

City of Tigard

Emergency Operations Plan

Basic Emergency Operations Plan

Mitigate | Prepare | Respond | Recover

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CITY OF TIGARD BASIC EMERGENCY OPERATIONS PLAN

I. PURPOSE

This plan outlines Tigard's approach to emergency response and short-term recovery operations and provides general guidance for activities that support those operations. The plan describes Tigard's organic emergency response disciplines and assigns responsibilities for various emergency functions. This plan also provides a framework for more specific functional sections that describe responsibilities for the conduct of various emergency tasks.

The primary audience for this plan includes elected officials, department heads and their senior staff members, emergency management staff, leaders of local volunteer organizations that support emergency operations and others who may participate in emergency response efforts.

II. SITUATION AND ASSUMPTIONS

A. Situation

Tigard is exposed to many hazards. Whether naturally occurring or man-made, all have the potential for disrupting the community, causing casualties and/or damaging property and the environment. These hazards are identified and discussed in Tigard's Hazard Analysis. A major disaster can occur at any time. In many cases, public warning and implementation of increased readiness measures may be possible. However, some emergencies will occur with little or no warning.

Tigard is geographically and demographically diverse. The city is located in Washington County in northwestern Oregon. The city has grown steadily since its incorporation in 1961, and has an area today of 11.71 square miles. It is centrally located in the Portland metropolitan region, located 10 miles southwest of downtown Portland and adjacent to Portland's southwestern border and the cities of Beaverton, Tualatin, King City, Lake Oswego, and Durham. The city has low-lying areas as well as some mountainous rural forest area. Each can provide its own challenges to disaster response. Demographically, the city is made up of several diverse populations that vary according to the urban settings, ethnic and linguistic backgrounds (including many who speak little or no English), economic means, educational background, special needs, and age to name but a few.

Oregon law requires Tigard's government to establish an emergency management plan to prepare the city for a disaster. Oregon Revised Statutes (Chapter 401.305) state, "...each city may, establish an emergency management point which shall be directly responsible to the executive officer or governing body of the county or city." At a minimum, the city is required to coordinate emergency planning activities including writing an emergency plan, managing and maintaining emergency operating facilities, and establishing an Incident Command System (ICS) within the frame work of the National Incident Management System (NIMS) for management of a coordinated response.

To fulfill the requirements of ORS 401 and to be prepared to respond to disaster, Tigard needs an organized structure and operational plan to manage city resources and information. The citizens of Tigard reasonably expect that the city will plan for, and be prepared to respond to, major emergencies and disasters of all types.

Tigard is one of the larger jurisdictions in Washington County with multiple departments. Some departments have first responder staff and provide services to unincorporated areas.

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Other departments, including Community Development, Administration, and the Library provide services to the entire city.

Tigard is served by other agencies that provide resources necessary to respond to emergencies of all types. Not all of these resources are located in Tigard. Some of these resources provided by these agencies and non-government organizations include:

- County Law Enforcement
- Fire Districts (fire, hazmat, emergency medical services (EMS))
- Washington County Consolidated Communications Agency (9-1-1)
- Special Teams
- Mobile Response Teams (LE)
- Technical Rescue (Fire)
- Hazardous Materials Team (Fire)
- Hospitals
- American Red Cross
- Public and Private Utilities
- Private Ambulance

B. Assumptions

Tigard will continue to be exposed to the impact of all hazards including those described in the Tigard’s Hazard Analysis as well as other hazards that may develop in the future. The Hazard Analysis can be referenced in Tigard’s Natural Hazard Mitigation Plan Addendum adopted in June 2008.

Tigard will have sufficient staff, facilities, and disaster resources to implement this plan and its sections. Outside assistance will be available in most, but not all, emergencies affecting the city. In some instances, outside assistance will not be available, and in other cases will take considerable time to arrive.

Federal support will be forthcoming via the disaster declaration process and other processes outlined in federal law. The response of some federal agencies and resources, such as the Federal Bureau of Investigation, will be almost immediate; however, most will arrive on a more protracted time line ranging from 48 - 72 hours, or even longer for some events. Tigard will have adequate on-hand communication resources to provide at least the minimum level of communication necessary to respond to a disaster.

Should a regional event take place, a regional Emergency Operations Center (EOC) may be established to coordinate public information, limited resource allocation, and policy decisions. Tigard will deploy select staff to those locations to support the effort.

III. CONCEPT OF OPERATIONS

A. Explanation of Terms

1. Acronyms and Abbreviations

ARC	American Red Cross
BCC	Board of County Commissioners
CC	City Council

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CFR	Code of Federal Regulations
CWS	Clean Water Services
DOC	Department Operations Center
ECC	Emergency Coordination Center
EOC	Emergency Operations Center
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EPI	Emergency Public Information
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FOC	Fire Operations Center
Hazmat	Hazardous Material(s)
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
JFO	Joint Field Office
LE	Law Enforcement
LUT	Land Use and Transportation
NRP	National Response Plan
NIMS	National Incident Management System
OCEM	Office of Consolidated Emergency Management
OSHA	Occupational Health and Safety Administration
PIO	Public Information Officer
SOPs	Standard Operating Procedures
WCCCA	Washington County Consolidated Communications Agency

2. Definitions

Department Operations Center (DOC) – Specially equipped facility from which department staff exercises tactical direction and control and coordinate resources and information in an emergency situation. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of information citywide.

