Basic Emergency Operations Plan 2016
# BEOP | TABLE OF CONTENTS

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February 2016

The highest priority of City of Portland government is to protect its residents’ well-being. The city provides many services critical to public safety, health, and welfare. All city bureaus also have constituencies that depend upon their services. For this reason, all bureaus have a responsibility to plan and practice a coordinated response to emergencies, large and small.

The Portland Bureau of Emergency Management (PBEM) helps the city to prepare and practice emergency response capabilities. The city’s Basic Emergency Operations Plan (BEOP) is an essential document in this effort. The BEOP is a framework that explains how the city will respond to emergencies. It describes the specific roles and responsibilities of city bureaus and how they work with each other and with regional response partners during an emergency.

The current BEOP was developed in a collaborative process that engaged emergency and continuity of operations managers citywide. This document is the city’s accepted plan and has the full support of the city’s Disaster Policy Council.

Steve Novick

Commissioner-in-Charge
I. INTRODUCTION

A. Purpose and Objectives

This plan creates a framework for citywide coordination in an emergency and to ensure that all bureau emergency responders have shared expectations, mutual accountability, and good communication as they work together to respond to an incident.

The BEOP is the core document of the City of Portland Comprehensive Emergency Management Plan (CEMP). Following national conventions, the CEMP includes the Basic Emergency Operations Plan (BEOP), annexes for specific functions, and appendices for specific hazards.

Functional Annexes to the BEOP are chapters that focus on specific response capabilities. They identify and describe the actions, roles, and responsibilities for performing core emergency operations functions before, during, and after an emergency. Functional Annexes include:

a. Coordination, Direction, and Control
b. Communications
c. Alert and Warning
d. Evacuation
e. Damage Assessment
f. Debris Management

Hazard Specific Appendices to the BEOP describe a specific hazard and outline strategies to respond to that hazard. Hazard Specific Appendices include:

a. HS-1 Terrorism
b. HS-2 Earthquake
c. HS-3 Severe Weather
d. HS-4 Flood

Together, this library of plans describes how bureaus will coordinate resources and activities and engage regional response partners in any emergency that affects the city.

The BEOP is consistent with the Comprehensive Preparedness Guide (CPG) 101 version 2.0 and is in alignment with the National Incident Management System (NIMS) and the National Response Framework (NRF). Portland also has a Citywide Continuity of Operations (COOP) Plan, which describes how the City will continue essential functions following a widespread disaster. The COOP plan is a companion to this document.

The City also has a Mitigation Action Plan, which describes in detail the natural hazards that could impact the city, and lays out a strategy to reduce the city’s risks over time. The “MAP” complements this document and was updated in 2016.
B. Scope

The City is responsible for City-owned assets and infrastructure and for the services it performs, as described in City Charter and Code. This document provides an overview of the roles and responsibilities of City bureaus during an emergency, and how the City intends to work with other agencies or jurisdictions that will need to coordinate their resources for effective incident management.

An incident may also present issues that cannot be anticipated and are multijurisdictional in nature. As noted elsewhere in this document, the City depends on, but does not provide or control, many essential resources such as electric power, liquid fuel, medical services, and public transit, but the plans provide for means to coordinate with other entities to ensure a coordinated response.
II. SITUATION AND ASSUMPTIONS

A. Situation

Community Profile
The city of Portland has an estimated population of 632,309¹ as of July 1, 2015, making it the 28th most populous city in the United States. An estimated 2,348,247 people live in the Portland metropolitan statistical area (MSA) which includes other surrounding cities, the 24th most populous American MSA. The city covers 145 square miles in NW Oregon, 70 miles from the Pacific Ocean, at the confluence of the Columbia and Willamette rivers. Most of downtown Portland is relatively flat and sits at an elevation of about 50 feet above sea level. The highest point in the city is Council Crest Park in Portland’s West Hills at an elevation of 1,073 feet. Portland is organized around 95 neighborhood associations grouped into seven district coalitions, with 80% of the population living on the east side of the Willamette River.

Portland is the center of commerce, industry, transportation, finance, and services for the state of Oregon and the region. Portland is the seat of Multnomah County although small portions of the city are in Clackamas and Washington counties. It is situated approximately 179 miles south of Seattle, Washington and 636 miles north of San Francisco, California.

Population Demographics
Portland’s population is distributed among 252,185 households that are 76.1 percent White, 9.4 percent Hispanic, 7.6 percent Asian or Pacific Islander, 6.3 percent African American, and 1.0 percent American Indian or Alaskan Native. About 13.8% are foreign-born, and 18.8% speak a language other than English at home.² The US Census tends to undercount certain populations, particularly low-income populations, communities of color, communities with access and functional needs, and culturally specific communities. However, US Census estimates are the best data available at this time.

Portlanders’ median age is 36.9 years old. Overall population density is approximately 4,375 people per square mile. There is a daytime population increase primarily into the downtown core area of about 121,889 people each weekday due to commuting.³

¹ US Census Quickfacts 2016
² IBID
³ IBID
Vulnerable Populations

Disasters can be particularly harmful to vulnerable residents. Residents that have access and functional needs,⁴ are underserved,⁵ and/or are underrepresented⁶ will likely face unique challenges. Examples of vulnerable populations can be the very young or elderly, disabled, the poor, and those who speak English less than well.

Of Portland’s total population, 12.1 percent live below the poverty level, 19.9 percent of residents received Supplemental Nutrition Assistance Program (SNAP) benefits in the 12 months prior to this information being collected, and 4.2 percent of the population received cash assistance⁷.

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

The [2015 Street Count](#), conducted by the Portland Housing Bureau, collected information on individuals and families throughout Multnomah County who were unsheltered (sleeping outside, in a vehicle, or an abandoned building). The count identified 1,887 unduplicated individuals who met these criteria. In addition to this count, there were 1,042 people sleeping in transitional housing – for a total of 3,801 people experiencing homelessness⁸. Vulnerability and poverty are typically not evenly distributed meaning many vulnerable populations fall under a number of categories, compounding their risk.

These are just a few examples of communities that will face extra barriers to assistance. This plan used an equity lens as a guide to ensure communities with access and functional needs as well as underserved and underrepresented communities are considered. An example of how the equity lens is applied can be found in Section II “Assumptions” which explicitly prioritizes support for vulnerable populations.

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⁴ FEMA Access and functional needs definition (Source: PPD-8 Access and Functional Needs Working Group 2014): Circumstances that are met for providing physical, programmatic, and effective communication access to the whole community by accommodating individual requirements through universal accessibility and/or specific actions or modifications includes assistance, accommodation or modification for mobility, communication, transportation, safety, health maintenance, etc.; need for assistance, accommodation or modification due to any situation (temporary or permanent) that limits an individual’s ability to take action in an emergency.

