDENT COMMAND SYSTEM (ICS)	A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and

	<p>complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private to organize field-level incident management operations.</p>
INCIDENT COMMANDER	<p>The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.</p>
INCIDENT OBJECTIVES	<p>Statements of guidance and direction necessary for selecting appropriate strategies and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactic alternatives.</p>
INTELLIGENCE OFFICER	<p>The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.</p>
JOINT INFORMATION CENTER (JIC)	<p>A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.</p>
JOINT INFORMATION SYSTEM (JIS)	<p>Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.</p>
JURISDICTION	<p>A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities or authority. Jurisdictional authority at an incident can be political or geographical or functional.</p>
LIAISON	<p>A form of communication for establishing and maintaining mutual understanding and cooperation.</p>
LIASION OFFICER	<p>A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.</p>
LOCAL	<p>A county, municipality, city, town, township, local public authority, school district, council of governments, regional, or interstate</p>

GOVERNMENT	government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, a rural community, unincorporated town or village, or other public entity.
LOGISTICS SECTION	The section responsible for providing facilities, services and material support for the incident.
MAJOR DISASTER	As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, a major disaster is: any natural catastrophe, or, regardless of cause, and fire, flood, or explosion, in any part of the US , which in the determination of the President caused damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.
MITIGATION	The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building cods, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.
MULTIAGENCY COORDINATION ENTITY	A multiagency coordination entity functions within a broader multiagency coordination system. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.
MULTIAGENCY COORDINATION SYSTEMS	Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of mutiagency coordination systems include facilities, equipment, emergency operation centers, specific mutiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.
MUTUAL-AID AGREEMENT	Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.
NATIONAL DISASTER MEDICAL SYSTEM	A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security and the Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the

	Emergency Support Function 8 in the Federal Response Plan.
NATIONAL INCIDENT MANAGEMENT SYSTEM	A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local and tribal governments; the private sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among state, local and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.
NATIONAL RESPONSE PLAN	A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.
NONGOVERNMENTAL ORGANIZATION	An entity with an association based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.
OPERATIONAL PERIOD	The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although not over 24 hours.
OPERATIONS SECTION	The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.
PLANNING MEETING	A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action Plan (IAP).
PREPAREDNESS	The range of deliberate, critical tasks and activities necessary to build, sustain and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private sector and nongovernmental organizations to identify treats, determine vulnerabilities and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning training and exercises, personnel qualification and certification, equipment certification, and publication management.
PREVENTION	Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to

	<p>a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.</p>
<p>PUBLIC INFORMATION OFFICER QUALIFICATIONS AND CERTIFICATION</p>	<p>A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.</p> <p>The subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have and interstate application. Standards typically include, training, currency, experience, and physical and medical fitness.</p>
<p>RECOVERY</p>	<p>The development, coordination, and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.</p>
<p>RESOURCE MANAGEMENT</p>	<p>Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.</p>
<p>RESOURCES UNIT</p>	<p>Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.</p>
<p>RESPONSE</p>	<p>Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.</p>
<p>SAFETY OFFICER</p>	<p>A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.</p>
<p>SECTION</p>	<p>The organizational level having responsibility for a major</p>

	functional area of incident management, e.g., Operations, Planning, Logistics, Finance/administration and Intelligence (if established). The section is organizationally situated between the branch and the incident command.
SPAN OF CONTROL	The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals.(Under NIMS, an appropriate span of control is between 1:3 and 1:7.)
STAGING AREA	Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.
STRATEGIC	Strategic elements of incident management are characterized by continuous long-term, high-level planning by organization headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.
STRIKE TEAM	A set number of resources of the same kind and type that have an established number of personnel.
TASK FORCE	Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.
TERRORISM	Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping.
THREAT	An indication of possible violence, harm or danger.
UNIFIED AREA COMMAND	A Unified Area Command is established when incidents under an area command are multi jurisdictional.
UNIFIED COMMAND	An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.
UNITY OF COMMAND	The concept by which each person with an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.
VOLUNTEER	For purposes of NIMS, a volunteer is any individual accepted to

perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation or receipt of compensation for services performed.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Title 3 .125 outlines the duties and responsibilities of the Office of Emergency Management, the Mayor, the Disaster Policy Council and the Emergency Management Committee. (An extensive outline is included in the Disaster Policy Guide for Public Officials and in the 2006 EOC Activation Guide)

Incident Annexes will be made available to staff for reference of actions and details specific to hazards of the area. Portland has specific Incident Annexes for Wildland Urban Interface Fire, Snow and Ice, Flood, Earthquake and Terrorism. National Response Plan Incident Annexes are made relevant to Portland as a part of the information in the incident annex summary.

