



# CITY COUNCIL MEETING

Monday, July 15, 2024 at 6:00 PM  
Sandy City Hall and via Zoom

## AGENDA

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### TO ATTEND THE MEETING IN-PERSON:

Come to Sandy City Hall (lower parking lot entrance) - 39250 Pioneer Blvd., Sandy, OR 97055

### TO ATTEND THE MEETING ONLINE VIA ZOOM:

Please use this link: <https://us02web.zoom.us/j/86821803037>

Or by phone: (253) 215-8782; Meeting ID: 86821803037

### WORK SESSION: 6:00 PM

1. [Emergency Operations Plan Update](#)

### REGULAR MEETING: 7:00 PM

#### PLEDGE OF ALLEGIANCE

#### ROLL CALL

#### CHANGES TO THE AGENDA

#### PUBLIC COMMENT (3-minute limit)

The Council welcomes your comments at this time. The Mayor will call on each person when it is their turn to speak for up to three minutes.

-- If you are attending the meeting in-person, please submit your comment signup form to the City Recorder before the regular meeting begins at 7:00 p.m. Forms are available on the table next to the Council Chambers door.

-- If you are attending the meeting via Zoom, please complete the online comment signup webform by 4:00 p.m. on the day of the meeting:  
<https://www.ci.sandy.or.us/citycouncil/webform/council-meeting-public-comment-signup-form-online-attendees>.

#### RESPONSE TO PREVIOUS COMMENTS

#### CONSENT AGENDA

2. [City Council Minutes: June 17, 2024](#)
3. [Resolution 2024-16: Natural Hazard Mitigation Plan Update 2024](#)

## **NEW BUSINESS**

4. [Design for Meinig Memorial Park Improvements and Restoration](#)
5. [Council Feedback: Proposed C-4 Joint Values and Outcomes for State Transportation Package](#)

## **REPORT FROM THE CITY MANAGER**

## **COMMITTEE / COUNCIL REPORTS**

## **STAFF UPDATES**

Monthly Reports: <https://reports.cityofsandy.com/>

## **ADJOURN**

Americans with Disabilities Act Notice: Please contact Sandy City Hall, 39250 Pioneer Blvd. Sandy, OR 97055 (Phone: 503-668-5533) at least 48 hours prior to the scheduled meeting time if you need an accommodation to observe and/or participate in this meeting.



# STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** July 15, 2024  
**From:** Kim Yamashita, Interim Police Chief  
**Subject:** Emergency Operations Plan Update

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## DECISION TO BE MADE:

Review and discuss the proposed update to the City of Sandy Emergency Operations Plan. Following any feedback gathered at this work session, staff will bring the final document before the Council for formal promulgation (adoption) at an upcoming meeting.

## PURPOSE / OBJECTIVE:

This Emergency Operations Plan is an all-hazard plan that describes how the City of Sandy will organize and respond to emergencies and disasters in our community, the size or complexity of which is beyond that normally handled by routine operations. Every Emergency Operations Plan should be reviewed, updated, and approved / promulgated by the governing body of the City. Reviews and updates consist of changes or additions in responsibilities, factoring in changes to our community and new or worsening hazards.

## BACKGROUND / CONTEXT:

Sandy's Emergency Operations Plan was originally prepared under a grant from the Office of Grants and Training, United States Department of Homeland Security. The plan was originally promulgated by the City Council in 2012.

The best practice is to update emergency plans, minimally, every five years or when there are substantive changes. Staff conducted work to update Sandy's plan in 2021 and early 2022. The updated plan was presented to the Council for adoption in [August 2022](#). During the meeting, the Council raised several questions / concerns regarding the roles of elected officials during emergencies, identification of critical infrastructure, and the process for declaring emergencies. While subsequent improvements to the plan were made, the new plan was ultimately never represented to the Council for further consideration. Staff believes it is important to formally put this improved and updated plan in place at this time; it is important to note that further refinements to the plan can still be made when the substantive changed need to be made, or at the five-year anniversary of the adoption of this version of the EOP.

**KEY CONSIDERATIONS / ANALYSIS:**

This plan advises the City Emergency Management Team and Elected Officials on the steps of mitigation, preparedness, response, and recovery to emergency situations and represents best practices.

The plan is compatible with Federal, State and other applicable laws, regulations, plans and policies, including the National Response Framework, State of Oregon Emergency Management Plan and the Clackamas County Emergency Operations Plan. In 2005 the City formally adopted the National Incident Management System, including the Incident Command System, and the National Response Framework.

**Plan Revisions / Updates**

Staff performed a variety of revisions to this latest version of the plan, some of which include updating the hazards and emergencies that have taken place since the last update, broadening the scope of responsibilities assigned to Public Works especially concerning drinking water, and clarifying the role of Development Services during flood events.

**Next Steps**

The Police Department, in conjunction with other departments, is also updating Sandy's Continuity of Operations Plan (COOP), which is an administrative policy document that supplements the EOP and details the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities.

The City Manager continues to emphasize the importance of staff training in FEMA's Incident Command System (ICS), to ensure that staff members are prepared to execute their responsibilities in the event they are called upon in an emergency or disaster. Opportunities are also actively being explored to secure funding for dedicated emergency management staff capacity, which will become increasingly important as the community continues to grow.

Lastly, staff has found that Ordinance 1-89, written in 1989 and outlining emergency management for the city, needs to be updated/edited to align with the Emergency Operations Plan as approved by Council.

**RECOMMENDATION:**

Staff recommends Council adoption and promulgation of the 2024-2026 Emergency Operations Plan.

This work session is an opportunity to review the document, ask questions, and make suggestions, before consideration of formal adoption at an upcoming meeting. This is also an opportunity to further discuss and clarify the roles / functions of elected officials and staff during an emergency.

**LIST OF ATTACHMENTS / EXHIBITS:**

- Emergency Operations Plan 2024-2026

# City of Sandy



## Clackamas County, Oregon EMERGENCY OPERATIONS PLAN

September 2024 through September 2026

### Prepared for:

City of Sandy  
39250 Pioneer Blvd  
Sandy, OR 97055



The original document from 2012 was prepared under a grant from the Office of Grants and Training, United States Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the Office of Grants and Training or the U.S. Department of Homeland Security.

# Preface

This Emergency Operations Plan is an all-hazard plan that describes how the City of Sandy will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including the National Response Framework, State of Oregon Emergency Management Plan and the Clackamas County Emergency Operations Plan.

Response to emergency or disaster conditions in order to maximize public safety and minimize property damage is a primary responsibility of government. It is the goal of the City of Sandy that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the City of Sandy has formally adopted the principles of the National Incident Management System (Resolution No. 05-15), including the Incident Command System, and the National Response Framework.

Consisting of a Basic Plan, Functional Annexes that complement the 15 Federal, State, and County Emergency Support Functions, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City of Sandy will coordinate resources and activities with other Federal, State, local, Tribal, faith-based, civic, humanitarian, and private-sector partners.

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# Letter of Promulgation

To all Recipients:

Promulgated herewith is the revised Emergency Operations Plan for the City of Sandy. This plan supersedes any previous plans. It provides a framework within which the City of Sandy can plan and perform its respective emergency functions during a disaster or national emergency.

This Emergency Operations Plan attempts to be all-inclusive in combining the four phases of Emergency Management, which are (1) mitigation: activities that eliminate or reduce the probability of disaster and its effects; (2) preparedness: activities that governments, organizations, and individuals develop to save lives, minimize damage, and speed recovery; (3) response: activities that prevent loss of lives and property and provide emergency assistance; and (4) recovery: short- and long-term activities that return all systems to normal or improved standards.

This plan has been approved by the City Council. It will be revised and updated as required. All recipients are requested to advise the City Manager of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

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Stan Pulliam, Mayor

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Laurie Smallwood, Council  
President

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Chris Mayton, Council Member

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Richard Sheldon, Council  
Member

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Carl Exner, Council Member

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Don Hokanson, Council Member

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Kathleen Walker, Council  
Member

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DATE

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# Plan Administration

The City of Sandy City Manager will administer review, revision, and re-promulgation of this plan every five years or whenever changes occur, such as lessons learned from exercises or actual events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made without formal City Council approval.

## Record of Plan Changes

All updates and revisions to this plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Purpose of Update
2012	Original Release	Update information and bring overall information and formatting in line with Emergency Operations Plans (EOP's) throughout the State of Oregon
2024	1	Update EOP information that has changed within the City, County and State. Promulgation

Plan Administration

**Plan Distribution List**

Copies of this plan will be provided for other jurisdictions, agencies, and interested persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their respective Emergency Operations Plans when change notifications are received. The Emergency Manager is ultimately responsible for dissemination of all plan updates.

Date	No. of Copies	Jurisdiction/Agency/Person
	1	City Administration
	1	City Finance Department
	1	Clackamas Fire District
	1	City Library
	1	City Manager’s Office
	1	City Planning and Development Department
	1	City Police Department
	1	City Public Works Department
	1	City Transit
	1 each	Mayor and City Council
	1	Clackamas Fire District #1
	1	Clackamas County Sheriff’s Office
	1	Clackamas County Emergency Management
	1	Oregon Trail School District
	1	Oregon Emergency Management

Plan Administration

**Emergency Operations Plan Review Assignments**

Unless otherwise stated, the following table identifies agencies responsible for reviewing specific plan sections and annexes. Changes will be forwarded to the City Manager for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged.

Section/Annex	Responsible Party
<b>Basic Plan</b>	City Manager
<b>Functional Annexes (FAs)</b>	
FA 1 Emergency Services	City Manager
FA 2 Human Services	City Manager
FA 3 Infrastructure Services	Public Works Director
FA 4 Recovery Strategy	City Manager
<b>Incident Annexes (IAs)</b>	
IA 1 Earthquake/Seismic Activity	Public Works Director Building Official
IA 2 Severe Weather (including Landslides)	Public Works Director
IA 3 Hazardous Materials (Accidental Release)	Clackamas Fire District
IA 4 Flood (including Dam Failure)	Public Works Director Development Services Director
IA 5 Major Fire	Clackamas Fire District
IA 6 Transportation Accidents	Police Chief
IA 7 Terrorism	Police Chief
IA 8 Volcano/Volcanic Activity	Public Works Director

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- 2 FA 2 – Human Services
- 3 FA 3 – Infrastructure Services
- 4 FA 4 – Recovery Strategy

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- 1 SA A – Emergency Operations Plan Summary

**Incident Annexes**

- 1 IA 1 – Earthquakes/Seismic Activity
- 2 IA 2 – Severe Weather (including Landslides)
- 3 IA 3 – Hazardous Materials (Accidental Release)
- 4 IA 4 – Flood (including Dam Failure)
- 5 IA 5 – Major Fire
- 6 IA 6 – Transportation Accidents
- 7 IA 7 – Terrorism
- 8 IA 8 – Volcano/Volcanic Activity

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# 1

## Introduction

### 1.1 General

This Emergency Operations Plan (EOP) establishes guidance for the City of Sandy (City) actions during response to, and short-term recovery from, major emergencies or disasters. It promulgates a framework within which the City will combine technical capabilities and resources, plus the sense, judgment, and expertise of its emergency response personnel, department directors, and other decision makers. Specifically, this EOP describes the roles and responsibilities of the City departments and personnel when an incident occurs, and it establishes a strategy and operating guidelines that support implementation of the National Incident Management System (NIMS), including adherence to the concepts and principles of the Incident Command System (ICS).

The City views emergency management planning as a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness agenda and culture. This EOP will be maintained through a program of continuous improvement, including ongoing involvement of City departments and of agencies and individuals with responsibilities and interests in the plan.

### 1.2 Purpose and Scope

#### 1.2.1 Purpose

The City EOP provides a framework for coordinated response and recovery activities during an emergency. This plan is primarily applicable to extraordinary situations and is not intended for use in response to typical, day-to-day emergency situations. This EOP complements the Clackamas County (County) EOP, the State of Oregon (State) Emergency Management Plan (EMP), and the National Response Framework (NRF). It also identifies critical tasks needed to support a wide range of response activities.

This plan is not intended for day-to-day emergency responses in the City, but rather expands on the day-to-day emergency management concepts. The efforts that would be required for normal functions will be redirected to disaster incident tasks. The incident management process is intended to create a unified incident command that provides input into the decision-making process but assigns actual decision making to an agreed upon individual. Decisions will be delegated as far down the chain of hierarchy as possible to allow personnel to exercise discretionary authority in problem solving.

### 1.2.2 Scope

The City EOP is intended to be invoked whenever the City must respond to an unforeseen incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact the City itself, neighboring cities, unincorporated areas of the County, or a combination thereof.

Notwithstanding its reach, this plan is intended to guide only the City's emergency operations, complementing, and supporting implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within and around the City but not supplanting or taking precedence over them.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, and others who may participate in emergency response and recovery efforts. The general public is also welcomed to review non-sensitive parts of this plan to better understand the processes by which the City manages the wide range of risks to which it is subject.

## 1.3 Plan Activation

Once promulgated by the City Council, the EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the City.
- Health emergencies in or affecting the City.
- Life-safety issues City-wide.

An Emergency Declaration is not required to implement the EOP or activate the Emergency Operations Center (EOC). The City Manager may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander (IC).

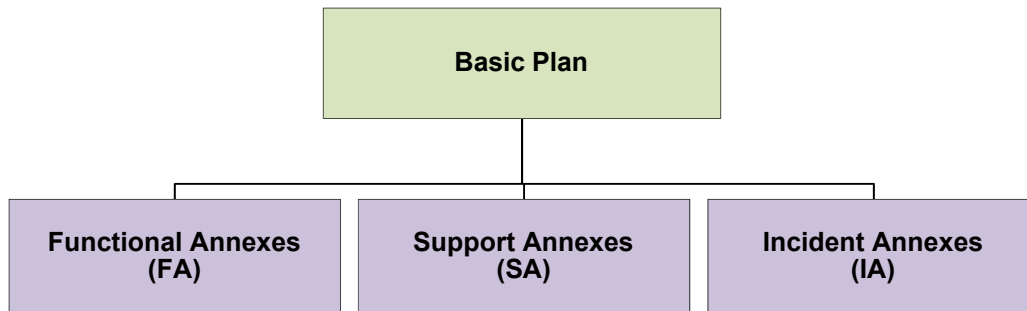
## 1.4 Plan Organization

The City EOP is composed of four main elements:

- Basic Plan (with Appendices).
- Functional Annexes (FAs).
- Support Annexes (SAs).
- Incident Annexes (IAs).



**Figure 1-1 City of Sandy EOP Plan Organization**



### 1.4.1 Basic Plan

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the City has structured its emergency management organization (EMO), including the emergency declaration process, activation of mutual aid agreements, and request for resources and emergency spending powers.
- Describe the context under which the City's employees will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the City's agencies tasked with emergency mitigation, preparedness, response, and recovery functions.
- Describe a concept of operations for the City that provides a framework upon which the City will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the City's emergency response structure, including activation and operation of the City Emergency Operations Center (EOC) and implementation of ICS.
- Discuss the City's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components

## 1.4.2 Functional Annexes

The Basic Plan is supplemented by FAs, SAs, and IAs. The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways, and resource request procedures for seeking additional support from County agencies are clearly defined in each annex.

For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined into four FAs:

- FA 1 – Emergency Services
- FA 2 – Human Services
- FA 3 – Infrastructure Services
- FA 4 – Recovery Strategy.

The fourth functional annex, Recovery Strategy, identifies the City's roles and responsibilities for ensuring the short-term protection of the community's life, health, and safety and for supporting response missions such as fire suppression. Additionally, it helps to guide the community's long-term efforts to regain normal functions, such as commerce and employment, public transportation, and the use of structures such as buildings, bridges, and roadways.

During a major emergency or disaster affecting the County or a portion thereof, City departments and special districts may be asked to support the larger response. Request for such assistance would come from County Emergency Management. Table 1-5 outlines the ESFs each agency/organization may be requested to support.

If the County EOP is implemented during an incident or Countywide emergency declaration, the City will adopt command and control structures and procedures representative of the County's response operations in accordance with the requirements of NIMS and ICS, as necessary.

1. Introduction

Table 1-4 City Coordination with County ESFs															
	1 – Transportation (including Transit)	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Emergency Management	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics Management and Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery	15 – External Affairs
<b>Key:</b> P – Primary S – Support															
<b>City of Sandy</b>															
City Administration		S			S	S	S	S			S			P	P
Mayor/City Council					S									S	
Finance Department					S		P							S	
Human Resources Department					S		S								
Sandy Net		S			S		S						S	S	
Library					S		S								
Development Services Department					S	S	S	S						S	
Transit Department	P	S			S									S	
Planning Development Department			S		S		S							S	
Police Department	S	S			P		S		P	S			P	S	
Public Works Department	P	S	P	S	S		S			S	P	P	S	S	
<b>Clackamas County</b>															
CCOM		P													
Sheriff’s Office		S					S		S	S			S	S	
ODOT	S														
Public Works	P	S	S				S			S		S	S	S	
Health, Housing and Human Services						S	S	P			P				
Emergency Management					S	S	S				S	S		S	S
<b>Special Districts</b>															
Clackamas Fire District No. 72	S	S		P	P	S	S	S	P	P			S	S	
Oregon Trail School District		S				S	S	S						S	S
Clackamas Fire District	S	S		P	P	S	S	S	P	P			S		

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Table 1-4 (continued) City Coordination with County ESFs															
Key: P – Primary S – Support	1 – Transportation (including Transit)	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Emergency Management	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics Management and Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery	15 – External Affairs
	<b>Private/Non-Profit Organizations</b>														
NW Natural Gas												P			
Phone companies		S													
HazMat Region 3										P					
City -WQMD 554 – 1660 AM		S													S
Sandy Action Center					S	S									
Corbett NERT/CERT		S		S	S	S	S	S					S		S
ARES/RACES (Ham Radio)		S													
Medical Clinics (Legacy)					S			S							
Electricity (Portland General Electric)												P			
Garbage (Hood View Disposal)							S								
Student Transportation of America (STA)	S						S								
Ambulance Services - AMR					S	S	S								S
American Red Cross					P	S									S
Pamplin Media (Sandy Post)		S													
Chamber of Commerce		S					S							S	S

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1.4.3 Incident Annexes

Additionally, IAs are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and human-caused/technological hazards that could pose a threat to the City. Incident types are based on the hazards identified in the most recent Hazard Identification and Vulnerability Assessment conducted for the County.

<b>Annex</b>	<b>Hazard</b>
IA 1	Earthquake/Seismic Activity
IA 2	Severe Weather (including Landslides)
IA 3	Hazardous Materials (Accidental Release)
IA 4	Flood (including Dam Failure)
IA 5	Major Fire
IA 6	Transportation Accidents
IA 7	Terrorism
IA 8	Volcano/Volcanic Activity

*Note: Resource shortages and civil disobedience are considered secondary risks during any emergency.*

If the County EOP is implemented during a Countywide incident or emergency declaration, the City will adopt command and control structures and procedures representative of the County’s response operations, in accordance with the requirements of NIMS and ICS, as necessary.

1.5 Relationship to Other Plans

1.5.1 Federal Plans

1.5.1.1 National Incident Management System (NIMS)

Homeland Security Presidential Directive 5 directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer a National Incident Management System. NIMS, including ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning jurisdictions.

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### 1.5.1.2 National Response Framework

The NRF is a guide to how the State and Federal government should conduct all-hazards response. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

The NRF organizes the types of response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities.

### 1.5.1.3 National Disaster Recovery Framework

The National Disaster Recovery Framework (NDRF) provides guidance to facilitate effective recovery support to disaster-impacted States, Tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of a community and build a more resilient nation.

The NDRF defines:

- Core recovery principles.
- Roles and responsibilities of recovery coordinators and other stakeholders.
- A coordinating structure that facilitates communication and collaboration among all stakeholders.
- Guidance for pre- and post-disaster recovery planning.
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

## 1.5.2 State Plans

### 1.5.2.1 State of Oregon Emergency Management Plan

The Oregon EMP is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.270, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the State and to provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP consists of three volumes:

- *Volume I: Preparedness and Mitigation* consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and

## 1. Introduction

plans to mitigate (or lessen) a disaster’s physical effects on citizens, the environment, and property.

- *Volume II: Emergency Operations Plan* broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the EMO; contains FAs that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.
- *Volume III: Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster’s effects. It includes procedures for use by government, business, and citizens.

Activation and implementation of the Oregon EMP (or specific elements of the plan) may occur under various situations. The following criteria would result inactivation of the EMP, including the EOP:

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.
- The Governor issues a “State of Emergency.”
- A statewide disaster is imminent or occurring.
- Terrorist activities or weapons of mass destruction incidents are occurring or imminent.
- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University or Reed College.
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities.
- A geographically limited disaster requires closely coordinated response by more than one State agency.
- An affected city or county fails to act.

### 1.5.3 County Plans

#### 1.5.3.1 Clackamas County Emergency Operations Plan

The County EOP is an all-hazard plan describing how the County will organize and respond to events that occur in individual cities, across the County, and in the surrounding region. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, local, Tribal, and private-sector partners. Use of NIMS/ICS is a key element in the overall County response structure and operations.

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The County EOP Basic Plan describes roles, responsibilities, and concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and county governments. The 15 ESF annexes supplement the information in the Basic Plan and are consistent with the support functions identified in State and Federal plans. Each ESF serves as an operational-level mechanism for identifying primary and support entities to maintain capabilities for providing resources and services most likely needed throughout all phases of an emergency. In addition, the County EOP contains IAs to provide tactical information and critical tasks unique to specific natural and human-caused/technological hazards that could pose a threat to the County.

If capabilities or resources prove limited or unavailable to the City during an emergency or disaster, escalation pathways and resource request procedures for seeking additional resources through County, State, or Federal agencies are clearly defined in each County ESF.

### 1.5.4 City Plans

#### 1.5.4.1 Continuity of Operations and Continuity of Government Plans

The City has formalized a Continuity of Operations (COOP) plan. This plan may be used in conjunction with the EOP during various emergency situations. COOP and Continuity of Government (COG) plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of local government, private-sector businesses, and community services and delineate procedures to support their continuation.

COOP/COG plan elements may include, but are not limited to:

- Identification and prioritization of essential functions.
- Establishment of orders of succession for key positions.
- Establishment of delegations of authority for making policy determination and other decisions.
- Identification of alternate facilities, alternate uses for existing facilities, and, as appropriate, virtual office options, including telework.
- Development of interoperable communications systems.
- Protection of vital records needed to support essential functions.
- Management of human capital.
- Development of a Test, Training, and Exercise Program for continuity situations.
- Devolution of Control planning.
- Reconstitution and resumption of normal operations.



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**1.5.4.2 Natural Hazard Mitigation Plan**

A Natural Hazards Mitigation Plan (NHMP) was adopted by the City of Sandy on January 4, 2010. The NHMP was developed as an addendum to the Clackamas County NHMP to increase the community's resilience to natural hazards. The addendum focuses on the natural hazards that could affect the City, including floods, landslides, wildfires, severe storms, earthquakes, and volcanoes. A recent update conducted in 2024 was completed to the NHMP has been conducted and includes an increased focus on wildfire.

*See Chapter 2 and the NHMP for a more detailed hazard analysis.*

**1.6 Authorities**

**1.6.1 Legal Authorities**

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS Chapter 401, which establishes the authority for the highest elected official of the City Council to declare a state of emergency.

The City conducts all emergency management functions in a manner consistent with NIMS. Procedures supporting NIMS implementation and training for the City are in the process of being developed and formalized by the City.

City Administration has been identified as the lead agency in the EMO. The City Manager, given the collateral title of Emergency Manager, has the authority and responsibility for the organization, administration, and operations of the EMO.

Table 1-6 sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

<b>Table 1-6 Legal Authorities</b>	
<b>Federal</b>	
—	<a href="#"><u>Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended</u></a>
—	<a href="#"><u>National Incident Management System (NIMS)</u></a>
—	<a href="#"><u>National Response Framework (NRF)</u></a>
—	<a href="#"><u>Homeland Security Presidential Directive 5: Management of Domestic Incidents</u></a>
—	<a href="#"><u>Homeland Security Presidential Directive 8: National Preparedness</u></a>
—	<a href="#"><u>Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness</u></a>
—	<a href="#"><u>Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006</u></a>

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<b>Table 1-6 Legal Authorities (continued)</b>	
<b>State of Oregon</b>	
—	<a href="#">ORS 401, Emergency Management and Services</a>
—	<a href="#">ORS 402, Emergency Mutual Assistance Agreements</a>
—	<a href="#">ORS 403, 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System</a>
—	<a href="#">ORS 404, Search and Rescue</a>
—	<a href="#">ORS 431, State and Local Administration and Enforcement of Health Laws</a>
—	<a href="#">ORS 433, Disease and Condition Control; Mass Gatherings, Indoor Air</a>
—	<a href="#">ORS 476, State Fire Marshal; Protection From Fire Generally</a>
—	<a href="#">ORS 477, Fire Protection of Forests and Vegetation</a>
—	<a href="#">State of Oregon Emergency Operations Plan (2017)</a>
<b>Clackamas County</b>	
—	<a href="#">Clackamas County Emergency Operations Plan</a>
—	<a href="#">Clackamas County Code 6.03, Emergency Regulations.</a>
—	Board Order #2008-154, September 2008
—	Resolution 2005-26, February 2005
<b>City of Sandy</b>	
—	Resolution to Standardize and Enhance Incident Management Procedures Nationwide, Resolution 2005-06; April 4 <sup>th</sup> , 2005

**1.6.2 Mutual Aid and Intergovernmental Agreements**

State law (ORS 401.480 and 401.490) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement).

Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS 476(the Oregon State Emergency Conflagration Act).

*See Appendix D for existing Mutual Aid Agreements.*

Copies of these documents can be accessed through online document archives. During an emergency, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

**1.7 Emergency Powers**

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1.7.1 General

Based on local ordinances and state statutes, a local declaration by the City Council allows for flexibility in managing resources under emergency conditions such as:

- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or Federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting their resources.

The City Attorney should review and advise City officials on possible liabilities arising from disaster operations, including the exercising of any or all the above powers. The disaster declaration process follows these three steps:

<b>Step 1</b>	<b>Step 2</b>	<b>Step 3</b>
Local Declaration of Emergency	State Declaration of Emergency	Federal Disaster Declaration



1.7.2 City of Sandy Disaster Declaration Process

A declaration of emergency by the City is the first step in accessing State and Federal assistance. The Mayor (or designee), as authorized by the City Code, may declare that a state of emergency exists. This declaration remains in effect until the Mayor or other authorized person terminates the state of emergency when the emergency, or threat of emergency, no longer exists.

OEM has set forth the following criteria necessary in declaring a local emergency:

- Describe the circumstances impacting an identified geographic area.
- Identify the problems for which assistance is needed.
- Clearly state what has been done locally to respond to the impact and what local resources have been expended.

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- Request of resources needed, and the type of assistance required

The Command and General Staff have the following responsibilities in the declaration process.

- Operations:** Identify necessary resources and outline special powers needed to respond to the emergency. Assist in initial damage assessment.
- Planning:** Provide situation and resource summaries. Provide initial and preliminary damage assessments.
- Logistics:** Compile resource requests.
- Finance:** Assist in preliminary damage assessment and coordinate damage survey activities
- Command:** Present the declaration package to the Mayor and City Council

The City may choose to declare a local emergency even if the need for additional support or resources is not anticipated to implement provisions of the emergency code. The City's request for a declaration must be processed through Clackamas County Emergency Management to OEM. The request for a disaster declaration and assistance does not indicate the surrender of Command responsibility and authority.

### 1.7.2.1 Emergency Acquisition of Resources

During a declared emergency, the City is authorized to extend government authority to non-governmental resources (e.g. personnel and equipment) that may support regular government forces during an emergency and may enter into agreements with other public and private agencies for use of resources. When real or personal property is taken under power granted by this section, the owner of the property shall be entitled to reasonable compensation.

### 1.7.3 Clackamas County Declaration Process

Clackamas County Code 6.03 restricts the BCC's authority to declare an emergency for the unincorporated areas of the County unless one or more cities have asked to be included in the declaration. County and city officials must coordinate emergency declarations closely when incidents cross city/county boundaries to ensure inclusion for anticipated needs.

The Clackamas County Board of County Commissioners (BCC) may declare an emergency when:

- It is beneficial to centralize control of county assets under the Chair; authorizing implementation of extraordinary emergency protective measures.
- Providing specific legal protection for actions initiated under emergency

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conditions.

- Setting the stage for requesting state and/or federal assistance to augment local resources and capabilities.

At the earliest practical opportunity, the BCC shall adopt a written declaration of emergency, which shall become part of the County’s official records. If circumstances prohibit the timely action of the BCC, the Chair of the BCC may declare a state of emergency and seek approval of a majority of the BCC at the first available opportunity.

**1.7.4 Federal Declaration Process**

The Federal Government may declare an incident either an “emergency” or a “major disaster.” When the President of the United States declares either condition to exist, various resources of the federal government are available to respond to the emergency, and disaster funding is made available for recovery. Certain federal agencies have disaster responsibilities which can be activated short of a federal disaster declaration.

The Governor of the State of Oregon, with assistance of Oregon Emergency Management (OEM), will prepare and forward a request for a Presidential declaration of an emergency or a major disaster to FEMA Region 10, who will, in turn, present it to the President.

**1.8 Continuity of Government**

**1.8.1 Lines of Succession**

Table 1-8 provides the policy and operational lines of succession during an emergency for the City.

<b>Table 1-8 City Lines of Succession</b>	
<b>Emergency Operations</b>	<b>Emergency Policy and Governance</b>
City Manager/Deputy City Manager	Mayor
Police Chief	Council President
Public Works Director	City Councilors (order of succession)

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. Lines of succession for each department can be found in the City’s COOP plan. All employees should be trained on the protocols and contingency plans required to maintain leadership within the department. The City Manager will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the City are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

**1.8.2 Preservation of Vital Records**

Each City department must provide for the protection, accessibility, and recovery of the

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agency's vital records, systems, and equipment. These are records, systems, and equipment that if irretrievable, lost, or damaged will materially impair the agency's ability to conduct business or carry out essential functions. In regard, each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should weigh the cost of protecting or reconstructing records against the necessity of the information to achieving the agency mission.