⁵ Under-served definition taken City of Portland Climate Action Plan: Under-served means people and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Due to historical inequitable policies and practices, disparities may be recognized in both access to services and in outcomes.

⁶ Under-represented definition taken City of Portland Climate Action Plan: Under-represented recognizes that some communities have historically and currently not had equal voice in institutions and policy-making and have not been served equitably by programs and services.

⁷ American Community Survey 2010-2014 estimates

⁸ 2015 Point-In-Time Count of Homelessness in Portland/Gresham/Multnomah County, Oregon
B. Hazardous Materials

Hazardous materials include explosives, flammable and combustible liquids, flammable solids, gases, poisonous or infectious substances, oxidizing substances and organic peroxides, radioactive materials, and corrosive substances. Hazardous materials can cause immediate risk to life and the environment from potential explosions or exposure. Longer-term impacts such as polluted or toxic air or water can occur because of spills or accidental releases.

A hazardous release could trigger a warning to stay inside or evacuate, or compel other actions for both responders and the public. A variety of hazardous materials are manufactured, stored and used in city businesses and industries. In addition to regulated materials stored at fixed facilities, hazardous materials are transported in and around the city using roads, rail lines, pipelines, and ships.

The Oregon State Fire Marshal maintains an inventory of facilities that store, use or ship hazardous materials in reportable quantities as defined by federal and state law, and this data is also used by Portland Fire and Rescue (PF&R), who currently monitors 171 facilities that store and use Extremely Hazardous Substances (EHS).
C. Natural Hazards

Portland is subject to flooding, landslides, earthquakes, volcanic eruptions, wildfires, and severe weather, including windstorms, extreme heat, and winter weather events. In the past, these hazards have resulted in economic loss and damage to critical infrastructure in and around the city. These hazards, and City efforts to reduce its risks from them, are described in more detail in the City’s Mitigation Action Plan.
Flooding

Flooding in the Portland area occurs from river and local storm water drainage overflow from the Columbia, Willamette, Tualatin and Sandy rivers and Johnson Creek. Portland’s most devastating flood in terms of loss of life occurred in May 1948, when a railroad dike separating Vanport (now Delta Park) from Smith Lake failed during a flood of the Columbia and Willamette rivers. 15 people were killed and the community was permanently displaced.
Landslide

Landslides in Portland primarily include areas with steep slopes, canyons, drainage areas, and locations that have had past landslide movement such as Forest Park, Terwilliger Wildlands, Marquam Nature Park, and the Willamette Escarpment. Ninety landslides were reported in the winter storm of 2007-2008.
**Earthquake**

The region is vulnerable to a massive subduction zone earthquake along the coast. Portland also straddles three identified crustal faults that stretch the length of the city: the Oatfield Fault west of the northwest hills; the East Bank Fault, traversing the Willamette into Oregon City, and the Portland Hills Fault which runs parallel to Forest Park into downtown Portland. An earthquake is expected to cause widespread damage to the infrastructure of the entire Pacific Northwest. Cascadia subduction earthquakes typically occur every 400-600 years, with the most recent quake happening on January 26, 1700.
Volcanic Activity

Portland lies about 44 miles northwest of the active volcano Mount Hood which has erupted intermittently with the most recent major eruption occurring about 200 years ago. Mount St. Helens is our other nearby volcano, with the last eruptions between 2004 and 2008 and a major explosive eruption on May 18, 1980. It has been very active over the last 4,000 years and the biggest ash producer in recent times in the Cascades.

Wildfire

Portland’s urban forest, natural parks, and open space areas increase its susceptibility to wildfires within the city limits. The city’s recognized wildfire hazard includes Forest Park, Powell Butte, the Willamette Bluffs or Escarpment, Oaks Bottom, Mocks Crest, Marquam Nature Park, Terwilliger Wildlands, Kelly Butte, Rocky Butte and Mt. Tabor. In 2000, the five-alarm Willamette Bluff wildfire burned over two square miles at the base of the bluff.
Wind Storms
Destructive wind storms can blow down trees and powerlines, causing outages and creating massive amounts of vegetative debris. The definitive weather disaster of the Pacific Northwest was the Columbus Day Storm that occurred on October 12, 1962. Wind gusts reached 116 mph in downtown Portland and over 170 mph on the Oregon Coast. The storm killed 38 people, injured many more, and caused about $235 million dollars in damage, which is over $1.4 billion in today’s dollars.

Winter Weather
Winter weather such as significant snow and ice can cause unsafe road and sidewalk conditions leading to traffic collisions, fall-related injuries, and a disruption to public transport, vehicle travel, and city services. Emergency response times can be slowed because of icy road conditions and debris blocking road access. The weight of snow or ice can disrupt utilities and cause trees and limbs to fall. The 2008 “Arctic Blast” added 19 inches of snow in the month of December, severely crippling many of the city’s roadways, damaging infrastructure, and costing millions of dollars for response and recovery.

D. Mitigation/Risk Reduction Overview
The 2016 Mitigation Action Plan (MAP) focuses on nine natural hazards that could impact Portland: earthquake, severe weather, flood, invasive plant species, landslide, erosion, volcanic activity and wildland urban interface fire. An updated plan will be completed in 2016.

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

E. Critical Facilities and Infrastructure
Critical facilities and infrastructure are those structures essential to the health and welfare of the population. They include: hospitals, schools, fire and police stations, emergency coordination centers, fuel/energy distribution and production sites, transportation systems, communication systems and high-potential-loss facilities. Infrastructure consists of assets such as roads, rail, and utilities, etc. that serve whole communities. These are necessary services provided by the government or by private companies utilizing long-term capital assets. The City’s essential facilities include, but are not necessarily limited to, the following: three police precincts (one of which is also the Justice Center), 30 fire stations, City Hall, the 1900 Building, the Portland Building, Portland Communications Center (9-1-1), Portland Water Bureau’s Interstate Maintenance Facility, Water treatment plants, and the Portland Emergency Coordination Center.

An earthquake would likely do extensive damage to many of the region’s bridges and overpasses, most of which have not been retrofitted to withstand this type of event. In addition, many structures are located on soils likely to experience liquefaction from prolonged ground shaking. Most of the state’s major medical facilities are within the city limits of Portland. Major damage would likely occur to most of the public and private buildings (60% built before 1978), vast road and rail networks, and utility transmission lines.
The Multnomah County Drainage District (MCDD) comprises a 30-plus mile system of dikes protecting the Portland International Airport, Portland International Raceway, Portland Expo Center, the Columbia Industrial Corridor, several residential neighborhoods, and the city’s underground well system, all of which could be vulnerable to earthquakes.

