

CITY OF PORTLAND, OREGON



EVACUATION ANNEX

June 2007

Portland Police Bureau
Portland Office of Emergency Management
Emergency Management Steering Committee
Contact number for questions 503-823-4375
Date of exercise or proposed exercise to test – October 2007
Date of next update – January 2008

CHECKLIST ASSUMPTIONS

1. Checklists are for City EOC Planning Section and Disaster Policy Council (DPC) members to identify key response bureau actions
2. Incident/unified command has been established
3. Determination of the nature of the threat, scope and scale of impact has been made
4. The need for a large scale evacuation vs. shelter in place has been identified
5. The City EOC has been activated
6. Public Information is coordinated through the involvement of all active bureau Public Information Officers in a Joint Information Center (JIC)

MAYOR OR DESIGNEE

- Assess and evaluate level of event
- Activate DPC to assess physical, fiscal, and psycho/social impact of the disaster and the consequences of policy decisions on the entire city
- Promulgate evacuation order or shelter-in-place as necessary
- Activate the City EOC if necessary
- Declare impact area and determine whether to make emergency declaration
- Declare State of Emergency for the city of Portland
- Request State of Emergency through Multnomah County
- Issue public announcement of emergency measures with the DPC
- Make employee and citizen notifications as needed through the City EOC Joint Information System
- Communicate with officials of local jurisdictions
- POEM Director will serve as Liaison between Mayor and the City EOC

OFFICE OF EMERGENCY MANAGEMENT

- Provide centralized location for coordination and emergency support function management for the city and its liaisons
- Coordinate with Red Cross and Neighborhood Emergency Teams (NET) at evacuation staging areas to track location of evacuees. Assist Red Cross with the identification of reception areas and shelters. Coordinate with the Red Cross and other agencies for short and long term shelter, food and supplies for evacuees
- Coordinate public warnings and information through the City EOC Joint Information System. Facilitate provision of multimedia messaging directing evacuation through the JIC
- As necessary, ensure activation of the Emergency Alert System (EAS) to warn citizens of circumstances requiring evacuation in time critical situations through BOEC

LAW ENFORCEMENT

- Provide crowd control, site security, and emergency aid
- Establish initial response and define initial impact area with advisement of incident command
- Deploy EDU\RRT\SERT as appropriate
- Evacuate or shelter-in-place Police Bureau facilities as needed
- Identify location for and activate mobile command post
- Initiate and facilitate evacuations or shelter-in-place as necessary
- Define immediate routes and destinations for evacuees
- Alert the public with the emergency and evacuation information through Portland Emergency Notification System (PENS)
- Provide Chief's participation in the DPC
- Activate Police Command Center as appropriate and provide pre-designated staff to the City EOC
- Investigate crime scene and collect evidence

FIRE BUREAU

- Establish initial response and define initial impact area
- Assist in clearing area affected
- Initiate and facilitate evacuations or shelter-in-place as necessary
- Provide Chief's participation in the DPC
- Provide pre-designated staff to the City EOC
- Coordinate activities with the City EOC as necessary
- Determine decontamination, special rescue and patient transport needs
- Communicate to public vital information through the City EOC Joint Information System
- Determine response capability in Fire Management Area
- Determine available resources and needs

PORTLAND OFFICE OF TRANSPORTATION

- Stand up PDOT/BOM EOC and ensure Transportation Operations Center is operational
- Request resources from City EOC as needed
- Provide pre-designated staff to the City EOC
- Liaison with Multnomah County and ODOT regarding condition of county bridges and I-5 and I-205 bridges regarding status of bridges and transportation routes
- Advise the Incident Commander of accessibility and functionality of evacuation routes
- Clear evacuation routes as necessary or provide assistance to other agencies as needed
- Evacuate own bureau facilities as necessary
- Conduct damage assessment for bridges, overpasses, and underpasses as necessary and as resources are available
- Provide video feed and/or updates from road cameras to the City EOC
- Provide Director's participation in the DPC

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INTRODUCTION

A. Purpose

The purpose of the City of Portland Evacuation Annex is to establish a framework to prepare Portland for the possibility of a small, large or citywide evacuation, and support government leaders in the decision making process.

This Evacuation Annex adopts an all-hazards approach to preparing for and managing evacuations. It establishes a methodology that is applicable to any threat, hazard, or event that results in the need to evacuate. Events precipitating the evacuation may include foreign and domestic terror attacks, hazardous materials incidents or natural disasters. These events can occur with or without advanced warning.

The City of Portland Evacuation Annex is formatted in compliance with State and Local Guide 101 and is in alignment with the National Incident Management System (NIMS) and the National Response Plan (NRP). This annex outlines Situation and Assumptions, Concept of Operations, Organization and Assignment of Responsibilities, Administration and Logistics, Plan Development and Maintenance and Laws and Authorities.