Disaster Operations – A public safety incident response and resource management protocol implemented by the Washington County Consolidated Communications Agency (WCCCA) when centralized communications are not functioning (i.e., no 9-1-1 phone system and no 800 MHz radio system).

Emergency Operations Center (EOC) – Specially equipped facility from which assigned city staff exercises strategic direction and control and coordinates resources and information in an emergency situation.

Incident – As used in this plan, this term is intended to describe a range of emergency situations from routine to catastrophic.

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Incident Command System (ICS) – System designed to effectively integrate resources from different responding departments and/or augmented agencies into a temporary emergency organization that can expand and contract with the magnitude of the incident and the resources on hand.

Joint Information Center (JIC) – A physical location where public information staff involved in incident management activities can co-locate to manage critical emergency information, crisis communications, and public affairs functions.

Joint Information System (JIS) – The method of operating during an incident that allows multiple Public Information Officers (PIOs) to coordinate information and integrate messages to avoid confusing the public. It provides an organized, integrated, and coordinated mechanism for providing information from a variety of sources and agencies to the public during an emergency. A JIS does not require responding PIOs to be co-located.

Hazard Analysis – A document, Tigard’s Natural Hazard Mitigation Plan Addendum, published separately from this plan that identifies and assesses the local hazards that have affected or possess the potential to adversely affect public health and safety, public or private property, or the environment.

Hazardous Material (Hazmat) – A substance in a quantity, or form, posing a risk to health, safety, and/or property when manufactured, stored, or transported. It may be toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer and pose a threat to health and the environment when improperly managed.

Incidents of National Significance – Those high-impact incidents that require a coordinated and effective response by an appropriate combination of federal, state, local, tribal, private-sector, and nongovernmental entities in order to save lives, minimize damage, and provide the basis for long-term community recovery and mitigation activities.

Major Emergency Operations – A public safety incident response and resource management protocol implemented by WCCCA when resource demand exceeds system capacity and incident prioritization is necessary, but centralized communication is operational.

Multi-Agency Coordinating System (MACS) – A combination of resources that are integrated into a common framework for coordinating and supporting incident management activities. MACS may be required for large or wide-scale emergencies that require high-level resource management or information management. The Washington County EOC is a type of MACS.

Mutual Aid Agreements – Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergencies where the resources of a single jurisdiction or organization are insufficient, or inappropriate, for the tasks that must be performed to control the situation.

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Standard Operating Procedures (SOPs) or Standard Operating Guidelines (SOGs) – Approved methods for accomplishing a task or set of tasks. SOPs and SOGs are typically prepared at the department or agency level.

B. General

The City of Tigard has a responsibility to protect public health and safety and preserve property and the environment from the effects of hazardous events. It has the primary role in preparing for and responding to emergencies that affect the city at large. Tigard is responsible for organizing, training, and equipping city emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and coordinating for emergency services not provided by the city. State and federal governments offer programs that provide some assistance with portions of these responsibilities.

To meet ICS responsibilities, Tigard has established an emergency program that is both integrated (employs the resources of government, organized volunteer groups, and businesses) and comprehensive (addresses mitigation, preparedness, response, and recovery). This response and short-term recovery plan is one element of that program.

This plan addresses general functions that may need to be performed during any emergency and includes sections for specific types of incidents.

Departments and/or divisions tasked in this plan are expected to develop and keep current standard operating procedures that describe how emergency tasks will be performed. Departments and/or divisions are charged with ensuring that the training and equipment necessary for an appropriate response are in place.

This plan is based upon the concept that many of the same personnel and material resources used for day-to-day activities will be employed during emergencies. Because personnel and equipment resources are finite, some routine functions that do not contribute directly to management of an emergency may be suspended for the duration of the emergency. The personnel, equipment, and supplies that would normally be required for those functions may be redirected to accomplish emergency tasks.

It is impossible for government to do everything that is required to protect the lives and property of its citizens. Citizens have the responsibility to prepare themselves and their families to cope with emergencies. Tigard will assist its citizens in carrying out this responsibility by providing emergency public information and instructions during and following emergencies.

C. Phases of Emergency Management

Mitigation – Actions carried out before, during, and after an emergency or disaster that are intended to reduce the degree of risk or vulnerability to hazards. Mitigation is not addressed in this plan but can be referenced in Tigard’s Natural Hazard Mitigation Plan Addendum.

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Preparedness – Activities designed to help save lives and minimize damage by preparing people and organizations to respond appropriately when a disaster or other emergency occurs. Preparedness is not addressed in this plan.

Response – Activities taken during and immediately after an actual incident which are intended to reduce injuries and loss of life, limit property damage, and stabilize the situation.

Recovery – Activities taken after an incident to restore critical infrastructure and services in the impacted area to pre-existing or better condition. Recovery is normally divided into short-term restoration and long-term recovery components. Restoration returns vital life support systems to at least minimum operating standards.

This plan addresses response and short-term recovery operations only.

D. Levels of Emergency Operations

1. Routine Operations – Daily activities, including incidents such as burglaries and road closures, which are routine in nature and managed by department and/or agency field resources without the need for higher level coordination. Routine operations are defined but not addressed in this plan.

- Resource management is handled internally.
- Information management is handled internally.
- Command management is handled internally.
- Policy coordination is handled internally with no major issues.