A six-mile stretch of the Willamette River in Portland’s NW Industrial Area contains the bulk of Oregon’s Critical Energy Infrastructure (CEI Hub) for petroleum, natural gas, liquefied natural gas, and electricity. This area is also a regional crossroads for pipelines, transmission lines, rail, shipping, and trucking. This critical energy infrastructure hub is located in an area of significant seismic risk. Ground shaking from a magnitude 8 or 9 Cascadia Subduction Zone earthquake would make the NW Industrial Area susceptible to earthquake-induced liquefaction, lateral spreading, and landslides. Secondary seismic hazards include destructive fires and hazardous material releases triggered by an earthquake. Some critical energy facilities in this area have infrastructure over 100 years old built to antiquated standards; other facilities are built to current state-of-practice standards. Because of the wide range of ages and associated construction practices, the seismic vulnerability of the facilities also spans a wide range.⁹

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⁹ Earthquake Risk Study for Oregon’s Critical Energy Infrastructure Report, Wang, Y., Bartlett, S., Miles, S.
F. Residential and Commercial Buildings

The first statewide seismic building code in Oregon was adopted in 1974. Sixty percent of buildings in Portland were built before the first seismic building standards were enforced through the use of building codes. Unreinforced masonry buildings are susceptible to structural failure or collapse after an earthquake. There are approximately 1,650 unreinforced masonry buildings in Portland, with a large portion of them located along major transportation routes and in areas with the greatest numbers of vulnerable populations.

As of 2010, there were a total of 265,439 housing units in the city with 60 percent being single family detached units. More than half of the housing stock was built prior to 1960,¹⁰ many of these homes were built without being bolted to their foundations.¹¹ In the event of an earthquake, older buildings that have not been reinforced or bolted to their foundations will be at great risk of severe damage or being uninhabitable.

¹⁰ Housing: Updates on Key Housing Supply and Affordability Trends, July 2012
¹¹ City of Portland, BDS Residential Seismic Strengthening
G. Assumptions

This plan makes the following assumptions:

1. An emergency could happen at any time, with or without warning.
2. Some events will exceed the emergency response capabilities of the city, county, and the state.
3. Local resources will be first to respond, but additional resources will be required from the counties, the state, other states and/or the federal government to achieve an effective response.
4. The city is dependent on privately owned and operated critical infrastructure resources, including but not limited to fuel and power utilities, to provide services.
5. Overwhelmed communications systems could impair communication to the public and among emergency responders.
6. Emergency response personnel might be unable or unavailable to report to work.
7. Some operations or services might be unavailable due to blocked access or damage to facilities.
8. All residents may need to utilize their own resources and be self-sufficient following an emergency event for two weeks or more.
9. Vulnerable populations are less likely to be self-sufficient following a disaster, and the city’s response must prioritize services for people who are unable to utilize their own resources to meet basic needs.
10. A large-scale event will trigger activation of the citywide Continuity of Operations (COOP) plan and bureau COOP plans, as well as this plan.
11. In a widespread emergency, city decision-makers will apply the same hierarchy set forth in the citywide COOP framework:
   a. Directly protect human life and public health, including the safety and health of city workers.
   b. Protect the environment, public property, and physical infrastructure.
   c. Support the delivery of services that the city or public depends on in an emergency.
   d. Minimize economic and legal losses to the city.
   e. Uphold confidence in city government.
III. CONCEPT OF OPERATIONS

A. Incident Response

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

In response to a call for emergency assistance through the 9-1-1 system, the appropriate assignment of resources for police, fire, and emergency medical services will be deployed to the scene. As soon as first response units from the lead agency arrive on-scene, the most qualified official will assume the position of Incident Commander and will continue serving in this capacity until a determination is made to transfer incident command to a more qualified official.

Should the response require the coordination of multiple response bureaus, the Incident Commander will make a determination to transition to a Unified Command. “Unified Command is an organization established to oversee the management of (1) multiple incidents that are each being handled by an ICS organization, or (2) large or multiple incidents to which several Incident Management Teams have been assigned.”¹² The bureau with functional responsibility for the primary hazard will serve as the lead bureau. A lead bureau and incident command agency has been determined for hazards likely to impact the city and is outlined in Table 3-1.

Some incidents may involve more than one hazard, but the one considered primary is the hazard posing the potential for causing the greatest harm. As an incident evolves, and the original hazard is minimized, a different hazard or function may come to the fore, and the lead agency and incident command designation may transfer from one bureau to another.

In a large-scale event, separate incident commands may initially exist at multiple scenes across the city. Resources will be scarce citywide. The Disaster Policy Council (DPC) will be activated, and one of their roles will be to delegate response authority to a unified command, and to set priorities for that command.

¹² FEMA definition of Unified Command from ICS glossary
<table>
<thead>
<tr>
<th>Hazard</th>
<th>Command Bureau(s)</th>
<th>Support Bureau(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civil disturbance</td>
<td>Police</td>
<td>PBEM</td>
</tr>
<tr>
<td>Communications outage</td>
<td>OMF-BTS</td>
<td>BOEC, Police, Fire, PBEM</td>
</tr>
<tr>
<td>Cyberattack</td>
<td>Unified Command (UC) – OMF-BTS, Police</td>
<td>PBEM</td>
</tr>
<tr>
<td>Dam failure</td>
<td>UC – Water and PBOT</td>
<td>PBEM</td>
</tr>
<tr>
<td>Earthquake**</td>
<td>UC – Police, Fire, PBOT, Water</td>
<td>PBEM, BES, Parks</td>
</tr>
<tr>
<td>Evacuation** (occurs with another event)</td>
<td>UC – Fire, Police, PBOT</td>
<td>PBEM</td>
</tr>
<tr>
<td>Flood**</td>
<td>PBOT</td>
<td>BES, PBEM</td>
</tr>
<tr>
<td>Hazardous materials – spill</td>
<td>Fire</td>
<td>PBEM</td>
</tr>
<tr>
<td>Terrorism</td>
<td>UC – Fire and Police</td>
<td>PBEM</td>
</tr>
<tr>
<td>Landslide</td>
<td>PBOT</td>
<td>Water, Parks, PBEM, BES, BDS</td>
</tr>
<tr>
<td>Levee failure</td>
<td>UC – PBOT and MCDD</td>
<td>PBEM</td>
</tr>
<tr>
<td>Pandemic</td>
<td>OMF-BIBS</td>
<td>PBEM</td>
</tr>
<tr>
<td>Severe heat or cold (no precip)</td>
<td>Multnomah County</td>
<td>Parks, Housing, PBEM</td>
</tr>
<tr>
<td>Volcanic eruption</td>
<td>PBOT</td>
<td>PBEM</td>
</tr>
<tr>
<td>Wildland interface fire**</td>
<td>Fire</td>
<td>PBEM</td>
</tr>
<tr>
<td>Wind or snow storm**</td>
<td>PBOT</td>
<td>Housing, Fire, PBEM, OMF-CAO</td>
</tr>
</tbody>
</table>

* In a citywide event such as a catastrophic earthquake or pandemic, all bureaus may in effect become support bureaus. All bureaus also support response at their facility, e.g. Parks supports response to civil disturbance in Parks, Water supports response to landslide in the watershed.