The goal of the City of Portland Evacuation Annex is to lessen the loss of life and injury to people and their animals by conducting an orderly evacuation and exclusion from specified areas.

Corresponding county, regional, state, and federal response activities are outlined in their respective response plans, policies, protocols, and procedures.

II. SITUATION AND ASSUMPTIONS

A. Situation

Portland, Oregon is at the confluence of the Willamette and Columbia rivers with a population of 556,000 and is Oregon's largest city, and the third largest in the Pacific Northwest. Approximately two million people live in the surrounding metropolitan area.

The actual number of persons present in the city of Portland can vary dramatically depending on the time of day, day of week, time of year or during one of the many special events which routinely bring tens of thousands of visitors to the city.

City residents and commuters who work in the city but reside elsewhere, make up the majority of persons who may need to be evacuated. However, consideration must be made for all population groups who might be present in the city of Portland and who may need to evacuate the city in response to any hazard or threat.

1. Certain populations will face challenges receiving evacuation-related information, and may require special or additional notification methods. These groups include
 - a. Impoverished/homeless
 - b. Non-English speakers
 - c. Hearing-impaired
 - d. Vision-impaired
 - e. People with mental disabilities
 - f. Low-income groups who may not have access to conventional media in their homes

2. Other population groups may be able to access information through regular methods but will require specific information to guide them in how to address their specialized needs:
 - a. People without cars or other methods of private transportation
 - b. People with physical or mental disabilities
 - c. People with low mobility (the elderly or infirm)
 - d. People with pets
 - e. People who support special population groups (e.g., staff at schools, day care centers, hospitals, and retirement homes).
 - f. Visitors unfamiliar with the city
3. Evacuated areas will require added safety/security measures to deter theft and looting
4. The city of Portland and the counties of Multnomah, Clackamas, Columbia, and Washington Counties in Oregon; and Clark County in Washington, have been identified by the Department of Homeland Security as an Urban Area Strategic Initiative (UASI) region.
5. All roadways identified as evacuation routes exit Portland and end up in one or more of the adjacent counties resulting in the enhanced need for close collaboration and coordination.
6. This Annex encompasses the city of Portland's response to an incident requiring the evacuation of part, or the entire city. The city will also rely on existing policies, plans, and procedures to respond to and recover from such an incident.
7. Large scale and/or citywide evacuations will be ordered by the Mayor or his/her designee.
8. Due to the nature of the Portland Urban Area and the agreements in place between the jurisdictional, governmental and nongovernmental organizations, the management of a large or small-scale evacuation will become a multi-agency coordinated event.
9. The city of Portland Evacuation Annex is based on the planning assumptions and considerations discussed below.

B. Assumptions

1. A citywide evacuation would quickly overwhelm the city's resources.
2. A mass evacuation from the city of Portland will likely involve local, county and state agencies. Initial response operations will likely be limited to metro resources.
3. Traffic flow and congestion will create gridlock.
4. Approximately 80 percent of those who need to evacuate will do so upon recommendation from appropriate local officials. Depending on the reason for evacuation and the time available to prepare, 10 to 30 percent of evacuating citizens will use community provided shelters. The remaining evacuees will stay at commercial establishments or with family and friends until it is safe to return.
5. Some owners of household pets and companion animals may refuse to evacuate unless arrangements have been made to care for their animals.
6. Populations with greater needs will tax resources.

7. Difficulty in ensuring delivery of warning message.
8. Public anxiety related to an evacuation will require effective delivery of accurate and concise risk communication by the city of Portland through the Joint information System.
9. Police, fire and other responders assigned to assist with evacuation may be called to other priority events like medical emergencies, fires, and search and rescue.

III. CONCEPT OF OPERATIONS

While it is difficult to imagine an emergency or disaster situation that would trigger the need for a large scale evacuation, should such an incident occur, pre-planning will aid in the city's ability to successfully respond and recover. The following provides an outline of the primary planning considerations required when an incident of such magnitude and destruction forces the decision to evacuate all or part of the city:

1. The City EOC will be activated
2. An Emergency Declaration will be effected
3. When an evacuation is a considered option, the Mayor will convene, and receive advice from, the Disaster Policy Council (DPC). The Mayor and the DPC will confer with IC/Unified Command to assess whether an evacuation is advisable, and if so, determine the scope and type of evacuation. This Annex identifies three evacuation strategies based on the scale of the event:
 - a. Recommended evacuation: A situation in which the public is advised that city leaders have assessed the situation and recommend that it is in the public's best interest to evacuate a threatened area.
 - b. Deliberate evacuation: A threat where there is advance warning, providing ample time to make a thorough needs analysis, warn the community, and execute an orderly evacuation.
 - c. Immediate evacuation: the catastrophic trigger for this evacuation is either imminent or has already occurred, with little or no advanced notice. There is little time to deliberate or customize the subsequent actions; evacuation execution must occur as quickly as possible, probably with the likelihood of the general public self-initiating evacuation movement. Pre-planned protocols that can be implemented with little additional planning are critical for such scenarios.
4. Mayor, DPC and Unified Command will consider options. They will need to identify the scope of the evacuation. The size and duration should be constantly monitored, and adjustments should be made to minimize casualties in a dynamic and changing environment.
 - a. A small-scale evacuation is identified as an event that displaces less than 2,000 people. Normally, small-scale evacuations will be ordered by the incident commander (typically a police or fire commander). Incidents that may require a small-scale evacuation include: police actions (e.g. hostage situations, sniper incidents), large fires, minor hazardous material spills and other lesser threat situations.

Much like a shelter-in-place operation, during a small-scale evacuation, decision makers will have to identify the scope (size and duration) of the evacuation.
 - b. A large scale evacuation is identified as an event that displaces more than 2,000

people. Incidents that may require a citywide evacuation include foreign and domestic CBRNE/WMD terror attacks, natural disasters (weather anomalies, wild fires, earthquake etc), and hazardous materials spills/industrial accidents. The Mayor will also be responsible for declaring a state of emergency.

- c. A citywide evacuation has not yet been defined. Estimation is that it would cause over 200,000 persons to be displaced, or the core area of downtown. Emergency management experts predict that such an evacuation would be caused by a CBRNE/WMD terrorist attack.
5. Once an evacuation is ordered by the Mayor, the City EOC will establish an Evacuation Branch to manage the operation of the evacuation. Key personnel should be assigned to the Branch, including a police representative, a fire/EMS representative, a transportation representative, a Red Cross representative, a maintenance representative, and a National Guard representative. to determine the following:
- a. Inventory of all responders likely to participate in the evacuation. Identification of resources of law enforcement, security, fire, EMS, health, social services
 - b. Identification of regional, public, private and non-governmental organizations
 - i. UASI partners
 - ii. Red Cross
 - iii. Portland Public Schools
 - iv. Multnomah County ESD
 - v. Parks and Recreation
 - vi. Tri-Met, C-Tran
 - vii. Volunteer Organizations – faith based, culturally specific
 - c. Inventory of the characteristics of the environment
 - i. Total population (by zone, district or planning sector)
 - ii. General population density and population density by zone (scale of concentrations)
 - iii. Population (daytime and nighttime; weekdays and weekends; residential and tourist in a planning area)
 - iv. Population demographics
 - v. Time of day – time of week – time of year
 - vi. Weather conditions
 - vii. Residential, industrial, commercial structures
 - viii. Network of easements – high tension lines, gas networks
 - ix. Road network
 - x. Modes of transportation
 - xi. Location of shelter facilities
 - xii. Animals/Pet Sheltering
 - xiii. Public announcement

- d. The destination of evacuees relative to the disaster's origin and impact and the resulting effect on the region and the destinations.
6. Given the large number of people who live and/or work in Portland, it is essential that all modes of transportation are employed during an evacuation. This Annex is designed to make full use of these systems to facilitate an evacuation. Automobile, transit (bus and rail), pedestrian and boat travel should be incorporated into specific transportation strategies and tactics.
7. While it is anticipated that a large portion of the evacuating population will use private automobiles for transportation, it is important to remember that a significant number of evacuees will not have this resource available to them. For this group, the transit system will play a significant role. Buses, trains and, to a lesser degree, boats can all be used to transport evacuees to identified locations outside of the evacuation area.
8. The City of Portland has been divided into five zones that allow localized evacuation in the event of a limited evacuation. These zones are based on the north/south boundary of the Willamette River, the east/west boundary of Burnside Road, and the I-405/I-5 loop. These zones will permit localized evacuation that can take advantage of the major road facilities within or adjacent to each zone without requiring that evacuees cross the Willamette River, which may be impassable based on the type of emergency. Each localized zone may be subdivided by postal zip code allowing for a more tailored and limited evacuation within each zone:
 - a. **Zone 1:** **NW Portland north of Burnside Road and west of the Willamette River** (Zip codes: 97231, 97229, 97210, 97209)
 - b. **Zone 2:** **North and NE Portland north of Burnside Road and east of the Willamette River** (Zip codes: 97203, 97217, 97211, 97218, 97227, 97212, 97232, 97213, 97220, 97230)
 - c. **Zone 3:** **SW Portland south of Burnside Road/Hwy 26 and west of the Willamette River** (Zip codes: 97201, 97204, 97205, 97221, 97219)
 - d. **Zone 4:** **SE Portland south of Burnside Road and east of the Willamette River** (Zip codes: 97202, 97214, 97206, 97215, 97266, 97216, 97236, 97233)
 - e. **Zone 5:** **City Center (405 loop); between I-405 and I-5 downtown** (Zip codes: 97204, 97209, 97205, 97210)