2. Minor/Expanded Incident – A fairly common incident that may be large in scale or scope and involve multiple sites and/or disciplines but which can still be managed with existing department/agency resources. Examples include a winter storm with multiple road closures or a hazardous materials spill requiring an evacuation of a limited area. A higher level of management and coordination is typically required. A local emergency may be declared. Characteristics include:

- A limited area and/or impacts a limited population.
- Evacuation or in-place sheltering typically limited to the immediate area of the incident and for limited duration.
- Warning and public instructions are provided in the immediate area, not community-wide, other than to avoid the area.
- One or two local response departments acting under an incident commander.
- Limited external assistance from other local response agencies or contractors.
- Activation of the city message center to provide emergency information and recommended actions to the public.
- Resource management typically requires coordination at a Department Operations Center (DOC) level and may require coordination at the Emergency Operations Center (EOC) level.
- Information management typically requires coordination at a DOC level and may require coordination at the EOC level.
- Command management typically requires coordination at a DOC level and may require

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coordination at the EOC level.

- Policy coordination may be required at departmental or city level to deal with a few major issues.

3. Major Incident – An uncommon incident that is typically large in scale and scope and which requires outside assistance, such as a major flood or moderate earthquake. Centralization of a department's/agency's incident management and coordination activities is required. Local emergencies (city and county) will be declared as appropriate and a state emergency may also be declared. A Presidential Disaster Declaration may be requested. Some major incidents may also be designated Incidents of National Significance. Characteristics include:

- Affects a large area, significant population, and/or important facilities.
- May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations, possibly for extended durations.
- May require community-wide warning and public instructions.
- May require activation of the city message center to provide emergency information and recommended actions to the public.
- Requires a sizable multi-agency response operating under one or more incident commanders.
- May require external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
- Resource management requires coordination at the EOC level.
- Information management requires coordination at the EOC level.
- Command management requires coordination at the EOC level.
- Policy coordination is required at the city and county level to deal with many major issues.
- In addition, DOCs, a Joint Field Office, a Joint Information Center, and perhaps a regional EOC will likely be activated to deal with resource, information, and command management.

4. Disaster/Catastrophic Incident – A very rare incident that is broad in scope, complexity, and potentially lasting impact and which significantly reduces the government's ability to help itself or others, such as a subduction zone earthquake. Outside assistance is clearly needed and extraordinary incident management and coordination measures are required. Local and state emergencies will be declared and a Presidential Disaster Declaration will likely be requested. All Catastrophic Incidents will be Incidents of National Significance. Characteristics include:

- Affects a large area, a sizable population, and/or important facilities.
- May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
- Requires community-wide warning and public instructions.
- Requires activation of the city message center to provide emergency information and recommended actions to the public.
- Requires a response by all local response agencies operating under one or more incident commanders.

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- Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.
- The Emergency Operations Center (EOC) will be activated to provide strategic guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.
- Resource management requires coordination at the EOC level.
- Information management requires coordination at the EOC level.
- Command management requires coordination at the EOC level.
- Policy coordination is required at the city and county level or above to deal with many major issues.
- In addition, DOCs, a Joint Field Office, a Joint Information Center, possibly a regional EOC, and the State Emergency Coordination Center (ECC) will be activated to deal with resource, information, and command management.

E. Response Components

1. Initial Response

First responders and others are charged with many functions. Initial response functions are the responsibility of individual departments and are discussed here only to provide an understanding for how those actions fit into the broader structure of the City Emergency Management Plan. It is the intent of this plan to discuss the response actions required at the Department Operations Center level and up.

When required, the first responder to arrive at the scene of an emergency situation will implement the Incident Command System (ICS) and serve as the Incident Commander until relieved by competent authority. The Incident Commander will provide an assessment of the situation, identify response resources required, and manage the on-scene response.

2. Department Operations Center (DOC) Operations

A DOC is generally responsible for managing department resources during an incident when a higher level of coordination is needed. Additional responsibilities are listed under Section IV of this Plan: Organization and Assignment of Responsibilities.

3. Emergency Operations Center (EOC) Operations

The EOC is generally responsible for coordinating public information, resource allocation decisions, and policy decisions on a citywide basis in support of the DOCs. Additional responsibilities are listed under Section IV of this Plan: Organization and Assignment of Responsibilities.

4. Message Center

The city message center is responsible for providing information to the public about incident activity, impacts, and available resources. It also serves as a point to receive public offers of assistance for volunteers and goods.

F. Levels of Coordination

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From Single Resources to Emergency Operations Center (EOC)/ Department Operations Center (DOC) – Single resources which are not a part of an existing on-scene Incident Command organization will communicate situation and resource information directly with the EOC/DOC.

From Incident Command Post (ICP) to DOCs and EOC – The on-scene Incident Commander will manage on-scene response from the ICP. The EOC or supporting DOC will provide tactical support for on-scene activities. The on-scene Incident Commander shall provide periodic situation updates to the supporting DOC or the EOC. Emergency operations with different objectives may be conducted in multiple jurisdictions or at geographically separated scenes within the city. In this instance, more than one on-scene Incident Command operation may be established. Should this occur, it is important that the allocation of resources to specific field operations be coordinated through the DOCs and EOC.

DOC to DOC – Information and resource needs will be coordinated between DOCs as necessary to most effectively manage the incident. However, once the EOC is activated, information and resource needs will also be coordinated with the EOC.