** This incident is also addressed in a hazard-specific annex.
1. Readiness and Coordination Thresholds

Emergencies may begin with a routine call for service, a severe weather forecast, or a planned event. The first responding bureau / incident command bureau leads the city’s response and determines what resources are needed. When the need for resources or coordination between bureaus exceeds normal operations, the city’s emergency response function is engaged; and the Emergency Coordination Center (ECC) is activated.

City ECC activation levels reflect the citywide response level. The ECC activation levels are: routine, enhanced, partial, and full activation. Each level is described in the tables that follow.

Any City Incident Commander may trigger an ECC activation. The lead bureau’s director, the PBEM Director, the PBEM Operations Manager, or the Mayor may also activate the ECC.

Table 3-3: Routine Operations

<table>
<thead>
<tr>
<th>Triggers</th>
<th>Normal operations.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Examples</td>
<td>Routine calls for service to Fire, Police and EMS. PBEM duty officer monitoring calls with the potential to escalate, such as explosive disposal and wildland fire.</td>
</tr>
<tr>
<td>PBEM Responsibilities</td>
<td>Normal operations.</td>
</tr>
<tr>
<td>Bureau Responsibilities</td>
<td>Normal operations.</td>
</tr>
<tr>
<td>Notifications</td>
<td>Daily WebEOC log entry visible to PBEM Duty Officers and Multnomah County Emergency Management.</td>
</tr>
<tr>
<td>ECC Staff</td>
<td>None.</td>
</tr>
</tbody>
</table>
**Table 3-4: Enhanced Operations**

Enhanced Operations: PBEM carries out enhanced monitoring and communicates regularly with affected bureaus, working from the ECC or remotely.

<table>
<thead>
<tr>
<th>Triggers</th>
<th>A planned or predicted event has the potential to escalate, or an unplanned incident occurs that has the potential to recur or escalate, and require a coordinated response from two or more bureaus.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Example</td>
<td><strong>1.</strong> A snow storm is predicted.</td>
</tr>
</tbody>
</table>
| PBEM Responsibilities | **1.** Monitor events and provide status report(s) as necessary.  
**2.** Create an incident in WebEOC and update it as the situation evolves.  
**3.** Convene regular briefings (coordination calls) with bureaus, agencies and jurisdictions engaged in response to share information about the incident and response.  
**4.** Use the PBEM Duty Officer and back-up as a single point of contact.  
**5.** Coordinate one-on-one with county and regional partners as needed.  
**6.** Consider mobilizing the city and/or regional joint information system (JIS) to coordinate public messaging if appropriate. |
| Bureau Responsibilities | **1.** Respond to the incident; activate bureau Incident Command Post (ICP) if needed.  
**2.** Notify PBEM Duty Officer of incident resource needs that cannot be met through regular channels, and of any requests for mutual aid (except as part of automatic mutual aid requests).  
**3.** Participate in briefings initiated by PBEM.  
**4.** Utilize WebEOC to monitor incident activities and document incident information as appropriate.  
**5.** Participate in the city and/or regional JIS via the bureau public information officer (PIO) if appropriate.  
**6.** Post public safety and service disruption information to www.publicalerts.org if appropriate. |
| Notifications | **1.** Emergency Management Steering Committee (EMSC).  
**2.** City Elected Officials and Executives, if necessary.  
**3.** All bureau directors, if necessary.  
**4.** City PIOs in the city’s Joint Information System (JIS).  
**5.** Community partners engaged in response.  
**6.** ECC responders and NETs, if needed on standby for possible activation. |
| ECC Staff | **1.** PBEM Duty Officer and back-up duty officer will generally perform these functions.  
**2.** PBEM Operations Manager may assign additional PBEM staff as needed. |
Table 3-5: Partial Activation

Partial Activation: PBEM staff and others ECC responders work from the City ECC to support incident response and public information needs, and to coordinate the incident and response efforts. The Mayor may declare a local emergency.

<table>
<thead>
<tr>
<th>Triggers</th>
<th>An incident requires multi-bureau coordination, or the city receives a formal request for assistance from a regional emergency management partner.</th>
</tr>
</thead>
</table>
| Examples | 1. Moderate flooding.  
2. Major wind or rain storm.  
3. Wildfire affecting the city or region. |
| PBEM Responsibilities | *Same as Enhanced Operations, plus:*  
1. Alert ECC responders to report to ECC.  
2. Assign separate cost center codes and track expenses related to the incident if appropriate.  
3. Other responsibilities transition to ECC staff.  
4. If not already activated, mobilize the city/regional JIS. |
| Bureau Responsibilities | *Same as Enhanced Operations, plus:*  
1. Ensure designated ECC responders report to ECC.  
2. Use the cost tracking system to track expenses related to the incident if appropriate. |
| Notifications | *Same as enhanced Operations, plus:*  
2. BOEC supervisor.  
3. Multnomah County.  
4. Local and regional emergency management partners.  
5. Appropriate ECC responders and NETs. |
| ECC Staff | 1. Monitor events and provide at daily situation status reports.  
2. Update WebEOC as the situation evolves.  
3. Convene regular briefings with bureaus, agencies and jurisdictions engaged in response.  
4. Prepare an Incident Action Plan and other incident documentation as necessary.  
5. ECC positions filled by PBEM staff and designated ECC responders. |
### Table 3-6: Full ECC Activation

**ECC Full Activation**: The ECC is fully staffed to support a coordinated response to a widespread emergency. Emergency procurement, incident action planning, damage assessment, and other major response activities are carried out or coordinated by the ECC. The DPC meets at the ECC. The Mayor usually declares a local emergency.