If a localized evacuation is necessary, then zip codes can be used to define an even more precise area. This zone definition is easily understood and easily transmittable to the community. The DPC will advise the Mayor on which zip code areas to evacuate. There may also be different levels of evacuation for different areas.
9. A total citywide evacuation must be phased to facilitate the orderly departure of all our citizens and visitors. Using these same zip code zones would be an effective control measure to phase the departure.
10. It is expected that the majority of evacuation movement will take place in private cars, buses, and other vehicles traveling on roads and highways.
11. The selection of specific routes for an evacuation will be based on the nature of the disaster

and the serviceability of road facilities. Damage to road facilities or close proximity to an incident or disaster may prevent some roads from being used in an evacuation. Specific roads to be used in an evacuation will be designated by the Incident Commander based on an evaluation of available road facilities.

The following are primary and alternate evacuation routes based on the localized evacuation zones.

- a. **Zone 1:** **Primary:** North or south on I-405
 North or south on Naito Parkway
 North or south on Highway 30
 West on Burnside Road
Alternate: Surface streets in the NW Portland area
- b. **Zone 2:** **Primary:** North or south on I-5
 East or west on I-84
 North or south on I-205
Alternate: East on Columbia Blvd
 East on Lombard to Portland Hwy
 East on Airport Way
 East on Sandy Blvd
 North or south on Highway 99E (MLK Blvd)
 North or south on 82nd Ave
 North or south on 102nd Ave
 North or south on 122nd Ave
 North or south on 162nd Ave
- c. **Zone 3:** **Primary:** West on Highway 26
 South on I-405
 South on I-5
Alternate: West on Burnside Road
 West on Highway 10 (Beaverton-Hillsdale Hwy)
 West on Highway 99W (Barbur Blvd)
- d. **Zone 4:** **Primary:** East or west on I-84
 North or south on I-205
Alternate: East or west on Highway 26 (Powell Blvd)
 East or west on Foster Road
 East or west on Burnside Road
 North or south on 39th Ave
 North or south on 82nd Ave
 North or south on 122nd Ave
 North or south on 162nd Ave
- e. **Zone 5:** **Primary:** North or South I-405
 East or West on Burnside
Alternate: North or South on Naito Parkway

- f. **Pedestrian Routes** To be considered when planning evacuation routes for pedestrians

A. Direction and Control

During an emergency requiring the need to evacuate all or part of the city of Portland, 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 EOC. POEM, as City EOC staff, will facilitate and coordinate with the Incident/Unified Command and the responders to accomplish the objectives of the event.

Upon determination of the need, the Director of POEM or designee, will ensure notification to the EOC staff, at the appropriate level, for standby mode or to mobilize a team to the City EOC. Once staffed, the City EOC can then support the ongoing coordination and support of the incident. The City EOC will coordinate with Multnomah County and the State of Oregon in declaring a state of emergency and requesting necessary resources and assistance.

B. Warning

1. A number of specific methods and systems may be used to broadcast evacuation warning information to the general public, including but not limited to:
 - a. BOEC Regional Event and Major Incident Notification Page
 - b. Mass media messaging
 - c. Emergency Alert System (EAS)
 - d. Portland Emergency Notification System (PENS) used to notify all residents by phone
 - e. Reverse 9-1-1
 - f. Oregon Department of Transportation (ODOT) reader boards
 - g. ODOT 5-1-1 phone number
 - h. National Weather Service Alert (NOAA) system network
 - i. Individual cell phones and personal communications equipment.
 - j. Postings on Portland Office of Emergency Management (POEM) website and the Mayor's Office website
 - k. Door-to-door, room-to-room notifications, as necessary, by Neighborhood Emergency Teams (NET), Business and School (BET, SET) team volunteers
2. Volunteer community grass roots network(s) associated with Portland Citizen Corps Council (IRCO, Neighborhood Coalitions, Red Cross, faith-based organizations, etc.)
 - a. Amateur Radio, Citizen Band Radio networks
3. Warning messages delivered should be designed to do the following
 - a. Provide timely information about the hazard
 - b. Identify what to do to reduce loss of life, injury, and property damage

- c. Identify the consequences of not heeding the warning
- d. Provide feedback to operational decision-makers on the extent of public compliance
- e. Cite a credible authority