## 1.9 Administration and Logistics

### 1.9.1 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by the City Emergency Manager to County Emergency Management according to provisions outlined under ORS Chapter 401.

The City Emergency Manager (or designee) is responsible for the direction and control of the City's resources during an emergency and for requesting any additional resources required for emergency operations. Once mutual aid options have been exhausted, all assistance requests are to be made through County Emergency Management via the County EOC. County Emergency Management processes subsequent assistance requests to the State.

In the case of fires that threaten life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Clackamas Fire Chief assesses the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notifies the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

### 1.9.2 Financial Management

During an emergency, the City is likely to find it necessary to redirect City funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Council. If an incident in the City requires major redirection of City fiscal resources, the City Council will meet in emergency session to decide how to respond to the emergency funding needs, will declare a State of Emergency, and will request assistance through the County as necessary.

Expenditure reports are submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. Human Resources will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentations should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests.

### 1.9.3 Legal Support and Liability Issues

Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the City and its surrounding

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areas.

### 1.9.4 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the City to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. City staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Incident and damage assessment reports.
- Incident command logs.
- Cost recovery forms.
- Incident critiques and after-action reports

### 1.9.5 Policies

The following policies enable the City to make effective use of available resources in its efforts to minimize the effects of emergencies.

- Essential City services will be maintained for as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City departments, disaster relief, volunteer organizations, and the private sector.
- Environmental, technological, and civil emergencies may be of such magnitude and severity that they require County, State, and Federal assistance.
- County and State support of City emergency operations will be based on the principal of self-help. The City will be responsible for utilizing all available local and mutual aid resources prior to requesting assistance from either County Emergency Management or the State of Oregon.
- When an emergency exists, all City departments will put their emergency operations plans and operating guidelines into limited or full operation, as necessary.
- In the event of an emergency, the IC has the authority to re-assign City personnel to assist in response.
- Operational situation and status reports will be made by incident management staffs based upon severity of the emergency or anticipated emergency; reports will include:
  - Estimated time and location of impact.
  - Date, time, and location of the actual emergency.
  - For emergencies with minimum or no warning date, time, location, known or estimated number of injuries or casualties, and estimated damage at time of report.
  - Date and time of activation of department emergency operations.

Such reports will be forwarded to the Mayor, City Manager, department

## 1. Introduction

directors, EOC and Field Operations Center, and affected jurisdictions as appropriate.

- Access to emergency services shall not be denied on the grounds of race, color, national origin, sex, age, or handicap. The needs of special populations shall be identified and planned for as directed by policy makers and according to federal regulations and guidance. Special populations may include, but are not limited to:
  - Physical or mentally handicapped persons.
  - Non-English speakers.
  - The aged or infirm.
  - The incarcerated.
  - The hospitalized.

The City has the following programs in place for special populations:

- TTD/TTY contact for the hearing-impaired.
  - Spanish/English speakers in the Police Department, identified language skills of other City employees.
  - Handicapped access to City facilities.
  - Identified transportation assistance through Transit Department for the physically handicapped
- Emergency response often requires decisions to be made quickly under adverse conditions. Emergency conditions may require actions that are not listed in this plan or that run counter to guidelines suggested. Government entities complying with this plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence.

### 1.10 Safety of Employees and Family

All department heads (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 911 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency and department.

During biological incidents or public health emergencies such as pandemics, maintaining a resilient workforce is essential to performing the response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.



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Currently, plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak have not been developed. Safety precautions and personal protective equipment (PPE) decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration (OSHA) may provide assistance and guidance on worker safety and health issues. Information about emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the County EOP.

While all City agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is encouraged to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible. Processes that support employees and their families during emergency situations or disasters will be further developed through ongoing COOP and COG planning.

# 2

## Situation and Planning Assumptions

### 2.1 Situation

The City of Sandy is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include droughts, floods, wildfires, and winter storms. The threat of a war-related incident such as a nuclear, biochemical, or conventional attack is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

#### 2.1.1 Community Profile

The City of Sandy is a scenic community with beautiful views and vast outdoor recreational opportunities, and it serves as a gateway for tourists visiting Mount Hood and the Mount Hood National Forest. The City's residents enjoy a rural lifestyle while still having access to the urban amenities of Portland, located 25 miles away. The topography in the City is quite diverse, ranging from the steep Sandy River Canyon to relatively flat farmland. The areas to the east and south of the City are mostly forested land, and areas to the north and west of the City are primarily farmland.

State Highway 26 passes directly through the center of the city with traffic flow from east to west. Highway 26 is a major thoroughfare for those travelling between the Portland Metro area to Mt. Hood and Central Oregon. There are over 40,000 unique vehicles travelling through daily and a significant commercial trucking presence hauling both hazardous and non-hazardous materials. State Highway 211 runs through the southern edge of the City.

Portland State University shows Sandy's 2023 population at 13,159. The growth rate exceeded 20% over the ten-year census reporting period. Spanning 3.5 miles, Sandy has a population density of 4, 204 people per square mile.

The average household income in Sandy is \$98341 with a poverty rate of 5.2%. The median rental costs average is \$1,503 per month, and the median house value is \$497,00 as of May of 2024. The median age in Sandy is 34.5 years, The City has 4,697 housing units of which 74.3% are owner occupied.

Annual events include the Mountain Festival, July 4<sup>th</sup> Fireworks Celebration, Hood to Coast, Wine in the Woods, Summer Sounds, Starlight Cinema, weekly farmers markets during the summer months, and other family events throughout the year. While these events can be an economic support to the local economy, they also bring challenges such as higher traffic volumes, crowd control, and the potential for civil unrest, as with any event that draws groups of people.

## 2.1.2 Hazards and Threats

The City is exposed to a wide range of natural and human-caused hazards and threats, all of which have the potential to disrupt the community, causing casualties and/or damaging property and the environment. Possible natural hazards include droughts, floods, wildfires, and winter storms.

*See the Natural Hazard Mitigation Plan for more information on natural hazards for the area.*

### 2.1.2.1 Earthquake

Within the Northern Willamette Valley/Portland Metro Region, three potential faults and/or zones can generate high-magnitude earthquakes affecting the City. These include the Portland Hills Fault Zone, Gales Creek- Newberg-Mt. Angel Structural Zone, and the Cascadia Subduction Zone.

Historical records show over 56 earthquakes in the Portland metro area. The most severe earthquakes occurred in 1877, 1880, 1953, and 1962. The most recent severe earthquake was the March 25, 1993, Scotts Mills quake, which was a 5.6 magnitude quake, with aftershocks continuing at least through April 8.

### 2.1.2.2 Severe Storms

In recent years, several storms have caused undue stress on City resources, including the following:

- From December 26, 2003, to January 14, 2004, a severe winter storm covered the City in three inches of ice, and a fire broke out after a power line was pulled down.
- A windstorm from December 14 to 15, 2006, toppled trees onto Highway 26, requiring the highway to be temporarily closed.
- From December 26, 2008, to January 2, 2009, Oregon experienced its worst winter storm in 40 years. City public works crews worked extended hours to clear arterials, but smaller roads could not be cleared quickly due to limited staff and equipment. The City hired private contractors to assist in snow removal efforts, but some citizens could not get out of their homes to purchase food, refill prescriptions, or make medical appointments. Safety officials, City staff, and citizens with four-wheel drive vehicles and snowmobiles helped these citizens

## 2. Situation and Assumptions

leave their homes to fulfill needed errands. In addition to creating access problems, the snowpack saturated soils with water, and two mudslides occurred.

- Between February 11<sup>th</sup> and February 15<sup>th</sup>, 2021, a significant ice storm impacted the city causing power outages along with manpower and resource impacts to Public Works. The City relied on Portland Water Bureau for additional water

- which cost approximately \$25,000 upfront and impacts charges at approximately \$2,000/month additional on our water bill from Portland into 2022.
- In January of 2024, FEMA declared a severe winter storm for the events that occurred January 10 to January 22, 2024. The events resulted in \$250,000 of damage and overtime for downed trees (especially the Tickle Creek Trail) as well as efforts to open roads to assist PGE in restoring power.

### 2.1.2.3 Hazardous Materials

The ever-increasing use of hazardous materials poses a serious threat to life, property, and the environment. These products, which are used in agricultural, industrial, and other modern technologies, are becoming increasingly complex, with many new products developed and introduced annually. Incidents involving the release of hazardous materials may occur during handling at industrial facilities using such materials or during the transportation of such materials by rail or highway.

Union Pacific Railroad's mainline carries thousands of rail cars of hazardous materials through the County each year. Interstate 205 is the designated alternate route to Interstate 5 for through-shipments of hazardous materials. Hazardous materials incidents could include the release of radiological materials in accidents at fixed sites or during transportation or resulting from an accidental weapon detonation. The City also has a major state highway running through the middle of the downtown corridor. Roughly 40,000 cars and large semi-trucks per day, some of which may be carrying hazardous materials, pass through Sandy on Highway 26 on the way to or from the Mount Hood recreational area.

### 2.1.2.4 Flood

The main sources of flooding in the City are Tickle Creek, Cedar Creek, Badger Creek, and numerous drainage ways. Regionally, the Sandy River is a flooding source as well. On January 1–2, 2009, a winter storm event led to flooding throughout many of the smaller tributaries and drainage ways. Some homeowners rerouted the culverts and drainage ways near their homes to protect their property, but this resulted in more damage and flooding to neighbors downstream and to other parts of the City. Some City residents depend on culverts to access their homes. A few of these culverts were washed out, essentially cutting citizens off from their homes. Two trailers were lost, and many homes experienced crawlspace flooding.

### 2.1.2.5 Wildfire

In 1951, approximately 2,000 acres burned in Clackamas and Multnomah Counties. In 2001, lightning strikes started eight fires in eastern Clackamas County on U.S. Forest Service lands, burning about 80 acres. In 2002, the Bowl Fire burned over 300 acres just east of Estacada. The Cascade Range, which

## 2. Situation and Assumptions

includes the City of Sandy, has a relatively small population, and is characterized by heavily forested slopes. No history of wildfires is reported for Sandy proper.

On September 7<sup>th</sup>, 2020, the most destructive wildfire event on record in Oregon began with multiple plume driven fires occurring within Clackamas County causing mass evacuations of neighboring cities and unincorporated Sandy. There were over 1 million acres burned, thousands of homes lost, and 11 confirmed deaths attributed to the event. This led to many evacuees coming to Sandy from all over Clackamas County seeking shelter and aid causing significant impacts to essential services, traffic, shelter, and limited resources available within the City.

On Thursday August 24, 2023, a lightning strike sparked a wildfire in the Bull Run Watershed, on the doorstep of Sandy. As Bull Run is the primary water supply of the Portland Water Bureau and the City of Sandy, serving over one million people, this fire quickly grew to the number one fire in the United States, with basecamp firefighting operations based in the City of Sandy. There was a strong possibility of shutting down the Bull Run supply should the fire not be contained, which would have resulted in a 50% curtailment of water for Sandy, an event not seen in the region before.

Note: United States Forrest Service region headquarters is in the City Limits of Sandy, and is used by many other agencies for operations, staging and consumer of resources, particularly in a fire.

### 2.1.2.6 Landslide

Areas within the City that have experienced landslides in the past include Ten Eyck Road, Highway 26, Bluff Road, Barlow Trail, Laughing Water Road, Coalman Road, and Salmon River Road. In 1980, a landslide on Ten Eyck Road closed Highway 26 for 3–4 months. This was one of the biggest impacts that the City has experienced as a result of sliding activity. More recently, landslides occurred on January 1 and 2, 2009. On the night of January 1, a large mudslide to the east of the City closed Highway 26 at milepost 35. At about 1:00 am on January 2, a bank above the old Bill's Automotive location on the south side of Highway 26 gave way and destroyed the building. The slide also damaged a fiber optic cable and took out 911 service for part of the early morning.

### 2.1.2.7 Transportation Accidents

This hazard may include major incidents involving motor vehicles, trains, aircraft, or vessels. An additional hazard is created by a major natural gas pipeline that crosses the County and throughout the City along Highway 26. Hazards increase significantly if incidents include a fire or explosion, a release of hazardous materials, or large numbers of casualties. Railroad tracks carrying both

International Airport pass over parts of the City. Motor vehicle risks may include multi-passenger vehicles such as the many buses that carry skiers over dangerous roads on Mount Hood.

## 2. Situation and Assumptions

### 2.1.2.8 Terrorism

This hazard may include bomb threats, arson, kidnapping, or other violent acts done to intimidate a population or government into granting the demands of the perpetrators. This hazard is most often associated with insurrection, revolution, or making a political statement and may include threats to cause mass death or damage to critical infrastructure. Separatist groups such as cults, survivalists, and militias have used terrorism in the past to gain attention to their cause. A terrorist incident may involve the use of weapons of mass destruction, including biological, nuclear, incendiary, chemical, or explosive materials.

### 2.1.2.9 Volcano

Mount St. Helens' 1980 eruption is well known. Mount Hood, while not as active in recent years, has experienced four major eruptions during the last 15,000 years. The most recent occurred 200-300 years ago. Emissions also occurred in 1859, twice in 1865, and in 1903 when steam and fragments of rock and lava were ejected. During the past 2,000 years, lava domes at Mount Hood have grown and collapsed, creating hundreds of pyroclastic flows extending 7 miles down the mountain's southwest flank. This volcano remains in an active state.

Due to the City's location on the Sandy River and proximity to Mount Hood, the City may experience some of the immediate effects that eruptions have on surrounding areas (e.g., evacuees, ashfall, seismic activity). It is estimated that a lahar resulting from an eruption of Mount Hood would take two hours to reach the City, allowing time for individuals to evacuate if needed. A steep bluff shields the City from the Sandy River, so a lahar should not affect assets within City limits, but could damage the water infrastructure in the Bull Run Reservoir.

### 2.1.3 Capability Assessment

The availability of the City's physical and staff resources may limit the City's capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited during periods when essential staff is on vacation, sick, or under furlough due to budgetary constraints. The City has not developed a formal capabilities assessment to date. Should one be developed in the future, it will summarize the jurisdiction's limitations based on training, equipment, and personnel.

## 2.1.4 Hazard Analysis

In the Hazard Analysis (see table next page), each of the hazards and threats described is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or because of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

2. Situation and Assumptions

<b>Table 2-1 Clackamas County Hazard Analysis Matrix</b>					
<b>Hazard</b>	<b>Rating Criteria with Weight Factors</b>				<b>Total Score</b>
	<b>History <sup>1</sup> (WF=2)</b>	<b>Vulnerability <sup>2</sup> (WF=5)</b>	<b>Max Threat <sup>3</sup> (WF=10)</b>	<b>Probability <sup>4</sup> (WF=7)</b>	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Earthquake-Cascadia	2	45	80	35	162
Earthquake-Crustal	6	50	80	21	157
Public Health Emergency	8	45	80	35	168
Wildfire	18	45	100	63	226
Winter Storm	14	30	70	49	163
HAZMAT Incident	10	30	60	42	142
Drought	10	35	100	56	131
Flood	10	20	30	56	116
Windstorm	14	15	50	42	121
Landslide & DebrisFlow	14	20	40	63	137
Transportation Accident	4	30	40	28	102
Volcano	2	40	80	7	129
Terrorism	2	30	40	21	93
Extreme Heat	10	35	70	35	150
Dam Failure	2	15	40	7	64
Civil Disorder	6	15	20	14	55
<p><b>Notes:</b></p> <ol style="list-style-type: none"> <li>History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.</li> <li>Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected.</li> <li>Maximum Threat addresses the percentage of population or property that could be affected in a worst-case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected.</li> <li>Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.</li> </ol>					



## 2. Situation and Assumptions

### 2.2 Assumptions

The assumptions upon which this EOP is predicated are outlined below.

- The City will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Outside assistance will be available in most emergency situations affecting the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- It is possible for a major disaster to occur at any time and at any place in the County. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

# 3

## Roles and Responsibilities

### 3.1 General

Local and County agencies and response partners may have various roles and responsibilities throughout an emergency's duration. Therefore, it is particularly important that the local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident's size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain depth of qualified staff within the command structure and response community.

The County Emergency Management Director is responsible for emergency management planning and operations for the area of the County lying outside the corporate limits of the incorporated municipalities of the County. The Mayor or other designated official of each incorporated municipality (pursuant to city charter or ordinance) is responsible for emergency management planning and operations for that jurisdiction. (These responsibilities may be shared with County Emergency Management under agreement.)

The City of Sandy conducts all emergency management functions in accordance with NIMS. To assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts into all facets of an emergency, each agency is responsible for ensuring that critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies. The City also works with the Clackamas Fire District and the Oregon Trail School District to enhance the level of emergency response in the community.

During a City-declared disaster, control is not relinquished to County or State authority but remains at the local level for the duration of the event. Some responsibilities may be shared under mutual consent. Most City departments have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below, as well as individual annexes.

### 3.2 Emergency Management Organization

The City does not have an office or division of emergency management services separate from its existing departments. The City Manager (or designee) serves as the Emergency Manager and may, depending on the size or type of incident,

delegatethe authority to lead response and recovery actions to other City staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the City’s emergency management program can vary dependent upon the location, size, and impact of the incident.

For the purposes of this plan, the City’s emergency management structure will be referred to generally as the City EMO. Under this structure, the City Manager would be considered the Emergency Manager, unless this role has been otherwise delegated. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City’s emergency management structure.

The EMO for the City is divided into two general groups—the Executive Group and Emergency Response Agencies—organized by function.

### **3.2.1 Executive Group**

The Executive Group is referred to in this plan as a single body, but it may include representation from each City department during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with certain legal responsibilities. Key general responsibilities for local elected and appointed officials include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local mitigation efforts within the jurisdiction and, as appropriate, including the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans consider the needs of:
  - The jurisdiction, including persons, property, and structures
  - Individuals with special needs, including those with service animals
  - Individuals with household pets.
- Encouraging residents to be prepared and participate in volunteer organizations and training courses.

### 3. Roles and Responsibilities

#### 3.2.1.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for the City government is borne by the City Council. During emergencies this responsibility includes encouraging positive support with citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and Federal officials. Additionally, the council will provide elected liaison with the community and other jurisdictions. In the event of a need for a State of Emergency, the Mayor or designee will initiate and terminate the State of Emergency through a Declaration ratified by the Council.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by City ordinance.
- Adopting an EOP and other emergency management–related resolutions.
- Declaring a State of Emergency and providing support to the IC in requesting assistance through the County (performed by the Mayor or designee).
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending PIO briefings.

#### 3.2.1.2 City Manager

The City Manager is responsible for:

- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Directing the emergency operational response of City services.
- Ensuring, through the City Recorder, that plans are in place for the protection and preservation of City records.

### 3. Roles and Responsibilities

#### 3.2.1.3 Emergency Manager

The City Manager (or designee) serves as the Emergency Manager for the City. The Emergency Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Emergency Manager works with the Executive Group to ensure that there are unified objectives regarding the City's emergency plans and activities, including coordinating all aspects of the City's capabilities. The Emergency Manager coordinates with other components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the Emergency Manager is responsible for:

- Serving as staff advisor to the City Council for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory.
- Ensuring the operational capability of the City EOC.
- Activating the City EOC.
- Keeping the governing body apprised of the City's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the City and County Emergency Management.
- Maintaining liaison with organized emergency volunteer groups and private agencies

#### 3.2.1.4 City Department Heads

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. City department and agency heads and their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities as well as clearly reinforce preparedness expectations. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the City Manager.

### 3. Roles and Responsibilities

#### 3.2.2 Responsibilities of All Departments

Individual departments are an integral part of the emergency organization. While some departments' staff are first responders, the majority focus on supporting 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.

All City departments are response for:

- Supporting EOC operations to ensure that the City is providing for the public safety and protection of the citizens it serves.
- Establish, in writing, an ongoing line of succession of authority for each department; this document must be made known to department employees, and a copy must be filed with the City Manager.
- 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 SOPs.
- Identify critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assign personnel to the EOC, as charged by this plan.
- Develop and implement procedures for protecting vital records, materials, and facilities.
- Promote family preparedness among employees.
- Ensure that staff complete any NIMS-required training.
- Ensure that department plans and standard operating procedures (SOPs) incorporate NIMS components, principles, and policies.
- Allow staff time for preparedness training and participation in exercises.

### 3. Roles and Responsibilities

#### 3.2.3 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include fire departments, law enforcement, emergency medical service (EMS) providers, and the public health, environmental health, and public works departments. This section is organized by function, with the primary responsibility assigned to the appropriate City or County agency.

##### 3.2.3.1 Transportation

*Public Works, Sandy Area Metro Police Department, Wheels with Sandy Area Metro or Sandy Area Metro Transit Department.*

Transportation responsibilities include:

- Planning for and identifying high-hazard areas and numbers of potential evacuees and numbers of people requiring transportation to reception areas (including special needs populations).
- Coordinating transportation needs for special populations.
- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Coordinating transportation services, equipment, and personnel using emergency routes.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Providing patrols and safety measures in the evacuated area and reassigning personnel during the evacuation period.
- Preparing and maintaining supporting SOPs and annexes.

### 3. Roles and Responsibilities

#### 3.2.3.2 Communications

##### Alert and Warning

*Police Department, Clackamas Fire District, City Administration, Oregon Trail School District, Sandynet and Clackamas County Communications (CCOM)*

Alert and warning responsibilities include:

- Disseminating emergency public information, as requested.
- Receiving, verifying, and disseminating warning information to the public and key County and City officials.
- Preparing and maintaining supporting SOPs and annexes.

##### Communication Systems

*Police Department, CCOM, Sandynet*

Communication responsibilities include:

- Establishing and maintaining emergency communications systems.
- Coordinating use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the EOC, once activated.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 2 – Communications for more detail.*

#### 3.2.3.3 Public Works and Engineering

*Public Works Department, Development Services Department, Clackamas County Transportation and Development*

City public works agencies are responsible for the following tasks in an emergency:

- Maintaining generator operation of water utility and sewer utility, including fueling operation.
- Protecting and restoring water treatment and distribution systems.
- Coordinating with Regional Consortium to assist in declaring emergencies, and providing mutual aid for emergency water.
- Maintaining emergency access to road systems during snow, ice, debris or other events.



- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.

### 3. Roles and Responsibilities

- Protecting and restoring waste treatment and disposal systems.
- Augmenting sanitation services.
- Assessing damage to streets, bridges, traffic control devices, drinking water systems, stormwater systems, waste-water treatment system, and other public works facilities.
- Removing debris.
- Assessing damage to City-owned facilities.
- Condemning unsafe structures.
- Directing temporary repair of essential facilities.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 3 – Infrastructure Services and the County EOP, ESF 3 – Public Works and Engineering for more detail.*

#### 3.2.3.4 Firefighting

*Clackamas County Fire District*

City fire services are responsible for the following tasks during an emergency:

- Providing fire prevention, education, inspection, suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Inspecting damaged areas for fire and life safety hazards.
- Providing hazardous materials spills containment, clean-up, planning, and coordination.
- Inspecting shelters for fire and life safety hazards and coordinating with the Mass Care Liaison.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 4 – Firefighting for more detail.*

### 3. Roles and Responsibilities

#### 3.2.3.5 Emergency Management

##### Emergency Operations Center

*City Administration and Police Department, Clackamas Fire District, and Oregon Trail School District*

The following tasks are necessary for the City to activate and utilize its EOC to support and coordinate response operations during an emergency:

- Directing and controlling local operations resources.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode at all times or ensuring the ability to convert EOC space into an operating condition.
- Assigning representatives (by title) to report to the EOC and developing procedures for crisis training.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

*See Chapter 5 – Command and Control, FA 1 – Emergency Services, and the County EOP Basic Plan and ESF 5 – Emergency Management for more detail.*

#### 3.2.3.6 Mass Care, Emergency Assistance, Housing, and Human Services

*Clackamas County Health, Housing and Human Services, American Red Cross, and Oregon Trail School District*

The City relies on the support of the County to provide Shelter and Mass Care Services and has adopted the procedures outlined in the County EOP. County Health, Housing and Human Services (also referred to as H3S Department), with support from the Oregon Trail Chapter of the American Red Cross, is responsible for ensuring that the mass care needs of the affected population are met, such as sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the County EOP, ESF 6 – Housing and Human Services and ESF 11 – Agriculture and Natural Resources; general responsibilities include:

### 3. Roles and Responsibilities

- Maintaining the Community Shelter Plan and Animal Disaster Response Plan.
- Supervising the Shelter Management program (stocking, marking, and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.
- Coordinating with faith-based organizations and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with the American Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Salvation Army or other disaster relief organization).
- Securing sources of emergency food supplies (with the American Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the American Red Cross.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.

*See FA 2 – Human Services and the County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services and ESF 11 – Agriculture and Natural Resources for more detail.*

#### **3.2.3.7 Logistics Management and Resource Support**

*City Administration, Finance, Human Resources, and County Emergency Management*

The following tasks are necessary to identify and acquire resources before and during an emergency:

- Establishing procedures for employing temporary personnel for disaster operations.
- In cooperation with the Police Department, establishing and **3.**

maintaining a staffing reserve

- Coordinating deployment of reserve personnel to City departments requiring augmentation.
- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 7 – Logistics Management and Resource Support for more detail.*

### **3.2.3.8 Public Health and Emergency Medical Services**

*Clackamas County Health, Housing and Human Services, and American Red Cross*

The City relies on the County to provide public health and human services and has adopted the relevant parts of the County EOP. The County Health, Housing and Human Services Director is responsible for coordinating the public health and welfare services required to cope with the control of communicable and non-communicable diseases associated with major emergencies, disasters, and/or widespread outbreaks caused by bioterrorism, epidemic or pandemic diseases, or novel and highly fatal infectious agents or biological or chemical toxin incidents in urban or rural areas in the County. The Health, Housing and Human Services Director also serves as the Health Department representative for the County EMO. Relevant operations are detailed in the County EOP, ESF 6 – Housing and Human Services and ESF 8 – Public Health and Medical Services; general responsibilities include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations, including making provisions for the “special needs” population.
- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead.
- Coordinating mass vaccination chemoprophylaxis.
- Coordinating isolation and/or quarantine of infected persons.
- Coordinating delivery and set-up of the National Pharmaceutical Stockpile Plan.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.

## Roles and Responsibilities

- Coordinating for Council of Churches and other volunteer agencies.

*See FA 2 – Human Services and the County EOP, ESF 8 – Public Health and Medical Services for more detail.*

### **Emergency Medical Services**

*Clackamas Fire District, Clackamas Fire District, and American Medical Response (AMR)*

EMS providers are responsible for:

- Coordinating provision of EMS.
- Requesting additional EMS assets as necessary.

*See FA 1 – Emergency Services and the County EOP, ESF 8 – Public Health and Medical Services for more detail.*

### **3.2.3.9 Search and Rescue**

*Clackamas County Sheriff's Office*

The Sheriff's Office is responsible for:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 9 – Search and Rescue for more detail.*

### **3.2.3.10 Oil and Hazardous Materials Response**

*Clackamas Fire District and Office of State Fire Marshal Regional HazMat Team No. 3*

### **Hazardous Materials Response**

Oil and Hazardous Materials responsibilities include:

- Conducting oil and hazardous materials (chemical, biological, etc.) response.
- Assessing the health effects of a hazardous materials release.

**Roles and Responsibilities**

- Identifying the needs for Hazardous Materials incident support from regional and State agencies.
- Disseminating protective action.
- Conducting environmental short- and long-term cleanup.
- Preparing and maintaining supporting SOPs and annexes.

**Radiological Protection**

General responsibilities include:

- Establishing and maintaining a radiological monitoring and reporting network.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses.
- Coordinating radiological monitoring throughout the County.
- Providing monitoring services and advice at the scene of accidents involving radioactive materials.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 10 – Oil and Hazardous Materials for more detail.*

**3.2.3.11 Agriculture and Natural Resources**

*Clackamas County Health, Housing and Human Services*

Agriculture and Natural Resources–related responsibilities include:

- Providing nutrition assistance.
- Conducting animal and plant disease and pest response.
- Monitoring food safety and security.
- Providing natural and cultural resources and historic properties protection and restoration.
- Protecting the safety and well-being of household pets.

*See FA 2 – Human Services and the County EOP, ESF 11 – Agriculture and Natural Resources for more detail.*

**3.2.3.12 Energy and Utilities**

*City Administration, Public Works, and Public/Private Utilities*

**Roles and Responsibilities**

Energy and utilities related responsibilities include:

- Working with local energy facilities to restore damaged energy utility infrastructure and accompanying systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

*See FA 3 – Infrastructure Services and the County EOP, ESF 12 – Energy for more detail.*

**3.2.3.13 Law Enforcement Services**

*Police Department*

City enforcement services are responsible for the following tasks:

- Protecting life and property and preserving order.
- Providing law enforcement and criminal investigation.
- Providing traffic, crowd control, and site security.
- Isolating damaged area.
- Providing incident security.
- Providing public information officers
- In cooperation with CCOM, serving as the City Alert and Warning and activation point.
- Providing security for vital/critical facilities, including the EOC, shelters, etc.
- Directing incident/site security.
- Providing support to Fire, Community Development, and Public Works departments' emergency operations as requested and within capability.
- Developing alternate dispatch plans in the event that 911 service is interrupted.
- Preparing and updating the City's Evacuation Plan.
- Providing damage reconnaissance and reporting.
- Evacuating disaster areas.



**Roles and Responsibilities**

- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 13 – Public Safety and Security for more information.*

**3.2.3.14 Recovery**

*City Administration and multiple other agencies*

Recovery-related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental sector emergency recovery efforts.
- Participating with County and State partners in conducting damage assessments. Identifying and facilitating availability and use of recovery funding.
- Accessing recovery and mitigation grant and insurance programs.
- Providing outreach, public education, and community involvement in recovery planning.
- Coordinating logistics management and resource support, providing assistance as needed.
- Providing support by locating, purchasing, and coordinating delivery of resources necessary during or after an incident in the City.

*See FA 4 – Recovery Strategy and the County EOP, ESF 14 – Long-Term Community Recovery for more detail.*

**3.2.3.15 External Affairs**

*City Administration*

The following tasks are necessary to ensure provision of reliable, timely, and effective information/warnings to the public at the onset of, and throughout, a disaster:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Arraigning for media representatives to receive regular briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.