<table>
<thead>
<tr>
<th>Triggers</th>
<th>A significant, complex event requires multi-bureau and multi-agency coordination, usually because it poses an imminent threat of widespread or severe damage, injury, or loss of life or property.</th>
</tr>
</thead>
</table>
| Examples | 1. Major flooding.  
2. Significant earthquake.  
3. Terrorist attack. |
| PBEM Responsibilities | **Same as Enhanced Operations and Partial Activation, plus:**  
1. ECC Manager establishes relief and rotation schedules.  
2. Engage in advanced planning for next operational period including resource forecasting and policy recommendations  
3. PBEM Director may reassign city employees to the ECC as necessary.  
5. Prepare emergency declaration.  
6. Consider activating a Joint Information Center (JIC) in support of the city/regional JIS. |
| Bureau Responsibilities | **Same as Enhanced Operations and Partial Activation, plus:**  
1. Post information to www.publicalerts.org Assign separate cost center codes and track incident related expenses.  
2. Implement continuity of operations (COOP) plan if necessary; follow COOP procedures for employee accountability and recall, situation status assessment, and continuation of essential functions.  
3. Participate in coordinated incident response planning at the ECC; send a liaison to the city ECC to represent the bureau in the Operations Section if requested. |
| Notifications | **Same as Enhanced Operations and Partial Activation, plus:**  
1. Media.  
2. Residents. |
| ECC Staff | 1. Monitor events and provide operational period status reports.  
2. Update WebEOC as the situation evolves.  
3. Convene regular briefings with bureaus, agencies and jurisdictions engaged in response.  
4. Prepare an Incident Action Plan and documentation as necessary.  
5. ECC positions filled by PBEM staff and designated ECC responders. |
2. Bureau Incident Command Posts (BICPs)

An Incident Commander may request the activation of a Bureau Incident Command Post (BICP). BICPs are set up to manage the bureau-level response to the emergency. These BICPs will coordinate requests for resources and/or mutual aid with PBEM and/or the City ECC during Enhanced, Partial and Full Activations.

Generally, tactical direction and control will come from the BICP, whereas citywide policy and scarce resource allocations will come from decisions made by elected officials and executives who will operate from the ECC during a full scale activation. The ECC will also be the primary point of contact for representatives from other agencies and jurisdictions, such as Multnomah County, the Oregon Office of Emergency Management (OEM), utility service providers, and FEMA.

Bureau ICPs will:

1. Notify the PBEM Duty Officer when emergency operations are escalating.
2. Compile and maintain information on the status of bureau personnel, facilities, systems, services, resources and activities and submit to the ECC.
3. Develop and revise as needed an Incident Action Plan (IAP) and submit to the ECC.
4. Organize staff, operate the BICP and coordinate emergency response crews to the extent required by the emergency.
5. Utilize WebEOC to document situation status.
6. Monitor and direct field activities in coordination with other field response entities.
7. Collect and evaluate damage and other essential information.
8. Obtain resource support for the bureau and provide support to other city offices and bureaus and entities external to the city if applicable.
9. Provide information to bureau PIO as appropriate.

It is important that a BICP have good communication with the City ECC. During events with one lead bureau, PBEM may send a liaison to the BICP to ensure effective communication. In events with multiple BICPs active, they are expected to send representatives to the City ECC to coordinate their bureau resources and relay key information. BICPs are located within the Portland Police Bureau, Portland Fire and Rescue, Portland Bureau of Environmental Services, Portland Bureau of Transportation, Portland Water Bureau, Portland Parks, and Portland Bureau of Development Services.
3. PBEM Duty Officer

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

1. Monitoring situations with the potential to escalate.
2. Serving as the single point of contact for other bureaus and jurisdictions.
3. Documenting actions taken in WebEOC.
4. Reporting to the PBEM Director situations requiring duty officer response, including recommendations concerning further action.
5. Notifying or recalling PBEM staff and designated ECC responders for an ECC activation.
6. Coordinating and facilitating resource requests and information sharing with stakeholders.
4. Emergency Coordination Center (ECC)

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

A simplified organizational chart for the ECC is provided:
5. Emergency Declarations

City Code chapter 15.04 “Emergency Code” states that when an incident requires coordination beyond normal operations and resources greater than those that may be obtained by mutual aid, the Mayor or designee may declare an emergency. During a declared emergency, city government has greater flexibility in managing city resources. City Code Chapter 15.08.020 “Authority During an Emergency” describes the city’s emergency powers, which include authorities such as declaring a curfew, ordering evacuations, and carrying out emergency procurement. It also allows the Mayor to assume centralized control and have authority over all city bureaus.

The city will usually seek state and federal declarations of emergency concurrent with the local declaration. Requests for emergency declaration will be coordinated through the city ECC and will usually include an Initial Damage Assessment (IDA). Per state and federal rules, Portland’s request must be submitted to Multnomah County.

Local requests for state assistance must include:

1. The type of emergency or disaster.
2. The location(s) impacted.
3. Deaths, injuries, and population still at risk.
4. The current emergency conditions or threats.
5. An initial estimate of the damage and impacts.
6. Specific information about the assistance being requested.
7. Actions taken and resources committed by local governments (city and county).
IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

This section provides an overview of the key functions and procedures that city bureaus and local agencies will accomplish to prepare for and respond to an emergency. The BEOP is built upon the idea that emergency response activities performed by public and private sector entities are closely aligned with day-to-day roles and responsibilities.

City bureaus are responsible for the development of response plans that guide internal operations during an emergency. Bureaus should also develop Continuity of Operations Plans (COOPs), supporting documents such as standard operating procedures, and other policies or procedures necessary to address emergency operations.

B. Mayor

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

Emergency responsibilities of the Mayor include:

1. Ensuring continuity of government.

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

3. Convening meetings of the DPC and ensuring the implementation of recommendations for improving the city’s mitigation, readiness, response, and recovery capabilities.

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

5. Signing emergency declarations.

6. Liaising with regional, state, and federal elected officials.

7. Providing visible leadership and convening regular media briefings to assure the public of ongoing response and recovery activities.
C. Commissioners

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

Emergency responsibilities of City Council include:

1. Ensuring line of succession to the Mayor.
2. Acting on all emergency declarations and ordinances issued by the Mayor.
3. Reviewing emergency expenditures and ensuring adequate appropriation of financial resources to meet emergency expenses.

D. Disaster Policy Council (DPC)

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

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

Emergency responsibilities of the DPC include:

1. Responding to requests for policy decisions from the ECC and/or JIS.
2. Liaising with other multi-agency coordination groups.
E. City Bureaus

All city bureaus should support and encourage employee preparedness. This includes:

1. Ensuring designated staff assigned emergency response duties have completed required Incident Command System (ICS), ECC and other appropriate training.

2. Requiring employee participation in tabletop, functional and full-scale exercises.

3. Encouraging employees to prepare their homes and families for emergencies, so that they will be safe and able to work following an emergency.

