

City of Portland, Oregon
BASIC EMERGENCY SERVICES PLAN



Portland Bureau of Transportation

Maintenance Operations

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CITY OF PORTLAND

SNOW AND ICE RESPONSE PLAN

I. PURPOSE

The purpose of this plan is to establish and assign operational responsibilities and authorities for snow and ice response activities within the corporate city limits of Portland, OR to Bureaus and employees of the Portland municipal government.

II. MISSION

A. Snow and Ice Response Goals:

1. To reduce life-threatening and injury-producing conditions.
2. To reduce the interruption to the economic life of the City.

B. Snow and Ice Response Objectives:

1. To provide a street surface free enough of ice, snow or slush to allow reasonable vehicular control when operating under specific traffic regulations.
2. To discourage private vehicles, encourage mass transit.
3. To reduce accidents, bottlenecks; treat known hazard locations.
4. To improve emergency response; treat medical, fire, police routes.
5. To accommodate commerce; treat commercial/industrial routes.

III. SITUATION

The history, vulnerability, maximum threat, and probability of snow and ice in Portland, are discussed in the Basic Emergency Services Plan, Annex 8 Hazards Analysis, and are accepted as the basis for this plan.

IV. LIMITS TO LEGAL LIABILITY

A. The City assumes no legal responsibility for the implementation of this plan. The adoption of this plan is optional under state law. The statutes provide that the City and its agents are not liable while complying or attempting to comply with the emergency statutory provisions or any rule promulgated under the statutes except in cases of willful misconduct, gross negligence, or bad faith.

B. It is impossible to anticipate all of the variable factors in an emergency situation. This plan is a guide to approaching emergency situations. No provision in this plan is intended to be mandatory. This plan may be carried out in a flexible manner. This plan should not be interpreted as a guarantee that any specific task will be done in a specific order or that any specific task will be done at all. This plan represents an optimal approach to an emergency situation. It does not create a right to rely on the City, its employees, officers or agents to carry out the plan in any particular manner or at all.

- C. Property owners, citizens and visitors should not rely on this plan to assure the operation or availability of any public service. Persons should develop a back-up system where it is necessary to prevent property damage or a loss of life.
- D. Property owners should not rely on this plan to protect their property from damage or destruction. Property owners should develop their own plan for dealing with emergency situations.
- E. Any emergency situation will involve other units of government. Other units of government should not rely on this plan to be implemented.

V. SCOPE OF PLAN

A. Street System Priorities

Each governmental unit, the State of Oregon, Port of Portland, Multnomah, Clackamas, and Washington Counties, and the City of Portland, performs snow and ice response operations on those streets under their jurisdiction in accordance with their established priorities.

The priorities established by the City of Portland for the treatment of streets under its jurisdiction are as follows:

Service Level A: Pre identified Hazard areas and critical locations. Specific resources are dedicated to the treatment of known hazard areas.

Service Level B: Primary routes: Arterials and major transit routes considered to be a minimum network that must be kept open to provide a transportation system connecting hospitals, Police and Fire stations, rescue unit locations, schools, if open, and major park-and-ride transit lots. Specific resources are dedicated to the treatment of established district routes.

Service Level C: Secondary routes: Additional arterials with a high daily traffic count, and major collector streets completing a network that connects major residential areas and local commercial districts. Specific resources are dedicated to the treatment of established district routes.

Service Level D: Neighborhood residential streets: Streets providing access to residential homes and businesses. Limited resources are dedicated to emergency response and requests for service. Central Business District crosswalks, bridge walks, stairways, and other selected locations may be cleared of snow or ice accumulations, at the discretion of the Incident Commander as allowed by available labor and equipment

(A map illustrating the Snow and Ice Response Street Maintenance Network appears in Appendix A.)

B. Service Levels

- 1. Specific resources are dedicated to the treatment of known hazard areas.
- 2. Specific resources are dedicated to the treatment of established district routes.
- 3. Limited resources are dedicated to emergency response and requests for service.

4. Central Business District crosswalks, bridge walks, stairways, and other selected locations may be cleared of snow or ice accumulations, at the discretion of the Incident Commander as allowed by available labor and equipment.
- C. Street Treatment
1. Treatment methods are limited to the following:
 - a. Anti- Icing: To commence, at the discretion of the Incident Commander, whenever the early application of anti icing agents may effectively improve street conditions, or add to the effectiveness of sanding or plowing operations.
 - b. Sanding: Sufficient to provide traction without waste of materials.
 - c. Plowing: To commence, at the discretion of the Incident Commander, whenever plowing effectively improves the street condition, or when sanding operations are no longer effective.
 - d. Snow Removal in Selected Areas: To commence at the discretion of the Incident Commander, when the size of the snow storage area restricts the use of the cleared traffic lane, or when accumulations create danger of drainage hazards. The Bureau of Environmental Systems Wastewater Collections System Manager will provide advice on drainage hazards at the Incident Commander's request.
 2. Every reasonable effort is to be made to start the first treatment cycle on primary routes within one hour of the start of a storm and complete the cycle within three hours.