DOC to EOC – The EOC will coordinate with the DOCs and the on-scene Incident Commanders for optimal use of resources, external resource and technical support, researching problems, providing information to senior managers, gaining information essential to allow the EOC to develop strategic goals for coordinating and disseminating emergency public information, and performing other tasks to support on-scene operations.

DOC to External – Situation and resource information will be coordinated between DOCs and city, utility, and other EOCs prior to activation of the county EOC.

EOC to County – The EOC will coordinate external situation and resource information and requests, formulation of strategic goals, public information, policy decisions, and arranging for technical support with the county EOC.

County EOC to State – The county EOC will prepare local declarations to be submitted by the Board of County Commissioners to the state. The EOC will coordinate resource needs with the state for all DOCs and agency EOCs in the county. The county EOC will also provide routine situation updates to the state.

County EOC to Regional EOC (If Activated) – The EOC will coordinate strategic information, resource management, and policy guidance with the regional EOC.

City EOC to Policy Group – The city EOC will brief the Policy Group and make recommendations, request strategic guidance and priorities, and coordinate funding.

G. Activation Levels

Depending on the size and scope of the incident and the amount of coordination required, a partial or full activation of the Emergency Operations Center (EOC) or a Department

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Operations Center (DOC) will be called for. The EOC/DOC will be activated at a level necessary to carry out the tasks that must be performed.

1. Partial – This is a limited activation of the EOC or DOCs and is typically used for establishing specific functions without activating the entire response organization.

2. Full – A full activation of the city EOC and/or DOCs will be implemented during all major and disaster/catastrophic incidents and for some expanded incidents. It will be based on the resource management, information coordination, and notification requirements of the incident. For full activations, all members of shift one and shift two EOC response teams will be activated. These response teams are composed of pre-designated functional area representatives from city departments and divisions. Since a DOC is tactical, a DOC will be activated by the affected department based on the needs for coordination of field resources.

3. Expanded Dispatch at Washington County Consolidated Communications Agency (WCCCA) – Tualatin Fire and Rescue operate an expanded dispatch function which provides a structure and procedure for optimizing fire/rescue resource management during large incidents and major emergencies when demand for fire resources exceeds system capacity and incident prioritization may be necessary, but Fire Operations Center (FOC) or EOC activation is not needed. Expanded dispatch is located at WCCCA and is supported by Hillsboro and Tualatin Valley Fire and Rescue Incident Management Teams.

H. Flexibility in Application

For some types of emergencies, a specific incident scene may not exist in the initial response phase and the EOC may accomplish initial response actions such as mobilizing resources and issuing precautionary warning to the public. As the potential threat becomes clearer and a specific impact site, or sites, is identified, an Incident Command Post (ICP) may be established and tactical control of the response transitioned to an Incident Commander at the scene. Such situations may include an ice storm or winter storm.

In these and other situations, it is imperative to maintain flexibility and determine the best method for accomplishing the mission. Some situations may be better coordinated by combining various EOCs and DOCs, e.g., for a relatively small emergency with a single department focus where resources are needed to assist the DOC.

I. Activation Authority

The authority to activate the city Emergency Operations Center (EOC) resides with the Mayor, the City Manager, the Police Chief, Public Works Director, the Emergency Management Coordinator, or their designees.

The authority to activate a Department Operations Center (DOC) resides with the Chief of Police or the Public Works Director or their designee.

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On-scene Incident Commanders (ICs) can request activation of the EOC or a DOC if, in their judgment, the situation warrants activation. Authorization for activation of the EOC should be approved by one of the authorized persons listed above if time and circumstances permit.

J. Notification of Staff

Emergency management will monitor developing or occurring hazardous incidents, evaluate the need for activation of the Emergency Operations Center (EOC) or Department Operations Center (DOCs), confer with department representatives, and make notifications for EOC activation. EOC staff will be notified as described in the EOC Emergency Alert Roster. Emergency management will alert the City Manager and appropriate department heads of developing and occurring hazardous incidents.

K. Resources Management

1. City Resources – City resources will be managed by an on-scene Incident Commander, a DOC, or the Emergency Operations Center (EOC). The city EOC will provide strategic direction for all city resources and will provide tactical direction to resources not assigned to the Public Works Department or Police Department, or an on-scene Incident Commander. Resources from those elements of city government will be tactically managed by their respective Department Operations Centers (DOCs) if activated. The city EOC will also serve as the clearinghouse for resource requests from local responders, coordinate with other responding organizations, and arrange for state and federal resource support if warranted.

2. Local Resources – Tigard will first use its own resources to respond to emergencies, purchasing supplies and equipment if necessary, and request assistance if those resources are insufficient. If additional resources are required, the city will:

- Request resources available pursuant to existing mutual aid agreements. However, if limited mutual aid resources exist for demands in the county, the County Emergency Operations Center (EOC) will suspend mutual aid requests and begin strategic management of resources countywide.
- Request assistance from volunteer groups or agencies.
- Request assistance from industry or individuals who have resources needed to deal with the emergency when external agencies respond to an emergency within the city’s jurisdiction, they will be expected to conform to the guidance and direction provided by the on-scene Incident Commander.

3. Emergent Volunteers – It is expected that emergent volunteers will seek to assist the public in any disaster. Information on emergent volunteers will be directed to the city Volunteer/Donations Unit Leader (VDUL) will collect and disseminated specifics to the appropriate department and other agencies for best utilization of their skills.