4. Ensuring employees are familiar with emergency response plans and that essential employees and those assigned emergency response duties understand their roles and responsibilities.

5. Fulfilling essential functions outlined in their COOP plans and complying with bureau-issued standard operating policies and procedures.

6. Developing procedures for:
   a. Assisting PBEM staff in filling ECC roster and updating individual contact information in SAP.
   b. Providing status and situation updates regarding bureau operations to the ECC.
   c. Conducting an initial damage assessment of bureau resources and facilities and reporting bureau damage information to the ECC.
   d. Coordinating public outreach and information within the JIS to assure consistent, timely and accurate messages to the public.

7. Participating in the city/regional JIS before, during and after an incident, and joint information center (JIC) – if necessary – during an incident.

8. Posting alert and warning information to www.publicalerts.org from their area of responsibility in support of the city/regional JIS.
1. City Attorney’s Office, City Code *Chapter 3.10*

Emergency responsibilities of the City Attorney include:

   a. Serve as a member of the DPC.
   b. Designating attorneys to provide legal counsel to the Mayor, DPC and ECC staff.
   c. Resolving legal conflicts prior to policy implementation.
   d. Ensuring proposed mitigation, response and recovery actions comply with city, county, state and federal laws and do not expose the city to risk.
   e. Recommending the timing of and supervising the drafting of all declarations and executive orders, including emergency declarations.

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

Emergency responsibilities of BDS include:

   a. The Director serves as a member of the DPC.
   b. Assign staff to represent bureau as member of the Emergency Management Steering Committee (EMSC).
   c. Conducting and coordinating the damage assessment of essential facilities and other structures within the impacted areas.
   d. Providing technical and permitting assistance to property owners and businesses in making needed repairs to damaged properties and/or their demolition; maintaining a permitting system to track the repair and/or demolition of damaged structures.
   e. Issuing demolition permits to maintain accurate records of building inventories, and properly documenting and inspecting structures that are removed due to extensive damage.
   f. Providing assistance in stabilizing damaged structures and slide danger areas.

3. Portland Bureau of Emergency Communications (BOEC), Ordinance No. 139147 – November 1974

Emergency responsibilities of BOEC include:

   a. The Director serves as a member of the DPC.
   b. Assign staff to represent bureau as member of the EMSC.
   c. Answering emergency calls and providing dispatch services for law enforcement, fire and EMS agencies within Multnomah County.
   d. Supporting interoperable communications.
   e. Providing emergency notifications to emergency response officials.
   f. Ensuring Activation of Emergency Alert System (EAS).
4. Portland Bureau of Emergency Management (PBEM), City Code Chapter 3.124

Emergency responsibilities of PBEM include:

a. Facilitating the emergency declaration process.
b. Activating the ECC.
c. Coordinating emergency public information activities through the city/regional JIS and establishing a JIC (if necessary); consistent with the Portland Metropolitan Region Emergency Public Information Concept of Operations Plan.
d. Administering the website www.publicalerts.org on behalf of the region.
e. The Director serves as a member of the DPC
f. Providing administrative support to the DPC.
g. Assign staff to represent bureau as member of the EMSC.
h. Gathering information and preparing situation reports and regularly briefing the Mayor and DPC.
i. Ensuring activation of the PublicAlerts system (Portland and Multnomah County's community emergency notification system), Wireless Emergency Alerts (WEA), and other appropriate alert and notification systems.
j. Coordinating with 211info and the City/County Information and Referral Line when appropriate as public inquiry centers (PICs).
k. Coordinating with private sector utility owners to assess damage to critical infrastructure, and prioritize and restore lifelines.
l. Activating Neighborhood Emergency Teams (NET), when requested, and assigning NETs appropriate missions consistent with their scope of training.
m. Communicating DPC decisions and recommendations.
n. Activating Basic Earthquake Emergency Communication Nodes (BEECNs) when normal communications are inoperable.

5. Portland Bureau of Environmental Services (BES), City Code Chapter 3.13

Emergency responsibilities of BES include:

a. The Director serves as a member of the DPC.
b. Assign staff to represent bureau as member of the EMSC.
c. Conducting damage assessments of wastewater infrastructure.
d. Providing flood safety information to affected property owners.
e. Restoring services for wastewater treatment facilities and pump stations.
f. Coordinating with PBOT regarding the restoration of sanitary and storm water sewer operations.
g. Reassigning personnel and resources as required for emergency response and recovery.
6. Portland Fire and Rescue (PF&R), City Code Chapter 3.22

Emergency responsibilities of PF&R include:

a. The Director serves as a member of the DPC.
b. Assign staff to represent bureau as member of the EMSC.
c. Serving as the lead response bureau for fires, hazardous material response and decontamination, mass casualty incidents, water rescues and structural collapses and establishing incident/unified command as appropriate for other hazards.
d. Testing and identifying likely hazardous substances and monitoring movement of hazardous releases.
e. Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident site.
f. Initiating and facilitating protective actions (evacuate/stay inside), and working with PBOT and the ECC (if activated) to define immediate routes and destinations for evacuees.
g. Conducting fire suppression and search and rescue operations.
h. Setting up screening and providing on/off-site decontamination for emergency responders, victims, equipment and clothing.
i. Arranging for special rescue and patient transport needs (burns and other specialized medical injuries).
j. Coordinating with Multnomah County Public Health to implement mass casualty and/or mass fatality procedures to transport, treat, track and quarantine (as needed) patients.
k. Providing emergency triage, treatment and stabilization.
l. Identifying unsafe structures and restricting access to such structures pending further evaluation.
m. Reassigning personnel and resources as required for emergency response and recovery.

7. Portland Housing Bureau, City Code Chapter 3.36

Emergency responsibilities include:

a. The Director serves as a member of the DPC.
b. Coordinating with social service providers to open and operate warming shelters for populations experiencing homelessness during severe winter weather events.
c. Assisting with Multnomah County on planning for the mass care and sheltering of evacuated/displaced populations including household pets.
Emergency responsibilities of OMF include:

- The Chief Administrative Officer (CAO) serves as a member of the DPC.
- Reassigning personnel and resources as required for emergency response and recovery.
- Assessing the need for and implementing COOP plans if necessary for all OMF bureaus.
- Assisting with financial management of response reimbursement, recovery and grants.

**Bureau of Internal Business Services (BIBS)**

Emergency responsibilities of BIBS include:

- Ensuring facilities and fleet needs of City bureaus are met including methods of financing.
- Determining backup power requirements for essential city facilities and maintaining and/or supplying emergency generators and fuel at critical city-owned or leased facilities.
- Supporting the relocation and reconstitution of essential City functions to alternate facilities and identifying suitable “warm” and “cold” alternate facilities for non-essential city operations.
- Ensuring worker safety, health, and well-being is monitored and reported.
- Documenting all claims, and reporting the claims to the city’s insurance carrier.
- Establishing and operating closed city points of dispensing (PODs) during a declared public health emergency through the City’s Occupational Health Program.