## Roles and Responsibilities

- Handling scheduled and unscheduled inquiries from the media and the public.
- Being aware of Spanish-only-speaking and/or bilingual population centers within the City and County and preparing training and news releases accordingly.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 15 – External Affairs for more detail.*

### 3.2.3.16 Evacuation and Population Protection

*Police Department and Clackamas Fire District*

The following tasks are necessary to implement and support protective actions by the public and coordinate an evacuation:

- Defining responsibilities of City departments and private-sector groups.
- Identifying high hazard areas and corresponding number of potential evacuees.
- Coordinating evacuation planning, including:
  - Movement control
  - Health and medical requirements
  - Transportation needs
  - Emergency public information materials
  - Shelter and reception location.
- Developing procedures for sheltering in place.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services for more details.*

### 3.2.3.17 Damage Assessment

*Building Department*

The Building Department is responsible for:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.

## Roles and Responsibilities

- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Compiling estimates of damage for use by City officials in requesting disaster assistance.
- Evaluating the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 4 – Recovery strategy for more details.*

### **3.2.3.18 Legal Services**

*City Counsel (Beery, Elsner & Hammond, LLP)*

City Counsel is responsible for the following tasks in the event of an emergency:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress
  - Limit or restrict use of water or other utilities
  - Remove debris from publicly or privately owned property.
- Reviewing and advising City officials regarding possible liabilities arising from disaster operations, including the exercising of any or all the above powers.
- Preparing and recommending local legislation to implement the emergency powers required during an emergency.

## Roles and Responsibilities

- Advising City officials and department heads regarding record keeping requirements and other documentation necessary for the exercising of emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County or City government in disaster events.
- Preparing and maintaining supporting SOPs and annexes.

### 3.2.3.19 Volunteer and Donation Management

*Community Services, Finance Department, and Human Resources*

Responding to incidents frequently exceeds the City's resources. Volunteers and donors can support response efforts in many ways, and it is essential that the City plan to effectively incorporate volunteers and donated goods into its response activities. This plan should:

- Assign liaison to staff the EOC to coordinate social services and donations.
- Establish a system for matching unmet needs with offers of assistance based on the incident and transition into Long-term Recovery team as appropriate.
- Coordinate efforts between the local and County COAD.
- Participate in trainings and exercises.

### 3.2.3.20 Other Agency Responsibilities

Other City department and agency heads not assigned a specific function in this plan will be prepared to make their resources (including personnel) available for emergency duty at the direction of the City Manager.

## 3.3 Local and Regional Response Partners

The City's emergency organization is supported by several outside organizations, including the County, service organizations, and the private sector.

## Roles and Responsibilities

### 3.3.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the City and County must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from, incidents that impact private-sector infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

### 3.3.2 Nongovernmental Organizations

Nongovernmental organizations (NGOs) play enormously important roles before, during, and after an incident. In the City, NGOs such as the American Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of NGOs in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.

## Roles and Responsibilities

- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

### 3.3.3 Individuals and Households

Although not formally a part of the City's emergency operations, individuals, and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.

### 3.4 County Response Partners

The County Emergency Management Director has been appointed under the authority of the Board of County Commissioners. The County Emergency Management Director is responsible for developing a Countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

*See the County Emergency Operations Plan for details on the County's emergency management organization and detailed roles and responsibilities for County Departments.*

### 3.5 State Response Partners

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-Declared Emergency. The administrator of OEM is delegated authority by ORS 401.260 to 401.280 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting emergency support functions is assigned by the Governor to the department best suited to carry out each function applicable to the emergency. State agencies may call upon their Federal counterparts to provide additional support and resources following established procedures and policies.

## Roles and Responsibilities

*See the State of Oregon Emergency Operations Plan for details on the State's emergency management organization and detailed roles and responsibilities for State departments.*

### **3.6 Federal Response Partners**

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, Federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon EMP and, if necessary, the NRF.

*See the NRF for details on the Federal government's emergency management organization and detailed roles and responsibilities for Federal departments.*

### **3.7 Response Matrix**

Table 3-1 (starts on next page) provides a matrix, by ESF, of the local, State, and Federal primary organizations that the City may rely on in the event of an emergency.

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 1 Transportation</b>	<ul style="list-style-type: none"> <li>■ Aviation/airspace management and control</li> <li>■ Transportation safety</li> <li>■ Restoration and recovery of transportation infrastructure</li> <li>■ Movement restrictions</li> <li>■ Damage and impact assessment</li> </ul>	City Public Works Department Sandy Area Metro	Dept. of Transportation and Development	Department of Transportation	Department of Transportation
<b>ESF 2 Communications</b>	<ul style="list-style-type: none"> <li>■ Coordination with telecommunications and information technology industries including SandyNet</li> <li>■ Restoration and repair of telecommunications infrastructure</li> <li>■ Protection, restoration, and sustainment of national cyber and information technology resources</li> <li>■ Oversight of communications within the Federal incident management and response structure</li> </ul>	City Police Department City Administration	Emergency Management CCOM Sheriff's Office CARES	Oregon Emergency Management Public Utility Commission	Department of Homeland Security (National Protection and Programs/ Cyber security and Communications/ National Communications System), Department of Homeland Security (Federal Emergency Management Agency)
<b>ESF 3 Public Works &amp; Engineering</b>	<ul style="list-style-type: none"> <li>■ Infrastructure protection and emergency repair</li> <li>■ Infrastructure restoration</li> <li>■ Engineering services and construction management</li> <li>■ Emergency contracting support for lifesaving and life-sustaining services</li> </ul>	City Public Works Department	Dept. of Transportation and Development	Department of Transportation	Department of Defense (U.S. Army Corps of Engineers) Department of Homeland Security (FEMA)



3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 4 Firefighting</b>	<ul style="list-style-type: none"> <li>Coordination of Federal firefighting activities</li> <li>Support to wildland, rural, and urban firefighting operations</li> </ul>	Clackamas Fire Dist.	Emergency Management Fire Defense Board	Department of Forestry Office of the State Fire Marshal	Department of Agriculture (U.S. Forest Service)
<b>ESF 5 Emergency Management</b>	<ul style="list-style-type: none"> <li>Coordination of incident management and response efforts</li> <li>Issuance of mission assignments</li> <li>Resource and human capital</li> <li>Incident action planning</li> <li>Financial management</li> </ul>	City Administration City Police Department Clackamas Fire District	Emergency Management	Oregon Emergency Management	Department of Homeland Security (FEMA)
<b>ESF 6 Mass Care, Emergency Assistance, Housing &amp; Human Services</b>	<ul style="list-style-type: none"> <li>Mass care</li> <li>Emergency assistance</li> <li>Disaster housing</li> <li>Human services</li> </ul>	City Administration American Red Cross	Health, Housing and Human Services	Department of Human Services Oregon Health Authority	Department of Homeland Security (FEMA)
<b>ESF 7 Logistics Management &amp; Resource Support</b>	<ul style="list-style-type: none"> <li>Comprehensive, national incident logistics planning, management, and sustainment capability</li> <li>Resource support (facility space, office equipment and supplies, contracting services, etc.)</li> </ul>	City Administration Clackamas Fire District Sandy Area Metro	Emergency Management	Oregon Military Department Department of Administrative Services	General Services Administration Department of Homeland Security (FEMA)
<b>ESF 8 Public Health &amp; Medical Services</b>	<ul style="list-style-type: none"> <li>Public health</li> <li>Medical services</li> <li>Behavioral health services</li> <li>Mass fatality management</li> </ul>	City Administration (Coordinate with Health Dept.) Clackamas Fire District American Medical Response Local Clinics	Health, Housing and Human Services Local Hospitals Local Emergency Medical Services	Department of Human Services (Public Health Division)	Department of Health and Human Services

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 9 Search &amp; Rescue</b>	<ul style="list-style-type: none"> <li>■ Life-saving assistance</li> <li>■ Search and rescue operations</li> </ul>	City Police Department	Sheriff's Office Fire Defense Board	Oregon Emergency Management Office of the State Fire Marshal	Department of Homeland Security (FEMA, U.S. Coast Guard) Department of the Interior (National Park Service) Department of Defense
<b>ESF 10 Oil &amp; Hazardous Materials</b>	<ul style="list-style-type: none"> <li>■ Oil and hazardous materials (chemical, biological, radiological, etc.) response</li> <li>■ Environment short- and long-term cleanup</li> </ul>	Clackamas Fire District Regional Hazardous Materials Team	Emergency Management Fire Department	Department of Environmental Quality Office of the State Fire Marshal	Environmental Protection Agency Department of Homeland Security (U.S. Coast Guard)
<b>ESF 11 Agriculture &amp; Natural Resources</b>	<ul style="list-style-type: none"> <li>■ Nutrition assistance</li> <li>■ Animal and plant disease and pest response</li> <li>■ Food safety and security</li> <li>■ Natural and cultural resources and historic properties protection</li> <li>■ Safety and well-being of household pets</li> </ul>	City Administration	Emergency Management Health, Housing and Human Services Dog Services (DTD) Oregon State University Extension	Department of Agriculture	Department of Agriculture Department of Interior
<b>ESF 12 Energy</b>	<ul style="list-style-type: none"> <li>■ Energy infrastructure assessment, repair, and restoration</li> <li>■ Energy industry utilities coordination</li> <li>■ Energy forecast</li> </ul>	City Administration Local Utilities	Emergency Management	Department of Energy Public Utility Commission	Department of Energy

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 13 Public Safety &amp; Security</b>	<ul style="list-style-type: none"> <li>■ Facility and resource security</li> <li>■ Security planning and technical resource assistance</li> <li>■ Public safety and security support</li> <li>■ Support to access, traffic, and crowd control</li> </ul>	City Police Department	Sheriff's Office	Department of Justice Oregon State Police Department of Administrative Services	Department of Justice
<b>ESF 14 Long-Term Community Recovery</b>	<ul style="list-style-type: none"> <li>■ Social and economic community impact assessment</li> <li>■ Long-term community recovery assistance to States, tribes, local governments, and the private sector</li> <li>■ Analysis and review of mitigation program implementation</li> </ul>	City Administration	Emergency Management Health, Housing and Human Services	Oregon Business Development Department Oregon Emergency Management Governor's Recovery Planning Cell (Governors Recovery Cabinet)	Department of Agriculture Department of Homeland Security Department of Housing and Urban Development Small Business Administration
<b>ESF 15 External Affairs</b>	<ul style="list-style-type: none"> <li>■ Emergency public information and protective action guidance</li> <li>■ Media and community relations</li> <li>■ Congressional and international affairs</li> <li>■ Tribal and insular affairs</li> </ul>	City Administration Oregon Trail School District Clackamas Fire District	Public and Government Affairs	Governor's Office Oregon Emergency Management	Department of Homeland Security (FEMA)

# 4

## Concept of Operations

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire districts and police departments, sometimes also involving hospitals/clinics, local health departments, and regional fire and hazardous materials teams. Typically, as the emergency evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receive priority.

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of emergencies and disaster events. This EOP should be used when the City of Sandy or local emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident and not in response to day-to-day operations.

Responsibilities include management and coordination of large-scale events, identifying and obtaining additional assistance and resources for emergency response agencies from the County, State, and/or Federal government through the City EMO.

### 4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an emergency operations plan rather than a comprehensive emergency management plan, as its emphasis is on incident management rather than on program management. This EOP impacts and is informed by activities conducted before and after any emergency operations take place. A brief description of the four phases of emergency management is provided below.

## 4. Concept of Operations

**Figure 4-1 Phases of Emergency Management**

**Mitigation and Prevention** activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.

**Preparedness** activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.

**Recovery** is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

**Response** is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.

This plan will be implemented in the context of a continuous stream of incidents, events, and occurrences, any of which may develop into an emergency. Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively. Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications, and reporting activities, and forecasting or predicting incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

### 4.3 Incident Levels

Incident levels assist response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations will not always fit

**4. Concept of Operations**

neatly into these levels, and any incident has the potential to intensify and expand. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents.

**4.3.1 Level 1**

Level 1 situations are often referred to as “routine” crisis management or emergency situations that can be handled using resources available at the incident location. For these situations, it may not be necessary to implement an emergency plan. Outside assistance is usually not required.

**4.3.2 Level 2**

Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Requests for assistance related to Level 2 situations often take the form of a 911 call for police, fire, or medical assistance. Examples include hazardous materials spills and traffic incidents with multiple injuries. The IC may implement selected portions of the City EOP.

**4.3.3 Level 3**

Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. Examples of such situations include an airliner crash in populated area, a major earthquake, etc. Emergency plans should be implemented, and the EOC will be activated to coordinate response and recovery activities.

**4.3.4 NIMS Incident Levels**

While the City uses incident levels that are consistent with the County and State EOP’s, incident types at the Federal level are based on the following five levels of complexity. (Source; US Fire Administration)

Table 4-1	NIMS Incident Levels
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Type 5</b></p>	<ul style="list-style-type: none"> <li>■ The incident can be handled with one or two single resources with up to six personnel.</li> <li>■ Command and General Staff positions (other than the IC) are not activated.</li> <li>■ No written Incident Action Plan (IAP) is required.</li> <li>■ The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>■ Examples include a vehicle fire, an injured person, and a police traffic stop.</li> </ul>

4. Concept of Operations

Table 4-1 NIMS Incident Levels (continued)	
T y p e 4	<ul style="list-style-type: none"> <li>■ Command staff and general staff functions are activated only if needed.</li> <li>■ Several resources are required to mitigate the incident.</li> <li>■ The incident is usually limited to one operational period in the control phase.</li> <li>■ The agency administrator may have briefings and may ensure that the complexity analysis and delegation of authority are updated.</li> <li>■ No written IAP is required, but a documented operational briefing will be completed for all incoming resources.</li> <li>■ The role of the agency administrator includes operational plans that contain objectives and priorities.</li> </ul>
T y p e 3	<ul style="list-style-type: none"> <li>■ When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident.</li> <li>■ Some or all the Command and General Staff positions may be activated, as well as the Division/Group Supervisor and/or Unit Leader level positions.</li> <li>■ A Type 3 Incident Management Team or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team.</li> <li>■ The incident may extend into multiple operational periods.</li> <li>■ A written IAP may be required for each operational period.</li> </ul>

4. Concept of Operations

Table 4-1	NIMS Incident Levels (continued)
T y p e 2	<ul style="list-style-type: none"> <li>■ This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing.</li> <li>■ Most or all the Command and General Staff positions are filled.</li> <li>■ A written IAP is required for each operational period.</li> <li>■ Many of the functional units are needed and staffed.</li> <li>■ Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only).</li> <li>■ The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.</li> </ul>
T y p e 1	<ul style="list-style-type: none"> <li>■ This type of incident is the most complex, requiring national resources to manage and operate safely and effectively.</li> <li>■ All Command and General Staff positions are activated.</li> <li>■ Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000.</li> <li>■ Branches need to be established.</li> <li>■ The agency administrator will have briefings and will ensure that the complexity analysis and delegation of authority are updated.</li> <li>■ Use of resource advisors at the incident base is recommended.</li> <li>■ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> </ul>

**4.4 Response Priorities**

1. **Lifesaving/Protection of Property:** Saving lives receives top priority. Such efforts may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.



## 4. Concept of Operations

2. **Incident Stabilization:** Second priority is given to protecting mobile response resources, isolating impacted areas, and containing the incident (if possible).
3. **Property Conservation:** Third priority is given to protecting public facilities essential to life safety/emergency response, protection of the environment whenever public safety is threatened, and protection of private property.

## 4.5 Incident Management

### 4.5.1 Activation

When an emergency arises, and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the City Council or City Manager will activate and implement all or part of this EOP. In addition, the City Manager, Fire Chief, Police Chief, or Emergency Manager, or their designees, may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. An Emergency Declaration is not required to implement the EOP or activate the EOC. The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an IC. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the Emergency Manager with the following information:

- Operational status.
- Readiness and availability of essential resources.
- Changing conditions and status of resources (personnel, equipment, facilities, supplies, etc.).
- Significant concerns and issues dealing with potential or actual loss of life or property.

### 4.5.2 Initial Actions

Upon activation of all or part of this EOP, the IC (or designee) will immediately take the following actions:

- Alert threatened populations and initiate evacuation as necessary.  
*See FA 1 – Emergency Services Annex for more detail.*
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated.  
*See FA 2 – Human Services Annex for more detail.*
- Instruct appropriate City emergency service providers to activate necessary resources.

## 4. Concept of Operations

- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Request the Mayor or City Council to prepare and submit a formal Declaration of Emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations. The official declaration may be preceded by a verbal statement.
- Prepare to staff the City EOC as appropriate for the incident with maximum 12-hour shifts.
  
- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency. *See FA 4 – Recovery Strategy Annex for additional information regarding community recovery procedures.*

### 4.5.3 Communications, Notifications and Warnings

Traditional communication lines, such as landline telephones, cellular phones, faxes, pagers, internet/e-mail, and radio, will be used by City response personnel throughout the duration of response activities. The EOC will also maintain and utilize the 800-megahertz and VHF radio systems as well as Ham and FRS/GMRS. *See FA 1 – Emergency Services for more detail.*

A public warning and broadcast system is under development for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster. The EOC Group shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster through the Sandy Community Radio. FA 1 – Emergency Services provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community. These procedures and call-down lists are available through the front desk of the police department. Additionally, CCOM maintains contact lists of police employees. External partners can be activated and coordinated through the City EOC.

Plain language will be used during any multi-jurisdictional emergency response occurring in the City and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their ability to communicate with each other.

## 4. Concept of Operations

### 4.5.3.1 Interoperability

The City will maintain the ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability also refers to having an emergency communications system that is the same or is linked to the same system that a jurisdiction uses for nonemergency procedures, and that effectively interfaces with national standards as they are developed. The system should allow the sharing of data with other jurisdictions and levels of government during planning and deployment.

### 4.5.4 Direction and Control

Direction and control of City emergency operations will be conducted via ICS and the Multi-Agency Coordination System, as described in Section 5, Command and Control.

The City EMO is responsible for maintaining the readiness of the EOC and identifying and training support staff. City departments will be requested to designate personnel who can be made available to be trained by City Emergency Management and to work in the EOC during a major disaster. Other departments may be requested to aid in a major emergency.

### 4.5.5 Demobilization

As the emergency progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with short- and long-term recovery operations.

### 4.5.6 Transition to Recovery

Recovery comprises steps that the City will take during and after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase of reassessing applications, processes, and functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

*See FA 4 – Recovery Strategy for more detail.*

## 4. Concept of Operations

### 4.6 Inter-jurisdictional Coordination

#### 4.6.1 Municipalities

The City is responsible for the direction and control of its local resources during emergencies, including requesting additional resources from mutual aid resources. For resources not covered under mutual aid, requests shall be directed to County Emergency Management, including any requests for a State Declaration of Emergency or presidential disaster declaration.

#### 4.6.2 Mutual Aid

State law (ORS 402.010 and 402.015) authorizes the City to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services.

State law (ORS 402.210) authorizes the creation of an intrastate mutual assistance compact among local governments within the State. The compact streamlines the process by which a local government requests assistance and temporarily acquires resources.

#### 4.6.3 Special Service Districts

Clackamas Fire District is a special service district providing fire protection to the City. This district is governed by an the Clackamas County Commissioners and has policies and procedures separate from City and County government. Special service districts often overlap City and County boundary lines and thus may serve as primary responders to emergencies within their service districts.

#### 4.6.4 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager, or designee, will coordinate response efforts with business and industry. This includes providing assistance, as appropriate, in action taken by industry to meet State emergency preparedness regulations governing businesses, such as utility companies, that provide essential services. Schools, hospitals, nursing/care homes and other institutional facilities are required by Federal, State, or local regulations to have disaster plans. The PIO will also work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as the American Red Cross, faith-based groups, amateur radio clubs, Community Emergency Response Teams (CERT), etc.

## 4. Concept of Operations

### 4.6.5 County Government

The County EMO, as defined in the County EOP, can be activated through County Emergency Management. The County provides direct County agency support at the local level and serves as a channel for obtaining resources from outside the County structure, including the assistance provided by State, regional, and Federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before the County requests State assistance.

### 4.6.6 State Government

The State emergency organization, as defined in the State of Oregon EOP, can be activated through OEM. This department always provides a duty officer. The State provides direct agency support to the local level and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the Federal government.

### 4.6.7 Federal Government

The County shall make requests for Federal disaster assistance to OEM. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including financial support to governments, businesses, and individual citizens.

# 5

## Command and Control

### 5.1 General

The responsibility for emergency management, direction, and control of City departments in a time of disaster belongs to the elected City Council. The City Manager is empowered to assume executive control over all departments, divisions, and offices of the City of Sandy during a state of emergency. The Mayor may declare a “state of emergency,” place this plan into effect, and activate and staff the City EOC on full or partial basis. If one or more of these are implemented, a report of such action will be made to the City Council at the first available opportunity. The Fire Chief and/or the Police Chief (or designee) becomes the IC and is responsible for performing such duties as causing emergency measures to be enforced and designating emergency areas.

The City Manager (or designee) is responsible for ensuring that coordinated and effective emergency response systems are developed and maintained. Existing government agencies will perform emergency activities closely related to those they perform routinely. Specific positions and agencies are responsible for fulfilling their obligations as presented in this EOP and individual annexes. As the IC, the Police Chief and/or Fire Chief (or designee) will provide overall direction of response activities for all City departments. In accordance with State statute (ORS 401.305), the City Manager (or designee) may take extraordinary measures in the interest of effective emergency management. Department heads will retain control over their employees and equipment unless directed otherwise by the City Manager (or designee). Each department or agency will be responsible for having its own SOPs to be followed during response operations.

Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used only as an adjunct to existing City services, and then only when the situation threatens to expand beyond the City’s response capabilities.

### 5.2 Emergency Operations Center

Response activities will be coordinated from an EOC and will be activated upon notification of a possible or actual emergency. The EOC will track, manage, and allocate appropriate resources and personnel. During large-scale emergencies, the EOC will, in fact, become the seat of government for the duration of the crisis. The EOC will serve as a Multi-Agency Coordination System, if needed.

## 5. Command and Control

### 5.2.1 Emergency Operation Center Activation

During emergency operations and upon activation, the EOC staff will assemble and exercise Direction and Control, as outlined below.

- The EOC will be activated by the City Manager, Police Chief, or Fire Chief (or their designees). The IC will assume responsibility for all operations and direction and control of response functions.
- The IC will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The IC may establish an on-scene command post at the scene to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their respective annexes.
- The EOC will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
- The IC will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

### 5.2.2 Emergency Operations Center Location

The **primary location** for the City EOC is:

Sandy Police Department  
39850 Pleasant Street, Sandy, OR 97055

If necessary, the **alternate location** for the City EOC is:

Fire Annex Building  
17460 Bruns Avenue, Sandy, OR 97055

5. Command and Control

Figure 5-1 Primary EOC Location

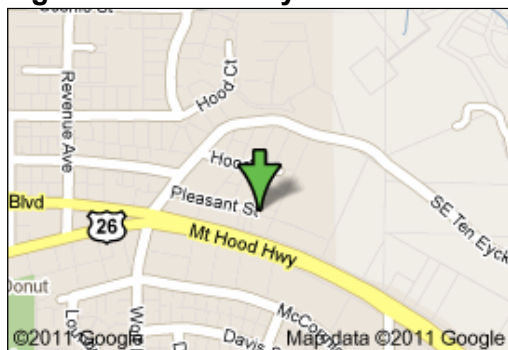
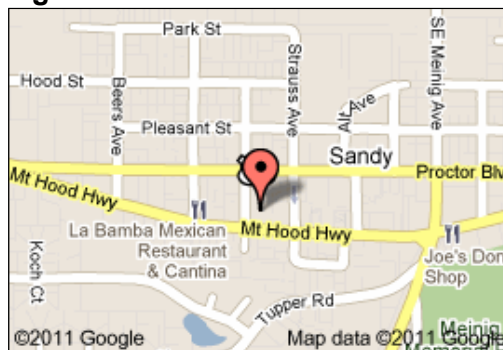


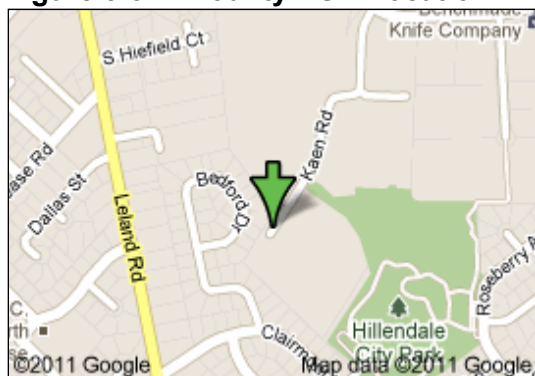
Figure 5-2 Alternate EOC Location



The **County EOC** is co-located with Clackamas County Emergency Management and CCOM offices at:

2200 Kaen Road  
Oregon City, OR 97045

Figure 5-3 County EOC Location



See FA 1 – Emergency Services for more detail.

**5.3 Incident Command System**

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The system consists of practices for managing resources and activities during an emergency response and allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident’s duration.

The ICS structure can be expanded or contracted, depending on the incident’s changing conditions. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major



## 5. Command and Control

emergency involving several agencies and spanning numerous jurisdictions. The City has established an EMO, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within this EOP; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-4.

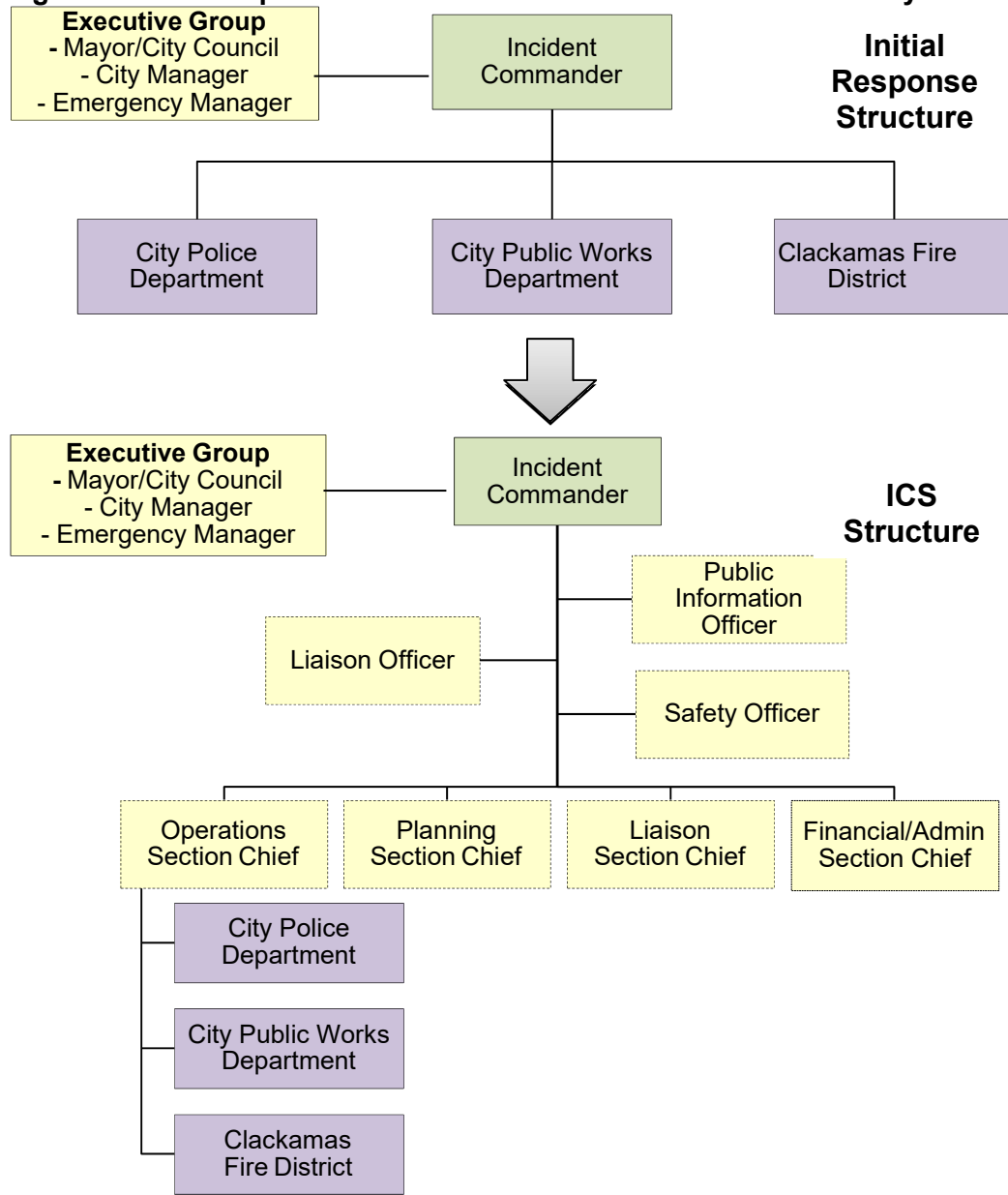
The initial City response structure consists of the IC and single-resource agencies (i.e., the Public Works Department, Police Department, and Clackamas Fire District). Depending on the incident, the Public Works Director, Police Chief, or Fire Chief may act as both the IC and chief of their respective resource agencies. During the initial response, an IC from the appropriate agency will be located at the on-scene incident command post and will assume the responsibilities of the public information officer, liaison officer, and safety officer command staff responsibilities until these responsibilities are delegated.

As the incident progresses, and to maintain an adequate span of control, the initial response structure will expand into an ICS structure supported by full command and general staff positions. The City may activate the EOC and assign an IC. The City will require and request additional personnel to support this expanded structure. Depending on the incident type, the Public Works Department, Police Department, and Fire District will support the Operations Section Chief. Other City departments (e.g., City Administration) may support the expanded command or general staff roles as applicable. Following a declaration of emergency, the City may receive assistance from the County and may utilize and support the County ICS structure. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the IC may change to meet the needs of the incident.

Due to limited personnel and resources available in the City, it is imperative that all primary and alternate EOC staff be trained in ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency and add depth to existing City emergency management and response organizations.