C. Emergency Public Information

1. A Joint Information System (JIS) will be implemented along with establishment of a Joint Information Center (JIC), locally and/or regionally, depending on the scale of the incident, to provide timely, accurate public information during an evacuation event.
2. The accurate and timely dissemination of critical information to the public related to the status of an evacuation will be an integral element of the city of Portland's response and recovery elements. Providing accurate, consistent, and expedited information in a crisis situation helps to calm anxieties and reduce problematic public response
3. The public will look to the news media as its primary source of information.
4. Frequent updates should also be provided, which include but should not be limited to the following notifications:
 - a. The reason for the evacuation
 - b. The area to be evacuated
 - c. The urgency of the evacuation
 - d. Identification of evacuation routes and transportation options
 - e. Identification of shelter/staging locations (if necessary)
 - f. Direction to initiate personal/organizational emergency plan (i.e. 72 hour kit, secure home/business etc.), and to continue monitor radio broadcasts for additional information
 - g. Provide resources for additional information
 - h. Shelter locations for domesticated animals
5. Once an evacuation is declared and is underway, there is still a need to communicate with the public on an ongoing basis. As circumstances affecting the evacuation change, updated directions and information must be provided to enable evacuees to react to these changes. Information that will need to be shared includes:
 - a. Status of trigger event (is the evacuation still necessary)
 - b. Specific safety concerns that may affect evacuees
 - c. Who should go and where to go
 - d. What routes are available for travel (e.g., which are affected by congestion or damaged infrastructure).
 - e. Timeframes for activity (e.g., staged evacuations, shelter activation).
 - f. Ancillary information that will affect evacuees (e.g., status of school evacuations, where supplies are available, which shelters have available space).

These updates should be provided on a continuous basis, with information being revised as often as possible. It is critical, however, that the information be accurate, to avoid confusion. Updates should not be provided until information is confirmed.

D. Protective Actions

Shelter-in-place - Depending on the nature of the threat, it may be advantageous to direct citizens to “shelter-in-place” as opposed to evacuating. The act of sheltering-in-place consists of sealing off a room or building to protect occupants from external threats. Normally, sheltering-in-place is a short term action needed to mitigate an immediate threat. The threat could include chemical, radiological, industrial or weather related threats. Key factors for directing citizens to sheltering-in-place include:

1. Is the outside environment more hazardous, or likely to be more hazardous, than the interior environment?
2. Is the duration of the threat event limited to the extent that a sealed building can sustain life until the threat has abated?

Upon directing populous to shelter-in-place, the “worst case scenario” should be considered when determining the size and scope of the effected area. When evaluating the options of sheltering-in-place vs. evacuation, decision makers should consider the inherent dangers of evacuation. Specific protective measures that may need to be communicated to the community include:

1. Immediately move people and pets indoors
2. Close and lock all exterior doors and windows
3. Turn off all heat and air conditioning systems
4. Close chimney flumes and all other openings into the structure
5. Access disaster preparedness materials (72-hour kit, cell phone, radio etc.)
6. Move to an interior room or basement (if appropriate)
7. Monitor broadcasts for additional instructions

E. Recovery

Following an evacuation it will eventually be necessary to repopulate evacuated areas. Several factors should be taken into consideration before repopulation can take place. Refer to repopulation checklist in Section VI.

- a. Does a dangerous situation still exist?
- b. Have necessary inspections taken place?
- c. Are essential services reestablished?
- d. Have decision makers authorized re-entry?
1. The same considerations that were addressed during the evacuation phase also need to be addressed during repopulation.
 - a. Is a command structure in place to manage repopulation?
 - b. Have safe re-entry routes been identified?
 - c. Has an instructional public announcement been crafted?
 - d. Are communications technologies functional and sufficient?
 - e. Is transportation available?

- f. Have arrangements been made for special needs populations?
 - g. Are resources available for companion animals?
 - h. Have security concerns been addressed?
2. Determining if repopulation is advisable will take the cooperation of all of the evacuation partners.
- a. ODOT and PDOT will inspect roadways
 - b. The Water Bureau will assess water quality and availability
 - c. Multnomah County Public Health will address health concerns
 - d. Tri-Met will identify available public transportation

It is likely that some areas of the city will be available for repopulation before others. A scaled repopulation plan will likely lead to an effective and responsible repopulation strategy.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

This Evacuation Annex is designed to encompass regional partners and regional authorities tasked with planning for and implementing multi-jurisdictional evacuation efforts in the Portland Metro area. Transportation providers, suppliers of support materials, employers and federal agencies will also be expected to exercise their roles and responsibilities designated under the Annex.