Title 15.08 states that “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.”

DEFINITIONS

Levels of Emergency

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

Level 2 Emergency – This is determined by the Incident Commander (IC) and could require two or three bureau coordination. The IC could activate the City Emergency Operations Center (EOC) on a limited basis to provide a non-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.

Level 3 Emergency - Is defined by City Code as a Disaster and 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.

In the case of a change in the Homeland Security Threat Level, Bureaus will be advised by the Mayor regarding appropriate actions to be taken.

ASSUMPTIONS

Limits to Liability

The Oregon Revised Statutes (401.515) provides that “during the existence of an emergency, the state and any local government, while complying with 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401.580 or any rule promulgated under those sections, shall not, except in cases of willful misconduct, gross negligence or bad faith, be liable for the death or injury of any person, or damage or loss of property, as a result of this activity-

It is impossible to anticipate all varying factors, which may occur in an emergency situation. This BEOP is a guide to approaching emergency situations. No provision in the BEOP and its supporting chapters 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 BEOP represents, what appears to be, at the time of its adoption, 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.

Property owners, citizens and visitors should not rely on this plan to assure the operation or availability of any public service. Individual property owners should develop an emergency plan to prevent property damage or loss of life.

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.

Any emergency situation will most likely involve other units of City, County, State or Federal government. Other units of government should not rely on this plan to be implemented.

General

During an emergency, the City will work to maintain and restore any services, which it provides and which it deems to be essential. Pre-designated and trained responders from various City bureaus will staff the City Emergency Operations Center. The Portland Office of Emergency Management will assist the incident command and the responders to accomplish the objectives of the event.

As many resources as the City may deploy to address an emergency situation, it is possible that certain needs will go unmet for some significant time. Therefore, citizens should be prepared to take care of their own needs for at least 72hours.

During an emergency, volunteer organizations and the private sector will respond as set forth in their own emergency plans. 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.

Execution of Operations

The Mayor or successor shall have ultimate authority for the resolution of conflicts regarding the application of limited resources to a variety of concurrent emergency situations.

The Mayor's authority and responsibility is outlined in Title 15 of the City Code. As emergency conditions permit, citizens will be provided with information to assist them in addressing their needs. Such information may be provided by the City's Public Information Officer (PIO) and/or by use of the Emergency Alert System.

The authority to operate and staff the Portland EOC will come from the Mayor, The Emergency Management Director, an Incident Commander, Chief of the Portland Bureau of Fire & Rescue, Chief of the Portland Police Bureau, either director in charge of the Water or Maintenance Bureaus, any of their designees or the staff of the Office of Emergency Management.

It is the responsibility of POEM to notify appropriate bureaus and offices of both the activation and deactivation of the Emergency Operations Center (EOC).

The strategic objectives of the City during an emergency period will be to:

- a. Preserve human life.
- b. Stabilize the incident.
- c. Protect community infrastructure and environment.
- d. Minimize property loss.
- e. Restore essential facilities and services.

CONCEPT OF OPERATIONS

General

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 resources of all bureaus will be directed to accomplish the objectives established by the disaster's incident action plan, Incident Commander and through the authority of the Mayor.

Incident Command System (ICS)

Portland will structure its response to and management of a disaster by using the Incident Command System in alignment with the National Incident Management System (NIMS) and the National Response Plan.

Disaster Declaration

The Mayor or next in the line of command may declare a local state of emergency. The effect of the declaration is to authorize the furnishing of aid and assistance. When the emergency has the potential of exceeding local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing mutual aid agreements, from Multnomah County government and in-turn the county will affect a declaration of a state of emergency and 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 and the state declares a state of emergency. The City declaration requests will be coordinated through the City EOC, Finance Section and the Portland Office of Emergency Management.