**Bureau of Revenue and Financial Services**

Emergency responsibilities of Bureau of Financial Services include:

- Facilitating the procurement of emergency goods and services.
- Collecting revenues to fund essential City services
- Providing accounting services, accounts payable/receivable and payroll.
Bureau of Human Resources (BHR)

Emergency responsibilities of BHR include:

a. The Director of Human Resources serves as a member of the DPC.
b. Providing central payroll services for city bureaus.
c. Advising DPC and ECC responders on human resources issues especially those which may arise from emergency, overtime, out-of-class or protected work.
d. Responding to issues and questions related to emergency reassignments and new roles.
e. Proactively communicating with employees regarding possible reassignments.
f. Managing program for employee stress debriefing.

Bureau of Technology Services (BTS)

Emergency responsibilities of BTS include:

a. Assign staff to represent bureau as member of the EMSC.
b. Maintaining critical communications, information and technology systems, including disaster recovery centers.
c. Determining backup radio and telephone communication requirements and hardening vulnerable components of existing systems.
d. Restoring critical public safety emergency systems and networks including computer aided dispatch (CAD), public safety 800 MHz radio system, Regional Joint Information Network (RegJIN), and Fire Records Management System.
e. Ensuring the city can maintain operability and interoperability with regional, state and federal response organizations.
f. Providing desktop and communications support to the ECC.
g. Coordinating CGIS mapping capabilities and providing GIS support to the ECC.
h. Mitigating network security issues and serving as lead response bureau for cyber terrorism incidents.
i. Providing support for the codebase for the PublicAlerts website (www.publicalerts.org).
9. Portland Office of Neighborhood Involvement (ONI), City Code Chapter 3.96

Emergency responsibilities of ONI include:

a. Assign staff to represent bureau as member of the EMSC.

b. Operating the City/County information and Referral Line, which may provide surge capacity for non-emergency calls or serve as a public inquiry center (PIC) in conjunction with 211info.

c. Serving as a connection to the community, including coordinating assistance for residents with additional needs in a disaster.

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

e. Reassigning personnel and resources as required for emergency response and recovery.

10. Portland Parks and Recreation (Parks), City Code Chapter 3.26

Emergency responsibilities of Parks include:

a. The Director serves as a member of the DPC.

b. Assign staff to represent bureau as member of the EMSC.

c. Providing predetermined facility support to first responders – assessing use of Parks facilities for locating incident command posts, bases, camps, helicopter landing pads, staging areas and/or rest and recovery areas.

d. Assessing predetermined facilities and coordinating with the ECC to determine whether sites may be used for staging, points of distribution, evacuation, mass care sites, or alternate city facilities.

e. Where Parks facilities are adjacent to hospitals and as appropriate, working with public health officials to provide triage area outside hospital emergency rooms.

f. Providing a framework for coordinating and utilizing emergent volunteers.

g. Performing damage assessment on parks facilities.

h. Conducting disaster debris clean up and management of parks sites.

i. Reassigning personnel and resources for emergency response and recovery.

11. Portland Bureau of Planning and Sustainability (BPS), City Code Chapter 3.33 & Title 33

Emergency responsibilities of BPS include:

a. Coordinating debris management efforts with regional partners.

b. Assuring that response and recovery efforts facilitate community sustainability efforts and are in alignment with land use laws and zoning requirements.

b. Coordinating debris management efforts with regional partners.

b. Assuring that response and recovery efforts facilitate community sustainability efforts and are in alignment with land use laws and zoning requirements.

c. Reassigning personnel and resources as required for emergency response and recovery.
12. Portland Police Bureau (PPB), City Code Chapter 3.20

Emergency responsibilities of the PPB include:

- a. The Police Chief serves as a member of the DPC.
- b. Assign staff to represent bureau as member of the EMSC.
- c. Serving as the lead response bureau for bomb threats, terrorism and civil disorders and establishing incident/unified command as appropriate in response to other hazards.
- d. Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident site.
- e. Establishing an isolation perimeter and other hazard control areas based on scope and nature of the incident.
- f. Securing, controlling and investigating potential crime scenes and terrorist attack sites.
- g. Managing crowd control.
- h. Deploying Explosive Disposal Unit \ Rapid Response Team \ Special Emergency Reaction Teams.
- i. Initiating and facilitating evacuations or asking residents to stay inside, and working with PBOT and the ECC (if activated) to define immediate routes and destinations for evacuees.
- j. Coordinating with PBOT to direct and control traffic, secure and prevent unauthorized access to damaged or impassable roadways.
- k. Reassigning personnel and resources as required for emergency response and recovery.

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

Emergency responsibilities of PBOT include:

- a. The Director serves as a member of the DPC.
- b. Assign staff to represent bureau as member of the EMSC.
- c. Serving as the lead response bureau for snow and ice, flood, landslide/erosion and volcanic eruption incidents and establishing incident/unified command as appropriate for other hazards.
- d. Performing damage assessment of transportation infrastructure:
  - i. Emergency transportation routes (ETRs), bridges and overpasses.
  - ii. Arterial roads, collectors and local streets.
- e. Designating those sections of streets, roads and bridge structures that are unsafe for vehicular or pedestrian traffic and requiring closure.
- f. Providing emergency signage and barricades.
g. Repairing and maintaining streets, sewers, sidewalks, bridge structures, and critical facilities and overseeing the restoration of damaged infrastructure.

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

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

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

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

l. Prioritizing restoration needs of transportation infrastructure and conducting transportation infrastructure restoration.

m. Coordinating with Police Bureau to direct and control traffic and access control points.

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

o. Reassigning personnel and resources as required for emergency response and recovery.

14. Portland Water Bureau, City Code Chapter 3.24

Emergency responsibilities of the Water Bureau include:

a. The Director serves on the DPC.

b. Assign staff to represent bureau as member of the EMSC.

c. Overseeing the finance, operation, maintenance and improvement of the city’s water distribution system.

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

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

f. Prioritizing restoration needs of water infrastructure and conducting water infrastructure restoration.