VI. CONCEPT OF OPERATIONS

It is impossible to touch upon every situation that may arise. Therefore, supervisors (and bureaus) must strive to maintain a high level of cooperation with each other. When there are questions or there is a need for additional help, immediate contact should be made with the next in line of authority. Due to the rapidly changing conditions which may occur during a snow and ice incident, all supervisors are expected to be prepared for the possibility of such changes and to act appropriately.

A. Command and Control

This plan uses the concepts of the National Incident Management System (NIMS) Incident Command System. The extent of ICS structure to be used will be determined by the Incident Commander based on the situation as it develops. Organization charts are shown in Appendix B and the Call List is in Appendix C.

The Bureau Emergency Operations Center for command and control functions will normally start at Stanton Yard, 2929 N. Kerby Ave. If the storm develops into a Level II or III Incident (see Basic Public Works Plan, Annex 10) command and control will move to the City's Emergency Operations Center at 9911 SE Bush.

B. Authorities and Responsibilities

1. The Mayor

The mayor has the authority and responsibility as outlined in the City Code 15.08 and may choose to appoint the Incident Commander. In the absence of a

specific appointment of an Incident Commander, the provisions of this plan will become effective.

2. Office of Emergency Management

In the event of a state of emergency, the Office of Emergency Management provides for the notification, coordination, and assistance as defined in the City Code 15.12 and as otherwise is appropriate. The City Emergency Manager, or selected POEM staff, may elect to open the Emergency Operations Center and activate EOC staff, if conditions warrant.

3. Commissioner In Charge Of Transportation

The Commissioner in Charge of Transportation, working with the other Commissioners:

- a. Appropriates monies from the Emergency Fund, or elsewhere, as required to secure the protection of persons and property from snow and ice.
- b. Coordinates with other Commissioners for the assignment of personnel and equipment for snow and ice response operations.

4. Director of The Office of Transportation

The Director of the Office of Transportation or designee oversees the administration of this plan, coordinates with other offices and bureaus, provides such policy guidance as may be appropriate, and may appoint the Incident Commander.

5. Bureau of Maintenance

The Director of Maintenance, or designee, directs the plan implementation. The Director, or designee, normally acts as Incident Commander and plans, schedules, organizes and implements snow and ice response operations. The Director, or designee, acts as Operations Section Chief in the event that the Mayor or Director of Transportation appoints someone else as Incident Commander. The Bureau provides labor, equipment and materials as appropriate.

6. Incident Commander

The authorities and responsibilities normally associated with an Incident Commander are assumed and augmented by the following:

- a. The Incident Commander may act with the authority of the City Traffic Engineer for street closures (PCC 16.10.200)
- b. The Incident Commander may authorize emergency purchases (PCC 5.33.030)
- c. The Bureau IC may elect to open the City EOC and activate EOC staff, if conditions warrant.

7. Bureau of Environmental Services

Management and staff of the Bureau may be asked to provide advice and counsel to the Incident Commander and may be called upon to provide the resources of the Bureau as necessary and appropriate.

8. Bureau of Parks and Recreation

Management and staff of the Bureau may be asked to provide advice and counsel to the Incident Commander and may be called upon to provide the resources of the Bureau as necessary and appropriate.

9. Bureau of Water Works

Management and staff of the Bureau may be asked to provide advice and counsel to the Incident Commander and may be called upon to provide the resources of the Bureau as necessary and appropriate.

10. Bureau of Transportation Engineering and Development

Management and staff of the Bureau may be asked to provide advice and counsel to the Incident Commander and will provide the resources of the Bureau as necessary and appropriate.

11. Bureau of Transportation System Management

Management and staff of the Bureau may be asked to provide advice and counsel to the Incident Commander and will provide the resources of the Bureau as necessary and appropriate.

12. Bureau of Police

Resources of the Bureau may be called upon for support in such street operations as unsnarling traffic, blocking off traffic where immediate hazards exist, and reporting dangerous areas to the Maintenance Bureau for treatment consideration. Additionally, the Police Bureau is expected to enforce appropriate traffic regulations and parking restrictions.

13. Bureau of General Services

Fleet Management is responsible for staffing repair facilities to keep equipment operable during Snow and Ice Response operations.

14. Bureau of Fire, Rescue and Emergency Services

Resources of the bureau may be called upon to support EOC activation and operation and other activities as necessary and appropriate.

C. Phased Operation

Snow and ice response operations will normally be implemented in phases. The phase of operation will depend on the severity of conditions and shall not necessarily be implemented in numerical order. The Incident Commander has the authority to determine the priority of implementation of these phases.

Phase 1

Frost on bridge decks and limited areas around the City; limited snow fall in spots; some ice forming at higher elevations.