Multi Agency Coordination

Due to the nature of the metropolitan region and the agreements in place between jurisdictional, governmental and nongovernmental organizations, the management of an incident is necessarily a multi agency coordinated event. Multnomah County Public Health, Portland Public Schools, The Port of Portland, Tri-Met, regional utilities, and the American Red Cross are constant and continuous members of every event and preparedness exercise.

ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

Incident Commander Relative to Disaster

The listings here are for Incident Commanders for the various hazards that our community faces.

P = primary U = unified

	Disaster												
	Earthquake	Fire	Landslide	Extreme Weather	Snow & Ice	Water/ Flood	Drought	Volcano	Terrorism	Riot Dem.	Chemi. Bio. Hazmat	Dam Failure	Levee Failure
Fire Operations	U	P							U		U		
Police	U								U	P	U		
Maintenance	U		P	P	P	P		P				U	U
Water Works	U						P					U	U

Bureaus listed as Primary, in the chart above, are responsible for:

- 1) Maintaining the plans for the specific disasters
- 2) Being the incident command for the operation of the disaster
- 3) Working with organizations outside of the City jurisdiction that are involved with response, mitigation, preparation or recovery planning as determined by the disaster.

POEM is responsible for facilitating the development of the plans.

City of Portland is responsible for City of Portland operated facilities and services listed in the chart on page 22.

Multnomah County is responsible for Health and Human Services, Animal Control, and has an Emergency Management Office under the Department Community Services.

Event EOC Responders

All bureaus listed provide support personnel in any event. Within some sections of the incident command system are personnel especially trained to take the lead or primary role within that section. P= Primary S= Support. Bureaus with their own satellite EOC's are bolded.

Incident Command Sections

Bureau	EOC Staff	Incident Command	Liaison	Safety	PIO	Operations	Planning	Fin/Admin	Logistics	DPC
Attorney										S
Auditor							S			S
Commissioner #1(Cncl pres)										S
Commissioner #2										
Commissioner #3										
Commissioner # 4										
ComNet									S	
Development Commission		S								
Development Services						S	S			S
EM Communications (911)						S			S	S
Emergency Management	P	S	S	S	S	S	S	S	S	S
Environmental Services						S	S			S
Fire	S	P	S	S	S	PS	PS	PS	PS	S
Fleet									S	
Grants Compliance								S		
Human Resources									S	S
Management & Finance					S			SP		S
Mayor										P
Neighborhood Involvement										S
Parks and Recreation				S	S	S	S	S		S
Planning							S			S
Police	S	P		S	S	PS	PS	S	PS	S
Purchases								PS	S	
Risk				P				S		S
Sustainable Development							S			S
Technology Services									S	S
Transportation							S			S
Engineering						S	S			
Maintenance		P		S		PS	S	PS	S	S
Traffic						S	S			
Water Works		P			S	S	S			S

EMERGENCY RESPONSE FUNCTIONS 10 MIN. TO 2 WEEKS

The Prioritized Bureau Response Functions matrix was amended for terrorism upon advisement of bureau directors and subject matter experts. This matrix was developed to show the activities of each agency in response to terrorist acts within the first 72hours. These are a compilation of the responses to three scenarios, one chemical, one biological and one explosive. Initially the scenario of an earthquake was used to develop the matrix in relation to most City bureaus. Their action in response to a terrorist event would not be much different. Other information is available in the Emergency Operations Center Activation Guide.

∴ It is understood that the first action within each bureau is to secure family first.

Office/Bureau	Function	1 st 10M	10-60M	3HR – 8HR	72H R	1WK	2W K
CITY							
Mayor or Council							
	Inform citizens		X	X	X	X	X
	Liaison with county		X	X	X	X	X
	Liaison with state			X	X	X	X
	Provide Leadership	X	X	X	X	X	X
	Policy Decisions	X	X	X	X	X	X
Fire							
	Establish Joint Command		X				
	Fire fighting	X	X	X	X		
	Rescue	X	X	X	X		
	Hazardous Materials Response	X	X	X	X		
(see fire “medical” branch)	Medical	X	X	X	X		
	Evacuation	X	X	X	X		
Police							
	Maintain Order	X	X	X	X	X	X
	Evacuation and Rescue		X	X	X		
	Perimeter & Traffic Control	X	X	X	X	X	X
	Survey Precincts			X	X		
	Coordinate Press conferences				X		
	Establish joint command		X				
BOEC							
	Provide Communications	X	X	X	X	X	X
ONI							
	Coordinate Neighbors				X	X	X
	Information & Referral			X	X	X	X