5. Command and Control

Figure 5-4 Example of a Scalable Command Structure for the City



5.3.1 Emergency Operations Center Command Staff

5.3.1.1 Incident Commander

The IC is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the IC is responsible for:

- Approving and supporting implementation of an Incident Action Plan (IAP).
- Coordinating activities supporting the incident or event.

## 5. Command and Control

- Approving release of information through the PIO.
- Performing the duties of the following command staff if no one is assigned to the position:
  - Safety Officer
  - PIO
  - Liaison Officer
  - General Staff.

### 5.3.1.2 Safety Officer

The Safety Officer is generally responsible for:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site control measures.
- Monitoring and assessing the health and safety of response personnel and support staff (including EOC staff).
- Preparing and implementing a site Health and Safety Plan and updating the IC regarding safety issues or concerns, as necessary.
- Exercising emergency authority to prevent or stop unsafe acts.

### 5.3.1.3 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the public.
- Coordinating information sharing among the public information network using a Joint Information System and, if applicable, establishing and staffing a Joint Information Center.
- Implementing information clearance processes with the IC.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

## 5. Command and Control

### 5.3.1.4 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the American Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.

The annexes attached to this plan contain general guidelines for the City governmental entities, organizations, and County officials and departments to carry out responsibilities assigned at the City EOC or other designated facility where response efforts will be coordinated.

### 5.3.2 Emergency Operations Center General Staff

#### 5.3.2.1 Operations Section Chief

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is organized into functional units representing agencies involved in tactical operations. The following agencies are typically included in the Operations Section:

- Fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials).
- Law Enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations).
- Public Health Officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health).
- Public Works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse).

Private entities, companies, and NGOs may also support the Operations section. The Operations Chief is responsible for:

## 5. Command and Control

- Providing organizational support and directing implementation of unit operational plans and field response activities.
- Developing and coordinating tactical operations to carry out the IAP.
- Managing and coordinating various liaisons representing community response partners and stakeholders.
- Directing IAP tactical implementation.
- Requesting resources needed to support the IAP.

### 5.3.2.2 Planning Section Chief

The Planning Section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information regarding the incident and providing a status summary.
- Preparing and disseminating the IAP.
- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

### 5.3.2.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Providing and managing resources to meet the needs of incident personnel.
- Managing various coordinators of resources, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Estimating future support and resource requirements.
- Assisting with development and preparation of the IAP.

## 5. Command and Control

### 5.3.2.4 Finance/Administration Section Chief

The Finance/Administration Section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed that can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

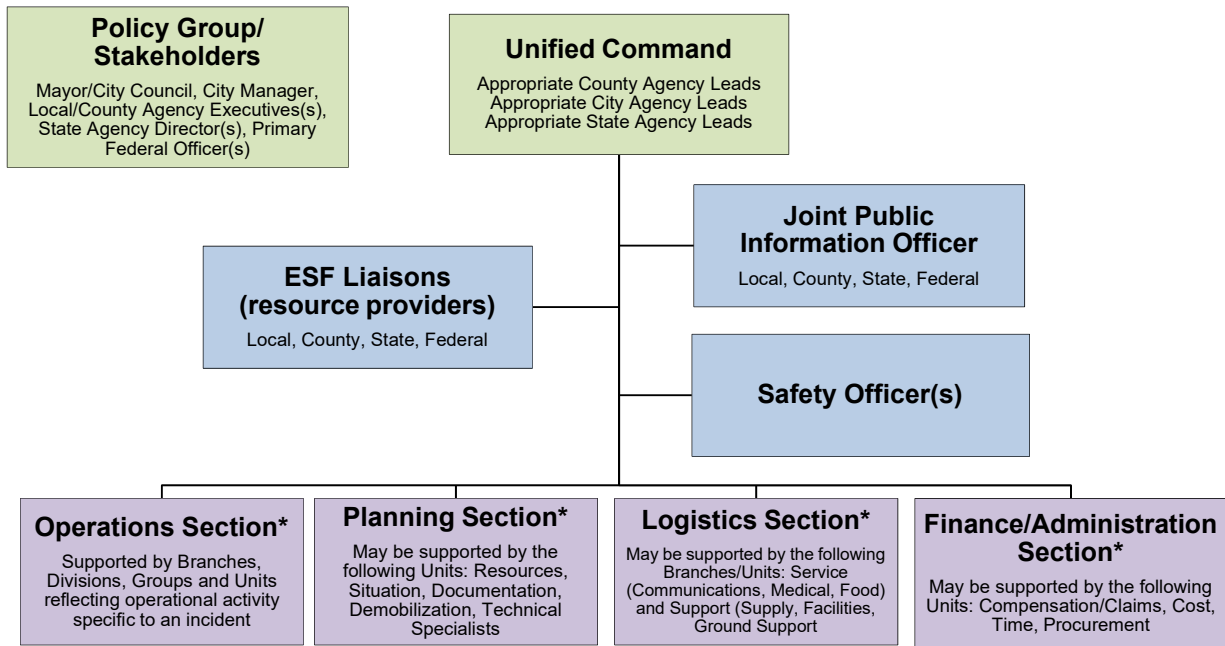
## 5.4 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, County, regional, State, and Federal agencies into the same organizational system, maximizing coordination of response activities, and avoiding duplication of efforts. A structure called Unified Command (UC) allows the IC position to be shared among several agencies and organizations that maintain jurisdiction. UC members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, State, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the IC will directly manage all aspects of the incident organization. Figure 5-2 is an example of a UC organizational chart for the City. It provides operational flexibility to expand or contract staffing, depending on the incident's nature and size.

5. Command and Control

Figure 5-5 Example of Unified Command for the City



\*Note: In any type of incident, a Section Chief may be assigned a Deputy. In addition, an Intelligence Section would be incorporated into the command structure in response to incidents of national significance or those presumed or confirmed to be terrorist related.

### 5.5 Multi-Agency Coordination

In the event the City is coordinating a response with other jurisdictions or agencies with authority over the incident it may choose to implement a Multi-Agency Coordination (MAC) Group. Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together and form MAC Groups. MAC Groups may also be known as a multiagency committees, emergency management committees, or as otherwise defined by the system. A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

# 6

## Plan Development, Maintenance and Implementation

### 6.1 Plan Review and Maintenance

At a minimum, this EOP will be formally reviewed and re-promulgated every five years to comply with State requirements. This review will be coordinated by the City of Sandy City Manager or designee and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

- Verify contact information.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in this plan to ensure their continued viability.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary.

#### Recommended changes should be forwarded to:

Tyler Deems, City Manager  
39250 Pioneer Blvd.  
Sandy, OR 97055  
[tdeems@ci.sandy.or.us](mailto:tdeems@ci.sandy.or.us)

### 6.2 Training Program

The City Emergency Manager (or designee) specifically coordinates training for City personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the City. The Emergency Manager (or designee) maintains records and lists of training received by City personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. NIMS identifies these positions as follows:



## 6. Plan Development, Maintenance, and Implementation

- EMS personnel
- Firefighters
- Law enforcement personnel
- Public works/utility personnel
- Skilled support personnel
- Other emergency management response personnel
- Support/volunteer personnel at all levels.

Table 6-1 provides the minimum training requirements for the City’s emergency personnel.

**Table 6-1 Minimum Training Requirements**

Emergency Personnel	Training Required
Emergency Managers and Incident Commanders	ICS-100, -200, -300, -400 IS-700, -701, -703, -704, -800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, -300 IS-700, -701, -703, -704 (-702 for PIOs)
All other EOC personnel and first responders	ICS-100, -200 IS-700, -701, -703, -704
All other emergency response personnel, including volunteers	ICS-100 IS-700
<i>Independent study courses can be found at <a href="http://training.fema.gov/IS/crslist.asp">http://training.fema.gov/IS/crslist.asp</a>.</i>	

### 6.3 Exercise Program

The City will conduct exercises twice a year to test and evaluate this EOP. Whenever feasible, the City will coordinate with neighboring jurisdictions and State and Federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <https://www.fema.gov/emergency-managers/national-preparedness/exercises/hseep>

The Emergency Manager will work with other City/County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through Emergency Management.

## 6. Plan Development, Maintenance and Implementation

### 6.4 Event Critique and After-Action Reporting

To document and track lessons learned from exercises, the Emergency Manager will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Manager will also coordinate an After-Action Report, which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and After-Action Reports will be facilitated after an actual disaster that will document activities of the incident to improve the City’s readiness.

### 6.5 Community Outreach and Preparedness Education

Educational tools are used to teach the public about threats, disasters, and what to do when an emergency occurs. The City recognizes that citizen preparedness and education are vital components of overall readiness.

Information about the City’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found at <https://www.ci.sandy.or.us>

### 6.6 Funding and Sustainment

It is a priority of the City to fund and maintain an emergency management organization that ensures the City's ability to respond to and recover from disasters. The Emergency Program Coordinator will work with City Council and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the City Council is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and state partners to maximize use of scarce resources.

**6. Plan Development, Maintenance and Implementation**

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# A

## Sample Disaster Declaration Forms

Appendix A. Declaration of State of Emergency

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Appendix A. Declaration of State of Emergency

DECLARATION OF STATE OF EMERGENCY

To: \_\_\_\_\_,
Clackamas County Office of Emergency Management

From: \_\_\_\_\_,
City of Sandy, Oregon

At \_\_\_\_\_ (time) on \_\_\_\_\_ (date),

a/an \_\_\_\_\_ (Description

of emergency incident or event type) occurred in the City of Sandy threatening
life and property.

The current situation and conditions are:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

The geographic boundaries of the emergency are:

\_\_\_\_\_  
\_\_\_\_\_

WE DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF SANDY AND THAT THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. WE RESPECTFULLY REQUEST THAT THE COUNTY PROVIDE ASSISTANCE, CONSIDER THE CITY AN "EMERGENCY AREA" AS PROVIDED FOR IN ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT.

Signed: \_\_\_\_\_

Title: \_\_\_\_\_ Date & Time: \_\_\_\_\_

This request may be passed to the County via radio, telephone, or FAX. The original signed document must be sent to the County Emergency Management Office, with a copy placed in the final incident package.

## Appendix A. Declaration of State of Emergency

**INSTRUCTIONS FOR COMPLETING THE DISASTER DECLARATION FORM:**

**RESPONSIBILITY:** Completion of the Disaster Declaration Form is the responsibility of the Lead Agency or of the Incident Commander.

**TIMELINE:** As soon as possible after the initial assessment is made; or when it becomes apparent that the provisions of the City Emergency Code are necessary, or when assistance beyond that of mutual aid is necessary.

**DISTRIBUTION:** Command and General staff, City Manager, Mayor and City Council, Clackamas County Emergency Management, Oregon Emergency Management. This request may be passed to Clackamas County via radio, telephone, teletype, or fax. Hard copies must be sent to the Clackamas County Emergency Management and Oregon Emergency Management and a copy placed in the final incident package.

<b>Clackamas County Emergency Management</b>	*503-655-8224/503-655-8531 (fax)
<b>Oregon Emergency Management</b>	503-378-2911/503-588-1378 (fax)

**SPECIAL INSTRUCTIONS:**

**FROM:** Personnel of the City of Sandy who may sign this declaration include the Mayor (or designee), City Manager (or designee), and Incident Commander. If time is not critical, the Council should meet to ratify the declaration. If time is of the essence, any of the above personnel may proceed with the declaration, with ratification occurring as soon as possible.

**"Current situation and conditions"** should include the rationale supporting the declaration of disaster, including (as appropriate), the need for additional powers to protect the public, the status of City response, commitment of City and mutual aid resources, and projection of incident potential.

**"Geographic Boundaries"** should be specific unless the entire City is impacted.

**"Forms of Assistance"** requests should be specific, including numbers, special qualifications, and tasks to be assigned. For example, if the National Guard is requested, describe tasks for which its resources will be used.

\*The Clackamas County EOC may provide other numbers during emergency activation.

Appendix A. Declaration of State of Emergency

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# B

## Incident Command System Forms

Appendix B. Incident Command System Forms

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## Appendix B. Incident Command System Forms

## Index of Incident Command System (ICS) Forms

The following ICS forms are included in this appendix.

ICS Form No.	Form Title
ICS Form 201	Incident Briefing
ICS Form 202	Incident Objectives
ICS Form 203	Organization Assignment List
ICS Form 204	Assignment List
ICS Form 205	Incident Radio Communications Plan
ICS Form 205a	Communications List
ICS Form 206	Medical Plan
ICS Form 207	Incident Organizational Chart
ICS Form 208	Safety Message/Plan
ICS Form 209	Incident Status Summary
ICS Form 210	Resource Status Change
ICS Form 211	Incident Check-in List
ICS Form 213	General Message
ICS Form 214	Activity Log
ICS Form 215	Operational Planning Worksheet
ICS Form 215a	Incident Action Plan Safety Analysis
ICS Form 218	Support Vehicle/Equipment Inventory
ICS Form 219	Resource Status Card (T-Card)
ICS Form 220	Air Operations Summary
ICS Form 221	Demobilization Plan
ICS Form 225	Incident Personnel Performance Rating

All fillable forms accessible at <https://www.nwcg.gov/publications/ics-forms>

Appendix B. Incident Command System Forms

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# C

## Emergency Operations Center Position Checklists

Appendix C. Emergency Operations Center Position Checklists

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**Appendix C. Emergency Operations Center Position Checklists****Index of EOC Position Checklists**

The following checklists have been printed and are in the EOC.

1. Communication Unit Leader Checklist
2. Compensation/Claims Unit Leader Checklist
3. Cost Unit Leader Checklist
4. Demobilization Unit Leader Checklist
5. Documentation Unit Leader Checklist
6. Facilities Unit Leader Checklist
7. Finance – Administration Section Chief Checklist
8. Food Unit Leader Checklist
9. Ground Support Unit Leader Checklist
10. Incident Commander Checklist
11. Liaison Officer Checklist
12. Logistics Section Chief Checklist
13. Medical Unit Leader Checklist
14. Operations Branch Director Checklist
15. Operations Section Chief Checklist
16. Planning Section Chief Checklist
17. Procurement Unit Leader Checklist
18. Public Information Officer Checklist
19. Resources Unit Leader Checklist
20. Safety Officer Checklist
21. Service Branch Director Checklist
22. Situation Unit Leader Checklist
23. Staging Area Manager Checklist
24. Supply Unit Leader Checklist
25. Support Branch Director Checklist
26. Time Unit Leader Checklist

Appendix C. Emergency Operations Center Position Checklists

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# D Mutual Aid Agreements

Appendix D. Mutual Aid Agreements

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## Appendix D. Mutual Aid Agreements

## Mutual Aid Agreements

The following is a quick reference list of mutual aid agreements entered into by the City.

- **Bomb Arson Tracking System Program;** Sandy Police Department and the Bureau of Alcohol, Tobacco, Firearms and Explosives, Unknown date. Allows for the use of an information system that will collect, analyze information related to explosives, arson, and the suspected criminal misuse of explosives.
- **Clackamas County Dispatch Center Member Board Charter;** Sandy Police Department and the Clackamas County Dispatch Center Board Member Charter, July 3, 2009. Establishes an executive Board and Service Committees for the 911 dispatch center that dispatches the Sandy Police Department. This agreement provides an avenue for operational and budgetary development of services.
- **Clackamas County Interagency Amber Alert Agreement;** Sandy Police Department and the Clackamas County Interagency Amber Alert Team, December 16, 2002. Mutual agreement by all law enforcement agencies in Clackamas County providing for the development of internal policy, process, and training as related to missing children. It is also agreed that the Sandy Police Department will follow the Amber Alert criteria and process of the Amber Alert Program.
- **Interagency Investigative Agreement;** Sandy Police Department and the Interagency Major Crimes Team for Clackamas County, November 2, 2006. This agreement provides guidelines and policies for the inter-agency investigation of major crimes committed in the venues of the participating agencies. When activated a team of investigators will respond to a criminal incident in Sandy. The team will assist in the investigation. Our detective is a team member and may be called upon to assist other agencies with their criminal investigations.
- **Intergovernmental Agreement** between City of Sandy and Clackamas Fire District, June 11, 1996. The Clackamas Fire District will provide fireprotection services to both City and adjoining area.
- **Intergovernmental Agreement** between Sandy Police Department and CCOM forming the 800 Radio Group.

**Appendix D. Mutual Aid Agreements**

- **Intergovernmental Agreement** between Sandy Police Department and CCOM forming the 800 Radio Group. This agreement is pursuant to ORS 190.010 and 190.030.
  
- **Oregon Public Works Emergency Response Cooperative Assistance Agreement**; Oregon Department of Transportation and City of Sandy, February 28, 2010. Enables public works agencies to support each other during an emergency, provides the mechanism for immediate response to the requesting agency when the responding agency determines it can provide the needed resources and expertise, and sets up the documentation needed to seek maximum reimbursement possible from appropriate federal agencies.

# E

## References

Appendix E. References

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**Appendix E. References****Federal**

- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973.
- Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.
- The Code of Federal Regulations, Title 44, Part 206.
- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1985.
- Federal Emergency Management Agency, Comprehensive Planning Guide 101, 2009.
- National Response Framework, 2008.
- National Incident Management System, 2008.
- Homeland Security Presidential Directive 5: Management of Domestic Incidents, 2003.

**State**

- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials. March 2005.
- Oregon Revised Statutes (ORS) 401.305 through 401.335, 294.455 and 279B.080.
- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. March 2010.

**County**

- Clackamas County Emergency Operations Plan, 2017
- Memoranda of Agreement / Understanding

**Other**

- City of Sandy Natural Hazard Mitigation Plan. 2010.
- City of Sandy Continuity of Operations Plan.

**Appendix E. References**

- City of Sandy Ordinance “Emergency Planning” Chapter 2.80.
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.



# F

## Acronyms and Glossary

Appendix F. Acronyms and Glossary

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## Appendix F. Acronyms and Glossary

**Acronyms**

ADA	Americans with Disabilities Act
AMR	American Medical Response
BCC	Board of County Commissioners
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CCOM	Clackamas County Communications
CERT	Citizen Emergency Response Team
CFR	Code of Federal Regulations
City	City of Sandy (governing body)
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Clackamas County
DRC	Disaster Recovery Center
DSHS	Department of Social and Health Services
EAS	Emergency Alert System
ECC	Oregon Emergency Coordination Center
EMO	Emergency Management Organization
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FBI	Federal Bureau of Investigations
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
JIC	Joint Information Center

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LEDS	Law Enforcement Data System
MOU	Memorandum of Understanding
NERT	Neighborhood Emergency Response Team
NGO	Nongovernmental Organization
NHMP	Natural Hazards Mitigation Plan
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NTSB	National Transportation Safety Board
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OHAS-Wheels	Oregon Housing and Associated Services - Wheels
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSP	Oregon State Police
PAC	Public Assistance Coordinator
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Service
SA	Support Annex
SBA	Small Business Administration
SOP	Standard Operating Procedure
State	State of Oregon (governing body)
UC	Unified Command
USDA	United States Department of Agriculture
VA	Veterans Administration
WMD	Weapons of Mass Destruction

## Appendix F. Acronyms and Glossary

## Glossary of Key Terms

**Actual Event:** A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health, or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

**After Action Report:** The After-Action Report documents the performance of exercise-related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After-Action Report.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**Agency Representative:** A person assigned by a primary, assisting, or cooperating State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**All Hazards:** Any incident caused by terrorism, natural disasters, or any CBRNE accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

**Area Command (Unified Area Command):** An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met, and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

**Assessment:** The evaluation and interpretation of measurements and other information to provide a basis for decision making.

**Assignments:** Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

**Assistant:** Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

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**Assisting Agency:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also Supporting Agency.

**Audit:** formal examination of an organizations or individual's accounts; a methodical examination and review.

**Available Resources:** Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified using Roman numerals or by functional area.

**Chain-of-Command:** A series of command, control, executive, or management positions in hierarchical order of authority.

**Check-In:** The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

**Chief:** The ICS title for individuals responsible for managing the following functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Commander; the special staff positions of Public Information Officer, Safety Officer, Liaison Officer; and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**Common Operating Picture:** A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

**Communications Unit:** An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate:** To advance systematically an analysis and exchange of information among principals who have or may have a need-to-know certain information to carry out specific incident management responsibilities.

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**Corrective Action:** Improved procedures that are based on lessons learned from actual incidents or from training and exercises.

**Corrective Action Plan:** A process implemented after incidents or exercises to assess, investigate, and identify and implement appropriate solutions to prevent repeating problems encountered.

**Critical Infrastructure:** Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. (Department of Homeland Security, National Response Plan (December 2004), 64.)

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Dispatch:** The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

**Disciplines:** A group of personnel with similar job roles and responsibilities. (e.g., law enforcement, firefighting, HazMat, EMS).

**Division:** The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

**Emergency:** Absent a Presidential declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency is any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Management Assistance Compact:** The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

**Emergency Operations Centers:** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and

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medical services), by jurisdiction (e.g., Federal, State, regional, County, City, tribal), or some combination thereof.

**Emergency Operations Plan:** The “steady-state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**Emergency Public Information:** Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the public.

**Emergency Response Provider:** Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

**Evacuation:** Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Evaluation:** The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

**Exercise:** Exercises are a planned and coordinated activity allowing homeland security and emergency management personnel (from first responders to senior officials) to demonstrate training, exercise plans, and practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents.

**Federal:** Of or pertaining to the Federal Government of the United States of America.

**Federal Preparedness Funding:** Funding designated for developing and/or enhancing State, Territorial, local, and tribal preparedness capabilities. This includes all funding streams that directly or indirectly support Homeland Security initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

**Function:** Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term “function” is also used when describing the activity involved, e.g., the planning



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function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**Group:** Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section.

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Homeland Security Exercise and Evaluation Program (HSEEP):** A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at <http://www.hseep.dhs.gov>.

**Improvement Plan:** The After-Action Report documents the performance of exercise-related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After-Action Report.

**Incident:** An occurrence or event, naturally or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan:** An oral or written plan containing general objective reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for managing the incident during one or more operational periods.

**Incident Command Post:** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated

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with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System:** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to both small and large, complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Commander:** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team:** The IC and appropriate Command and General Staff personnel assigned to an incident.

**Incident Objectives:** Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Incident-Specific Hazards:** Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, avian flu, etc.

**Initial Action:** The actions taken by those responders first to arrive at an incident site.

**Initial Response:** Resources initially committed to an incident.

**Intelligence Officer:** The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it reaches those who need it to perform their missions effectively and safely.

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**Interagency:** An organization or committee comprised of multiple agencies.

**Interoperability & Compatibility:** A principle of NIMS that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under NIMS are to be effective in domestic incident management. Interoperability and compatibility are achieved using such tools as common communications and data standards, digital data formats, equipment standards, and design standards. (Department of Homeland Security, National Incident Management System (March 2004), 55.)

**Inventory:** An itemized list of current assets such as a catalog of the property or estate, or a list of goods on hand.

**Joint Information Center:** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the Joint Information Center.

**Joint Information System:** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., City, County, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

**Lessons Learned:** Knowledge gained through operational experience (actual events or exercises) that improve performance of others in the same discipline. For additional information please visit <https://www.llis.dhs.gov/>

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Local Government:** A County, municipality, City, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity,

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or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics:** Providing resources and other services to support incident management.

**Logistics Section:** The section responsible for providing facilities, services, and material support for the incident.

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is:

“any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

**Management by Objective:** A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

**Mitigation:** The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization:** The process and procedures used by all organizations—state, local, and tribal—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

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**Multiagency Coordination Entity:** A multiagency coordination entity functions within a broader multiagency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

**Multiagency Coordination Systems:** Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

**Multi-jurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

**Mutual-Aid Agreement:** Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

**National:** Of a nationwide character, including the State, local, and tribal aspects of governance and policy.

**National Disaster Medical System:** A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. National Disaster Medical System provides resources for meeting the continuity of care and behavioral health services requirements of the ESF 8 in the National Response Framework.

**National Incident Management System:** A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Plan:** A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

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**National Response Framework:** A guide to how the United States conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

**Non-Governmental Organization:** An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of Non-Governmental Organizations include faith-based charity organizations and the American Red Cross.

**No-Notice Events:** An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property (i.e. terrorist attacks and threats, wildland and urban fires, floods, hazardous materials spills, nuclear accident, aircraft accident, earthquakes, hurricanes, tornadoes, public health and medical emergencies etc.)

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

**Operations Section:** The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

**Personnel Accountability:** The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

**Plain Language:** Common terms and definitions that can be understood by individuals from all responder disciplines. The intent of plain language is to ensure the clear and accurate communication of information during an incident. For additional information, refer to [http://www.fema.gov/pdf/emergency/nims/plain\\_lang.pdf](http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf).

**Planning:** A method to developing objectives to be accomplished and incorporated into an EOP.

**Planning Meeting:** A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the IAP.

**Planning Section:** Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and

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documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations:** The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Preplanned Event:** A preplanned event is a non-emergency activity. ICS can be used as the management system for events such as parades, concerts, or sporting events, etc.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector:** Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

**Processes:** Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Information Officer (PIO):** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

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**Public Information Systems:** The processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.

**Publications Management:** The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

**Qualification and Certification:** This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

**Reception Area:** This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

**Recovery:** The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan:** A plan developed by a state, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Resource Management:** Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.

**Resource Typing:** Resource typing is the categorization of resources that are commonly exchanged through mutual aid during disasters. Resource typing definitions help define resource capabilities for ease of ordering and mobilization



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during a disaster. For additional information, please visit <https://rtlt.preptoolkit.fema.gov/Public>

**Resource Typing Standard:** Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS Integration Center Resource typing definitions provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or disaster.

**Resources Unit:** Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Safety Officer:** A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

**Scalability:** The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

**Section:** The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Staging Area:** Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

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**Standard Operating Procedures:** A complete reference document that details the procedures for performing a single function or a number of independent functions.

**Standardization:** A principle of NIMS that provides a set of standardized organizational structures (such as the ICS, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various area, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System (March 2004), 2.)

**State:** When capitalized, refers to the governing body of Oregon.

**Strategic:** Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

**Strategy:** The general direction selected to accomplish incident objectives set by the IC.

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel.

**Supporting Technologies:** Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

**Task Force:** Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Assistance:** Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile home park design and hazardous material assessments).

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass

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destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Threat:** An indication of possible violence, harm, or danger.

**Tools:** Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Training:** Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

**Tribal:** Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type:** A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

**Unified Command:** An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**Unit:** The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Unity of Command:** The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

**Volunteer:** For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

**Source:** <https://fema.gov/nimscast/index.jsp>

Appendix F. Acronyms and Glossary

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## FA 1 – Emergency Services

FA 1. Emergency Services

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<b>FA 1 Tasked Agencies</b>	
<b>Primary Agencies</b>	City Police Department Clackamas Fire District City Public Work Department
<b>Supporting Agencies</b>	Clackamas County Emergency Management Clackamas County Health, Housing, and Human Services (H3) Legacy Mount Hood Medical Center American Medical Response (AMR) 9-1-1 Dispatch: Clackamas County Communications (CCOM) Clackamas County Sheriff’s Office (CCSO)

**1 Purpose and Scope**

The Emergency Services annex outlines the basic City emergency services necessary to respond to a disaster.

Functions covered in the Emergency Services functional annex include:

- Emergency Communications
- Alert and Warning
- Firefighting
- Emergency Management (EOC Operations)
- Resource Management
- Search and Rescue
- Hazardous Materials Response
- Public Safety and Security
- External Affairs
- Evacuation and Population Protection

Emergency services information that is specific to a unique hazard (e.g., hazardous materials releases, terrorism, flood response, etc.) can be found in the appropriate Incident Annex (IA).

**2 Policies and Agreements**

The following policies and agreements are currently in place to support emergency services for the City:

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- **Intergovernmental Agreement** between City of Sandy and Clackamas Fire District; The Clackamas Fire District will provide fireprotection services to both City and adjoining area.
- **Clackamas County Law Enforcement Intergovernmental Agreement;** Clackamas County Sheriff, Gladstone, West Linn, Molalla, Canby, Milwaukie, Sandy, Lake Oswego, and Oregon City (October 1991). The Sheriff, Chief of Police, or their representative is empowered to request assistance without advance notice from another or all other participating agencies when it appears that additional personnel, technology, and/or technical expertise is needed to respond to a major criminal incident, natural disaster, or extreme civil disorder occurring within the jurisdiction requesting assistance.
- **Critical Law Enforcement Intergovernmental Agreement;** Clackamas County, City of Canby, City of Gladstone, City of Milwaukie, City of Sandy, City of Lake Oswego, City of West Linn, City of Oregon City, City of Molalla (February 2004). This agreement makes equipment, personnel, and other resources available to public bodies when it reasonably appears that additional such resources are needed to respond to a major criminal incident, natural disaster, civil disorder, or special event occurring within the jurisdiction of the requesting entity.
- **Interagency Major Crimes Team Interagency Investigative Agreement;** Canby, Molalla, Clackamas County District Attorney, Oregon City, Clackamas County Sheriff's Office, Oregon State Police, Gladstone, Sandy, Lake Oswego, Tualatin, Milwaukie, and West Linn (November 2006). This agreement provides guidelines and policies for the inter-agency investigation of major crimes committed in the venues of participating agencies.
- **Oregon Terrorism Intelligence and Threat Assessment Network (TITAN) Fusion Center Information Sharing Memorandum of Understanding;** Oregon TITAN Fusion Center and Sandy Police Department. This agreement provides for the sharing of critical information to detect, prevent, deter, and respond to potential terrorist activity.

### **3 Situation and Assumptions**

#### **3.1 Situation**

The City may encounter situations in which many, or all, of its emergency response agencies need to be activated. The three primary emergency service agencies are the City Police Department, City Public Works Department, and the Clackamas Fire District. If additional response resources are needed, mutual aid is available from neighboring local governments and the County.

