



South Waterfront, Portland, Oregon Neighborhood Emergency Team (NET) Operations Plan

Overview

The South Waterfront Neighborhood Emergency Team (NET) is a trained volunteer arm of the Portland Bureau of Emergency Management (PBEM), responsible for providing emergency assistance when deployed by PBEM or self-deploying when communication with PBEM is not possible.

South Waterfront NET covers the area from the Ross Island Bridge at the north to and including the south side of Bancroft on the South, and from Interstate 5 on the west to the Willamette River on the east.

South Waterfront is a complex community. There are no single-story family residences within its boundaries. Rather, it is composed of several high-rise residential buildings, one of which is a retirement community, three multi-story Oregon Health and Science University buildings, one of which houses overnight patients, one of which has units for longer-term stays for patients and families. In addition, in South Waterfront, there are several (mostly six story) medium-rise residence buildings, three lower grade schools or day care centers, and a variety of shops, restaurants, and professional offices.

South Waterfront NET Leaders

Team Co-Leaders (TLs): Laura McKinney and Ed Parker

Amateur Radio Operators (AROs): Bill Waldman, Ed Parker, Barbara Short

At present, South Waterfront has one NET team. Members of this NET live in various residence buildings and are in the process of developing disaster preparedness groups within their own buildings. With the help of NET members, other residents, referred to as Affiliated Trained Volunteers (ATVs), are being trained to prepare themselves to survive a disaster and to assist their neighbors. Some of these ATVs may eventually become NET trained. A goal of NET members is to have NETs and/or ATVs in every residence building in South Waterfront to provide leadership for disaster preparedness, response, and recovery.

Staging Area for NET Operations

Virtual Staging Area: Check in on Family Radio Service (FRS) or General Mobile Radio Service (GMRS) channel 5.

Primary Staging Area: Elizabeth Caruthers Park, across Bond Ave from the west entrance to Pennoyer Street.

Backup Staging Area: Old Spaghetti Factory parking lot: NE corner of S Bond Ave. & S Bancroft Street intersection.

Supply Cache: Supplies are in a shed that also includes the BEECN (Basic Earthquake Emergency Communications Node) cache. See below.

BEECN Cache: Near Elizabeth Caruthers Park. South Waterfront NET members are BEECN trained and know the cache location and access codes.

Nearest Fire Station: Fire Station 4 at 511 SW College St.

Nearest Police Station: Central Precinct, 1111 SW 2nd Ave. 503-823-0097

Radio Frequency: Family Radio Service (FRS) or General Mobile Radio Service (GMRS) channel 5, with channel 17 as back-up.

DEPLOYMENT AND OPERATIONS

DEPLOYMENT PRINCIPLES

Neighborhood Characteristics: NET members living in areas of Portland like South Waterfront with no single-family dwellings may follow a different protocol than will NETs living in more traditional neighborhoods with a predominance of single-family dwellings.

Criteria for Deployment: In South Waterfront, the criteria and conditions for deployment will depend on 1) one's ability to deploy, 2) the magnitude of the emergency, 3) the structural integrity of one's residence building, and 4) the needs of others within own's own residence building.

Traditional Deployment: In an emergency that has not resulted in major structural damage and mass casualties throughout the city, NETs will deploy to their designated staging area when notified by PBEM or within a reasonable time thereafter. In such an emergency, NETS will follow the deployment procedures specified in their training. It is assumed that in such an emergency, professional first responders would be able to reach South Waterfront in a matter of minutes, at which time NET members would operate under their direction.

Dire Emergency Modified High Rise Neighborhood Deployment in South Waterfront: In an emergency like a major earthquake resulting in major structural damage and mass casualties throughout the city in which lines of communication are down and professional first responders will not be available for hours or days, NET deployment in South Waterfront will be modified. NETs will deploy within their residence buildings first and go to their staging area only after conditions are stabilized within their buildings. There is one exception to this guideline—a dire emergency at a vulnerable site such as a school where there may be mass casualties. The team leader within each building should check in by radio contact with South Waterfront NET incident commander. These modifications are spelled out under Deployment in South Waterfront, below.