It is important to recognize that the scope of any significant mass evacuation from the City of Portland will likely involve local, county and state agencies. Although initial response operations to such an incident or event will likely be limited to metro resources, evacuating a large population from an area of Portland will involve a multi-jurisdictional response.

First responders and government agencies receive much of the attention in this plan, however the most critical stakeholders are the public. They are the largest constituency involved in the evacuation, and they are the focus of an evacuation. The role of the general populous is to be prepared for any disaster and if the disaster occurs, to follow the direction provided and aid those less fortunate. The private sector is key to an early response to an evacuation. Utility companies and private equipment companies can access equipment to assist with collapsed buildings, electric and water maintenance issues. The public agencies, organizations, and private entities likely to be involved in an evacuation effort include:

Primary (P) and Support (S) Responsibilities

* Authority or responsibility is shared, or may be done individually at different times.

	Order Evacuation	Activate EOC	Manage EOC	Staff EOC	Recommend State of Emergency	Approve State of Emergency	Request Mutual Aid	Issue Public Warnings	Manage Traffic	Open Shelters	Staff Shelters	Transportation	Purchasing
CITY													
BOEC							P *	P *					
City Attorney						S							
Fire Bureau	P *						P *	P *					
Environmental Services							P	P					
Maintenance Bureau							P *		S				
Mayor (Designee)	P *					P		P *					
NETs/Citizen Corps (POEM)											S		
OMF (Finance)													P
Parks Bureau													
POEM	S	P	P		P *								
Police Bureau	P *						P *	P *	P				
Public Information Office (City)													
School District(s)											S	S	
Technology Services (BTS)													
Transportation (PDOT)	S						P *		P			S	
Unified Incident Command					P *		P *	P *				P*	
Water Bureau							P *						
COUNTY – The following partners will be consulted on their roles and responsibilities in the process of annex development.													
Animal Control										S	S		
Emergency Management						P *	P *						
Public Health							P *				S		
STATE													
Oregon Emergency Management						S							
Oregon National Guard											S	S	
Transportation (ODOT)									S			S	
PUBLIC													
American Red Cross										P *	P		
TriMet							P *						
FEDERAL													
FEMA										S	S		

A. Mayor, Designee, DPC

- A. Assess the need for the evacuation of part or all of the city of Portland
- B. Decision to order evacuation or shelter-in-place
- C. Activate the City EOC
- D. Declare state of emergency through Multnomah County
- E. Provide necessary guidance and leadership

B. Unified Command

1. Provide input to the Mayor and DPC regarding need for evacuation
2. Identify and mobilize appropriate resources and personnel
3. Determine course of action, transportation routes and modes
4. Identify population's specific needs and special considerations prior to, during and after an evacuation
5. Define potential animal population requiring attention
6. Ensure shelter resources have been identified and activated
 - a. Collection points
 - b. Staging areas
 - c. Emergency feeding and safety stations
 - d. Shelter facilities
 - e. Resource tracking systems
7. Provide emergency public information and warning to ensure effective communications of evacuation procedures
8. Activate traffic control plans, monitor traffic congestion and provide solutions for effective traffic flow
9. Ensure continued coordination through the evacuation period
10. Coordinate re-entry of evacuees

C. Emergency Manager, Portland Office of Emergency Management

1. Staff the City Emergency Operations Center
2. Provide coordination of requests from agencies supporting evacuation efforts in the field
3. Provide the Director's participation in the Disaster Policy Council
4. Work with Multnomah County and State of Oregon to initiate a declaration of emergency process

D. Portland Police Bureau

1. Define area to be evacuated, unless HazMat conditions dictate the involvement of Portland Fire and Rescue
2. Provide crowd and traffic control, site security, emergency aid and safety
3. Assist with warning and emergency notification
4. Investigate crime scenes and collect evidence

5. Maintain Evacuation Annexes for PPB facilities
6. Provide Chief's participation in the Mayor's Evacuation Advisory Group
7. Provide key staff to the City EOC, when activated

E. Bureau of Emergency Communications

1. Provide emergency notifications to key officials
2. Provide dispatch services for emergency calls
3. Support inter-agency communications throughout duration of event
4. Coordinate with telecommunications industry; restoration/repair and temporary provisioning of communications infrastructure

F. Portland Fire and Rescue

1. Define evacuation area if HazMat or chemical involved
2. Initiate and facilitate evacuations or shelter-in-place where deemed necessary
3. Coordinate activities with the City EOC as appropriate
4. Perform all urban special rescue, as necessary and able
5. Perform decontamination if required
6. Coordinate with EMS personnel and EMS transportation resources
7. Provide EMS support at evacuation route rest areas
8. Request transportation as needed for evacuees through BOEC or City EOC
9. Provide housing for mutual aid fire personnel
10. Provide Fire Chief to unified incident command and to advise on evacuation issues