**FA 1. Emergency Services****3.2 Assumptions**

- A natural or human-caused emergency or disaster may occur at any time requiring response capabilities beyond those normally available to the City.
- All emergency personnel are trained in the Incident Command System (ICS)/National Incident Management System (NIMS).
- Utilization of the City Emergency Operations Plan (EOP) does not require activation of the EOC. The need to activate the EOC will be determined at the time by the City Manager, Fire Chief, Police Chief or Emergency Manager.
- In an emergency, the City may assume a Unified Command (UC) approach, with the highest-ranking Police and Fire District representatives sharing the command responsibility.
- Due to limited City resources, and depending on how widespread the emergency, the City may not be able to meet the requests for emergency response/recovery assistance from other units of local government in the County during a major emergency.
- The City is responsible for coordinating the response and recovery activities for a major emergency/disaster in the city, even when its own resources may be exhausted.
- Adequate communications are vital for effective and efficient warning, response, and recovery operations. Current communications may be neutralized by a particular hazard occurrence.
- Equipment is available to provide communications necessary for emergency operations. To the greatest extent possible, telephones, cell phones, and pagers will be considered the primary system for notification of key officials and critical workers.
- Additional communications equipment required for emergency operations will be made available from amateur radio operators, citizens, businesses, and/or other governmental agencies.
- Both the media and the public will expect and demand that information regarding an emergency be provided in a timely manner.
- The local media, particularly radio and television, can perform an essential role in providing emergency instructions and status information to the public, both through news bulletins and Emergency Alert System (EAS) broadcasts.

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- The public will receive and understand official information related to evacuation. Most of the public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities. However, some individuals may refuse to evacuate. It is also assumed that most evacuees will use private transportation means; however, transportation may have to be provided for some.
- City staff/emergency responders will work to address the concerns of special needs populations who may have trouble understanding or accessing official emergency information.
- Time constraints, route limitations, and hosting facilities' capacities to accommodate evacuees could significantly stress and deplete local resources.
- A listing of resources available for the City and neighboring jurisdictions can be found in the City Resource Directory housed at City Hall, the Police Station and the Fire Station.
- The timely and accurate assessment of damage to public or private property will be of vital concern to local officials following a disaster and will have great bearing upon the way recovery is conducted in the city.
- Damage assessments may need to be undertaken at different periods during a disaster event: a "windshield" survey may be conducted initially to get an overall general impression of the event's impact as part of preparing to issue the disaster declaration. A more detailed damage assessment will need to be performed to document the need for State and Federal aid.
- County, State, and Federal assistance will depend upon the adequate and timely documentation of the results of the disaster on the local community.

**FA 1. Emergency Services****4 Roles and Responsibilities**

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

**4.1 Emergency Manager/Incident Commander**

- Activate the EOC, if necessary (EOC may also be activated by the City Manager, Police Chief and/or Fire Chief).
- Report to the EOC to assume overall responsibility for City government activities.
- Regularly brief the Mayor/City Council on the developing situation.
- Designate an alternative EOC location, if necessary.
- Assign a representative of the City to the County EOC, if applicable.
- Coordinate the flow of public information to ensure consistency and appropriateness.

**4.2 Fire Chief**

- Activate the EOC or Fire Operations Center (FOC), if necessary.
- Report to the EOC and/or provide a qualified representative to the EOC to fill role of Fire Branch Director in Operations Section.
- If necessary, provide for safety of personnel and their families prior to reporting to their duty station. Any firefighters who are unable to get to their home departments should report to the closest fire stations and offer to be part of the manpower pool.
- Relocate equipment as necessary.
- Assist law enforcement in traffic/crowd control as necessary.
- Coordinate activities through the City EOC.
- Specific departmental duties and responsibilities as defined in developed standard operating procedures (SOPs).

**4.3 Police Chief**

- Activate the EOC, if necessary.
- Report to the EOC.

**FA 1. Emergency Services**

- Provide for safety of personnel and their families prior to reporting to their duty station. Any police department employees who are unable to get to their home departments should report to the closest police department and offer to be part of the manpower pool.
- Relocate equipment as necessary.
- Assist in traffic/crowd control as necessary.
- Assume primary responsibility for closing and/or rerouting traffic on city streets to assist movement of people and/or to keep people out of danger or impeding emergency response activities.
- Coordinate and assist Oregon Department of Transportation (ODOT) and Oregon State Police (OSP) in closing state highway and/or rerouting traffic through the city, if applicable.
- Perform specific departmental duties and responsibilities as defined in developed standard operating procedures (SOPs).

**4.4 Public Works Director**

- Report to the EOC to assume overall responsibility for Public Works activities under the direction of the IC.
- Provide for safety of personnel and their families prior to reporting to their duty stations. Any public works employees who are unable to get to their home departments should report to the closest public works department and offer to be part of the staffing pool.
- Relocate equipment as necessary.
- Assist Police Department in closing streets and/or rerouting traffic, as applicable.
- Provide damage assessment information to City EOC, as applicable.
- Work with ODOT, the County, and adjacent City public works organizations to keep routes open and free of debris and to provide highway signs and barricades.
- Follow the specific departmental duties and responsibilities as defined in developed standard operating procedures (SOPs).

**4.5 Community Development Director/Building Official**

- Report to the EOC to assume overall responsibility for planning activities.
- Planning Department duties and responsibilities include compiling, analyzing, and coordinating overall planning activities in support of

**FA 1. Emergency Services**

emergency operations.

- Building Official duties and responsibilities involving seismic events require the application of systematic “rapid evaluation” techniques for assessing the condition of key structures. The priority application for structure assessment is as follows:
  - EOC,
  - Public Works Staging Area,
  - Emergency Shelters, and
  - Other structures as directed by EOC.

**4.6 Finance Director**

- Report to the EOC and assume responsibility for all necessary fiscal activities.
- Financial Department duties and responsibilities include tracking, analyzing, approving, and reporting fiscal activities in support of emergency operations.

**4.7 City Attorney**

- Advise Command Staff, City Manager, and City Council on the legal Implications of evacuation activities.
- Assist as requested.

**4.8 Other City Departments**

- Provide support activities as outlined in the City EOP.

**4.9 Other Organizations**

- Organizations such as ODOT, OSP, AMR, and local hospitals should assign liaisons as points of contact within the City EOC for coordination and communication.

**5 Concept of Operations****5.1 Emergency Management Organization**

The City has established this EOP in accordance with NIMS and designated the City Manager as the Emergency Management Organization’s Emergency Manager. The Emergency Manager is responsible for developing and training an Emergency Management Organization capable of managing the response and recovery of a major emergency in accordance with the provisions of this plan.

Oregon Revised Statutes (ORS) 401.305 and 401.335 give the City responsibility

## Emergency Services

and authority to direct activities that will allow the City to mitigate, prepare for, respond to, and recover from emergencies or major disasters. Activation of the EOP may occur at the discretion of the City Council or City Manager. Day-to-day supervision of the EOP is the responsibility of the Emergency Manager. If the EOC is activated, the Emergency Manager (or designee) has the responsibility for organizing, supervising, and operating the EOC.

Some emergencies may require a self-triggered response. In the event of an emergency in which telephone service is interrupted, members of the Operations and General Staff should ensure the safety of their families and then report to the EOC.

The Emergency Manager has the authority to involve any or all City personnel in the response to a disaster or other emergency incident. The declaration of an emergency nullifies leaves and vacations as deemed necessary by the Mayor or City Council.

Emergency contact information for the EOC staff is housed in the City's Continuity of Operations Plan, the EOC, and the Finance Department of the City.

## 5.2 Emergency Operations Center

Response activities for localized incidents will be coordinated from a local EOC and will be activated upon notification of a possible or actual emergency. The EOC will track, manage, and allocate appropriate resources and personnel. During large-scale emergencies, the EOC will in fact become the seat of government for the duration of the crisis. The EOC will serve as a multiple agency coordination system (MACS), if needed.

### 5.2.1 Facilities and Equipment

The City's EOC is established at a location in which City officials can receive relevant information regarding the emergency and provide coordination and control of emergency operations.

The **primary location** for the City EOC is

Sandy Police Department  
39850 Pleasant Street, Sandy, OR 97055

**Facilities available at the alternate EOC:** Backup generator, earthquake resistant design, laptops, 8,500 sq. ft. with approximately 500 sq. ft. of room for the EOC. Facility is prewired for additional workstations, phone lines, HAM operations and AM Radio operations.

If necessary, the **alternate location** for the City EOC is

Fire Annex Building  
17460 Bruns Ave, Sandy, OR

**Facilities available at the primary EOC:** Backup generator, tables, chairs, televisions, computer.



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The **County EOC** is co-located with Clackamas County Emergency Management at:

C-COM  
2200 Kaen Road, Oregon City, OR 97045

However, the location of the EOC can change, as dictated by the nature of the disaster and the resource requirements needed to adequately respond. Coordination and control for City emergency operations will take place from the EOC as long as environmental and incident conditions allow; however, the Emergency Manager will designate a facility should it be necessary to relocate. The Emergency Manager (or designee) may request that County Emergency Management allow the City to utilize County facilities.

**5.2.2 EOC Activation**

The City Manager, Fire Chief and/or Police Chief or their designee have primary authority to initiate activation of the EOC.

As soon as practical, the Emergency Manager should notify County Emergency Management that the EOC has been activated. County Emergency Management should be briefed, and a preliminary determination made regarding the likelihood of a disaster declaration.

**5.2.3 EOC Activation Triggering Mechanism**

The level of response required by an incident will provide guidelines for EOC activation.

**LEVEL I** Often referred to as “routine” crisis management or emergency situations, Level 1 situations can normally be handled using resources available at the incident location. It may not be necessary to implement an emergency plan for this level. Outside assistance is usually not required.

**LEVEL II** Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). The request often takes the form of a 911 call for police, fire, or medical assistance. Examples include hazardous materials spills and traffic incidents with multiple injuries. Portions of the City EOP may be implemented.

**LEVEL III** Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. Examples include an airliner crash in a populated area, a major earthquake, etc. Emergency plans should be implemented, and the EOC will be activated to coordinate response and recovery activities.

**FA 1. Emergency Services****5.2.4 Emergency Operations Center Access**

Since the EOC is an operational center dealing with a large volume of incoming and outgoing, often sensitive, information, access shall be limited to designated emergency operations personnel. Others may be allowed access as determined by the IC (or designee). Appropriate security measures will be in place to identify personnel who are authorized to be present.

**5.2.5 Emergency Operations Center Staffing Pattern**

City departments and agencies involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff position. Roles and Responsibilities for Command and General Staff are detailed in Section 5 of this EOP.

**5.2.6 De-Activation Guidelines**

Each situation will need to be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. The decision is made by the Incident Command and notification is sent to elected officials.

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the City EOC during the day with limited staffing to facilitate the dissemination of information on disaster relief programs available for the public and local government. This alternative should be weighed against the option of immediately requiring the City Manager and staff to handle the recovery phase as part of their daily responsibilities, which is the goal.

The City Manager has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, the information needs to be disseminated to the same agencies that were notified when it was activated.

**6 Emergency Services Functions****6.1 Communications****6.1.1 Emergency Communications Systems**

Emergency communication systems for the City include AM 1660 Sandy Community Radio, police and fire public address systems, door to door contact, 911 email/text alerting (Reverse 911), social media, and HAM radios.

The Police Department serves as the formal alert, warning, and emergency message distribution point for the City. Emergency messages may be received via radio, telephone, or LEDS and will be distributed according to departmental procedures. Messages that affect the overall emergency preparedness of the City,

**FA 1. Emergency Services**

such as information about the movement of hazardous materials or weather alerts will be distributed to the Police Department and Emergency Manager. It is the responsibility of the Emergency Manager or IC, to determine what further notifications should be made and actions taken in response to the message.

After normal working hours, the Police Department will use the call-down lists housed at the front desk of the police department to contact responding department representatives (copies are also available with each supervisor, in BOLD Planning, and at CCOM). Once contact with the responding department's representative is made, it is the responsibility of that employee to determine and to activate the appropriate departmental response and further contacts that must be made.

**6.1.2 Alert and Warning**

The effectiveness of an alert and warning system depends largely upon the specificity and clarity of instructions and upon whether the public perceives the warning entity as credible at the time the warning is issued. In addition, messages must be geographically precise, repeated more than once, and broadcast in more than one medium.

The City's alert and warning system utilizes the local EAS, Reverse 9-1-1, police and fire vehicle public address systems, Sandy Community Radio, 9-1-1 email/text alerting, HAM radios, and door-to-door contact. Other local media (TV, radio, newspaper, etc.) may be utilized as appropriate. These methods may be used separately, or in combination to alert and warn the public of an emergency. In addition, special facilities such as schools, hospitals, utilities, and industrial facilities may need notification. Contact information for these facilities will be accessed online at the Police Station EOC.

**6.1.2.1 General Guidelines**

- Upon detection of an emergency condition arising within the City, the IC will decide whether there is a need for immediate alert and shall attempt to notify the Emergency Manager and direct its implementation.
- The City may also receive warning information from the County by telephone, the OSP, Fire Net, and Oregon Emergency Management through the Law Enforcement Data System (LEDS). When warning information is received by telephone, the information should be confirmed by a return telephone call.
- If the emergency is localized, City law enforcement may alert residents in the area by telephone, mobile public address systems, and door-to-door contact.
- The City will educate residents about the City's alert and warning system.

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- A log of warnings issued during the incident shall be maintained by the assigned Public Information Officer (PIO).

### 6.1.2.2 Emergency Alert System

The National EAS consists of linked broadcast stations and to governmental communication systems to provide emergency alert and warning to the public. The City's primary public broadcast station have been identified as KQMD 554 (1660 AM), KXL (750 kHz AM) and KGON (92.3 MHz FM). All participating television and radio stations rebroadcast the information given to the primary stations.

Detailed instructions for the activation and use of the EAS are outlined in the Clackamas County EAS Plan. The County EAS Plan can be activated by the City Manager or the IC. Sample EAS messages can be found in Appendix B-1.

### 6.1.2.3 Other Methods of Alert

Most marked police vehicles and most fire vehicles are equipped with mobile or hand-held public address systems which may be used for alert and warning.

Door to door alert may be necessary in the event of a rapidly emerging incident that poses a clear threat to public safety. Residents may be directed to temporary shelter depending upon the weather and the expected duration of the emergency.

Direction of these assets shall be the responsibility of the IC through the Law Enforcement Branch Director, with input and support from the Planning, Logistics, and Operations Sections.

*See the Clackamas County EOP, ESF 2 – Communications for more detail.*

## 6.2 Fire Services

The Fire District Chief is responsible for directing the City's fire protection response to a major emergency and coordinating response activities with the EOC.

The Fire District is responsible for the timely issuance of fire warnings and information to the public and for notifying appropriate City management. In the event of an evacuation, warning may be delegated to the Police Department as part of the evacuation process. In the event of a natural or technological disaster that could increase the chances of fire, or during periods of extremely hot, dry, and windy weather, additional public information briefings may be conducted.

*See the Clackamas County EOP, ESF 4 – Firefighting for more detail.*

## 6.3 Resource Management

The EOC Staff has the authority under emergency conditions to establish priorities for the assignment and use of all resources. The City and Fire District may commit all its resources, if necessary, to protect life and property.

**FA 1. Emergency Services**

The Incident Command function has the overall responsibility for establishing resource priorities. In a situation where resource allocations are in dispute, the Incident Command has the final allocation authority. In the event of a long-term emergency affecting major City operations, the City department directors and the City Council may re-order City services and priorities to support the event. The Planning Section has primary responsibility for coordinating the resource management effort.

**6.3.1 General Guidelines**

Under emergency conditions, members of the EOC staff will allocate resources according to the following guidelines:

- Deploy resources according to the following priorities:
  - Protection of life,
  - Protection of responding resources,
  - Protection of public facilities, and
  - Protection of private property.
- Distribute resources in a manner that provides the most benefit for the number of local resources expended.
- Coordinate citizen appeals for assistance through the PIO at the EOC. Local media will be used to provide citizens with information about where to make these requests.
- Escalate the activation of other available resources by activating mutual aid agreements with other jurisdictions.
- Should the emergency be of such magnitude that all local resources are committed or expended, request assistance from the City for County, State, and Federal resources.
- Activation of County, State, and/or Federal resources will be accomplished in a timely manner through a State of Emergency Declaration and request for assistance from the County.

**6.3.2 Emergency Fiscal Management**

During an emergency, the City is likely to find it necessary to redirect City funds to effectively respond to the incident. Although the authority to adjust department budgets and funding priorities rests with the City Council, emergency procurement authority is delegated to the City Manager with the approval of the City Council. Participating agencies will also follow standard operating procedures when procuring goods and services. Tracking the expenditures related to an incident is the responsibility of the Finance Section.

If an incident in the City requires major redirection of City's fiscal resources, the following general procedures will be followed:

- The City Council will meet in emergency session to decide how to respond to the emergency funding needs.
- The City Council will declare a State of Emergency and request assistance through the County.
- If a quorum of Councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Manager (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.

*See the Clackamas County EOP, ESF 7 – Logistics Management and Resource Support for more detail.*

#### **6.4 Emergency Medical Services**

Ambulance services in the City are provided by American Medical Response (AMR). Emergency Medical Services are also provided by the Clackamas Fire District.

*See the Clackamas County EOP, ESF 8 – Public Health and Medical Services for more detail.*

#### **6.5 Search and Rescue**

Search and Rescue for the City will be conducted by the Clackamas County Sheriff's Office.

*See the Clackamas County EOP, ESF 9 – Search and Rescue for more detail.*

#### **6.6 Hazardous Materials Response**

The Clackamas Fire District has a limited capacity to address a hazardous materials incident. Additional resources may be requested by the Fire District or IncidentCommand through the State Regional Hazardous Materials Teams.

*See the Clackamas County EOP, ESF 10 – Oil and Hazardous Materials for more detail.*

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**6.7 Law Enforcement Services**

The Police Chief is responsible for directing the City’s law enforcement response to a major emergency and coordinating response activities with the EOC. The Chief, or a designated representative, shall serve as the EOC Law Enforcement (Branch Chief) coordinating the flow of law enforcement information and processing requests for and allocating additional law enforcement resources, as appropriate.

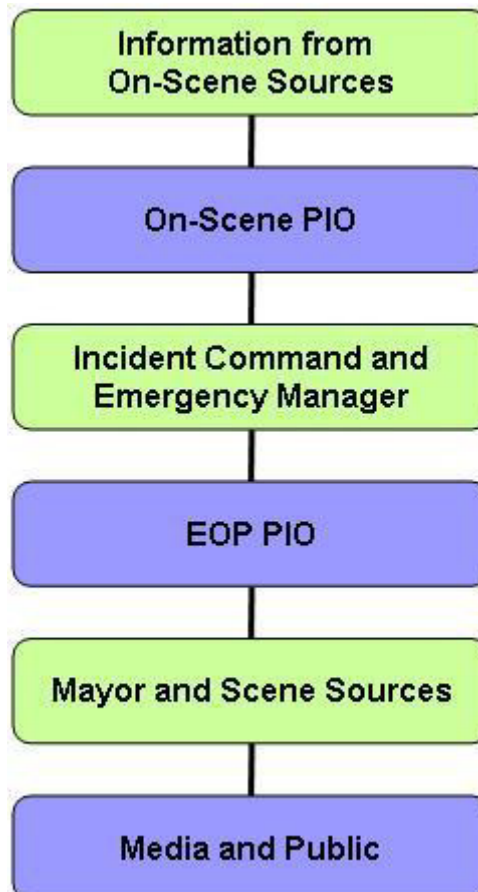
*See the Clackamas County EOP, ESF 13 – Public Safety and Security for more detail.*

**6.8 Emergency Public Information**

Until the EOC is opened, the PIO on scene provides information to the media, with the approval of the IC. Once the EOC is activated, PIO functions are directed from the EOC, with news releases approved by the IC. In addition to formal news releases from the EOC PIO, the on-scene PIO can continue to provide information regarding response activities.

**6.8.1 Information Flow**

Although the information process is fluid and must be able to respond to a variety of sources and requests for information the following flow of information should be followed,



Appendix B-2 of this annex contains guidelines for the release of information to the media.

### **6.8.2 Joint Information System**

Providing timely and accurate public information during an emergency of any nature is critical to the overall response efforts. A joint information system will be implemented in conjunction with the ICS and a local and/or regional Joint Information Center (JIC) will be established under UC. The City will ensure that procedures are consistent with those implemented by the existing regional and state public information network.

Depending on the size and nature of the incident, the JIC may be co-located with an existing EOC/Command Post or could be designated as an independent facility. A lead PIO, representing the lead agency for the response, will be assigned to the incident and will maintain the following responsibilities:

- Coordinate information-sharing among the larger PIO network.
- Develop and distribute materials to the public and media partners.
- Implement information clearance processes set by the IC; and
- Schedule media briefings in a designated location away from the EOC and other emergency operations.

### **6.8.3 Media Briefing Facilities**

During an emergency, media briefing areas may be established in the closest available facility that can handle the media briefings.

### **6.8.4 Media Access to the Scene**

- In cooperation with the EOC and the Safety Officer, the IC may allow media representatives restricted access to the scene, accompanied by a member of the Public Information staff. This should be done with consideration of the safety of media personnel, the impact on response, and the wishes and concerns of the victims.
- If it is not safe or practical to admit all media representatives to the scene, a media “pool” may be created, in which media representatives select one camera crew to take video footage for all. If even such controlled access is impractical, a “staged” photo opportunity to tape response vehicles or support activities may satisfy the media’s need for video footage.



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- Response personnel must be protected from unwanted media intrusion. Off-shift personnel should be provided uninterrupted rest. It may be necessary to provide security to facilities where response personnel are housed and disconnect the telephones to ensure privacy.
- Victims and families should have access to public officials without having to face media.
- The media may be allowed access to response personnel, at the discretion of the IC, only if such an interview does not interfere with the response effort.
- Response personnel will not comment on the incident without the consent of the IC. Inquiries should be directed to the designated PIO, with approval of the IC and the department of jurisdiction.

**6.8.5 Public Assistance**

The PIO may establish a “Public Assistance” group as part of the public information staff. Public Assistance staff will receive inquiries and requests for non-emergency assistance from the public. Public assistance telephonenumber numbers may be publicized through the media.

City communication points must receive up-to-date information about the incident, including the telephone numbers for public assistance, since the public will attempt to contact the City through these familiar routes.

*See the Clackamas County EOP, ESF 15 – External Affairs for more detail.*

**6.9 Evacuation and Population Protection**

The City Council, City Manager, or the Incident Commander (IC) may order an evacuation after consultation with the Incident Command. The City Council must approve and sign the evacuation order after considering both the legal and social implications of this action. If, however, for the health and safety of citizens, time does not permit access to the City Council, the City Manager or IC may order an evacuation and notify the City Council as soon as practical. *See Appendix C-1 of this annex, Sample Evacuation Order.*

Overall, evacuation operations fall under the direction of the City Police Department. However, if the evacuation area is contaminated by hazardous materials, the evacuation order will be given by the Clackamas Fire District. See Appendix C of this annex, Evacuation. Alert and warning functions notify affected persons of impending evacuations.

**FA 1. Emergency Services****6.9.1 Identification of Need**

Not all emergencies requiring protective action on the part of the public require evacuation. The City Council, City Manager and IC must weigh the risks of leaving the population unprotected against the risks of sheltering in place or evacuating. Before an evacuation can be implemented, the following activities must be performed:

- Identify high-hazard areas, including those that may be impacted if the incident escalates, or conditions change.
- Identify potential evacuation routes, their capacities, and their vulnerability to the hazard; and
- Alert and warn the public at risk. Include specific information about the risk, the protective actions that need to be taken, and the possible risks of non-compliance.

**6.9.2 Determination of Time Needed for Evacuation**

To determine evacuation time requirements, the following factors should be considered:

- Time from response to decision to evacuate.
- Time needed to alert and instruct the public, usually estimated to be from 15 to 60 minutes, depending upon the time of day and other factors.
- Time needed to mobilize the population once warned; under ideal circumstances, 2500 vehicles can pass a single point in one hour (estimate four persons per vehicle); and
- Time required to evacuate the hazard area.

**6.9.3 Special Populations**

Special populations within the City that may need assistance during evacuations include students and residents of nursing homes and hospitals. Correctional institutions and juvenile foster care are the responsibility of the County. All identified institutions are required to have internal disaster plans that address evacuation. In addition, the Logistics Section may assist in procuring specialized transportation resources such as ambulances and vehicles to transport the handicapped.

**FA 1. Emergency Services****6.9.4 Shelter-in-Place**

If sufficient time is not available to evacuate and/or the nature of the incident makes evacuation unsafe, Incident Command may choose to direct those in the affected area to shelter in place. Sheltering in place restricts affected people to their current locations. Other restrictions may also be necessary (see Appendix B-1 of this annex, EAS Templates).

**7 Supporting Plans and Procedures**

The following plans and procedures are currently in place to support emergency services for the City:

- County Emergency Operations Plan.
  - ESF 2 – Communications
  - ESF 4 – Firefighting
  - ESF 5 – Emergency Management
  - ESF 7 – Resource Management
  - ESF 9 – Search and Rescue
  - ESF 10 – Oil and Hazardous Materials
  - ESF 13 – Public Safety and Security
  - ESF 15 – External Affairs
- County Interoperable Communications Plan
- State of Oregon FireServices Mobilization Plan
- Northwest Contingency Plan

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8 Appendices

- Appendix A EOC Operations
  - A-1 EOC Organizational Chart
  - A-2 EOC Floor Plan
  - A-3 Incident Briefing Agenda
- Appendix B Emergency Public Information Templates
  - B-1 EAS Templates
  - B-2 Guidelines for Release of Information to the Media
  - B-3 Sample Media Statement Format
- Appendix C Evacuation
  - C-1 Evacuation Order
  - C-2 Evacuation Routes
  - C-3 Evacuation Contact Form
  - C-4 Evacuation Checklist
  - C-5 Evacuation Traffic Policy

Appendix A EOC Operations

- A-1 EOC Organizational Chart
- A-2 EOC Floor Plan
- A-3 Incident Briefing Agenda

Appendix A-1 EOC Organizational Chart

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Appendix A-2 EOC Floor Plan

TO BE DEVELOPED

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**Appendix A-3 Incident Briefing Agenda**

Briefing Date and Time: \_\_\_\_\_

**SITUATION STATUS**

1. Initial Assessment of Incident
  - a. Cause and extent of damage
  - b. Forecasts (threat projection, cascading effects, HazMat footprint)
  - c. Casualty estimates
  - d. Helicopter/airplane/drone fly-over w/video
2. Assessment of damage (Initial Damage Assessment Reports - gathered by Plans/Intelligence Section)
  - a. Government - county/cities
  - b. Residential
  - c. Business (downtown/shopping malls)
  - d. Industrial
3. Critical infrastructure damage and restoration schedule
  - a. Critical transportation routes (Highway 26, Highway 211, SE Bluff Road)
  - b. Utilities (power, water, natural gas)
  - c. Hospitals and mortuaries
  - d. Prisons and jails
  - e. Food and agriculture
4. Status of communications systems and restoration schedule
  - a. 9-1-1 centers and interagency radio systems
  - b. Telephones
  - c. Commercial radio

**FA 1. Emergency Services****RESOURCE STATUS**

5. Outline EOC Management Structure Assignments (using the Incident Command System) for current shift and on-coming shift - include date/time of EOC activation and when shift changes occur
  - a. Policy Group Liaison (Commissioner)
  - b. Incident commander
  - c. Command Staff
    - 1) Liaison (Intergovernmental)
    - 2) Public Information Officer
  - d. General Staff
    - 1) Operations Section Chief
    - 2) Planning Section Chief
    - 3) Logistics Section Chief
    - 4) Finance Section Chief
6. Current public safety response, capability and need for assistance beyond mutual assistance:
  - a. Transportation (emergency support)
  - b. Communications
    - 1) 9-1-1 centers and interagency radio systems
    - 2) Telephones
    - 3) Commercial radio and television
  - c. Public Works / Engineering (Public assets and private construction companies)
  - d. Firefighting
  - e. Intelligence and Planning
  - f. Mass Care
  - g. Service and Support
  - h. Health and Medical Services
  - i. Search and Rescue

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- j. Hazardous Materials (Public assets and private companies with HazMat teams)
  - k. Food and Water (delivery needs/resources)
    - 1) American Red Cross
    - 2) School cafeterias
    - 3) Forest Service trucks - State and Federal contract
    - 4) Jail cooking capability
    - 5) Grocery stores and restaurants
    - 6) For response workers
  - l. Energy
  - m. Public Safety
  - n. Damage Assessment
  - o. Evacuation
  - p. Shelters (needs and supply)
    - 1) Number of established/locations
    - 2) Number of people sheltered by location/total
    - 3) Problems encountered
  - q. Volunteers
7. Insurance claims procedures and response - establishment of Disaster Recovery Centers
8. Need for Declaration of Emergency Disaster by City Council
- a. National Guard Assistance
  - b. Financial assistance (County/State/Federal)
  - c. Other State agency resources (people or equipment not available through mutual aid agreements)
9. Critical contacts established
- a. City Departments
  - b. County and other Cities
  - c. Oregon Emergency Management/FEMA



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- d. ODOT
  - e. Elected Officials (Governor, State and Federal Representatives and Senators, Mayors, Adjacent County Commissioners or City Council members, Board of Commissioners)
  - f. Media (local radio (WQMD 554 1660 AM, EAS Stations)
10. Documentation - videotaping, logs, photos, minutes and tapes of meetings

**Proposed 12-hour STRATEGIC RESPONSE PLAN**

11. Need for evacuation and action being taken by police, fire, public works and the EAS, provision for vandalism protection for evacuated areas
12. Summary
- a. Major actions to be taken and priorities established
  - b. Establish timelines and responsibilities
  - c. Schedule meetings for next 8–12 hours (EOC, Policy Group, Department)
  - d. Schedule of news release and location (schedule for last one, next one)
13. Continuing Concerns

**Appendix B      Emergency Public Information Materials**

- B-1    Local Emergency Alert System Procedures
- B-2    Emergency Alert Systems (EAS) Templates
- B-3    Guidelines for Release of Information to the Media
- B-4    Sample Media Statement Format

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**FA 1. Emergency Services****Appendix B-1 Local Emergency Alert System Procedures**

City of Sandy officials authorized to activate the area EAS plan include:

- Any Command officer acting as IC in an incident that, in his or her judgment, threatens public safety.
- Any member of the Command or General Staff at the direction of the IC. Delegation of this authority by the IC to another member of the incident staff must be documented in writing at the time of the order.
- The following personnel have authority to activate the EAS. However, this should not be done without the knowledge and concurrence of the IC:
  - City Manager
  - Police Chief
  - Clackamas Fire Chief
- Due to the 24-hour accessibility to emergency responders, CCOM will provide the authentication point for City implementation of this plan. In the event of a major disaster that involves the failure or the overloading of the telephone system, the EAS may be used to notify off-duty personnel to return to work. Should CCOM be unable to fulfill this function City Police Records will fulfill this and following functions.
- Upon notification that a City official intends to activate the EAS, CCOM will either supply that person with the phone number for KXL 750 AM/ KOON 92.3 FM or will perform the activation under the direction of the activating official.
- When the threat to public safety has passed, the activating official will advise CCOM to contact KXL 750 AM/KGON 92.3 FM and terminate emergency transmissions.