Decision to Deploy: While it is the NET mission to field a team and respond to an emergency in a timely manner, a decision to deploy or not is a matter of individual discretion. NETs may deploy when requested by the Portland Bureau of Emergency Management (PBEM) if ordinary lines of communication are open; they may deploy when requested by a Team Lead, or they may deploy on their own initiative. The decision to deploy will vary depending on whether the emergency takes down communication channels normally used to activate NET members. In all cases, deployment is voluntary. Ensuring personal safety is paramount. Taking care of one's self and one's family is the top priority.

Priorities for Deployment: NETs are a limited resource. When deployed to an emergency, whether inside or outside one's building of residence, volunteers must carefully and thoughtfully perform the tasks they are assigned. In the event of self-deployment outside one's residence building, or when only limited guidance is otherwise available, NET volunteers must prioritize where they respond based on considerations of *their personal safety*, and determinations of *what will do the greatest good for the greatest number of people in the shortest possible time*.

Respond Within NET Scope of Training: NET team members must never undertake any task for which they have not received PBEM-approved training. NETs are not teams of professional first responders. NETs are trained volunteers offering help until professional services arrive. In providing those services, NET team members are expected and required to respect the chain of command, ensuring accountability and efficiency.

DEPLOYMENT STEPS:

Steps for Traditional Deployment: As noted above, during emergencies that have not resulted in widespread structural damage and mass casualties, NETs will follow their training to

- 1) First determine their own safety and the safety of their family.
- 2) Decide whether to deploy in response to
 - a) a request from PBEM,
 - b) a request from their Team Leader or the Incident Commander via FRS or GMRS radio, or
 - c) decision to self-deploy.

- 3) Put on all Personal Protective Equipment (PPE) and carry the NET pack.
- 4) Dress appropriately for weather conditions.
- 5) Take enough water and food in the NET pack to last for the estimated time of your deployment.

Steps for Dire Emergency Deployment: In South Waterfront, each residence building is a neighborhood with its own unique population and priorities. The following is an overall plan for building adoption as appropriate:

- Buildings will be organized into floor response teams for immediate search and rescue operations. Each team will have a team lead with an FRS radio.
- After a major disaster, selection of the NET member to become building incident commander will depend on who is present and able to serve.
- Each building will have a pre-assigned FRS channel for internal communication. Current assignments: Mirabella, 3 and 4; Meriwether, 6; Ardea, 7; Atwater, 2.
- There will be a separate FRS channel, Channel 5, for communication between buildings and with the SoWa Incident Commander (IC).
- The IC or Operations Chief of each building will carry two FRS radios: One for communication within his or her building; one for communication with the SoWa IC via the SoWa Radio Control on Channel 5. Both will be left on and tuned to the appropriate channel at an audible level.

In a dire emergency like a major earthquake, following which traditional lines of communication from PBEM will be unavailable, South Waterfront NET members will observe the following steps for deployment:

- 1) They will determine their own safety and the safety of their family.
- 2) As soon as possible, the Incident Commander or Operations Chief in each building will check in with the South Waterfront Radio Control (SoWa RC) on Channel 5. The IC in each building will maintain an open Channel 5 connection to SoWa RC with the volume at an audible level.
- 3) Each building IC will have a second FRS radio for communication inside their building.

- 4) Team members within buildings will activate their FRS radio for communication within that building.
- 5) They will put on their personal protective equipment (PPE).
- 6) They will deploy inside their own buildings in accordance with plans developed by residents of each building for emergency responses. (It is possible that intra-building deployment duties could last several hours.)

NOTE, URGENT NEED DEPLOYMENT: If notified via their FRS radio Channel 5 by the SoWa IC, or their designated representative, of an urgent need for assistance outside one's residence building (for example, at a nearby school or hospital setting), available NET members may be asked to deploy to that location. It is understood that NETs may choose not to deploy outside their own building for several hours after a major catastrophic event. However, if there is an urgent need for assistance, all NETs who can safely deploy are asked to do so to a site designated by the SoWa IC.