G. PDOT/Maintenance and Engineering

1. Under advisement of the Incident Commander establish and coordinate safe evacuation routes
2. Clear evacuation routes if necessary
3. Maintain Evacuation Annexes for own facilities
4. Provide staff to City EOC as required when activated
5. Damage assessment for structures such as bridges, overpasses, and underpasses

H. Water Bureau – Public works

1. Monitor water quantity, quality and flow
2. Activate Bureau EOC and work in a support role where needed

I. Mass Care

1. Portland Parks and Recreation

- a. Assist in providing for mass care, food and water needs of people displaced from their homes and living in designated shelter sites
- b. Make available City park facilities, equipment and personnel for emergency shelters in coordination with the American Red Cross
- c. 300 community and neighborhood parks, natural areas, community gardens, recreational facilities and gardens cover more than 11,400 acres in Portland

2. **Office of Neighborhood Involvement**

People with disabilities and low mobility populations who may require assistance during an evacuation are able to self-identify through a voluntary registration process through the Office of Neighborhood Involvement. This will provide emergency responders with information on where special assistance may be needed. Special consideration will also be given to people with vision or hearing impairments, and non-English speaking citizens

3. **Other City Bureau agencies**

- a. Communicate resource needs, availability and building status to the City EOC
- b. Ensure personnel are participating in appropriate training
- c. Maintain Evacuation Annexes for their own facilities
- d. Provide City EOC responders when activated

4. **Neighborhood Emergency Teams (NET)**

- a. Citizens have been trained by PFB/POEM to provide 72 hour self sufficiency to family and immediate neighbors
- b. Coordinate untrained volunteers who are willing to help during an emergency
- c. EOC can activate NET if the IC determines it is needed to facilitate evacuation and assist with special needs population

V. ADMINISTRATION AND LOGISTICS

This section covers general support requirements and the availability of services and support for the hazard specific emergency situation.

VI. PLAN DEVELOPMENT AND MAINTENANCE

The Emergency Management Steering Committee will be responsible for updating this Annex. POEM planning staff will coordinate the update process and can be contacted at 503-823-4375. October 2007, during the Top Officials Exercise, is the proposed Annex test, after which there will be updates in relation to lessons learned with a formal update by January 2008. Lessons learned from exercises, repopulation and agency roles and responsibilities will be the focus of the next phase of development.

Review roles and responsibilities of law enforcement organizations

Oregon State Police

Assist with or call for evacuation and site security for evacuations per standard operating procedures.

Provide crowd and traffic control, emergency aid as able, and support public safety.

Investigate crime scenes and collect evidence.

Assist with management of evacuation routes.

Maintain Evacuation Annexes for its own facilities.

Multnomah County Sheriff

Assist with or call for evacuation and site security for evacuations per standard operating procedures.

Provide crowd and traffic control, emergency aid as able, and support public safety.

Investigate crime scenes and collect evidence.

Assist with management of evacuation routes.

Maintain Evacuation Annexes for its own facilities.

Evacuate inmate as appropriate.

Private Security

Preliminary outreach to private sector security will determine what roles these firms could provide during an evacuation or emergency situation. Contact will be made to:

Portland Patrol, Inc. for the downtown core.

Public safety offices at colleges and universities within the Portland area.

Private security firms such as Wackenhut.

Oregon National Guard

Provide security for transportation routes

Able to restrict movement as needed in affected areas. Provide personnel to assist with security of evacuated area.

Provide personnel to assist with security for evacuation centers.

Provide personnel to assist with security at evacuation route rest areas.

Provide housing and support for law enforcement mutual aid personnel.

Provide a representative to the City EOC as requested.

Review roles and responsibilities of public works organizations

Multnomah County Transportation (Bridges)

Assess bridges for damage

Ensure bridges remained lowered (if possible) during evacuation

State of Oregon Department of Transportation

Ensure physical integrity of I-5 and I-205 bridges

Assist City EOC with evacuation route notification

Provide access to ODOT camera system to monitor and evaluate traffic flow during the evaluation process

Port of Portland

Continue operations to the extent possible

Liaison with air/freight carriers for possible evacuation transportation modes

Tri-Met Transportation

Provide transportation for evacuees to designated public shelters or evacuation staging areas when requested by City EOC

Coordinate and notify the City EOC of the resources used, destination and number of people transported

Support the identification of sustainable safe evacuation routes

Maintain Evacuation Annexes for its own facilities

Provide a representative to the City EOC as requested

44 miles of light rail

660 buses – with 645 in service during peak hours – 93 established bus lines

US Coast Guard transportation / public safety

Control river traffic

Investigations when events occur on riverways

Possibly assist in transportation if bridges are damaged

Assist with maritime-based evacuation assets.