Hazard areas and critical locations are treated by units assigned to the Anti-Icing Group and the Hazard Group.

Phase 2

Snow falling over a wider area, sticking and beginning to accumulate at higher elevations. Wider spread areas of freezing.

The addition of Division assigned units to begin continuous route treatment in those divisions indicated by the Incident Commander.

Phase 3

Snow or ice wide spread throughout the City.

Full Call-out of all assigned Division units to treat continuous routes in all districts.

Phase 4

Significant accumulation of snow or ice.

Deployment of units and additional help as determined appropriate by the Incident Commander.

Phase 5

Routes are clear and/or passable; and there are continued calls for service on non-route streets.

As the incident stabilizes or begins winding down, units assigned to routes and units of the Flying Group continue to respond to requests for special treatments. Units of the Hazard Group may also be involved.

Phase 6

The incident is essentially over. (This may occur first at the lower elevations while Phase 5 operations continue at higher elevations.)

Diversion of regular street cleaning operations from routine activities to remove abrasive from all traffic ways affected by snow and ice response treatments.

All of the above described phases are within the scope of a Level I emergency response (generally within the management resource capability of a single bureau, some liaison involvement is assumed).

A Level II response requires significant resource commitment from other bureaus and build on this Basic Plan. Sheltering of the public, provision of emergency supplies and use of the City EOC are all likely at this response level.

A Level III response requires resources from outside of the city staff. Such resources may come from other units or levels of government, private sector sources, or from community volunteer organizations. This level of response may result in new or additional work activities or higher levels of work in progress.

D. Barricading/Traffic Control/Snow Zone

The placement of barricades or other traffic control devices to close streets, or alter traffic flow

shall be initiated whenever a street has been designated by the Incident Commander as being in a dangerous condition or as being unfit for travel due to hazardous accumulations of snow or ice.

The authority to designate streets for such control lies with the Traffic Engineer (Ref. City of Portland Code Section 16.10.200.N) and is delegated to the Incident Commander during operations conducted in accordance with this Plan.

The removal of barricades or other traffic control devices should be initiated when hazardous conditions no longer exist and as resources allow.

The designation of certain streets as Snow Zone streets is allowed by OAR 734, Division 17 rules. The Incident Commander has the authority to implement the Snow Zone rules on behalf of the City in accordance with this Plan.

The Snow Zone streets and chain-up areas are shown in Appendix W.

E. Geographical Organization

The City is divided into five geographical divisions for snow and ice response operations:

Division No. 1, Central Business District

Bounded by the Willamette River on the East, N.W. Glisan on the North, I-405 on the West, and S.W. Caruthers on the South.

Division No. 2, Northwest/Southwest

Bounded by the Willamette River on the East and the City limits on the West. (Except the area described as District 1.)

Division No. 3, North/Northeast

Bounded by the Willamette River on the West, the Columbia River on the North, the Banfield Freeway on the South, and 82nd on the East.

Division No. 4, Southeast

Bounded by the Banfield Freeway on the North, the Willamette River on the West, the City limits on the South and 82nd to the East.

Division No. 5, Far East

Bounded by 82nd on the West, the Columbia River on the North, and the city limits on the East and South.

F. Clean-up

The removal of abrasives from all traffic ways affected by ice and snow response treatments will normally commence as soon as is practicable following sanding operations.

The Street Cleaning Section will normally suspend routine operations until such time as accumulations of abrasives are removed.

G. Levels of Preparedness

Level A

Call out expected within 16 hours and we are ready to put crews on the street within one hour of their reporting. All trucks are parked in the Stanton Yard compound, sanders are hooked up, plows are mounted, chains are on and the fuel tank is full. The loaders are parked at the sand piles, fueled and ready. Barricade trucks are loaded, fueled and chained up. Anti-icing chemicals

are mixed and ready, tank trucks fueled, chained and ready. Operator boxes, bags, and packages are ready in the office, keys ready. Crew alerted to weather conditions and the likelihood of a call out.

Level B

Call out possible within 24 hours and we are ready to put crews on the street within two hours of their reporting. All trucks fueled with sander, plow and chains in one place in the Stanton Yard/Albina Yard complex.

Loaders are fueled, Located at the sand piles or on trailers at Stanton Yard ready to go. Anti-icing chemicals are on hand, tank trucks are fueled and ready. Barricade trucks are fueled, have chains and can be loaded in under one hour. Crew informed of weather conditions and the possibility of a call out.

Level C

Call out not likely within the next 24 to 72 hours (this is the stand down condition during the winter season - November 1 through March 15). It would take about 3 hours to put crews on the street from the time they reported. All trucks are in routine use, chains repaired and in storage, sanders cleaned, lubed and stored, plows cleaned, repaired and stored. Loaders in routine use. Barricades and barricade trucks in routine use or stored. Anti-icing chemicals in storage, tanks cleaned and stored.