4. State, Federal, and Other Assistance – If local resources are inadequate to deal with an emergency, the city will contact the county for support and the county EOC will request

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assistance from the State of Oregon. Cities must request assistance from the county before the county may make the request for state assistance on the cities' behalf using the declaration of emergency process described in Section 5 below. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts.

If resources required to control an emergency are not available within the state, the Governor may request assistance from states signatory to the Emergency Management Assistance Compact, or from the Federal Government through the Federal Emergency Management Agency (FEMA).

FEMA has the primary responsibility for coordinating federal disaster assistance.

5. Emergency Powers – Washington County Code Chapter 8.36 authorizes the Board of County Commissioners to declare an emergency and establish certain emergency authorities.

For large scale disasters, a Presidential declaration of “emergency” or “major disaster” via the Robert T. Stafford Emergency Relief and Disaster Assistance Act, Public Law 93-288, as amended, allows for federal assistance to the impacted area.

For major and catastrophic incidents, including Incidents of National Significance for which a Presidential declaration has been issued, federal agencies may be requested through the state and mobilized to provide assistance to the state and Washington County pursuant to the National Response Plan (NRP).

For any Emergency Operations Center (EOC) activation, the EOC will notify Oregon Emergency Response System (OERS) and receive an incident number.

County code authorizes the Board of County Commissioners to require mandatory evacuations. State law gives law enforcement the authority to issue and enforce mandatory evacuation orders where it is needed. Other emergency officials may recommend evacuation of threatened or stricken areas.

L. Information Management

1. Department Operations Center (DOC) Level – Department Public Information Officers (PIO's) will collect, analyze, develop, and release timely, accurate, and important, department-level public information with the IC's approval to the public and media, e.g., road closure information.

2. Emergency Operations Center (EOC) Level – When the EOC is activated, city PIO's will collect, analyze, develop, coordinate, and release timely, accurate, and important public information with the IC's approval to the public and media. Coordination of media releases will be made with DOCs, EOCs, FOC's, and the regional EOC if activated.

3. Joint Information System (JIS) – If this function is needed to assist Public

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Information Officers (PIOs) in the performance of their tasks, Washington County will support a JIS to collect, coordinate, and disseminate timely, accurate, and approved public information messages. A JIS may be managed at the county EOC, regional EOC if activated, or a location near the impacted area.

M. Policy Coordination

Tigard’s Policy Group normally includes the Police Chief, the City Manager, City Council, and all department heads. Based on the extent of a disaster, expansion of this group may be expanded to include elected and appointed officials from other affected agencies. Major policy issues affecting the county are decided by this group and coordinated with the Incident Commander in the EOC.

N. National Incident Management System (NIMS) Compliance

Tigard has adopted the NIMS framework and Incident Command System (ICS) as the method by which it will manage incidents that arise in the city. In addition, Tigard will manage preplanned (recurring/special) events in accordance with ICS organizational structures, doctrine, and procedures, as defined in NIMS.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. City Council – The City Council is the chief legal, fiscal, and political body of the city. By law and tradition, this arm of government is responsible for the general safety and well being of the citizens and for policy decision-making.

2. Policy Group – The Policy Group is referred to in this plan as a single body and includes the Chief of Police, the City Manager, City Council, and all department heads or their designees. Based on the extent of a disaster, this group may be expanded to include elected and appointed officials from other affected agencies. The members of the group include both elected and appointed executives with certain legal responsibilities. Major policy issues affecting the city or the county are decided by this group and coordinated with the Incident Commander in the EOC.

3. Emergency Operations Center (EOC) – The city EOC is the primary facility for management of city, and oversight of citywide, activities and coordination. It establishes strategic goals for city and citywide activities, manages resources and information, and coordinates with the County and other outside agencies.

4. Joint Information System (JIS) – The county EOC includes a public information process. When incident demands require, the emergency public information function, as defined earlier in this plan, can be expanded into a JIS. PIOs from multiple agencies and jurisdictions work together to provide information on the incident and recommended actions for public benefit.

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5. Message Center – A facility established by the EOC to provide information to the public about incident activity, impacts, and available resources. It also serves as a point to receive public offers of assistance for volunteers and goods.

6. Department Operations Center (DOC) – Larger field responder departments maintain a DOC that has a focus on tactical management of department-owned and -controlled resources. The DOCs work in concert with the city EOC for overall management of city resources.

7. Field Responders – Personnel from the Police or Public Works Departments who are concerned with immediate field action such as: situation assessment (tactical), saving lives and property, stabilizing the incident, and reporting in accordance with their standard operation procedures. Other field responders include city personnel assigned to an incident by the EOC, a DOC, or a field commander who support the damage assessment process, investigation, client support, or other response or restoration activities.

8. Departments – Individual departments are an integral part of the emergency organization. While some department staff members are responders, the remainder of department staff focuses on support of these first responders and/or on the continuity of services they provide to the public. Organizationally, they are a component that provides support and communication for responders.

B. Responsibilities

1. City Council (CC) – The major functions of the CC are to provide policy level guidance to the Incident Commander, impose necessary restrictions, and make high level decisions that provide input for strategic goals. The CC is briefed by the Policy Group and Incident Commander or the Liaison on daily activities. When appropriate, the CC will declare a local emergency and request a Governor's emergency declaration through the county. During a declared emergency, they have authority to establish spending authorities and establish exemptions to existing law. They also have responsibility to ensure essential information is communicated to the public.