All Other Deployments: After their initial internal building deployment, NET members may be asked by the SoWa IC via FRS or GMRS radio to deploy to their staging area or, if the designated leader directs, to a different safe location. All NETs wear PPE while deployed.

ARO Deployment: AROs will be asked to remain with their base station (probably in their homes) and broadcast from that location until the IC decides it is safe to deploy to the staging area. If more than one ARO is available, the IC may ask them to rotate through shifts either from their homes or at the staging area.

Deployment Protocol Outside a Residence Building:

When deploying outside one's residence building, wear PPE. This includes NET equipment (helmet, vest, ID badge, appropriate PPE and pack) and then proceed to the staging area. On the way, record any damage in the neighborhood on the Damage Assessment Form. If necessary, safely and rapidly render critical help to anyone in need. Otherwise, one's *main objective is to reach the staging area without delay.*

If approached by people who want to help but are unaffiliated with NET, bring them to the staging area to be processed by the spontaneous untrained volunteer (SUV) coordinator.

Staging Area Protocol:

The first person to deploy outside their building should first make sure that the staging area is safe to approach. Size-up the area for hazards such as downed power lines, gas leaks, fire, etc. If you are the first to arrive and find that the site is unsafe, mark it as "Site BAD" with a marking crayon, leave your initials, date, and time, and proceed to the backup site. Every NET member will carry paper and a stake/tape/string to leave this message at the site.

If a marking indicates "Site OK", add your initials and the date and time. In making the determination about site safety, assess the staging area for immediate and longer-term use. Check the integrity of any available shelters.

If you are the last to leave a staging area, leave enough marking information so that later-arriving members can know your status, location and likely time of return, if any.

Remember that team members may need to locate your markings in the dark, in the rain or similar difficult circumstances. Make sure they are visible and legible.

If at least one other member is present, proceed with operations.

On-Site Management Protocol

When NETs arrive at an established staging area, or once there are two or more team members present, they integrate into the existing chain of command.

Under most circumstances, the first to arrive assumes the role of Incident Commander. If a Team Leader thereafter arrives, however, he or she may assume the Incident Commander role after appropriate hand-off

procedures of briefing and orientation to present status of deployment teams.

All team members sign in and sign out for their duty cycle. Each team member submits a damage report to the Incident Commander upon arriving at the staging area.

Stand by until assigned a specific role within the chain of command.

Roles and Responsibilities

Incident Commander (IC):

1. Ascertains all on-site safety risks and determines the safest area in which to operate.
2. Assigns operational roles and tasks as team members arrive.
3. Assigns at least one IC Scribe who will assist the IC in checking NET members in and out, recording which NETs are assigned to which deployment teams, tracking the location to which each team is deployed, and maintaining other records as may be requested by the IC.
4. Develops a basic mission sequence:
 - a. Assign NETs to deployment teams as they become available, with at least two members on each team.
 - b. Direct teams to make an initial damage assessment of a quadrant of the South Waterfront.
 - c. Direct deployment teams to keep damage assessment forms for the ARO to use to report South Waterfront incident data to the designated radio resource for the City of Portland. (Each team may need a designated scribe to record and transmit these data via FRS radio.)
 - d. Direct teams to perform triage on site if appropriate.
 - e. Develop a dynamic plan of action that considers all relevant damage, injuries and available personnel and material resources.
 - f. Update action plans as teams report in by assigning team members specific roles and tasks or reassigning teams to high priority sites as they become known.
 - g. Arrange for team rotation for every role after a 2- to 3-hour deployment.

h. If needed, arrange for a field medical treatment area, preferably in a local building or parking garage if safe space is available.