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

h. Reassigning personnel and resources as required for emergency response and recovery.
F. Mutual Aid Agencies and Organizations

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

The City relies on partners across the region who represent 18 critical infrastructure sectors identified by the National Response Framework and National Infrastructure Protection Plan to ensure resources can be shared in the event of an emergency. These partners include: agriculture and food, commercial facilities, dams, energy, information technology, postal and shipping, banking and finance, communications, defense industrial base, government facilities, national monuments and icons, transportation systems, chemical, critical manufacturing, emergency services, healthcare and public health, nuclear reactors, materials, and waste and water.
V. DIRECTION AND CONTROL

A. Mayor

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

B. Incident Command

If the incident occurs within Portland and there is no jurisdictional overlap, the incident will initially be managed by an Incident Commander from the city’s lead response bureau. For hazards that require the close coordination of multiple bureaus or agencies, Incident Command may typically transition to Unified Command. The Incident Commander or Unified Command will be established at a BICP, or in the field. Direct tactical and operational responsibility for incident management activities rests with the on-scene Incident Commander or Unified Command.

C. Emergency Coordination Center (ECC)

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

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

D. Regional Multi-Agency Coordination (MAC) Group

In a region-wide event where response resources are scarce, a MAC Group may be established. A MAC Group is comprised of agency representatives that have jurisdictional, functional or significant supportive responsibilities in an incident or incidents, and manages executive leadership decision-making and regional resources.

Agency administrators will appoint MAC Group agency representatives through a delegation of authority to commit their agency funds and resources, speak on behalf of their organization, make decisions for the prioritization of critical resources, resolve issues and propose new interagency policy during an emergency. There is a published concept of operations for the regional MAC.
E. Integration of Local, State and Federal Response Agency Personnel

As the response effort unfolds and additional resources are requested to augment existing capabilities, personnel from other local, state, or federal agencies will be integrated through the Emergency Coordination Center and MAC Group (if activated) to enhance the ability of these organizations to effectively respond to the event.

F. Lines of Succession

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

The line of succession to the Mayor is:

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

A. Mutual Aid Agreement List

To find copies of the agreements or get more information, please contact PBEM.

1. Emergency Management Assistance Compact (EMAC) – Provides legal agreement and standard operating procedures for states to receive interstate aid in a disaster. Passed through Public Law 104-321 approved in 1996.

2. Fire and Rescue – All neighboring fire departments as well as the Oregon Department of Forestry.

3. Police – Master Inter-local Agreement with 15 law enforcement agencies, city, county, departments, port, state and federal. Policy 631.30 – Cooperation with other Agencies - File #9894; 1996 empowers law enforcement agencies to request assistance from other units of government listed in the agreement.

4. Transportation – Written public works cooperation assistance agreements with Multnomah County, City of Gresham and MCDD, Oregon Highway Division and others including the Portland Metropolitan Area Transportation Intergovernmental Agreement (PMAT), Oregon Public Works Emergency Response Cooperative Assistance Agreement and the Oregon Flexible Service Agreement.

5. Environmental Services – Agreements with MCDD, Peninsula Drainage District Number 1 and 2.


7. Housing – Agreements with the American Red Cross Oregon Trail Chapter (ARC) and other social service providers to provide emergency warming centers during extreme winter weather.

B. Administration

1. Limitations and Liabilities:

   City Charter Chapter 2 - Government, Article 1 - The Council, Section 2-105 Continuation of Powers¹³ outlines the responsibilities and limitations of government under the Council form of government.

2. City Liability under the BEOP:

   This plan is a guidance document for the Mayor, incident commander or DPC. It should not be interpreted as a guarantee that any specific task will be done in a specific order or that any task will be done at all. It does not create a right to rely on the city, its employees, officers or agents to carry out the plan.

¹³ http://www.portlandonline.com/auditor/index.cfm?c=28237
It is impossible to anticipate every variable that may occur in an emergency situation. The documents within the CEMP are guides to approaching emergency situations. No provision in the BEOP and CEMP is intended to be mandatory. Property owners, residents and visitors should not rely on this plan to ensure the operation or availability of any public service or to protect their property from damage or destruction. Property owners should develop their own plan for addressing emergency situations.

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

3. Liability of Response Partners:

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

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

4. Logistics:

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

If bureau resources are overwhelmed or unavailable then mutual aid organizations are contacted. Automatic mutual aid occurs between public works, law enforcement and fire agencies within the Portland metro region. Within these agreements are the procedures for reporting, agency responsibilities and command and control guidelines.
The City also maintains a list of vendors that may be queried for supplies and equipment. City-approved vendors are given first priority because they have already met all standards for working with the city.

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

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

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

5. Finance and Administration:

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

Upon declaration of an emergency, state and federal reimbursement thresholds must be met to recoup losses of the disaster. The jurisdiction must meet the state and county thresholds to be eligible for federal assistance. All city costs will be combined with Multnomah County costs to meet these thresholds. For damage to property: only those costs that are not otherwise covered by insurance are eligible for federal disaster assistance.

The ECC Finance Section Standard Operating Procedures describe emergency finance in greater detail.
VII. PLAN DEVELOPMENT AND MAINTENANCE

A. Plan Administration

The PBEM Director will be responsible for ensuring that an annual review of the BEOP is conducted and that the plan is promulgated every five years or as needed by the Mayor or Commissioner-in-charge.

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

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

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

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

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

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

B. Record of Plan Changes

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

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

C. Record of Review

The city BEOP will be reviewed annually by the PBEM Director or his or her designee. The record for annual review will tracked in Table 7-2 below.

<table>
<thead>
<tr>
<th>Date of Review</th>
<th>Comments of Review</th>
<th>Entered by</th>
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Table 7-1: Record of Plan Changes for the City of Portland BEOP

<table>
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<th>Date</th>
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<tr>
<td>2013/2013</td>
<td>Update</td>
<td>Updated narrative, statistics</td>
<td>CM</td>
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<tr>
<td>2015/2016</td>
<td>Update</td>
<td>Revised narrative, statistics, and rolls</td>
<td>PO</td>
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</table>

Table 7-2: Record of Review for the City of Portland BEOP
VIII. AUTHORITIES AND REFERENCES

A. Legal Authorities

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

B. Federal

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

C. State of Oregon

- **Cascadia Playbook**, August 2014
- Oregon Revised Statutes **401.305 through 401.335**

D. Regional

- **Mount Hood Coordination Plan**, June 2013
- **Mount St. Helens – Mount Adams Volcanic Region Coordination Plan**, October 2014
- **Portland Metropolitan Region Emergency Public Information Concept of Operations Plan**, March 2016
- Regional Multi-Agency Coordination System Concept of Operations Plan, June 2014

E. Multnomah County

- Multnomah County Emergency Operations Plan

F. City of Portland

- **Title 3.124-3.126 of the City Code** – Administration
- **Title 15 of the City Code** – Emergency Code
Basic Emergency Operations Plan 2016