2. Policy Group – The Policy Group provides strategic guidance, ensures financial accounting, provides strategic resource management guidance to the EOC/DOC ICs, coordinates departmental support to incident command organizations, and oversees continuity of government operations.

3. Emergency Operations Center (EOC) – The EOC is established as a location from which city officials can receive information pertaining to an incident and from which they can provide direction, coordination, and support to emergency operations. The EOC is staffed by city personnel and others who are assigned to specific positions within the EOC's ICS organizational structure. EOC staff will provide information and recommendations to the Incident Commander to help determine a course of action to respond to, contain, control, and recover from an emergency. General responsibilities include:

- Receive emergency warnings and disseminate warnings to the public.

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- Provide emergency information and instructions to the general public and private institutions, business, industry, and disaster relief organizations.
- Coordinate public information collection and dissemination.
- Coordinate command decisions and prioritization of response activities.
- Collect, collate, display, and assess situation reports.
- Coordinate and disseminate situation and resource status information to the DOC, city EOC, regional EOC if activated, and state Emergency Coordination Center (ECC).
- Analyze information and process it into usable and relevant intelligence to assist with command decisions.
- Set strategic goals for city and citywide actions.
- Develop tactical objectives for department actions where those departments are not represented by a DOC.
- Provide resource support to DOC's and other local agencies.
- Coordinate the initial damage assessment process citywide.
- Organize and implement large-scale evacuation.
- Organize and implement mass shelter and arrangements for evacuees.
- Request assistance from the county, state and other external sources.
- Prioritize resource allocations.
- Receive requests for assistance and emergency information from the public.
- Establish guidelines for the ordering of, use of, and release of resources to meet emergency needs.
- Document incident activity.
- Track costs.
- Establish and maintain contact with:
 - County and state agencies
 - Federal agencies
 - Private agencies that assist in emergency operations
 - General public, business, industry, community organizations, and disaster relief agencies

4. Joint Information System (JIS) – The JIS coordinates public information with agencies involved in an incident and local media and coordinates dignitary and Very Important Persons (VIP) visits with the county administrative office. The JIS may be located in a single Joint Information Center.

5. Message Center – The message center receives information released from the Emergency Operations Center Public Information Officer (PIO) staff, notifies the same of any information issues, provides incident activity/impacts and available resources information to the public, and serves as the initial point of entry for public offers of assistance.

6. Department Operations Center (DOC) – Individual DOC responsibilities include:

- Provide departmental resource support for on-scene operations.
- Establish tactical objectives for department actions.
- Maintain tactical control of department resources not assigned to an on-scene Incident Commander.
- Coordinate with mutual aid response agencies.
- Coordinate resource allocation between emergency operations and normal day-to-day

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activities.

- Provide situation and resource status information to the EOC if the EOC is activated.
- Coordinate public information collection and dissemination.
- Coordinate command decisions and prioritization of response protocols.
- Document staff time and costs for incident activities.

7. All Departments

All departments within Tigard have responsibility for emergency functions in addition to their routine duties. Each department is responsible for developing and maintaining procedures to implement their emergency functions. All city departments have the following common responsibilities:

- Develop alert and notification procedures for department personnel.
- Develop operating guidelines to implement assigned duties specified by this plan.
- Track incident-related costs incurred by the department.
- Establish internal lines of succession of authority.
- Ensure that vehicles and other equipment are equipped and ready, in accordance with existing Standard Operating Procedures (SOPs).
- Identify critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other county departments.
- Assign personnel to the Emergency Operations Center (EOC) as charged by this plan.
- Develop and implement procedures for the protection of vital records, materials, and facilities.
- Promote family preparedness among employees.
- Ensure key staff completes any National Incident Management System (NIMS) required training.
- Ensure department plans and SOPs incorporate NIMS components, principles, and policies.
- Allow staff time for preparedness training and participation in exercises.

8. Specific Responsibilities by Department

In addition to these common responsibilities, each department has assigned response functions that are generally related to that department's day-to-day activities. Some departments may share response functions with other departments.

Community Development

- Support community recovery through block grant and other emergency focused development funds.

City Administrative Office

- Ensure continuity of city administration.
- Support county role in alert and warning of the public.
- Ensure continuity of government.
- Coordinate dignitary/Very Important Person (VIP) visits with the Joint Information Center (JIC).
- Provide necessary direction, guidance, and support to the EOC and city government.
- Ensure accurate financial records are maintained.
- Assign incident commanders and ensures the city follows NIMS ICS.

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- Coordinate accurate, timely public information messages with the JIC/JIS.
- Conduct financial damage assessment of buildings.
- Forecast economic impacts on city revenues impacts.

City Council

- Support city administration.
- Ensure continuity of government with the City Administrative Office.
- Support EOC management.
- Manage legal programs and policies.
- Coordinate the declaration process.
- Approve (where necessary) public information messages.
- Advise the Policy Group and County Board of Commissioners on legal authorities and limitations.