**Appendix B-2 EAS Templates**

- Shelter In Place
- Prepare to Evacuate
- Evacuation
- Termination of Emergency Transmissions

**FA 1. Emergency Services****SHELTER IN PLACE:**

The Incident Command, City Manager, and Sandy City Council are urging citizens for the area \_\_\_\_\_ to take the following protective actions due to \_\_\_\_\_. We request that all persons in the affected area remain inside their houses or other closed building until their radio, television, or public safety officials say they can leave safely. If you are in the affected area, turn off heat, ventilation, and cooling systems and window or attic fans. Close all windows, doors, and vents and cover cracks with tape or wet rags. Keep pets and children inside. If you are inside and have trouble breathing, cover your mouth and nose with a damp cloth. If you are outside, cover your nose and mouth with a handkerchief or other cloth until you can reach a building. Failure to follow these instructions may result in exposure to hazardous materials. Please stay tuned to this station for further details.

**PREPARE TO EVACUATE:**

The City of Sandy responded to a potentially serious condition involving \_\_\_\_\_. The incident is occurring at \_\_\_\_\_. The Incident Command, City Manager, and Sandy City Council request all persons in \_\_\_\_\_ to stay indoors and prepare to evacuate. If you are in your home, gather all necessary medications and clothing. You do not need to evacuate at this time but stay tuned to this station for further instructions. This message will be repeated at intervals until conditions change.

**EVACUATION:**

The City of Sandy is managing an emergency incident at \_\_\_\_\_. A State of Emergency has been declared. The Incident Command, City Manager, and Sandy City Council are requesting the immediate evacuation of the area \_\_\_\_\_ due to \_\_\_\_\_. Please take medications, and personal hygiene supplies with you and evacuate to \_\_\_\_\_ by traveling \_\_\_\_\_. Emergency personnel will pass along this route to direct you out of the area. Failure to evacuate may result in life endangerment. The American Red Cross is opening shelters for those affected by the evacuation at \_\_\_\_\_. If you need help evacuating your home, please signal emergency workers by placing a white cloth on your front door or calling the City at \_\_\_\_\_.

**FA 1. Emergency Services****TERMINATION OF EMERGENCY TRANSISSIONS**

City of Sandy public safety officials have determined that the incident that occurred at \_\_\_\_ no longer represents a threat to public safety. All those who have been evacuated may now return home. Those who have been directed to take shelter in their homes may now leave. The City of Sandy thanks this station for its assistance, and those impacted for their cooperation and patience during this emergency incident.

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## Appendix B-3 Guidelines for Release of Information to the Media

The following guidelines shall be used in evaluating and releasing information concerning the incident:

1. Accurate information will be provided to the media. Facts that can be confirmed should be released as soon as possible. If little information is available, the following statement should be issued:

*“We are aware that an (incident/accident) involving (type of incident) occurred at approximately (time), in the vicinity of (general location). Emergency crews are responding, and we will have additional information available as we are able to confirm it. We will hold a briefing at (location) and will alert the media at least 1/2 hour prior to the briefing. At this time, the briefing is the only place where officials authorized to speak about the incident and confirmed information will be available. Thank you for your assistance.”*

2. Emergency information dissemination should be restricted to approved, specific, and verified information concerning the incident, and should include:
  - a. Nature and extent of emergency occurrence.
  - b. Impacted or potentially affected areas of the City.
  - c. Advice on emergency safety procedures, if any.
  - d. Activities being conducted by the City to combat the hazardous conditions, or mitigate the effects; and
  - e. Procedures for reporting emergency conditions to the EOC.
3. Information concerning the incident should be consistent for all members of the media. If the incident is being managed by a Unified Command, a unified approach to information management shall be used whenever possible. When working with private sector entities, public safety issues will be the responsibility of the public safety agencies; questions about corporate policies or processes will be referred to the private sector cooperator.
4. Information should be presented in an objective manner.
5. Rumor control is vital during emergency operations. Sensitive or critical information must be authorized and verified before release. Unconfirmed rumors or information from unauthorized sources may be responded to in the following manner:

*“We will not confirm \_\_\_\_\_ until we have been able to check out the information through authorized sources. Once we have confirmed information, we will release it to all members of the press at the same time.”*

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6. Information that media representatives often request includes:
  - a. Emergency: What is it?
  - b. Location: Where is it?
  - c. Time: When did it occur? How long will it last?
  - d. Injuries/Casualties: Are there any? How Many? What is the nature of the injuries? Where are they being treated/stored? Care provided? Where can family members call to get information? Prominent individuals who were injured or killed?
  - e. Property Damage: Estimated value? Description? Importance of property? Previous history of emergency calls there? Other property threatened?
  - f. Causes: How discovered? Who summoned aid? How was aid summoned? Known causes?
  - g. Involved agencies: What agencies responded? How many? What level of involvement do they have?
7. Do not release information that might hinder emergency response, prejudice the outcome of an investigation, or pose a further threat to public safety. Examples include:
  - a. Personal conjecture about the course of the emergency or the conduct of response.
  - b. Opinions about evidence, or a suspect or defendant's character, guilt, or innocence.
  - c. Contents of statements used in alibis, admissions, or confessions.
  - d. References to the results of various tests and examinations.
  - e. Statements that might jeopardize the testimony of witnesses.
  - f. Demeaning information/statements; and
  - g. Information that might compromise the effectiveness of response and recovery.
8. In an incident involving fatalities, the names of the victims or the cause of death shall not be released without authorization from the District Attorney's and Medical Examiner's office.
9. Confidential information is not to be released.
10. Public information briefings, releases, interviews, and warnings shall be logged and tape-recorded. Copies shall become part of the final incident package. Never commit to firm briefing times unless it can be assured.

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Appendix B-4 Sample Media Statement Format

**MEDIA RELEASE**

Date: \_\_\_\_\_

Time: \_\_\_\_\_

Press Release #: \_\_\_\_\_

**TYPE OF INCIDENT:** \_\_\_\_\_

Location: \_\_\_\_\_

Date: \_\_\_\_\_ Time: \_\_\_\_\_

Narrative details about incident: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

For further information, please contact \_\_\_\_\_

at \_\_\_\_\_.



FA 1. Emergency Services

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**Appendix C      Evacuation**

- C-1    Evacuation Order
- C-2    Evacuation Routes
- C-3    Evacuation Checklist
- C-4    Evacuation Traffic Policy

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Appendix C-1 Evacuation Order

1. An emergency condition, as a result of \_\_\_\_\_, exists in the City of Sandy, and the City has declared a State of Emergency.
2. The City has determined that there is a need to evacuate portions of the City.
3. Such evacuation is needed to ensure the safety of the public. Therefore:  
\_\_\_\_\_  
\_\_\_\_\_
4. The City of Sandy is requesting the immediate evacuation of:  
\_\_\_\_\_  
\_\_\_\_\_
5. The City of Sandy requests that those needing special assistance call \_\_\_\_\_ or place a white flag, (towel, rag, paper, etc.) on the front doorknob or in the front window. The above number has been established to respond to evacuation assistance requests.
6. The City of Sandy is restricting all entry into the hazard area. No one will be allowed to re-enter the area after \_\_\_\_\_ am/pm.
7. Information and instructions from the City of Sandy will be transmitted by broadcast radio. Public information will also be available from American Red Cross representatives at shelters now being opened to the public for emergency housing.
8. As resources allow, a reception area or American Red Cross shelter is located at:  
\_\_\_\_\_
9. The City of Sandy will advise the public of the lifting of this order when public safety is assured.

Date \_\_\_\_\_

Signed \_\_\_\_\_

Mayor/Council Member

Date \_\_\_\_\_

Signed \_\_\_\_\_

City Manager/IC

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**Appendix C-2      Evacuation Routes**

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**Appendix C-3 Evacuation Checklist**

✓	Action Item	Assigned
	<b>PLANNING:</b>	
	1. Determine area(s) at risk: <ul style="list-style-type: none"> <li>• Determine population of risk area(s)</li> <li>• Identify any special facilities and functional needs populations in risk area(s)</li> </ul>	
	2. Determine evacuation routes for risk area(s) & check the status of these routes.	
	3. Determine traffic control requirements for evacuation routes.	
	4. Estimate public transportation requirements & determine pickup points.	
	5. Determine temporary shelter requirements & select preferred shelter locations.	
	<b>ADVANCE WARNING:</b>	
	6. Provide advance warning to special facilities & advise them to activate evacuation, transportation & reception arrangements. Determine if requirements exist for additional support from local government.	
	7. Provide advance warning of possible need for evacuation to the public, clearly identifying areas at risk.	
	8. Develop traffic control plans & stage traffic control devices at required locations	
	9. Coordinate with special facilities regarding precautionary evacuation. Identify and alert functional needs populations.	
	10. Ready temporary shelters selected for use.	
	11. Coordinate with transportation providers to ensure vehicles & drivers will be available when and where needed.	
	12. Coordinate with school districts regarding closure of schools.	
	13. Advise neighboring jurisdictions that may be affected of evacuation plans.	
	<b>EVACUATION:</b>	
	14. Advise neighboring jurisdictions that evacuation recommendation or order will be issued.	
	15. Disseminate evacuation recommendation or order to special facilities and functional needs populations. Provide assistance in evacuating, if needed.	
	16. Disseminate evacuation recommendation or order to the public through available warning systems, clearly identifying areas to be evacuated.	



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✓	Action Item	Assigned
	17. Provide amplifying information to the public through the media. Emergency public information should address: <ul style="list-style-type: none"> <li>• What should be done to secure buildings being evacuated</li> <li>• What evacuees should take with them</li> <li>• Where evacuees should go &amp; how should they get there</li> <li>• Provisions for functional needs population &amp; those without transportation</li> </ul>	
	18. Staff and open temporary shelters	
	19. Provide traffic control along evacuation routes & establish procedures for dealing with vehicle breakdowns on such routes.	
	20. Provide transportation assistance to those who require it.	
	21. Provide security in or control access to evacuated areas.	
	22. Provide Situation Reports on evacuation to the County.	
	<b>RETURN OF EVACUEES</b>	
	23. If evacuated areas have been damaged, reopen roads, eliminate significant health and safety hazards, & conduct damage assessments.	
	24. Determine requirements for traffic control for return of evacuees.	
	25. Determine requirements for & coordinate provision of transportation for return of evacuees.	
	26. Advise neighboring jurisdictions that return of evacuees will begin.	
	27. Advise evacuees through the media that they can return to their homes and businesses; indicate preferred travel routes.	
	28. Provide traffic control for return of evacuees.	
	29. Coordinate temporary housing for evacuees that are unable to return to their residences.	
	30. Coordinate with special facilities regarding return of evacuees to those facilities.	
	31. If evacuated areas have sustained damage, provide the public information that addresses: <ul style="list-style-type: none"> <li>• Documenting damage &amp; making expedient repairs</li> <li>• Caution in reactivating utilities &amp; damaged appliances</li> <li>• Cleanup &amp; removal/disposal of debris</li> <li>• Recovery programs</li> </ul>	
	32. Terminate temporary shelter & mass care operations.	
	33. Maintain access controls for areas that cannot be safely reoccupied.	

**FA 1. Emergency Services****Appendix C-4 Evacuation Traffic Policy**

In the event of an evacuation in the City of Sandy:

1. All City employees not directly involved in the incident shall be available for traffic control and direction.
2. The City has the authority to close local roads and to restrict access to and from all areas of the city.
3. Roads under the jurisdiction of the Oregon Department of Transportation (ODOT) (Highways 26 and 211) would be authorized for closure by the ODOT District Manager, or in the case of a crime or fire, the authority includes the Oregon State Police (OSP)
4. The City of Sandy Police Department has the authority to remove stalled and parked vehicles that impede the flow of traffic.
5. Traffic flow direction may be altered, reversed, etc. at the direction of the Incident Commander when the situation warrants; and
6. Changes in traffic flow will be coordinated with the County Sheriff, Oregon State Police, Oregon Department of Transportation, and City of Sandy Public Works.

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# 2

## FA 2 – Human Services

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FA 2. Human Services

Appendix A-3 Sample Shelter Agreement..... FA 2-31

FA 2. Human Services

FA 2 Tasked Agencies	
<b>Primary Agencies</b>	City Administration
<b>Supporting Agencies</b>	Oregon Trail Chapter of the American Red Cross Salvation Army Ambulance Service: American Medical Response Hospitals: Legacy Mount Hood Medical Center City of Sandy Police Department Clackamas Fire Oregon Trail School District Clackamas County Emergency Management Clackamas County Health, Housing and Human Services (H3S)

### 1 Purpose and Scope

The Human Services annex provides information regarding the City’s response to the needs for **non-emergency medical** mass care/sheltering, human services, and public health support for victims of natural and technological emergencies and disasters.

The Human Services Annex includes the following functions:

- Mass Care
- Emergency Assistance
- Housing
- Human Services
- Public Health Services
- Evacuation and Population Protection
- Volunteer and Donations Management
- Care of Emergency Response Personnel and Emergency Operations Center (EOC) Staff

For larger events that may require short- or long-term housing for disaster victims, County Emergency Management would coordinate this need with the City Emergency Manager. Emergency shelter includes the use of pre-identified shelter sites in existing structures, creation of temporary facilities or shelters, and use of other facilities outside the incident area, should evacuation be necessary.

Food is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution. Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care/sheltering facilities. Bulk distribution of emergency relief items, such as



## FA 2. Human Services

food, water, and ice is managed and coordinated via established sites within the City. If applicable to the situation, coordination and management of volunteer services and donated goods is necessary to maximize benefits without hindering response activities.

Emergency response agencies for the City will also identify and coordinate individuals with special needs within the impacted area. Special needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English-speaking), existing disease/medical conditions, dependency on service animals, and any other condition or threat that could warrant special consideration under emergency circumstances.

## 2 Policies and Agreements

The following policies and agreements are currently in place to support emergency services for the City:

- Although a formal agreement has not been developed between the American Red Cross and the City, Human Services will be primarily implemented by American Red Cross when activated by County request. The agreement provides for shelter and mass care provisions if requested by the County.

## 3 Situation and Assumptions

### 3.1 Situation

Emergencies or disasters can require evacuation of people from residences that are temporarily uninhabitable, damaged, or destroyed. Providing for these victims will consist of making facilities and services available and coordinating activities with government agencies and volunteer disaster assistance organizations. Emergency shelter or housing needs may be short or long term. When needed, it is the responsibility of the City to work with the various human service agencies to meet sheltering requirements.

### 3.2 Assumptions

- Although City government has primary responsibility for implementing and coordinating the resources and services included in this annex, the American Red Cross will manage and coordinate sheltering and mass care operations to the extent of its capability. The Salvation Army will support these operations, and other professional and/or volunteer organizations (e.g., faith-based organizations) that normally respond to emergency/disaster situations will continue to do so.
- The American Red Cross will have agreements in place for use of specific shelters that could be activated by calling the local American Red Cross representative. These shelters may be used for specific

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events associated with the City and County, as well as for housing evacuees from neighboring counties if the need should arise.

- Permission to use American Red Cross–approved facilities for disaster operations and sheltering will be obtained and agreed upon in writing. Pre-identified facilities intended for shelter and mass care will be available and operational at the time of need.
- City government and other available response agencies will manage and coordinate all shelter and mass care activities until the American Red Cross has arrived on scene, assessed the situation, and activated procedures for preparing and operating shelters.
- Assistance will be available through mutual aid agreements with the County, other counties, regions, and State and Federal emergency agencies and organizations.
- Unique demands will be placed upon the delivery of human services, including crisis counseling, emergency assistance, and the care of special needs groups. Therefore, the clientele groups of both local and State human service organizations will increase.
- Under localized emergency conditions, a high percentage (50% or more) of evacuees will seek lodging with friends or relatives rather than go to established facilities.
- If the threat of an evacuation is due to a visible hazard, or has been discussed in the media, some spontaneous evacuation will occur prior to an implementing order. Therefore, mass care operations may have to commence early in any disaster period.

## **4 Roles and Responsibilities**

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

### **4.1 Emergency Manager**

- Coordinate emergency preparedness planning and exercise activities with the American Red Cross.
- Identify local government’s authority, responsibility, and role in providing long-term temporary emergency housing for disaster victims.
- Assess the situation and issue appropriate notifications to activate and staff the Emergency Operations Center (EOC), including notification

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of the American Red Cross, if it is determined that a representative is needed to coordinate emergency food and shelter.

- Establish a communications link with affected jurisdictions, volunteer agencies, and the public and ensure that they are kept informed of available shelters.
- Assist in coordinating logistics to support operations and ensure that the provisions of any memorandum of understanding (MOU) are implemented, as necessary.
- Coordinate with local, State, and Federal agencies in damage assessment and cost recovery activities, as well as identifying long-term temporary emergency housing options.
- Ensure that necessary communication activities are conducted to inform the public of disaster recovery activities, including information regarding long-term temporary emergency housing assistance.
- Continue to assist in restoration of normal services and operations, as appropriate.
- Conduct an after-action debriefing/evaluation on the overall effectiveness of the City's efforts in providing emergency food and shelter.

**4.2 American Red Cross**

- Develop and maintain plans, procedures, and policies for establishing, managing, and operating a feeding and sheltering system to meet the needs created by a major disaster.
- Develop and maintain MOUs with local governments to define and clarify roles and responsibilities in preparing for and responding to disasters.
- Participate in the annual training exercises conducted by the City Emergency Management Organization to test the Emergency Operations Plan (EOP).
- Implement the response actions outlined in the MOU with the City, as necessary.
- Evaluate the direct or indirect effects of the hazard on available shelter resources.
- Provide specific resource requirements, including feeding support, clothing and bedding supplies, emergency registration of people, and trained shelter management volunteers.

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- Coordinate activities with voluntary organizations active in disaster, faith-based organizations, other social service agencies, and local, State, and Federal government to provide emergency food and shelter.
- Assist the City in determining post-emergency needs for long-term emergency temporary housing, as requested.
- Prepare reports on the conditions of shelter facilities and make arrangements for returning them to normal use.
- Compile a record of emergency expenditures.
- Critique the provision of shelters for people displaced from their residences and institute reforms, as required.

**4.3 Clackamas Fire District**

- Provide personnel, supplies, materials, and facilities as available in support of this function.
- Assist with medical care and treatment, as appropriate.
- Provide fire and line safety inspections, as appropriate.

**5 Concept of Operations****5.1 General**

In cooperation with available volunteer disaster assistance organizations, the City Emergency Manager will make every effort to provide basic human services. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the greatest extent possible, the City will coordinate and assist with the post-disaster housing needs of the homeless. While coordinated City/American Red Cross decision-making is desirable, the American Red Cross may independently initiate operations. The Salvation Army and other charitable groups (e.g., faith-based organizations) will provide additional support for disaster victims.

In the case of unmet needs, the Emergency Manager will make requests for County assistance via the EOC to County Emergency Management. Some emergencies will not entail mass care assistance but will still require a limited amount of emergency food and clothing.

Initial preparedness efforts will begin with identification of population groups requiring special assistance during an emergency (e.g., senior citizens and the handicapped). Needs should be matched to capabilities and resources, and any gaps should be addressed through planning, training, and exercises. When an incident occurs and evacuation is required, preparations will begin for receiving evacuees at selected facilities. Essential personnel, including volunteers, will be

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alerted; if any pre-positioned material resources (cots, blankets, food, etc.) are available, they will be made ready; and medical facilities will be alerted to the possibility of receiving evacuee patients. Participating agencies will provide food and clothing as needed, assist with registration of evacuees/victims, and provide information to assist victims needing additional services. Once the incident transitions to the recovery phase, human needs of victims should be continually assessed and met as necessary via one or more Disaster Resource Center (DRC).

**5.2 Direction and Control**

The City will seek the assistance of the American Red Cross and other similar agencies in implementing this section of the EOP. A liaison from the American Red Cross will be requested to report to the City EOC to assist in coordinating emergency housing, sheltering, and feeding activities; however, depending upon the size and scope of the disaster, this coordination may occur at the County EOC through the EOC's liaison at that location.

Shelter/lodging facility managers will be responsible for the operation of their individual facilities. The primary communications link between shelter facilities and the EOC will be landline and wireless telephone. If telephones cannot be used or are overloaded, law enforcement personnel will provide radio assistance. Shelter facility managers should arrange for persons in their facilities to monitor prescribed communication sources for guidance and announcements.

**6 City of Sandy Human Services Functions****6.1 Mass Care**

Mass care includes the registration of evacuees, the opening and management of temporary lodging facilities, and the feeding of evacuees and workers through both mobile and fixed feeding sites. The American Red Cross will assist in registering evacuees and, as applicable, coordinate information with appropriate government agencies regarding evacuees housed in American Red Cross Shelters.

**6.1.1 Shelter**

Protective shelters are life-preserving; they are designed to afford protection from the direct effects of hazard events and may or may not include the life-supporting features associated with mass care facilities. In contrast, mass care facilities are life-supporting; they provide protection from the elements and basic life-sustaining services when hazard events result in evacuations. The latter category of facilities is the focus of this annex and is designated as Reception and Care facilities in local American Red Cross Sheltering Plans.

The designation of specific lodging and feeding facilities will depend on the actual situation and the location of the hazard area. Public school facilities will receive prime consideration for use as emergency mass care facilities; such use will be coordinated with school officials. Selected facilities will be located far enough away from the hazard area to preclude the possibility of the threat

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extending to the mass care facility. Agreements for use of some facilities have been obtained by the American Red Cross. The City Manager, or designee, will obtain permission from owners to use other facilities as required. When American Red Cross facilities are opened, it will be the responsibility of the American Red Cross to maintain all functions and staffing according to American Red Cross policy. The American Red Cross will maintain listings of qualified and trained shelter and lodging facility managers.

Options for temporary shelter available to the City during the first 72 hours of an incident include:

- Predetermined sheltering sites and supplies available through the American Red Cross.
- General purpose tents available through the Oregon National Guard and requested by the County EOC to Oregon Emergency Management.
- If a Presidential Declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer.

A designated member of the City EOC staff may serve as the City Shelter Coordinator. Services will be provided through the coordinated efforts of staff members, the American Red Cross, the Salvation Army, other State-supported agencies, volunteer agencies, and mutual aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities, where possible, and will also support back-up communications, if needed.

Food will be provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution. Feeding operations are based on nutritional standards and, if possible, should include provisions for victims with special dietary needs. The American Red Cross will be responsible for meal planning, coordination of mobile feeding, and identifying feeding sites and resources for the procurement of food and related supplies. The American Red Cross will coordinate all mass feeding and other services needed at open shelters within the City's jurisdiction with City Emergency Management via the City EOC.

**6.1.2 Sheltering Service and Companion Animals**

The City, the American Red Cross, and other organizations or groups providing sheltering and mass care will comply with Americans with Disabilities Act (ADA) requirements for service animals, facility owners' limitations, and County and State of Oregon Health Code requirements.

**6.1.3 Bulk Distribution**

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice through Federal, State, and local governmental entities and nongovernmental organizations is coordinated at these sites. The American Red Cross will coordinate all bulk

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distribution activities needed within the City's jurisdiction with the City Emergency Manager via the City EOC.

Agencies and organizations involved in supporting and managing bulk distribution include:

- City Administration
- Clackamas District
- American Red Cross
- Salvation Army
- Private-sector partners
- Disaster assistance personnel, including both paid and volunteer staff.

**6.2 Emergency Assistance****6.2.1 Disaster Welfare Information**

Disaster Welfare Information collects and provides information regarding individuals residing within the affected area to immediate family members outside the affected area. The system also aids in reunifying family members within the affected area. The American Red Cross will establish a Disaster Welfare Inquiry Operation to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. Welfare inquiry listings, along with registration listings, will be coordinated with the EOC and law enforcement agencies for comparison with missing persons lists. County Amateur Radio Emergency Services provides support to the American Red Cross and City Administration in gathering, disseminating, and managing disaster welfare information.

**6.2.2 Disaster Resource Center(s)**

Upon a Presidential disaster declaration, DRCs may be established. In addition to numerous grant and assistance programs available through the DRC, the Individual and Family Grant Program provides grants to meet disaster-related necessary expenses or serious needs for which assistance by other means is either unavailable or inadequate.

Logistics Section personnel may be called upon to arrange a large facility (often a school, church, or community center) to serve as a DRC. The Federal Emergency Management Agency is responsible for operating DRCs, which are often located in facilities such as schools, churches, and community centers. A DRC provides a location where citizens can meet with local, State, Federal, and volunteer agency representatives to apply for disaster assistance. Advertising of these facilities will be coordinated by the Public Information Officer through the Joint Information Center, located in the Federal/State disaster field office. Federal, State, local, and

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volunteer agencies may provide or accept applications for the following services through the DRC:

- Temporary housing for disaster victims whose homes are uninhabitable because of a disaster.
- Essential repairs to owner-occupied residences in lieu of temporary housing so that families can return to their damaged homes.
- Disaster unemployment and job placement assistance for those who have become unemployed because of a major disaster.
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.
- Agricultural assistance payments, technical assistance, and Federal grants for the purchase or transportation of livestock.
- Information regarding the availability of and eligibility requirements for food stamps.
- Individual and family grants to meet disaster-related expenses and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means.
- Legal counseling to low-income families and individuals.
- Tax counseling concerning various disaster-related benefits.
- Consumer counseling and assistance in obtaining insurance benefits.
- Crisis counseling and referrals to mental health agencies to relieve disaster-caused mental health problems.
- Social Security assistance for those who are eligible, such as death or disability benefits or monthly payments.
- Veterans' assistance such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration (VA) if a VA-insured home has been damaged.
- Other specific programs and services appropriate to the disaster.

Logistics may also arrange office space, document reproduction services, etc. for State and Federal damage assessment teams.

If Federal mobile homes are to be supplied for use as emergency shelter, the Logistics section may assist in site choice and preparation consistent with the City's local comprehensive land use plan.



## 6.3 Long-Term Housing

All housing needs identified during and following emergency incidents or disasters impacting the City will be coordinated through the County Emergency Management Director via the County EOC. In some disaster situations, the Federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family, with friends, or in commercial facilities. To the greatest extent possible, local, and County government will coordinate post-disaster housing needs for the homeless population.

## 6.4 Human Services

### 6.4.1 Special Needs Populations

Disaster victims and special needs populations may require assistance to meet their necessary expenses and needs (food, clothing, housing, medical, and financial). Local and State human service organizations will identify any special needs groups (e.g., elderly, handicapped, and non-English-speaking) and, in the event of a disaster, ensure that their needs are met. The City will seek the assistance of County Health, Housing and Human Services and other human service agencies or organizations to assist in coordinating the emergency housing, sheltering, and feeding of special needs populations.

Coordinating and identifying individuals with special needs within the impacted area is a critical element of emergency response and recovery operations for the City. Special needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English-speaking), disease/medical conditions, service animals, and any other conditions or traits that could warrant special considerations under emergency circumstances.

Agencies and organizations involved in managing, transporting, and communicating with special needs populations during an emergency and pertaining to mass care include:

- City Administration
- Area hospitals
- Private clinics and care facilities
- American Red Cross and other volunteer agencies
- School districts
- Local radio stations serving the City.

Nursing Homes and Residential Care Facilities are required to have disaster and emergency plans in place that ensure the transfer of clients to appropriate facilities.

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Special needs populations can be broken down into the three categories of sheltering outlined below.

### **Category 1: Hospitalization**

Category 1 comprises persons who require recurring professional medical care, special medical equipment, and/or continual medical surveillance. Examples include persons who are dependent upon ventilators, IVs, or oxygen-supplementation; those with chest pain or shortness of breath; and others requiring the intensity of services provided at a hospital or skilled nursing facility.

### **Category 2: Special Needs Shelter**

Category 2 includes persons who require some medical surveillance and/or special assistance. These are individuals whose age, frailty, mobility, or functional or medical disabilities make them particularly vulnerable in disaster situations. They may have medical impairments but have been able to maintain some independence prior to the disaster or emergency. Examples are those with mental illness, severely reduced mobility, or medical impairment that does not preclude activities with some assistance.

### **Category 3: General Shelter**

Category 3 includes persons who are independent prior to the disaster or special emergency or who may have pre-existing health problems that do not impede activities of daily living. Examples are persons with prostheses or hearing or speech impediments, wheelchair users with no medical needs, or those with controlled diseases such as diabetes, muscular dystrophy, or epilepsy.

#### **6.4.2 Crisis Counseling and Mental Health Providers**

Agencies and organizations involved with providing crisis counseling and mental health support to victims and families, the first responder community, and special needs populations include:

- Area hospitals
- County and regional volunteer organizations
- Local nursing homes and care facilities.

*See the Clackamas County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services for more detail.*

#### **6.5 Public Health Services**

Available emergency medical resources for the City consist of Legacy Mount Hood Medical Center and American Medical Response.

County Health, Housing and Human Services will direct the County response to medical and health emergency issues.

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*See the Clackamas County EOP, ESF 8 – Public Health and Medical Services for more detail.*

**6.6 Volunteer and Donations Management**

The City Emergency Manager will coordinate and manage volunteer services and donated goods through appropriate liaisons assigned at the City EOC, with support from the American Red Cross, Salvation Army, and other volunteer organizations. These activities seek to maximize benefits without hindering emergency response operations. Procedures for accessing and managing these services during an emergency will follow Incident Command System (ICS)/National Incident Management System (NIMS) standards.