Liaison to City when requested

Oregon National Guard

Activation through State Office of Emergency Management

Damage and impact assessment of affected areas

Army Corp of Engineers

Activated through FEMA during a city wide evacuation event.

Provide debris clearance to access blocked roadways.

Assist in survey of waterways to ensure navigable channels.

Infrastructure restoration, engineering service, and emergency repair.

Available as secondary resource for temporary bridge deployment.

Utilities public works

Communicate warning and notifications as appropriate.

Provide for timely evacuation and site security for their facilities.

Provide for worker training, safety and shutdown of operations as needed.

Coordinate activities with City ORM/EOC emergency management when evacuations affect utilities.

Provide information to media.

Provide a representative to the City EOC as requested.

Work with City/County Joint Information Center.

Review roles and responsibilities of mass care organizations

The American Red Cross

Identify temporary housing and feeding facilities for displaced persons when requested by the Emergency Management officials or the City EOC

Provide information and financial assistance for essential immediate needs to evacuees

Provide mental health assistance during the emergency

Provide limited support at evacuation staging areas

Assist AMR and other EMS agencies with providing rudimentary medical service along the evacuation routes

Provide a representative to the City EOC as requested

Multnomah County Health and Human Services

Provision of public health, medical, and mental health services; provision of mortuary services as needed

Support evacuation of populations with disabilities and special needs

Support evacuation of homeless population

Support evacuation or sheltering of pets.

Support culturally sensitive notification of evacuation using pre-existing protocols to communicate with African American, Latino, Native American, Asian, and African and Russian immigrant and refugee communities

Support multilingual evacuation notification

Provide for evacuation of all health care facilities and establishment of Medical Care Points (MCP) as needed, which facilitate evacuation and serve as a re-location point for patients

Portland Public School

Implement Evacuation Annex for students, as necessary

Implement shelter-in-place option, as necessary

Provide high schools as designated evacuation staging areas for general population

Provide transportation assistance – school buses, as available, will be primary movers for limited mobility citizens

Activate the School Emergency Teams to support evacuation functions

Provide alternate evacuation sites at other schools if high schools are not available

Provide access for emergency preparedness information distribution

Medical Reserve Corps

Provide credentialed medical professionals (Doctors, Nurses, EMT personnel) to provide for overflow medical needs

Assist with notifications to neighbors and local institutions

Assist with traffic control, as appropriate

Assist with special needs/limited mobility populations within their neighborhoods

Metro

Assist with production and distribution of Evacuation Route maps

Support command structure agencies with GIS mapping, provision of natural hazards maps, and map layering capability

Oregon National Guard

Provide logistical support, including transportation, supplies, and communications

Coordinate through and notify the City EOC of the resources used, destinations and number of people transported

Hospitals

Receive and treat evacuees needing acute medical attention

Distribute patients to area hospitals based on the hospital's capabilities

Maintain evacuation annexes for own facilities

Plans must include procedures for lock-down security

Assist in establishment and operation of decontamination facilities

Plans must address non-ambulatory evacuation if hospital needs to be evacuated

Work with VA to determine and use medical surge capacity

American Medical Response (AMR)

Provide medical transport, as needed, for victims and existing hospital patients who require specialized medical care during travel

Assist with EMS support for Evacuation Route rest areas

Have MOU with medical supply company for access during a disaster

Animal Control and Humane Society

Provide animal control services for evacuated citizens, including shelter, quarantine, and decontamination of evacuated citizens animals

Evacuees should bring their animals, preferably in carriers (note: many emergency shelters will not accept pets)

Coordinate with City of Portland to execute regional plan that addresses shelters, veterinarians and animal disaster organizations

Review actions necessary for re-population

The danger no longer exists

Necessary inspections\decontamination have taken place

Essential services have been reestablished

Safe re-entry routes have been established

Security is in place for re-entry

Communication technologies are functional and sufficient

Transportation arranged for those who were evacuated

Arrangements have been made for the special needs population

Arrangements have been made for companion animals

Instructional public announcement has been crafted and ready for delivery

Mayor has authorized re-entry and stakeholders have been advised

VII. LAWS AND AUTHORITIES

The responsibilities, authorities, and capabilities of the Mayor of the City of Portland, and city agencies as outlined in this plan are based on the statutes of the Portland City Code. Several sections of the Code, particularly those outlining authorities, are reproduced in Appendix C for reference; other sections may be applicable as well. This plan does not bind any of the listed agencies to the responsibilities outlined herein; all plans and efforts of the City during a disaster are contingent upon resources available and the capacity of the City to perform safely and with the best interest of all involved.