Public Works (PW)

- Coordinate damage assessment of city facilities, roads and bridges.
- Coordinate building safety inspections.
- Support dignitary/VIP coordination with the JIC and City Administrative Office.
- Coordinate engineering/construction of city roads.
- Coordinate maintenance and repair of roads and bridges.
- Support evacuation operations with the Police Department (PD).
- Support hazardous materials response with fire.
- Support heavy rescue with fire, and PD.
- Support PD with traffic and access control.
- Support public information messages with the JIC/JIS.
- Support transportation needs with the PD.
- Coordinate utility response with utility providers, fire, PD, and emergency management.
- Coordinate solid waste and debris management with the county.
- Coordinate road status information with the EOC, when activated emergency management.
- Coordinate policy development and implementation with the City Administrative Office.
- Support alert and warning of the public with the PD, the City Administrative Office, and the county as appropriate.
- Coordinate communications with WCCCA.
- Coordinate direction and control with the City Administrative Office, appropriate department heads, and elected officials.
- Support environmental services with LUT.
- Coordinate EOC management.
- Support public information dissemination.
- Support transportation with LUT and ODOT.
- Support utility response and reconstruction with LUT and utility providers.

Police Department

- Coordinate alert and warning of the public with support from the City Administrative Office and emergency management.
- Support damage assessment.
- Support dignitary/VIP coordination with the JIC/JIS and the City Administrative Office.

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- Support emergency medical with fire and EMS.
- Coordinate evacuation and shelter-in-place operations with support from fire and PW.
- Support hazardous materials response with fire.
- Coordinate law enforcement with support from county Sheriffs Office.
- Coordinate missing person's locator activities.
- Support mass fatality operations.
- Support public information with the JIC/JIS and the City Administrative Office.
- Support rural search and rescue operations.
- Support transportation needs with PW and county Support Services and LUT.
- Coordinate intelligence investigation information activities with other law enforcement agencies.

WCCCA

- Coordinate communications with PD, Fire, emergency management and Washington County Amateur Radio Service (ARES).
- Support communications with the city EOC, DOCs, and other EOCs, when activated.

V. DIRECTION AND CONTROL

A. General

The City Council is responsible for providing policy guidance, financial support, and coordination for disaster response and recovery operations and providing critical information to the public. The City Manager will provide overall guidance to the response and short-term recovery activities for the city. The Police Chief will provide overall direction to the city's incident-related law enforcement operations and will coordinate those activities with the City Manager and Policy Group. The Police Chief, Public Works Director and department heads retain administrative and operational control over their employees and equipment unless they are operationally assigned to the EOC or a field Incident Commander. Each department and division is responsible for having its own operating procedures to be followed during response and short-term recovery operations, but interagency procedures, such as a common communications protocol, may be adopted to facilitate a coordinated effort. Pre-designated Tigard Emergency Operations Center (EOC) Incident Commanders (ICs) will manage the EOC and assigned resources. Similarly, pre-designated city Department Operations Center (DOC) Incident Commanders will manage their respective DOCs and assigned resources.

An on-scene Incident Commander, assisted by staff sufficient for the tasks to be performed, will manage resources assigned to the incident.

If city resources are insufficient or inappropriate to deal with an incident, the city may request assistance from other jurisdictions, organized volunteer groups, and/or the state through the county EOC.

B. Emergency Facilities

1. Incident Command Post – Except when an emergency threatens, but has not yet occurred, and those situations where there is no specific incident site (such as a severe winter

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storm or area wide utility outage), an Incident Command Post or command posts will be established in the vicinity of the incident site(s). As noted, the on-scene Incident Commanders (IC) will be responsible for directing the emergency response and managing resources at the incident scene.

2. Emergency Operations Center (EOC) – When incident activity demands, the city will activate the EOC. Pre-designated representatives of several departments and agencies assigned emergency functions in this plan will staff the EOC. EOC operations are addressed in the EOC SOG. An alternate EOC will be used if the primary EOC becomes unusable.

3. Department Operations Centers (DOC) – When incident activity demands, departments with DOCs will activate their DOC. Pre-designated representatives of those departments will staff their respective DOC. DOC operations are addressed in their perspective DOC SOG.

4. Message Center – The message center will be activated whenever necessary to provide incident information, suggest available resources when needed, and receive offers of help from the public. Initially, it will be staffed by pre-designated personnel with plans to hand over staffing to an existing volunteer group for a protracted event.

C. Line of Succession

If for any reason a quorum of the City Council is unable to convene after reasonable efforts have been made, staff identified in Section 1 has delegated authority, in the order listed, to declare an emergency and to exercise all of the authority of the Council, as referenced in Section 1 Administrative Overview. The line of succession for the Police and Public Works Departments and other city departments will be in accordance with internal procedures.

VI. ADMINISTRATION AND SUPPORT

A. Agreements and Contracts

Should local resources prove to be inadequate during an incident, requests for assistance will be made to other local jurisdictions, other agencies, and industry in accordance with existing mutual-aid agreements, contracts, and agreements and contracts concluded during the incident. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by authorized officials and should be in writing whenever possible. Agreements and contracts should identify the local officials authorized to request assistance pursuant to those documents.

B. Reports

1. Hazardous Materials Spill Reporting – If Tigard is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill will make the required report. If the party responsible for a reportable spill cannot be located, the on-scene Incident Commander will ensure that the required report(s) are made.

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2. Initial Emergency Report – This short, verbal report should be prepared and transmitted by the Emergency Operations Center (EOC) to Oregon Emergency Response System (OERS) when an on-going emergency incident appears likely to worsen and assistance may be needed from other local governments or the state.