BASIC EMERGENCY OPERATIONS PLAN 2006 as of 10/27/06

Office/Bureau/Org	Function	<10 m	10-60m	3hr- 8hr	72hr	1wk	2wk
Transportation							
	Damage Assessment			X	X	:	:
	Survey Critical Facilities			X	X		
	Lifelines			X	X	X	X
	Bridges			X	X	X	X
	Arterial Roads, Collectors, Local					X	X
	Parking patrol & parking permitting		X	X	X	X	X
	Traffic Signals	X	X	X	X	X	X
	Debris Removal				X	X	X
	Operate Traffic Messaging System		X	X	X	X	X
Water							
	Lifeline	X	X	X	X	X	X
	Damage Assessment	X	X	X	X	X	X
	Fire fighting – ensure water	X	X	X	X	X	X
	Public Health/ water borne disease?	X	X	X	X	X	X
	Economic Vitality					X	X
	Activate EOC	X	X	X	X	X	X
	Shut down water mains	X	X	X	X		
BES							
	Debris Testing for toxics			X	X	X	X
	Sanitary Sewer Operation & Maintenance.				X	X	X
	Storm Sewer					X	X
BDS							
	Inspect Damaged Buildings			X	X	X	X
	Permits					X	X
BTS							
	Evaluate essential operating systems	X	X				
	Coordinate system continuity		X	X	X	X	X
Management & Finance							
	Account for Employees	X	X	X	X	X	X
	Collect Fees					X	X
	Pay Contractors					X	X
	Pay Employees					X	X
	Safety		X	X	X	X	X
	Run Data Systems					X	X
	Run Accounting Systems					X	X
	Identify mitigation and control measures to prevent further harm to city assets			X	X	X	X
	Document all findings and report to insurance carrier						X = YR
	Select best forms of mitigation, prevention & control for future events			X	X	X	X =YR
Purchasing & Stores							
	Materials/Workers/supplies				X	X	X

Office/Bureau/Org	Function	<10m	10-60m	3hr-8hr	72hr	1wk	2wk
Parks							
	Provide Volunteer Opportunities				X	X	X
	Coordinate Volunteer Activities				X	X	X
	Coordinate casualty collection points with hospitals & NDMS		X	X	X	X	X
Emergency Management							
	Alert EOC Responders		X	X	X		
	Staff/Assemble EOC teams		X	X	X		
	Monitor actual emergency conditions		X	X	X	X	
	Advise & Assist Mayor		X	X	X	X	
	Coordinate Public Information		X	X	X	X	X
	Liaison with agencies		X	X	X	X	X
	Effect Declaration of Emergency		X	X	X		
MEDICAL – MULTI-AGENCY COORDINATION							
AMR	Recall all personnel, additional ambulances	X					
	Call Regional Hospital	X					
	PPE for all personnel verified	X					
	Representative to EOC/MRH		X				
	Consult with Portland & Gresham Fire Bureaus		X				
	Request NDMS activation		X				
	Request AMR from other regions			X			
Fire Medical Branch	Assess scene & personnel safety	X	X	X			
	Determine necessity of declaring MCI	X					
	Activate Regional Hospital	X					
	Consult with Oregon Poison Control	X					
	Assist SAR personnel	X					
	Assess casualties	X					
	Triage & initiate treatment		X				
	Interface with Medical Examiners		X	X	X		
	Request additional Resources		X	X			
Hospital	Activate hospital EOC	X					
	Communicate with Regional Hospital	X					
	Implement MCI/MPS plans	X					
	Contact CDC activated w/o declaration						
	Assess need for lockdown		X				
	Develop alternate hospital treatment and staffing w/ EMS and public health			X			
	Obtain pharmaceuticals pushpacks		X	X			