NOTE: The IC will deploy team members to retrieve equipment and supplies from the team cache at a time he or she decides it is necessary and/or appropriate. While operational supplies may be important, the NET's primary responsibility is human life. Deployment to all quadrants of South Waterfront to perform search and rescue and triage operations comes first. It is assumed that NET members have dressed appropriately for the weather and will not need additional protection or supplies during the initial hours of the deployment.

Operations Chief (OC): Reports to the IC and takes responsibility for assigning and directing field teams to complete tasks requested by the IC. On a small team, the IC may also serve as OC.

Amateur Radio Operator (ARO): Establishes UHF/VHF radio communications with the Fire Department or any other city department as directed by prior arrangements made by the Portland Bureau of Emergency Management. The Incident Commander will pre-approve the content of all sent messages and initiate content as appropriate. The ARO may be physically located at the NET staging area, at a fire station, or at home with his/her own equipment. The ARO will communicate with the IC by FRS radio regarding the best location.

If possible, every ARO will have a scribe to assist him/her to keep records of the incidence, occurrence and content of messages on NET Forms 6 and 8, respectively. New damage assessment forms may be provided by PBEM for message handling. Team Leads will be notified of these changes and make sure the team AROs are appropriately supplied.

Spontaneous Unaffiliated Volunteer Coordinator (SUVC) will be selected by the IC. The SUVC will set up a check-in area at the outer boundary of the NET staging area. She or he will ask SUVs to sign the waiver form, interview SUVs to determine what skills they have, provide them with an ID and lanyard if available, brief them on safety, and explain how to assist NET strike teams and other tasks as determined by the IC. At the direction of the IC, the SUV Coordinator will assign individual SUVs to appropriate tasks.

Record Keepers (Scribes): Maintains all paper records and ensures availability of forms to the NET team members, including but not limited to

check in, shift change and assignment forms. If possible, the IC will assign a command center scribe and, as noted above, another scribe to assist the ARO.

Team Members: Report to the staging area in person or by radio and undertake tasks as assigned.

Affiliated Trained Volunteers (ATVs): ATVs are individuals in a community who have special skills (medical, engineering, organizational, and the like) and have volunteered to be of assistance to the NET. Each ATV will be associated with a NET member in his or her building who will be responsible for alerting them when the NET deploys. ATVs should be given a vest and an ID on a lanyard and be prepared for deployment when the need arises.

NEIGHBORHOOD RESOURCES

This section lists potential resources in the neighborhood that may be useful during NET operations. Unless otherwise noted, team members should *not* assume the team has any special access to these resources.

Emergency Response Sites:

*Portland Fire Station: There is no fire station located within the boundaries of this NET.

*Portland Police Bureau: There is no police station within the boundaries of this NET.

*OHSU Center for Health & Healing building 1 (OHSU): 3303 SW Bond Ave. 503-418-8008. Houses medical clinics for patients, most of whom are ambulatory, as well as a pharmacy. May have hazardous chemicals.

*OHSU Center for Health & Healing building 2, 3485 S Bond Ave., primarily day use with some overnight patient facilities plus a pharmacy.

*Gary & Christine Rood Family Pavilion, an OHSU facility for housing families of inpatients at the OHSU hospital. 3401 S Bond Ave.

Parks, Open Areas, Sheltered Areas:

*Caruthers Park, S Bond Ave./Moody Ave./Curry St/Gaines St.

*Greenway, along west bank of Willamette River, between S Lane St. & Zidell Marine

Food and Supplies:

*Al Hawr Restaurant: 3500 S River Pkwy. 971-254-9785

*Bambuza Vietnam Bistro: 3682 S Bond Ave. 503-206-6330

*Blue Star Donuts: 672 #2 S Gaines St. 503-954-3672

*Cha Cha Cha (Mexican Food): 3135 S Moody Ave. 503-224-0100

*Daily Café: at CHH 1, 3355 S Bond Ave. 503-224-9691

*Dolce Vita Bistro: 3550 S Bond Ave. 503-688-6530

*Ecru Modern Stationer: 3139 S Moody Ave. 503-477-4049

*Greenleaf Juicing Company: 3151 S Moody Ave. 503-477-6406

*Little Big Burger: 3704 S Bond Ave. 503-265-8021

*MyFit Foods, 3134 S Moody Ave. (503) 719-5356

*Old Spaghetti Factory: 715 S Bancroft St. 503-225-5375

*Ovation Coffee and Tea: 3730 S Bond Ave. 971-865-2114

*Oracle Coffee Company: 3875 S Bond Ave. 971-339-9002

*Subway: 3626 S Bond Ave. 503-295-1188

*The Growler Guys: 3739 S Bond Ave. 503-208-2523

*Urbana Market: 3550 S River Pkwy. 503-224-0101

* Vesta's Table at CHH 2: 3485 South Bond Ave.

Professional Offices:

South Waterfront Dental: 3671 S River Parkway, 503-841-5658.

KNOWN HAZARDS

***Ross Island Bridge:** In the event of a Cascadia Subduction Zone earthquake of predicted magnitude, it is most likely that the Ross Island Bridge will fail, possibly collapsing and cutting off access to the neighborhood from the north.

***Zidell Yards:** 3121 S Moody Ave. (503-228-8691) The Ross Island Bridge bisects the 32-acre Zidell property. A bridge collapse endangers the office building and any operations within range of falling bridge components. Zidell previously built seagoing barges at this site, using heavy equipment that may topple. Hazardous materials may be present.

***3030 Building:** The two-story brick building at 3030 S Moody Ave. lies virtually under the Ross Island Bridge. Although it is mere feet outside this NET boundary, it is a hazard of which we should be aware.

***Emery Apartments:** 3155 S Moody Ave. (855-861-9457) The Emery is built on Zidell-owned property on the West side of SW Moody, with its northernmost wall practically touching the Ross Island Bridge. Damage to the bridge would imperil the Emery.

***Portland Aerial Tram:** located at OHSU Commons at the northeast corner of the Center for Health & Healing. The tram links the South Waterfront with the OHSU complex on Marquam Hill. Damage to the aerial tram could imperil those below, including those on I-5, and strand hundreds of OHSU staff, patients and visitors.

***Former gas station** on S Macadam, corner of Gaines St.: This property includes a parking area at the side and rear of the service bay, which is

suspended over a sloping lot by several concrete pillars of indeterminate age. A seismic event may cause the pillars and thus the parking area to collapse onto S Moody Ave.

***Matrix Integrated Auto Repair:** 4000 S Macadam Ave. (503-443-1141)
Auto repair shop. Hazardous materials are likely.

***Liquifiable soils:** Much of the neighborhood sits on a deposit of soils prone to liquefaction. While newer buildings should be able, with some damage, to withstand a substantial seismic event, the area is susceptible to failures of roads and utilities.

***Old/Unreinforced Masonry Structures:** None identified.

***Slab buildings:** on Bancroft St. and Moody Ave.

***Interstate 5:** The freeway is the western boundary of this NET area. The freeway may not be useable for some time after a major earthquake.

KNOWN VULNERABLE POPULATION CENTERS

Schools:

*Montessori pre-school: 3636 S Bond Ave. 503-360-1179

*Cottonwood School: 640 S Bancroft St. 503-244-1697

*Healthy Starts Children's Center: 3325 S Moody Ave. 971-230-2342

Special Needs Residents:

OHSU Center for Health & Healing building 2 (also listed as "resource"). It houses clinics which may be full during normal business hours and has overnight patients.

OHSU Rood Family Pavilion: Includes a Ronald McDonald House for OHSU patients and families.

Mirabella Portland: 3550 S Bond Ave. (503-688-6400) is a 30-story retirement community whose residents in independent living are mostly, but not exclusively, ambulatory. It houses an assisted living section, a skilled nursing unit and a memory care unit. About 30 independent living residents are non-ambulatory, in addition to the assisted living, skilled nursing and memory care residents.

Gray's Landing: 650 S Lowell St. houses a substantial population of elderly, veterans, and people with intellectual and physical disabilities.