3. Initial Damage Assessment (IDA) – Anytime a request for state assistance is contemplated, an Initial Damage Assessment is coordinated by the Emergency Operations Center.

4. Situation Report – A daily (or more frequent) situation report should be prepared and distributed by the Emergency Operations Center during major emergencies or disasters.

5. Other Reports – Several other reports covering specific functions are described in the sections to this plan.

C. Records

Tigard is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with established fiscal policies and standard cost accounting procedures.

Under state law, incident records are permanent. In the EOC and Department Operations Center (DOCs), the Documentation Unit in the Planning Section is responsible for compiling that information.

D. Activity Logs

The Incident Command Post and the EOC/DOCs will maintain accurate logs (ICS 214) of key response activities, including:

- Activation or deactivation of emergency facilities.
- Emergency notifications to local and county governments and to state and federal agencies.
- Request for emergency declarations.
- Significant changes in the emergency.
- Major commitments of resources or requests for additional resources from external sources.
- Issuance of protective action recommendations to the public.
- Evacuations.
- Mass casualties.
- Containment or termination of the incident.
- Dispatch logs (DOCs only).

E. Incident Costs

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All departments and divisions participating in the response will maintain detailed records of their costs for emergency operations to include:

- Personnel costs, including overtime and food costs.
- Equipment operations cost.
- Costs for leased or rented equipment.
- Costs for contract services to support emergency operations.
- Costs of specialized supplies expended for emergency operations.
- Costs for personnel and equipment obtained through mutual aid or other agreement.
- Costs of providing support to outside resources (e.g. county, state and/or federal teams).

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the county, state and/or the federal government.

F. Preservation of Records

In order to continue normal government operations during and following an incident, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water. All departments have responsibility for protection and preservation of records vital to continuity of government operations. Essential records will be protected accordingly.

G. Consumer Protection

Consumer complaints regarding alleged unfair or illegal business practices might occur in the aftermath of a disaster. Such complaints will be referred to City Council.

H. Post-Incident and Exercise Review

The Emergency Management Coordinator is responsible for organizing and conducting a critique following the conclusion of any incident involving EOC activation. The critique will entail both written and verbal input from appropriate participants as reference in Part VI Section 1 Administrative Overview.

VII. PLAN DEVELOPMENT AND MAINTENANCE

A. Plan Development

The Emergency Management Office is responsible for developing and maintaining the Emergency Operations Plan, certain functional sections and hazard specific sections. Departments are responsible for developing and maintaining other elements of the plan as spelled out in the response and recovery sections.

B. Review

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The Emergency Operations Plan and its sections will be reviewed bi-annually as referenced in Part V Section 1 Administrative Overview. The Emergency Management Coordinator is responsible for coordinating the review process.

C. Update

This plan will be updated based upon deficiencies identified during actual incidents and exercises and when changes in hazards, resources, capabilities, processes, or organization occur.

The Emergency Operations Plan must be revised or updated by a formal change at least every five years. Responsibility for revising or updating the Emergency Operations Plan is assigned to the Emergency Management Coordinator. Revised plan documents will be provided to plan holders.

VIII. AUTHORITIES AND REFERENCES

This plan applies to, and has been approved by, the Tigard City Council who had identified the Public Works Department as the lead agency in the emergency management organization. Tigard's Emergency Management Coordinator has been given the authority and responsibility for the day-to-day organization, administration, and operations of the emergency management program for the City of Tigard.

The organizational and operational concepts set forth in this plan are promulgated under the following authorities:

Federal

- Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121
- Federal Civil Defense Act of 1950, Public Law 81-950 as amended
- The Disaster Relief Act of 1974, Public Law 93-288 as amended
- Emergency Planning and Community Right-to-Know Act, 42 USC Chapters 116
- Code of Federal Regulations, Emergency Management and Assistance, 44 CFR
- Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120
- Homeland Security Act of 2002.
- National Incident Management System (NIMS).
- National Response Plan.
- Federal Radiological Emergency Response Plan.
- National Oil and Hazardous Substances Pollution Contingency Plan.

State

- Oregon Revised Statutes, Chapter 131, Procedure in Criminal Matters Generally
- Oregon Revised Statutes, Chapter 401, Emergency Services and Communications
- Oregon Revised Statutes, Chapter 431, Administration of Health Laws
- Oregon Revised Statutes, Chapter 433, Public Health and Safety
- Oregon Revised Statutes, Chapter 476, Protection from Fire (Contains Emergency Conflagration Act)

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County

- Washington County Ordinance 235, Ordinance Providing Procedures for Declaration of Emergency
- Washington County Code Chapter 8.36
- Washington County Resolution and Order 84-219 Emergency Management Functions
- Washington County Resolution and Order 95-56 Emergency Management Functions
- Washington County Resolution and Order 05-150 Adopting NIMS
- OCEM Intergovernmental Agreement

Local

- ORS 401.305 Emergency Management Agency of City Tigard Emergency Program
- ORS 401.315 City Authorized to Incur Obligations for Emergency Services
- ORS 401.325 Emergency Management Agency Appropriations: Tax Levy
- ORS 401.335 Temporary Housing for Disaster Victims: Political Sub-Divisions Authority
- City of Tigard Ordinance 96-38 Adopting New Emergency Management Plan
- City Resolution 05-58 Adopting National Incident Management System and Incident Command System