BASIC EMERGENCY OPERATIONS PLAN 2006 as of 10/27/06

Office/Bureau/Org	Function	<10m	10-60m	3hr-8hr	72hr	1wk	2wk
PUBLIC HEALTH	Activate local public health network		X				
	Notify County, State public health & Emergency Managers		X				
	Issue clinical evaluation and treatment guidelines		X				
	Issue preliminary health alert messages		X				
	Consider need for additional resources ESF 8			X			
	Investigate cause and symptoms		X	X	X		
REGIONAL HOSPITAL	Activate and declare MCI	X					
	Determine hospital capabilities destination of patients & staffing		X	X			
	Disseminate Public Health messages			X			
	Interface and determine hospital and community medical capability			X			
TRANSPORTATION – MULTI-AGENCY COORDINATION							
Port of Portland	Use paramedics to respond to passengers	X	X	X			
	Offer limited mutual aid resources		X	X			
US Coast Guard	Waterside transportation assistance			X			
	Establish liaison with EOC		X				
	Issue broadcast to mariners		X	X	X		
	Provide security		X	X	X		
ODOT	Provide traffic control at surface streets and perimeters, detours, evacuation	X	X	X	X		
	Use vehicle messaging system to alert and provide information people		X	X	X		
	Use alternate site at Lawnfield		X	X	X		
UTILITIES – MULTI- AGENCY COORDINATION							
NW Natural	Provide Liaison to EOC			X			
	Respond to areas of concern		X	X	X	X	X
	Communicate with field operations	X	X	X			

EMERGENCY SUPPORT FUNCTIONS (ESF), ANNEXES & UPDATES

The following is a National Response Plan list of annexes, the assigned responsibility and plan that is compatible from Portland's perspective. ESF's are a useful tool for planning and identifying all the pertinent parties within the specific functions that have a role, responsibility or resource in disaster management. The process of plan development includes local, county, regional, state and federal partners with the goal of agreeing upon requirements and methods for involvement by each. The key intent of organizing through ESFs is the ability to connect through all levels of government in a disaster situation.

The outline reflects the planning process and is in continual mode of change and development. The X column shows what Portland/POEM is responsible for. The list of agencies is not all inclusive.

The BEOP has functional annexes that concentrate on the Emergency Operations Center, and Evacuation. Beyond that the Emergency Support Functions, Support Annexes and Incident Annexes complete a comprehensive emergency management plan for the City.

Comprehensive Emergency Management Plan		
Basic Emergency Operations Plan		POEM Responsibility
Functional Annex		
Emergency Operations Center		
Evacuation Plan		
Emergency Support Functions	city	Multi-Agency Coordination
ESF#1 Transportation	X	PDOT – Multnomah Co. ODOT
ESF#2 Communication	X	BTS – Ham Radio - QWest
ESF#3 Public Works & Engineering	X	BOM – Water – Sewer – Regional
ESF#4 Firefighting	X	Local, county, state, federal
ESF#5 Emergency Management	X	POEM, REMG, OEM, DHS
ESF#6 Mass Care, Hsing, and Human Services		Red Cross, PDC, Mult Co.
ESF#7 Resource Support	X	OMF, Fire, Police, BOM, BIZ Reg
ESF#8 Public Health and Medical Services		Multnomah Co.
ESF#9 Urban Search & Rescue		Regional/State FM
ESF#10 Oil and Hazardous Materials Response		Regional/State FM
ESF#11 Agriculture and Natural Resources		Risk, Mult. Co. Health Dept.
ESF#12 Energy		Fire, DOE, Water - Hydro
ESF#13 Public Safety and Security	X	PPD, Co. Sheriff, OSP, FB
ESF#14 Long Term Community Recovery & Mitigation	X	POEM, OMF, MultCo, OEM
ESF#14 External Affairs	X	POEM, PIO, Gov Affairs,
Support Annexes		
Financial Management		Finance, OMF, OEM, DOS,
International Coordination		Port of Portland, OEM,
Logistics Management		Logistics , POEM, MultCo, OEM,
Private-Sector Coordination		Liaison , POEM, Attorney,
Public Affairs		PIO, POEM, OEM
Science and Technology		DOGAMI, NOAA
Tribal Relations		
Volunteer and Donations Management		Citizen Corp, Red Cross, ORVOAD
Worker Safety and Health		Safety, Risk, OROSHA
Incident Annexes		Plans & Responsible Parties
Biological Incident	X	CBRNE
Catastrophic Incident		Pandemic Flu Plan - MultCoHealth
Cyber Incident		
Food and Agriculture Incident		
Nuclear/Radiological Incident	X	CBRNE - POEM
Oil and Hazardous Materials Incident	X	HAZMat Plan - Fire
Terrorism Incident Law Enforcement Investigation	X	CBRNE – POEM/Police
Earthquake	X	2003 EQ Plan - Fire
Wildland Urban Interface Fire	X	2004 – Wildland Fire Plan - Fire
Snow & Ice Plan	X	2003 Snow & Ice Plan PDOT/BOM
Flood	X	2003 – Flood Plan PDOT/BOM