**6.7 Care of Response Personnel and Emergency Operations Center Staff**

Arrangements for the feeding and sheltering of EOC staff is the responsibility of the Logistics Section. As space allows, EOC staff will sleep and eat at the EOC. Sleeping areas may also be set up in other facilities.

Response personnel will be released to their homes or stations to sleep. If necessary, space may be arranged in a shelter. This shelter should be different than the one used for disaster victims or evacuees.

Families of response personnel may be sheltered together in the event of an extended incident involving a major shelter operation. This will facilitate keeping families informed and help maintain the morale of response personnel.

**7 Supporting Plans and Procedures****■ County Emergency Operations Plan**

- ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services
- ESF 8 – Public Health and Medical Services
- ESF 11 – Agriculture and Natural Resources
- ESF 14 – Long-Term Community Recovery
- SA E – Animals in Disaster

**8 Appendices**

- Appendix A Shelter Materials
  - A-1 Potential Shelter Locations
  - A-2 Shelter Survey Form
  - A-3 Sample Shelter Agreement

**Appendix A Shelter Materials**

- A-1 Potential Shelter Locations
- A-2 Shelter Survey Form
- A-3 Sample Shelter Agreement

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**Appendix A-1 Potential Shelter Locations**  
*For Official Use Only*

The following facilities have current shelter agreements. **Only the American Red Cross can activate these agreements (24-Hour Line: 503-284-1234).** The Emergency Manager may request that a shelter be opened by calling Clackamas County Emergency Management.

Name	Street Address	Zip
Sandy High School	37400 Bell Street, Sandy OR	97055

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**Appendix A-2 Shelter Survey Form**

*This form is intended to record information needed to make decisions when it becomes necessary to open a shelter.*

**Directions:**

**Please print all information.** Complete one survey for each area within a facility that is to be used as a shelter or, if the entire facility is to be used as a shelter, for each facility. Complete all sections as thoroughly as possible, indicating numbers, space dimensions, etc.

This form is generic to many types of facilities; some of the questions on this form may not apply to every site. In such cases, answer not applicable (N/A).

**General Facility Information**

**Facility Information**

Facility Name:

Name/description of area in this facility being surveyed for use as a shelter (e.g. Gymnasium):

Are there other areas in this facility being surveyed? If yes, name them.

Governing Agency/Owner:

Street Address:

Town/City:

Zip Code:

Latitude:

Longitude:

Map Locator Information (map name, page, grid):

Mailing Address (if different):

Business Phone Number: ( ) -

Fax Number: ( ) -

Email address (if applicable):

**Primary Contact to Authorize Facility Use:**

Name:

Day Phone: ( ) -

After Hours/Emergency Phone: ( ) -

Mobile Phone: ( ) -

Email: \_\_\_\_\_

**Alternate Contact to Authorize Facility Use:**

Name:

Day Phone: ( ) -

After Hours/Emergency Phone: ( ) -

Mobile Phone: ( ) -

Email: \_\_\_\_\_



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<p><b>Primary Contact to Open Facility:</b>                  Name: _____                  Day Phone: (____) _____ - _____                  After Hours/Emergency Phone: (____) _____ - _____                  Mobile Phone: (____) _____ - _____                  Email: _____</p>	<p><b>Alternate Contact to Open Facility:</b>                  Name: _____                  Day Phone: (____) _____ - _____                  After Hours/Emergency Phone: (____) _____ - _____                  Mobile Phone: (____) _____ - _____                  Email: _____</p>
--	--

**Facility Physical Information**  
 \*\*\* Attach a sketch or copy of the facility floor plan. \*\*\*

**Availability for Use/Use Restrictions**

Some facilities are only available during certain times due to other activities. Please indicate the periods that the facility is available.

Facility available for use at any time of the year

Facility **only** available for use during the following time periods:  
 From: \_\_\_\_\_ to \_\_\_\_\_  
 From: \_\_\_\_\_ to \_\_\_\_\_

Facility **is not** available for use during the following time periods:  
 From: \_\_\_\_\_ to \_\_\_\_\_  
 From: \_\_\_\_\_ to \_\_\_\_\_

Is the facility within 5 miles of an evacuation route?  Yes  No

Is the facility within 10 miles of a nuclear or hazardous materials storage or disposal site?  Yes  No

Are there trees, towers or other potential hazards that could impact the safety of the facility or block access to it after a disaster?  Yes  No  
 If yes, please describe:

Is smoking allowed in the facility buildings?  Yes  No  
 Is smoking allowed on the facility grounds?  Yes  No

**Capacity**

**Shelter Capacity - How many persons can be accommodated for sleeping?**  
 Area available for shelter use:  
 Length: \_\_\_\_\_ x Width: \_\_\_\_\_ = Total Area: \_\_\_\_\_  
**Record only useable space.** For example, if a room is 600 square feet but has furniture or fixtures that occupy half of that space and can't or won't be removed, the useable space is 300 square feet.

The area listed above  is  is not  is partially disabled accessible.

**Calculation of Shelter Capacity** (Total Area ÷ Square feet per person = Capacity)  
 Recommended range of square feet per person by shelter type:  
 Evacuation shelter: 15 to 30 square feet per person  
 General shelter: 40 to 60 square feet per person  
 Special Needs Shelter: 80 square feet per person

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Type of Shelter	Total Area	Square Feet/ per person	Capacity *
<input type="checkbox"/> Evacuation			
<input type="checkbox"/> General			
<input type="checkbox"/> Special Needs			
* Does the actual layout of the area being surveyed decrease the usable space and significantly impact the capacity of the area? If so, explain.			
<b>Seating Capacity - How many persons can be accommodated in fixed (not pull-out) seating areas (bench and flip-up type seating)?</b>			
<input type="checkbox"/> Bench	Measured Linear Feet of Bench _____ ÷ 16 ft <sup>2</sup> /person = Bench Seating Capacity _____		
<input type="checkbox"/> Chairs	Number of Chairs Counted = _____ = Seating Capacity _____		
<input type="checkbox"/> Not applicable			
<b>Parking</b>			
Number of on-site parking spaces (do not include on-street parking in this figure):			
Number of handicap parking spaces:			
Do curb cuts exist in and exiting the parking area that are at minimum 35 inches wide? <input type="checkbox"/> Yes <input type="checkbox"/> No			
When the facility <b>is</b> in normal use (i.e., school in session):		When the facility <b>is not</b> in normal use (i.e., school not in session):	
<input type="checkbox"/> On-site parking is adequate for shelter residents <input type="checkbox"/> Off-site parking is available as noted below (e.g. on streets around the school): _____ _____ <input type="checkbox"/> There is <b>not</b> adequate on-site or off-site parking available		<input type="checkbox"/> On-site parking is adequate for shelter residents <input type="checkbox"/> Off-site parking is available as noted below (e.g. on streets around the school): _____ _____ <input type="checkbox"/> There is <b>not</b> adequate on-site or off-site parking available	
<b>General Facility Construction</b>			
Facility Construction <input type="checkbox"/> Wood frame <input type="checkbox"/> Prefabricated <input type="checkbox"/> Concrete <input type="checkbox"/> Trailer <input type="checkbox"/> Masonry <input type="checkbox"/> Bungalow <input type="checkbox"/> Metal <input type="checkbox"/> Pod <input type="checkbox"/> Portable Classroom <input type="checkbox"/> Other If 'Other,' describe:		Number of stories:  Elevator: <input type="checkbox"/> Yes <input type="checkbox"/> No  Where, in relation to shelter area?	Approximate year of construction:  Chair Lift: <input type="checkbox"/> Yes <input type="checkbox"/> No  Quantity:

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<input type="checkbox"/> Accessible doorways (minimum 35 inches wide)	<input type="checkbox"/> Ramps ( minimum 35 inches wide):			
<input type="checkbox"/> Automatic doors or appropriate door handles	<input type="checkbox"/> Fixed <span style="margin-left: 100px;"><input type="checkbox"/> Portable</span>			
<input type="checkbox"/> Level Landings				
Open Space: Indicate quantity and size (square feet)				
<input type="checkbox"/> Athletic Field(s):				
<input type="checkbox"/> Fenced Court(s):				
<input type="checkbox"/> Secured playground area				
<input type="checkbox"/> Other:				
<b>Fire Safety</b>				
<i>Some facilities are that appear to be suitable for sheltering might not meet local fire codes based on building capacity. It is recommended that local codes be examined to determine if the facility meets them.</i>				
Does the facility have inspected fire extinguishers?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have functional fire sprinklers?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have a fire alarm?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
If yes, choose one:	<input type="checkbox"/> Manual (pull down) <input type="checkbox"/> Automatic			
Does the fire alarm directly alert the fire department?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have an internal fire hose system?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have smoke detectors in/near the shelter area?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
<b>Sanitation Facilities</b>				
Indicate the quantity of only those sanitation facilities that will be accessible to shelter staff and residents near the area being surveyed for use as a shelter. If more than one area within the facility is being surveyed, only describe the sanitation facilities that will be for the exclusive use of the shelter area described in this survey.				
<b>Standards for ADA compliant accessible features for people with disabilities:</b>				
<u>Toilets:</u> Bathroom stall (38 inches wide); Grab bars (33-36 inches wide)				
<u>Showers:</u> Shower stall (36 in x 36 in); Grab bars (33–36 inches in height); Shower seat (17–19 inches in height); Fixed shower heat (48 inches in height) or hand-held spray unit with hose accessible for people with disabilities:				
<u>Sinks:</u> Sink (34 inches in height); Towel dispenser (39 inches in height)				
	<b>Urinals</b>	<b>Toilets</b>	<b>Showers</b>	<b>Sinks</b>
	<small>ADA compliant</small>	<small>Not compliant</small>	<small>ADA compliant</small>	<small>Not compliant</small>
<b>Men’s</b>				
<b>Women’s</b>				
<b>Unisex</b>				
<b>Total</b>				
Are there any limitations on the availability of these facilities? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span>				
If yes, describe limitations. (Only during specific time blocks, etc.):				
Are there baby diaper changing tables in any of the restroom facilities? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span>				

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Food Preparation Facilities		
<input type="checkbox"/> There are no food preparation or food service capabilities at this facility		
<input type="checkbox"/> Full-Service Kitchen: food is stored, prepared and served on site. If full-serviced, number of meals that can be produced: _____		
<input type="checkbox"/> Food is prepared off site by a central kitchen and served on site Central Kitchen Contact: _____ Phone Number: (     )		
<input type="checkbox"/> Warming oven kitchen		
<b>Appliances/Equipment:</b> Indicate quantity and size (square feet) as appropriate.		
Refrigerators:	Walk-in Refrigerators:	Industrial Refrigerators:
Freezers:	Walk-in Freezers:	Roasters:
Burners:	Griddles:	Warmers:
Ovens:	Convection ovens:	Microwaves:
Steamers:	Steam kettles:	Food processors:
Ice Machines:	Sinks:	Number of sink compartments:
Commercial dishwasher ( <i>approved sanitation levels</i> ):		Non-commercial dishwasher:
Location of equipment if in area other than kitchen:		
Dining Facilities		
Dining area on site: <input type="checkbox"/> Yes <input type="checkbox"/> No	Location:	
Snack Bar: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, seating capacity:	
Cafeteria: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, seating capacity:	
Other indoor seating: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, describe, include size and seating capacity:	
Total estimated seating capacity for eating:		
<b>Standards for accessible for people with disabilities</b>		
Tables (28–34 inches in height); Serving line/counter (28–34 inches in height); Aisles (minimum 38 inches wide)		
Are there accessible tables? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, number:	Are serving line/counters accessible? <input type="checkbox"/> Yes <input type="checkbox"/> No	Are aisles accessible? <input type="checkbox"/> Yes <input type="checkbox"/> No

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Additional comments related to food preparation or dining areas:	
<b>Health Service Facilities</b>	
Number of private rooms available:	Access to locked refrigeration? <input type="checkbox"/> Yes <input type="checkbox"/> No
Total square footage of available space for health care needs:	
Location of health service area:	
<b>Laundry Facilities</b>	
Number of clothes washers:	Number of clothes dryers:
Availability to shelter operator	<input type="checkbox"/> Yes <input type="checkbox"/> No
Are laundry facilities coin operated?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Special conditions or restrictions:	
<b><u>Facility Services Information</u></b>	
<b>Electricity</b>	
Emergency (generator power) on site: <input type="checkbox"/> Yes <input type="checkbox"/> No	Capacity in kilowatts:
Is facility staff required to operate emergency generator? <input type="checkbox"/> Yes <input type="checkbox"/> No	
This generator powers: <input type="checkbox"/> Throughout the shelter area. <input type="checkbox"/> Only emergency lights and other critical circuits in shelter area. <input type="checkbox"/> No generator serves the shelter area.	
Estimated run-time without refueling (in hours):	<input type="checkbox"/> Auto start <input type="checkbox"/> Manual start
Fuel type:	
Emergency fuel serve (fuel reserve) availability: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, quantity (in gallons):
Utility company/vendor:	Emergency phone number: ( ) -
Generator fuel vendor:	Emergency phone number: ( ) -
Generator repair contact:	Emergency phone number: ( ) -
<b>Heating</b>	
Source of heat: <input type="checkbox"/> Electric <input type="checkbox"/> Natural Gas <input type="checkbox"/> Propane <input type="checkbox"/> Oil <input type="checkbox"/> Gasoline <input type="checkbox"/> Diesel	
Shelter area is heated: <input type="checkbox"/> Yes <input type="checkbox"/> No	

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Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Cooling</b>	
Source of cooling: <input type="checkbox"/> Electric <input type="checkbox"/> Natural Gas <input type="checkbox"/> Propane	
Shelter area is air conditioned: <input type="checkbox"/> Yes <input type="checkbox"/> No	
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Water</b>	
Source of water: <input type="checkbox"/> Municipal <input type="checkbox"/> Well(s) <input type="checkbox"/> Trapped Water	
If trapped, potable ( <i>drinkable</i> ) storage capacity in gallons:	Non-potable ( <i>undrinkable</i> ) storage capacity in gallons:
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Cooking: *refer to Food Preparation Facilities for additional information on facility cooking capacities.</b>	
Source of cooking energy: <input type="checkbox"/> Electric <input type="checkbox"/> Natural Gas <input type="checkbox"/> Propane	
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b><u>Communications Information</u></b>	
<b>Radio:</b>	
Is there a NOAA Weather Radio at this facility? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, where is it located?	
Is there an emergency communications (ham) radio at this facility? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, where is it located? Who is trained/authorized to operate it? Name: _____ Contact #: ( )	
<b>Telephone/fax machines:</b>	
Telephone service: <input type="checkbox"/> Traditional land-line <input type="checkbox"/> VOIP (internet line)	

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Are there business telephone available to shelter staff: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, list any restrictions:
Business telephone available to shelter occupants: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, list any restrictions:
Are there accessible (49 inches from floor) telephones? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, number of accessible phones:	Is there Telecommunications Device for the Deaf (TDD) availability? <input type="checkbox"/> Yes <input type="checkbox"/> No
Are there earpiece telephones (volume adjustable)? <input type="checkbox"/> Yes <input type="checkbox"/> No	Are there Fax machines available to shelter staff? <input type="checkbox"/> Yes <input type="checkbox"/> No
Is there speaker telephone/conference availability? <input type="checkbox"/> Yes <input type="checkbox"/> No	Total number of fax machine telephone lines:
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Computers:</b>	
Type of internet service connection: <input type="checkbox"/> Dial-up <input type="checkbox"/> High-Speed <input type="checkbox"/> Cable <input type="checkbox"/> Wireless	
Computers available to shelter staff: <input type="checkbox"/> Yes <input type="checkbox"/> No	Is there public access to computers? <input type="checkbox"/> Yes <input type="checkbox"/> No
Number of computers:	
Location of computers for evacuee use:	
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Television:</b>	
Is there a TV available for shelter use?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Location of cable TV drop for shelter area:	
<b><u>Shelter Management Information</u></b>	
This section is designed to identify shelter use capabilities of the facility for registration, management, and pet-care.	
<b>Shelter Management</b>	
Location of shelter registration:	Is there a computer network drop in this area? <input type="checkbox"/> Yes <input type="checkbox"/> No

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Location of office for shelter management team:	Is there a computer network drop in this area? <input type="checkbox"/> Yes <input type="checkbox"/> No
Phone number in this office:	
Shelter supply kit is located:	
Key for kit is located:	
<b>Pet Care Capacity: if applicable</b>	
Pets could be housed:	
<input type="checkbox"/> On-site in existing facility	Capacity: _____
<input type="checkbox"/> On-site using additional resources (Tents/Trailers)	Capacity: _____
<input type="checkbox"/> Combination of existing facility and additional resources	
<input type="checkbox"/> Off-Site	
Location of pet intake area:	Location of pet shelter area:
Is the space used for the pet shelter area near chemicals: <input type="checkbox"/> Yes <input type="checkbox"/> No	
Location of outdoor pet walking area:	
<b>Facility Staff</b>	
Facility personnel required when using facility:	<input type="checkbox"/> Yes <input type="checkbox"/> No
Facility kitchen staff required when using facility kitchen:	<input type="checkbox"/> Yes <input type="checkbox"/> No
Voluntary organizations (such as church or fire auxiliaries) required when using the facility:	<input type="checkbox"/> Yes <input type="checkbox"/> No
Sanitation/Maintenance staff required:	<input type="checkbox"/> Yes <input type="checkbox"/> No
Will any of the above groups be experienced or trained in shelter management?	<input type="checkbox"/> Yes <input type="checkbox"/> No
<b>Shelter Agreement Information</b>	
Does the facility/owner have a current agreement for use as emergency shelter? <input type="checkbox"/> Yes <input type="checkbox"/> No	
Date:	Updated:
Additional information about agreement, if applicable:	
Additional Notes (use additional page as needed):	



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<b>Survey completed/updated by:</b>		<b>Date:</b>	
<i>Printed name and title of authorized facility personnel:</i>		<i>Signature of authorized personnel:</i>	
<i>Agency/Organization of authorized facility personnel:</i>			
<i>Printed name and title of shelter surveyor:</i>		<i>Signature of shelter surveyor</i>	
<i>Agency/Organization of surveyor:</i>			
<p><b>Shelter Determination:</b></p> <p><input type="checkbox"/> Facility can be used as general emergency shelter.</p> <p><input type="checkbox"/> Facility can be used as an evacuation shelter.</p> <p><input type="checkbox"/> Facility can be used as a special needs shelter.</p> <p><input type="checkbox"/> Facility can be used as a pet-friendly shelter</p> <p><input type="checkbox"/> Facility will not be used as a shelter.</p> <p>Facility is ADA Compliant: <input type="checkbox"/> Partially <input type="checkbox"/> Fully <input type="checkbox"/> Not ADA Accessible</p> <p>Is this shelter entered in the National Shelter System (NSS)? <input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>NSS ID: _____</p>			

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Appendix A-3 Sample Shelter Agreement

The City of Sandy coordinates the provision of mass care services to individuals, families, and communities impacted by a disaster. Certain disaster relief activities are supported by private facility owners who permit their buildings to be used as a temporary shelter for disaster victims and designated community organizations, like the American Red Cross or Salvation Army, who support relief activities. This agreement is between the City of Sandy Administration and a facility owner ("Owner") so that the City can use the facility as an emergency shelter during a disaster that directly or indirectly impacts the City.

Parties and Facility

Owner:

Legal name: \_\_\_\_\_

Chapter: \_\_\_\_\_

24-Hour Point of Contact:

Name and title: \_\_\_\_\_

Work phone: \_\_\_\_\_ Cell phone/pager: \_\_\_\_\_

Address for Legal Notices:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

City of Sandy

County Department/Agency: \_\_\_\_\_

24-Hour Point of Contact:

Name and title: \_\_\_\_\_

Work phone: \_\_\_\_\_ Cell phone/pager: \_\_\_\_\_

Address for Legal Notices:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

*Copies of legal notices must also be sent to:*

[insert contracts/procurement department information]

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Shelter Facility:

(Insert name and complete street address of building or, if multiple buildings, write “See attached facility list” and attach a facility list including complete street address of each building that is part of this Agreement).

Four horizontal lines for text entry.

Terms and Conditions

- Use of Facility: Upon request and if feasible, the Owner will permit the City of Sandy to use the Facility on a temporary basis as an emergency public shelter.
Shelter Management: The City of Sandy will have primary responsibility for the operation of the shelter and will designate a relief organization personnel member as the Shelter Manager, to manage the sheltering activities. The Owner will designate a Facility Coordinator to coordinate with the Shelter Manager regarding the use of the Facility by the City of Sandy.
Condition of Facility: The Facility Coordinator and Shelter Manager (or designee) will jointly conduct a pre-occupancy survey of the Facility before it is turned over to the City of Sandy to record any existing damage or conditions. The Facility Coordinator will identify and secure all equipment that the City of Sandy should not use while sheltering in the Facility. The City of Sandy will exercise reasonable care while using the Facility as a shelter and will make no modifications to the Facility without the express written approval of the Owner.
Food Services: Upon request by the City of Sandy, or Shelter Manager, and if such resources exist and are available, the Owner will make the food service resources of the Facility, including food, supplies, equipment, and food service workers, available to feed the shelter occupants. The Facility Coordinator will designate a Food Service Manager to coordinate the provision of meals at the direction of and in cooperation with the Shelter Manager. The Food Service Manager will establish a feeding schedule, determine food service inventory, and needs, and supervise meal planning and preparation. The Food Service Manager and Shelter Manager will jointly conduct a pre-occupancy inventory of the food and food service supplies in the Facility before it is turned over to the City of Sandy.

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- **Custodial Services:** Upon request by the City of Sandy and if such resources exist and are available, the Owner will make the Facility's custodial resources, including supplies and custodial workers, available to provide cleaning and sanitation services at the shelter. The Facility Coordinator will designate a Facility Custodian to coordinate the provision of cleaning and sanitation services at the direction of and in cooperation with the Shelter Manager.
- **Security:** In coordination with the Facility Coordinator; the Shelter Manager, as he or she deems necessary and appropriate, will coordinate with law enforcement regarding any public safety issues at the shelter.
- **Signage and Publicity:** The City of Sandy may post signs identifying the shelter as a City of Sandy emergency shelter in locations approved by the Facility Coordinator and will remove such signs when the shelter is closed. The Owner will not issue press releases or other publicity concerning the shelter without the express written consent of the Shelter Manager. The Owner will refer all media questions about the shelter to the Shelter Manager.
- **Closing the Shelter:** The City of Sandy will notify the Owner or Facility Coordinator of the closing date for the shelter. Before the County vacates the Facility, the Shelter Manager and Facility Coordinator will jointly conduct a post-occupancy survey, to record any damage or conditions. The Shelter Manager and Facility Coordinator or Food Service Manager will conduct a post-occupancy inventory of the food and supplies used during the shelter operation.
- **Reimbursement:** The City of Sandy will reimburse the Owner for the following:
  - *Damage to the Facility or other property of Owner*, reasonable wear and tear excepted, resulting from the operations of the City of Sandy. Reimbursement for facility damage will be based on replacement at actual cash value. The City of Sandy will select from among bids from at least three reputable contractors. The City of Sandy is not responsible for storm damage or other damage caused by the disaster.
  - *Reasonable costs associated with custodial and food service personnel* that would not have been incurred but for the City of Sandy's use of the Facility for sheltering. The City of Sandy will reimburse at per-hour, straight-time rate for wages actually incurred but will not reimburse for (i) overtime or (ii) costs of salaried staff.
  - *Reasonable, actual, out-of-pocket operational costs*, including the costs of the utilities indicated below, to the extent that such

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costs would not have been incurred but for the City of Sandy’s use of the premises (both parties must initial all utilities to be reimbursed by the City of Sandy):

	Owner initials	County initials
Water	_____	_____
Gas	_____	_____
Electricity	_____	_____
Waste Disposal	_____	_____

The Owner will submit any request for reimbursement to the County within 60 days after the shelter closes. Any request for reimbursement for food, supplies or operational costs must be accompanied by supporting invoices. Any request for reimbursement for personnel costs must be accompanied by a list of the personnel with the dates and hours worked at the shelter.

- **Insurance:** The City of Sandy, and designated relief organizations support mass care activities and shall carry insurance coverage in the amounts of at least \$1,000,000 per occurrence for Commercial General Liability and Automobile Liability. The City of Sandy shall also carry Workers’ Compensation coverage with statutory limits for the jurisdiction within which the facility is located and \$1,000,000 in Employers’ Liability.
- **Indemnification:** The City of Sandy shall defend, hold harmless, and indemnify the Owner against any legal liability, including reasonable attorney fees, in respect to bodily injury, death and property damage arising from the negligence of the City of Sandy during the use of the premises.
- **Term:** The term of this agreement begins on the date of the last signature below and ends 30 days after written notice by either party.

_____	_____
Owner (legal name)	
_____	_____
By (signature)	By (signature)
_____	_____
Name (printed)	Name:
_____	_____
Title	Title :
_____	_____
Date	Date

# 3

## FA 3 – Infrastructure Services

FA 3. Infrastructure Services

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<b>FA 3 Tasked Agencies</b>	
<b>Primary Agencies</b>	City of Sandy Public Works Department
<b>Supporting Agencies</b>	Clackamas County Transportation and Development Oregon Department of Transportation Water: City of Sandy Sewer: City of Sandy Electricity: Portland General Electric Gas: NW Natural Gas Telephone(s): Verizon, Qwest, Comcast, Sandy Net

**1 Purpose and Scope**

The Infrastructure Services annex provides information regarding the coordination of infrastructure, public works, damage assessment, and engineering services during all phases of emergency management. Public works resources (personnel, equipment, facilities, materials, and supplies) will be coordinated through the City Public Works Department or the City Emergency Operations Center (EOC) (depending on the situation) following established procedures and agreements. Resources may also be obtained through contractors, vendors, and suppliers. This support function contains various sub-functions that are outlined below.

Functions covered in the Infrastructure Services annex include:

- Transportation
- Infrastructure Repair and Restoration
- Energy and Utilities
- Damage Assessment
- Debris Management

**2 Policies and Agreements**

The following policies and agreements are currently in place to support infrastructure services for the City:

- Oregon Water/Wastewater Agency Response Network (ORWARN); ORWARN is composed of member utilities providing voluntary, emergency assistance to each other. ORWARN facilitates rapid and short-term deployment of emergency services, in the form of personnel, equipment, and materials.

**FA 3. Infrastructure Services****3 Situation and Assumptions****3.1 Situation**

The City has identified critical infrastructure and resources to be protected and prioritized during an emergency event or disaster, to the greatest extent possible. During an emergency, the protection of human lives will take precedence during all facets of response, and essential services within the City will be maintained as long as conditions permit.

In addition, a utility failure would impact the availability of essential services such as the water supply, electrical power, natural gas, telephone, and sanitary sewer services. While causes of a failure may be natural or human-induced, the severity of the incident must be measured by the duration of the disruption of the service and its impact on life and property.

**3.2 Assumptions**

- Response operations for the City Public Works Department will include assisting police and fire in traffic control and rescue operations and clearing and maintaining critical lifeline routes.
- In a natural hazards event such as flood, windstorm, or earthquake response, the City Public Works Department will generally assume or be assigned the lead agency role.

**4 Roles and Responsibilities****4.1 General Responsibilities**

The activities and responsibilities for each department in support of infrastructure services will vary depending on the type of resource, length of the warning period, and duration of the incident.

**4.1.1 Emergency Manager**

- Regularly brief Mayor and Council on developments in the situation.
- Collect resource requirement information from all City departments and the Clackamas Fire District.
- Evaluate the situation and determine whether plan implementation is called for.
- Assess developing conditions and evaluate their potential impact.
- Research sources of needed resources.
- Establish and maintain contact with the County; provide updates on conditions.

**FA 3. Infrastructure Services**

- Consider activating the EOC.
- Document actions taken and costs incurred.
- Facilitate post-incident analysis.

**4.1.2 Public Works**

Public Works is responsible for:

- Developing and maintaining an emergency notification list of department personnel.
- Opening emergency response routes for rescue and lifesaving operations.
- Restoring streets and managing street traffic, including traffic control devices.
- Restoring wastewater (sanitary sewer) and storm water system capacities.
- Restoring and operating sanitary sewer pump stations and pressure mains.
- Interfacing with utility providers to ensure timely restoration of services.
- Removing and disposing of debris from public rights-of-way and City property that was a direct result of a disaster event.
- Maintaining storm water flow.
- Administrating existing contracts, and developing new ones, to restore infrastructure and services.
- Keeping the City's Fleet operational and providing emergency fuel supplies and equipment necessary to provide for the public's safety, health, and wellbeing; this will be given top priority during an emergency.
- Keeping the City's emergency generators operational.
- Coordinating with Police to assist in traffic control.
- Developing and maintaining operating procedures for disaster response.
- Establishing contracts and relationships with contractors and vendors important to repair and restoration of County infrastructure.

**FA 3. Infrastructure Services**

- Requesting assistance through the County, if necessary.
- Documenting incident actions and costs incurred.
- Notifying regulating agency(s), as appropriate.

**4.1.3 Fire District**

The Fire District is responsible for:

- Notifying appropriate personnel of the developing situation.
- Assessing the department's minimum resource needs to maintain operations.
- Evaluating potential safety issues and making recommendations to the Planning Section Chief.
- Provides communication resources and support as needed.
- Provides fire suppression personnel and equipment to support Public Works response and recovery activities.

**4.1.4 Police Department**

The Police Department is responsible for:

- Alerting personnel of developing conditions.
- Assessing the minimum resources needed by the department to maintain operations.
- Evaluating potential security and safety issues and making recommendations to the Planning Section Chief.
- Providing police personnel and equipment to support public works response and recovery activities.
- Providing communication resources and support as needed.

**4.1.5 Private/Public Utilities**

- Coordinating response activities with the City Public Works Department regarding restoration of services.
- Making repairs and restoring services as soon as possible.
- Supporting the City with equipment, personnel, etc., as appropriate.

## 5 Concept of Operations

When this Emergency Operations Plan (EOP) is activated, all activities and resources in support of infrastructure services will be coordinated by the City EOC staff as identified and managed using the Incident Command System (ICS). The City Public Works Department is the lead agency for infrastructure operations and solid waste (debris) management.