AUTHORITY AND REFERENCES

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; The Charter of the City of Portland, Oregon (Chapter 2; Article 1, Section 2-105a, 2-206a,f, g; & Chapter 8, Section 8, 104&105). The Portland City Council and the Portland Office of Emergency Management, pursuant to the provisions of the City Emergency Code, Oregon Revised Statutes, Chapter 401 and references noted, issue this Plan.

A. Authority

1. Oregon Revised Statutes, Chapter 401, 1999 Edition, as amended.
2. Emergency Code, Title 15 of the Code of the City of Portland, as amended.
3. Chapter 2, Article 1, Section 2-105a of The Charter of the City of Portland, Oregon as amended 1994
4. Chapter 8, Article 1, Section 8-104 & 105 of the Charter of the City of Portland, Oregon as amended 1994
5. Chapter 3.124, 3.125, and 3.126 Portland Office of Emergency Management , Disaster Policy Council and Emergency Management Committee Respectively

B. References

1. Federal
 - a. Civil Defense Act of 1950 (PL 81-920), as amended.
Disaster Relief Act of 1974 (PL 93-288), as amended
 - b. Emergency Management & Assistance (Code of Federal Regulations – Title 44)
 - c. Public Law 93-288 “Robert T Stafford Disaster Relief & Emergency Assistance Act.” As amended 2005 by HR3858, Pets Evacuation and Transportation Standards Act.
 - d. National Response Plan 2004, Department of Homeland Security, HSPD-8
 - e. National Incident Management System, HSPD-5
2. State
 - a. Oregon Emergency Management Plan, 2001, as amended.
 - b. 2002 Oregon State Fire Service (annual) Plan as amended.
 - c. Oregon Revised Statutes 401.270
3. County
 - a. Multnomah County Emergency Management Plan 2002
4. City
 - a. Title 15 of the City Code – Emergency Code
 - b. Title 14 of the City Code – Law Enforcement
 - c. Title 3 of the City Code – Administration

MUTUAL AID

Emergency Management Assistance Compact (EMAC)

Provides legal agreement and standard operating procedures for states to receive interstate aid in a disaster. Passed through Public Law 104-321 approved 1996

Office of Management & Finance, Communication Division:

Intergovernmental agreement as a multi-agency provider; Agreements with Qwest.

Portland Office of Emergency Management:

Agreements with Liaison Agency members

Bureau of Fire & Rescue:

The Fire Bureau has mutual aid agreements with all neighboring fire departments as well as the State Department of Forestry. Intergovernmental agreements have been approved for Regional Hazardous Materials Emergency Response Team Services, with Oregon Urban Search and Rescue mutual aid and between the Fire Protection Agencies in the Lower Columbia and Willamette Rivers (Marine Fire and Safety Association).

Bureau of Police:

Agreements with 15 law enforcement agencies, City, County, Departments, Port, State & Federal

Policy 631.30 Cooperation with other agencies

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

Bureau of Maintenance:

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

Bureau of Environmental Services:

Agreements with Consolidated Drainage Districts (MCDD, Peninsula Drainage District Nos. 1 & 2, and Sandy Drainage District)

Bureau of Water Works:

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

Comments and/or Changes
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