Public Works will focus on restoring vital lifeline systems to the community, with an emphasis on critical roads. Public Works will also place emphasis on supporting law enforcement, fire, and search and rescue with evacuation and traffic control capabilities. Other operational priorities will be:

- Damage assessment.
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Identification and labeling of uninhabitable/unsafe structures.
- Coordination of the closure and repair of transportation infrastructure.
- Repair and restoration of damaged public systems (e.g., water, wastewater, and stormwater systems).
- Coordination with utility restoration operations (power, gas, telecommunications).
- Prioritization of efforts to restore, repair, and mitigate City- and County-owned infrastructure.

Public Works will use local contractors to supplement its emergency response capabilities, escalating unmet needs through the County EOC and/or mutual aid partners.

*See the Clackamas County EOP, Support Annex C – Damage Assessment for more detail.*

The County Transportation and Development division will address larger debris management issues for the County. If needed, the City would request the following infrastructure services from County Emergency Management:

- Identification and labeling of uninhabitable/unsafe structures.
- Establishment of priorities and processes for issuing demolition and building permits.
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.

**FA 3. Infrastructure Services**

- Development and designation of emergency collection, sorting, and debris routes and sites for debris clearance from public and private property.

**6 City Infrastructure Services Functions****6.1 Transportation**

- Monitor and report on the status of and damage to the transportation system and infrastructure because of an emergency incident.
- Identify temporary alternative transportation solutions that can be implemented.
- Coordinate with County and State transportation agencies to implement the restoration and recovery of transportation systems and infrastructure.

Transportation systems available in the City include:

- Sandy Area Metro – The City has a multi vehicle fleet used to provide local transit services. In the event of an emergency, the transit system may be able to provide vehicles for temporary shelters as available resources allow.

*See the Clackamas County EOP, ESF 1 – Transportation for more detail.*

**6.2 Infrastructure Repair and Restoration**

City Public Works actions may include:

- Conducting pre- and post-incident assessments of public works and infrastructure.
- Executing emergency contract support for lifesaving and life-sustaining services.
- Coordinating technical assistance, including engineering expertise, construction management, and contracting and real estate services.
- Providing emergency repair of damaged public infrastructure and critical facilities.

*See the Clackamas County EOP, ESF 3 – Public Works and Engineering for more detail.*

**6.3 Energy and Utilities**

Energy- and utility-related actions may include:

**FA 3. Infrastructure Services**

- Collecting, evaluating, and sharing information on energy/utility system damage and estimations of the impact of outages/failures within affected areas.
- Coordinating restoration of service in impacted areas.
- Ensuring backup power and utility sources for critical facilities.

*See the Clackamas County EOP, ESF 12 – Energy for more detail.*

**6.4 Debris Management**

City debris management activities will be coordinated by the City Public Works Department in coordination with the County Department of Public Works.

*See the Clackamas County EOP, Support Annex B – Debris Management for more detail.*

**7 Supporting Plans and Procedures**

- County Emergency Operations Plan
  - ESF 1 – Transportation
  - ESF 3 – Public Works and Engineering
  - ESF 12 – Energy
  - SA B – Debris Management
  - SA C – Damage Assessment
- County Resource Directory
- City of Sandy Natural Hazard Mitigation Plan (includes critical facilities and infrastructure list)

**8 Appendices**

None at this time.



FA 3. Infrastructure Services

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## FA 4 – Recovery Strategy

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**FA 4. Recovery Strategy**

<b>FA 4 Tasked Agencies</b>	
<b>Primary Agencies</b>	City Administration
<b>Supporting Agencies</b>	

**1 Purpose and Scope**

The Recovery Strategy annex outlines the basic City services and resources necessary to recover from a disaster. Functions covered in the Recovery Strategy functional annex include:

- Damage Assessment
- Public Assistance
- Individual Assistance

**2 Policies and Agreements**

The following policies and agreements are currently in place to support recovery for the City:

- None at this time.

**3 Situation and Assumptions**

The recovery phase of an emergency is the period following the response period when actions are taken to help citizens return to a normal, or safer, life as soon as possible after an emergency.

Recovery is both a short- and long-term process. In the short term, emphasis is placed on restoring vital services to the community and identifying and providing basic needs to the public. Long-term recovery restores the community to its normal state, or better. It is at this point that knowledge gained by the incident is converted to mitigation measures for future hazard risks.

Local, County, and Federal government are responsible for assisting the public and private sector in disaster recovery. A widespread disaster may affect the functionality of business, disrupt employment, interrupt government services, and impact tax revenue. Recovery is an emergency management function undertaken during and after an event, along with the response. Expedious recovery will limit costs, damages, and long-term impacts on the community. The purpose of this Recovery Strategy annex is to provide a strategy for the City to coordinate its recovery efforts with its partners at the State and Federal level.

In most cases, recovery begins during an event’s response phase, when damage is identified and assessed. Damages are classified as being in the private or public sectors. The extent of damages in dollars will determine what, if any, State or Federal assistance may be available during the recovery phase. To request this assistance, a local proclamation of emergency must be made and communicated

**FA 4. Recovery Strategy**

to the Governor. Good record keeping and mitigation planning will support recovery efforts and ensure post-emergency compensation.

In addition to assistance available from governments, private non-profit organizations support recoveries as well. The American Red Cross and Salvation Army are examples of those involved in such efforts. The Governor can also request direct assistance from selected Federal agencies without a formal presidential declaration.

A comprehensive guide to Community Recovery in the State of Oregon can be found at the following internet site:

[http://www.oregon.gov/OMD/OEM/fin\\_rec/disaster\\_recover\\_guide.shtml](http://www.oregon.gov/OMD/OEM/fin_rec/disaster_recover_guide.shtml).

## **4 Roles and Responsibilities**

### **4.1 Emergency Operations Center Staff**

During recovery, many of the Section Chiefs' responsibilities and activities continue, but sometimes with a change in focus, as outlined below.

#### **4.1.1 Planning Section**

- Demobilize resources.
- Document emergency activities.
- Providing situation status reports.
- Coordinate resource management with the Logistics Section and Incident Commander (IC).
- Provide maps of the area affected by an emergency or disaster.
- Perform the Initial Damage Assessment (IDA).

#### **4.1.2 Logistics Section**

- Make arrangements for a Disaster Recovery Center (DRC) for the Federal Emergency Management Agency (FEMA).
- Document emergency activities.
- Ensure temporary housing and feeding of displaced persons
- Coordinate resource management with the Planning and Finance Sections.

#### **4.1.3 Finance Section**

- Keep records of all costs incurred.

- Document emergency activities.
- Prepare documents for submission to State and Federal government.
- Provide Damage Assessment Coordination/Documentation.

#### 4.1.4 Public Information Officer

- Disseminate public information.
- Document all emergency activities.

### 4.2 City Departments

#### 4.2.1 City Administration

- Activate the disaster assessment team or process. Ensure that damage information is received from private non-profit organizations.
- Receive and compile disaster information to:
  - Share the information with the appropriate County and municipal agencies.
  - Prioritize response and recovery activities.
  - Determine if additional resources are needed.
  - Submit forms to County Emergency Management as needed.
- Coordinate with appropriate agencies to address unmet needs.
- Receive and disseminate information to decision makers to prioritize recovery efforts and determine the need for State or Federal assistance.
- Coordinate the involvement of community response partners regarding the Preliminary Damage Assessment (PDA) and disaster declaration process.
- Assist County, State, and Federal agencies with conducting Preliminary Damage Assessments.
- Ensure documentation of disaster-related response and recovery costs.
- Coordinate with local officials to identify and recommend mitigation projects.

#### 4.2.2 Other City Agencies

- Assist with the damage assessment and disaster declaration process as requested.



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- Document disaster-related response and recovery costs.
- Coordinate with local officials to identify and recommend mitigation projects.

## **5 Concept of Operations**

### **5.1 Short-Term Recovery Activities**

During the recovery phase of an emergency, the Emergency Manager or IC has the final authority to establish priorities for recovery activities and the allocation of resources to support them. Some activities, such as damage assessment, will most likely begin during the response phase of the emergency once the incident is stabilized. Short-term recovery activities may include:

- Assessing damage and posting notices of unsafe and unusable buildings, roads, or bridges.
- Assessing victims' needs.
- Removing disaster debris.
- Removing human and animal remains.
- Testing drinking water and, if necessary, establishing new or additional drinking water supplies.
- Performing emergency repairs of sanitary, sewer, and storm drainage systems.
- Repairing utility lines, e.g., electricity and natural gas.
- Establishing security in affected areas.

### **5.2 Long-Term Recovery Activities**

Long-term recovery activities are generally conducted by the same resources used for similar activities during non-emergency times. These activities include:

- Restoring non-vital government services.
- Performing demolition and reconstruction of damaged areas.
- Monitoring restoration activities.
- Establishing, in coordination with the Federal government, a DRC (*See FA 2, Human Services for more detail*), if necessary.

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- Identifying areas to improve and implement changes (such as building codes, emergency plans, training deficiencies, etc.) that could mitigate damage in future emergencies.

**5.3 Requests for State and Federal Assistance****5.3.1 Local Emergency Declaration**

When the City is faced with an emergency or disaster condition that requires a coordinated response beyond that which occurs routinely, and the required response is not achievable solely with the added resources acquired through mutual aid or cooperative assistance agreements, the Mayor (or designee) may decide to declare a local emergency.

A local emergency declaration provides City officials with the additional authority that may be needed to address emergency conditions; can facilitate large-scale evacuations; and, once the appropriate response is beyond the capability of the County, can set the stage for requesting state assistance.

*See the Chapter 1 of the Basic Plan for procedures for declaring a state of emergency.*

**5.3.2 Local Request for State Assistance**

If an emergency has occurred wholly within the boundaries of the City, the request for assistance from the State must be submitted to the County for transmittal to Oregon Emergency Management (OEM) for consideration by the Governor. The State has a reasonable expectation that counties will endeavor to assist cities within their jurisdictions before turning to the State and/or Federal government for assistance.

Requests for assistance submitted to the County for transmittal to the State must include:

- The type of emergency or disaster.
- The location(s) affected.
- Deaths, injuries, population still at risk.
- The current emergency conditions or threat.
- An initial estimate of the damage and impacts.
- Actions taken and resources committed by local governments.
- Specific information about the assistance being requested.

**FA 4. Recovery Strategy****5.3.3 County and Federal Recovery Efforts**

Community recovery assistance from the County and Federal levels comes in the form of activating ESF 14 – Long-Term Community Recovery. This support function provides a mechanism for coordinating Federal support to State, Tribal, regional, and local governments, nongovernmental organizations, and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF 14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding and by providing technical assistance for community recovery and recovery planning support. For information regarding County recovery procedures, refer to ESF 14 in the County EOP. For information at the Federal level, ESF 14 can be found at <http://www.fema.gov/pdf/emergency/nrf/nrf-esf-14.pdf>.

*NOTE: Detailed information on Local and State Recovery Processes is provided in the State Disaster Recovery Guidebook, Part I – Overview.*

**6 City Recovery Functions****6.1 Damage Assessment**

Damage assessment is conducted in two phases: initial damage assessment and secondary damage assessment. The initial assessment, a Planning Section responsibility, provides supporting information for the disaster declaration and is the responsibility of the City. The secondary damage assessment is an in-depth analysis of long-term effects and costs of the emergency and is performed with the combined efforts of local, State, and Federal agencies and the American Red Cross.

**6.1.1 Windshield Surveys**

During the initial phase of an event with widespread property damage (such as windstorm, earthquake, etc.) normal communication links may not exist. It is important to get an account of the damage as soon as possible to prioritize resource assignments.

As appropriate after an event, units from appropriate agencies may begin a process called “windshield surveys.” Windshield Surveys consists of response agency units driving throughout the City in a systematic manner to survey predetermined high-priority facilities. When damage is discovered, a description of the situation is to be reported. The goal is to get a quick overview of the entire situation and then assign resources to the priority situations.

**6.1.2 Initial Damage Assessment**

During an emergency or disaster, local governments conduct a quick initial assessment of damages and impacts, sometimes as part of a request for State or Federal resources to augment local ones. The Emergency Manager coordinates

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this assessment and usually assigns some Initial Damage Assessment responsibilities to other departments of local government.

The IDA evaluates the damages and costs related to a disaster, the impact of the disaster on the community, and which State, Federal, or volunteer agency programs might be appropriate for providing needed assistance. With respect to Federal assistance, a determination during the IDA of the extent of affected homes, businesses, and public facilities assists State officials in determining whether they need to follow up with other damage or impact assessments, including perhaps a PDA for Individual Assistance, Public Assistance, or both.

As soon as it can safely be done during or following the event, local officials should complete the IDA Summary Report Form and forward it to the County. The County should then forward the completed form to OEM.

Table RS-1 below outlines the City’s priorities for damage assessment.

**Table RS-1 – City of Sandy Damage Assessment Priorities**

Priority #1	Public Safety and Restoration of Vital Services
Emergency Operations	EOC Fire District Police Department facilities
Hazardous Industries	Hazardous occupancy industry Natural gas pipelines Electrical power stations and other like facilities
Utilities & Transportation Infrastructure	Sanitary sewer Storm and water lines Bridges and overpasses
Medical Facilities	Mass care and shelter facilities Medical clinics
Other Vital Public Services	Schools and other public facilities Food suppliers Other major businesses
<i>Note: Each facility should be analyzed on structural integrity, safety, functional capability, and estimated costs to repair or replace.</i>	
Priority #2	Assessment of Damage to Support Emergency or Major State or Emergency Declaration
	Multi-family complexes Single-family residences Other businesses

**6.1.3 Secondary Damage Assessment**

The initial damage assessment should provide the basis for subsequent assessment activities. Secondary Damage Assessments most often occur during the recovery

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phase after initial response activities have taken place. Finance Section personnel should be able to perform the tasks outlined below.

- Identify damaged facilities and lead State and Federal damage assessment teams to them.
- Document expenditures in response to events for which a declaration has been requested. The State of Oregon standard for cost estimating is contained in the State Forestry Fire Plan. If the City can document actual costs, these should be used to develop accurate cost estimates.
- If the Finance Section is not staffed, the City Manager(or designee) will coordinate this activity.

The City Department of Public Works will provide personnel to lead damage assessment teams. Volunteers may be trained and can be expected to lead damage assessment teams for Priority #2 Initial Damage Assessments. Additional support may be available from the County.

*See the State Disaster Recovery Guidebook, Part I – Overview for more detailed information on damage assessment.*

**6.2 Public Assistance**

Requests for Public Assistance for the City will be coordinated with County Emergency Management.

**6.2.1 Eligible Entities and Projects**

Eligible applicants under the Public Assistance Program are units of local government, State agencies, organizations and agencies of native peoples, and private nonprofit organizations that meet certain criteria.

To be eligible for assistance, a project must result from a Presidentially declared emergency or major disaster, must lie within the designated disaster area, must be the responsibility of an eligible applicant, and must not fall within the authority of another Federal agency.

**6.2.2 Request for Public Assistance**

Applicants notify FEMA of their intent to apply for public assistance by filing a Request for Public Assistance (Request) form. The form outlines general information identifying the applicant, including the applicant's name, address, and primary and secondary contacts. If the applicant is unable to submit the Request to OEM at the Applicants' Briefing, the applicant must submit the form within 30 days of the date of designation of the County for Public Assistance. An applicant need not wait until all damage is identified before requesting assistance.

Federal and State personnel will review each Request to ensure applicant eligibility. Once a Request has been submitted, the project formulation process

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can begin. Project formulation is the process of documenting the eligible facility, the eligible work, and the eligible cost for damaged projects.

### 6.3.3 Steps to Obtain Disaster Assistance

There are five primary steps to obtaining public disaster assistance:

- 1) A Request is submitted by the applicant.
- 2) A Public Assistance Coordinator (PAC) is assigned to each applicant.
- 3) The applicant presents a list of damages to the PAC at the Kickoff Meeting. This list is the basis for building Project Worksheets. The applicant then has 60 days from the date of the Kickoff Meeting to report or identify damages to FEMA.
- 4) The PAC and State staff work with the applicant/subgrantee to identify any special considerations, ensure that all damage and emergency work costs are identified, and that the scope-of-work on Project Worksheets is eligible and complete.
- 5) Upon approval of Project Worksheets, the funds are obligated to OEM, who is the grantee and will disburse Public Assistance funds to the subgrantee. Federal funds for small projects will be disbursed after approval, and Federal funds for large projects will be disbursed as work is accomplished.

*See the State Disaster Recovery Guidebook, Part IV – Programs Which Assist Public Agencies for more detailed information on public assistance.*

## 6.3 Individual Assistance

Individual Assistance programs strive to meet the disaster-related needs of individuals and families while utilizing disaster assistance resources as efficiently as possible. Disaster recovery officials especially strive to avoid duplication of benefits. Efficient use of recovery resources is also aided by providing assistance through a sequence of programs. Those with serious unmet disaster-related needs proceed through each step until all avenues, public and private, have been explored to meet those needs.

### 6.3.1 Insurance

Claims should be made in accordance with appropriate insurance policies in effect for the hazard that caused the disaster. Disaster assistance programs are not a replacement for proper insurance, nor can any disaster assistance program provide cost recovery for those affected by disaster as good as that provided by insurance. Moreover, most natural disasters that affect an individual or family are not widespread enough to result in the implementation of Federal disaster assistance programs. Hence, in most cases, insurance and voluntary agency assistance are the only avenues for helping families and individuals to recover.

**FA 4. Recovery Strategy****6.3.2 Voluntary Agency Assistance**

Many voluntary agencies provide disaster recovery assistance to individuals and families. Like insurance, voluntary agencies should be viewed as having resources that are utilized prior to governmental disaster assistance programs. In cases for which there is a Presidential declaration, access to some voluntary agency assistance may be gained at or through DRCs. Most voluntary agency assistance is intended to meet immediate disaster-related needs such as shelter, food, clothing, health and medical care (including counseling and mental health assistance), essential household furnishings, bedding, transportation, and sometimes temporary assistance to rent housing.

*See Appendix D – Typical Individual Assistance Programs for additional individual assistance programs.*

**6.3.3 Disaster Recovery Centers**

Local, State, and Federal entities will:

- If individual assistance is authorized, establish a local disaster recovery assistance center to assist qualified citizens with filing claims for financial or housing assistance.
- If public assistance is authorized, dispatch assessors to develop, in coordination with local representatives, disaster survey reports for public damage and response costs.
- Provide technical assistance and advice regarding recovery and mitigation activities to both citizens and public agencies, as appropriate.
- Coordinate public information and assistance activities with the EOC Public Information Officer and keep local authorities informed of assistance provided to residents, businesses, and local entities.

Identify and coordinate with State and Federal agencies regarding a location for the DRC.

*See the State Disaster Recovery Guidebook, Part II – Programs Which Assist Families and Individuals for more detailed information on individual assessment.*

**7 Supporting Plans and Procedures**

- County Emergency Operations Plan
  - ESF 14 – Long-Term Recovery
  - SA C – Damage Assessment
- State of Oregon Disaster Recovery Guidebook

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**8 Appendices**

- Appendix A      Damage Assessment Materials
  - A-1            Initial Damage Assessment Checklist
  - A-2            Preliminary Damage Assessment Checklist
  - A-3            Initial Damage Assessment Summary Report Form
- Appendix B      Public Assistance Materials
- Appendix C      Individual Assistance Materials
  - C-1            Disaster Recovery Center Requirements Checklist
  - C-2            FEMA DRC Requirements Worksheet
- Appendix D      Typical Individual Assistance Programs



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**Appendix A      Damage Assessment Materials**

- A-1    Initial Damage Assessment Checklist**
- A-2    Preliminary Damage Assessment Checklist**
- A-3    Initial Damage Assessment Summary Report Form**

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**Appendix A-1 Initial Damage Assessment Checklist**

As its name suggests, an IDA is meant to be an *initial* assessment of the damage and impacts caused by the disaster. Do not spend a great deal of time on details at this stage. The IDA only needs to outline enough damage and impacts to the community to bring in the right programs for a closer assessment.

All those using information obtained from an IDA should be cautioned concerning the limitations of the data and should expect variations between this initial assessment and the actual number of applications received should disaster assistance programs be offered.

**General**

The following guidelines should be followed when conducting an IDA:

- Examine and note areas of major damage and damage that is likely to be expensive to repair and mitigate.
- Although insured losses should be noted, do not spend a great deal of time trying to collect detailed insurance information during the IDA. Determining the details of insurance in place is time consuming and unnecessary at this stage. If detailed insurance information is needed, it can be collected during a second assessment, such as the joint PDA.

*Note: An exception to this rule is “small disasters,” which require collecting insurance information during the IDA in order that the Small Business Administration can make a decision on whether or not to dispatch personnel to Oregon to lead a Small Business Administration (SBA) “damage survey.”*

- The Individual Assistance IDA Field Data Collection Form is designed to assist you in conducting the IDA for homes and businesses.
- The Infrastructure (Public Assistance) IDA Data Collection Form may assist you in conducting the IDA for public sector damages.
- Analyze IDA data based on the following questions:
  - Is the damage such that only immediate personal needs (such as food, clothing, accommodation, and transport) exist? If so, these needs can probably be met by volunteer organizations such as the American Red Cross, Salvation Army, Mennonite Disaster Service, and others.
  - Is the damage primarily to the agricultural sector? If so, you may want to ask the State to request U.S. Department of Agriculture assistance.

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- Are the impacts primarily to businesses that have suffered significant damage or other problems that would cause loss of revenue? If so, you may want to ask the state to investigate SBA programs.
- Is the damage primarily to homes? If so, perhaps the State should request SBA assistance or request an Individual Assistance joint PDA.
- Is the damage primarily to publicly owned facilities? If so, perhaps the State should request a Public Assistance joint PDA.

**Whom to Involve**

Since speed and accuracy are essential in obtaining the maximum amount of information in the shortest amount of time, there should be more than one person involved in the IDA process. The Local Emergency Program Manager should assemble a team to assist, including members such as:

- American Red Cross officials: depending on the capabilities of the American Red Cross that serves your area, you may want to ask the American Red Cross to coordinate the IDA effort with respect to homes and to assess the number of persons significantly impacted by the disaster. In some cases, the American Red Cross will have already done so; you may be able to utilize information they have already gathered.
- Building inspectors and tax assessors from local governments, and appraisers from lending institutions or insurance companies, to evaluate buildings, manufactured homes, and businesses.
- City/County engineers, public works officials, utility officials, etc. for an assessment of damages to roads, bridges, other public facilities, and utility systems.
- Hospital and urgent care facility officials for information on injuries and fatalities.
- School district officials to provide school damage figures.
- County health officials for an assessment of disaster effects on community health.
- Officials in charge of levees, drainage systems, private nonprofit and recreational facilities, etc.
- County agent for farm and ranch damage assessment.

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- Water Environmental Services
- Sunrise Water Authority

**Collecting Initial Damage Assessment Data by Telephone Bank**

Local jurisdictions may want to establish a telephone bank to collect IDA information on damage and impacts to homes and businesses. If you decide to utilize the telephone bank approach, work with local media to reach affected individuals, families, and businesses. For each, try to collect at least the following:

- Name of individual, family, or business.
- Address of the damaged or impacted structure.
- Mailing address if different.
- Telephone numbers where the person reporting the damage or impacts can be reached.
- If the damaged structure is a home, is it a primary home or a second home? Is it a rental? If so, count the home twice: once as a home, a second time as a business. Try to obtain the appropriate points of contact for both.
- Is the loss/damage insured?
- Obtain a brief description of, and, if possible, estimated cost associated with the damage or impact; collect only enough information to allow you to categorize the damage as minor, major, or destroyed. Also note homes and businesses that are not damaged but that are directly impacted, such as loss of potable water, loss of septic system, loss of driveway access, etc. Homes meeting this criterion should be noted as “affected habitable”; businesses as “interrupted.”

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**FA 4. Recovery Strategy****Appendix A-2 Preliminary Damage Assessment Checklist**

To prepare for the arrival of State and Federal joint PDA officials, local jurisdictions should do as much of the following as time permits.

**General**

- The Local Emergency Program Manager should coordinate the PDA or designate a PDA Coordinator. The person in this position should have a working knowledge of the PDA process and forms, and thorough familiarity with local geography, government officials, and public facilities.
- Line up appropriate officials who will become the local government representatives on the joint PDA teams. For Individual Assistance, consider assessors, building department inspectors, etc. For Public Assistance, consider building department inspectors, road department engineers and technicians, bridge engineers, etc.
- Prepare maps that note the locations and nature of the damage.
  - Delineate any areas where the damage is primarily to homes, businesses, and agricultural land.
  - Indicate the location of each damaged public facility and the government agency responsible for its care.
  - Mark the location of sites where disaster-related costs were incurred.
  - If possible, all damage sites should be identified by local officials before State/Federal inspectors arrive.
- On the same maps, indicate the best routes of travel, accounting for roads and bridges that are out of service due to the disaster, and methods for efficient routing such as travel "loops" likely to be taken by the joint PDA teams.
- Also on the maps, indicate areas where major utilities are still out of service, areas with septic tanks or wells, areas that are still experiencing the effects of the disaster, and health and safety hazards such as hazardous materials spills, biological hazards, downed power lines, etc.
- If possible, provide photographs of damage sites to State and Federal inspectors.
- Assemble and briefly summarize information on the resources committed by the jurisdiction in responding to the disaster. Be sure to



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include the time commitment, overtime, etc. of City staff who have been involved.

- Ask everyone involved in the joint PDA to look for ways of rebuilding damaged structures to lessen damage and hardship next time; provide these ideas to the hazard mitigation PDA teams.
- Set up a joint PDA team support facility that includes:
  - Tables and chairs.
  - Displays, such as maps, chalk boards, dry erase boards, flip charts, bulletin boards, etc.
  - Telephones and telephone directories.
  - Copies of the Oregon Blue Book.
  - One or more photocopiers.
  - Availability of drinking water, coffee, etc.
  - Restrooms.
  - If available and appropriate, your EOC can serve as the joint PDA team support facility.
- Arrange for a facility to conduct the joint PDA public official and team briefings such as a courtroom, public auditorium, lecture hall, etc.
- Be prepared to provide high clearance vehicles for the use of the teams; these vehicles should be driven by the local representative and should comfortably seat up to five people.
- If necessary, assist State and Federal joint PDA team members to find lodging and meals during their stay in the disaster area.

**Individual Assistance**

- Develop a written summary of the impacts of the disaster that answers the following questions:
  - Have there been injuries or deaths? Are persons missing?
  - Are families isolated due to the disaster?
  - Are public health and safety significantly compromised?
  - Is debris on private property a health and safety hazard? Does it prevent access to homes?

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- Are services such as medical care, schools, mail delivery, public transportation, communication, etc. significantly affected?
  - Are utilities out of service, e.g., electricity, gas, water, sewer, drainage systems, dikes, etc.? When will service be restored? Are outages widespread or concentrated in one area?
  - Were many private vehicles destroyed?
  - Is there increased unemployment due to the disaster?
- Gather and assemble the following information about the area(s) affected by the disaster:
- Which affected areas are urban, suburban, or rural? Commercial? Industrial? Delineate these areas on the teams' maps.
  - What was the area's economic base and condition prior to the disaster?
  - What was the pre-disaster market value of homes in the disaster area(s)? Be prepared to provide dollar ranges to fit "high," "medium," and "low" categories.
- Ask the American Red Cross to make available any information they have collected during their "windshield" and "on-site detailed" damage assessments.
- Work with OEM and FEMA to obtain information regarding insurance coverage in the disaster areas. FEMA will conduct some of this research from their regional office.
- What resources are available in the area to provide temporary housing for displaced persons? Vacant rental homes, mobile homes, or apartments?
- If flooding occurred, make estimates for the team about water depths and velocities and the duration of flooding. Was the water contaminated with chemicals? Sewage? Other?
- Assign local, State, Federal, and volunteer agency officials to each team; have each team cover both dwellings and businesses in a geographic area.
- Dispatch teams to their areas; have each team report back into the central PDA support facility periodically by radio or telephone. Some teams may cover ground more quickly than others. If so, you may

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want to reassign one or more geographic areas to a team or teams likely to finish before others.

**Public Assistance**

- Develop a written description of the impacts of the disaster on local government, including:
  - Population served by the local government.
  - Budget balance before and after the disaster.
  - Capability of local government to deal with the interruption or loss of essential public services, continuing public health and safety problems, and the loss of public facilities, equipment, materials, etc.
  - Public service impacts that will continue without Federal assistance, including deferral of permanent repairs, reductions in ongoing services, delays in planned capital improvements, continued isolation of families or communities, etc.
- If the time the joint PDA will begin has been well established, go make appointments for the team at sites where the damage or the impact of the damage is greatest.
- In lieu of making appointments, develop a list of contacts for each damage site, including telephone numbers and times when they are easiest to reach.
- Ensure that local government representatives designated to serve on joint PDA teams have knowledge of repairs already made and repairs needing to be made, as well as a knowledge of the location of damage sites.
- Be prepared to provide State and Federal officials a detailed cost breakdown of labor, equipment, materials, and supplies for all completed work, including work completed through contracts with private-sector companies. While a variety of forms can be used to summarize these items, the format chosen must document “who, what, when, where, and how.”
- Be prepared to describe which sites will be repaired or reconstructed by contract, and those which will be repaired by local forces. If a contractor's estimate has been received, make it available to State and Federal inspectors.
- If damaged facilities are to be rebuilt to conform with new codes, specifications, or standards, be prepared to provide inspectors with

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copies of the specifications, local resolutions, ordinances, etc. that are required in upgrading of the facilities.

- Time permitting: Using as many “Infrastructure (Public Assistance) IDA Field Data Collection Forms” as necessary, develop a list of work performed and facilities damaged as a direct result of the disaster. Estimate the cost of repair or restoration of damaged public facilities. Be sure to include both work that has been completed and that which has not. Organize the information by category-of-work.
- Assign local, State, and Federal officials to each team; have each team cover a geographic area.
- Dispatch the teams to their areas; have each team report back to the central PDA support facility periodically by radio or telephone. Some teams may cover ground more quickly than others. If so, you may want to reassign one or more geographic areas to a team or teams likely to finish before the others.

**Hazard Mitigation**

- Think of the joint PDA as an opportunity to quickly identify hazard mitigation opportunities before much of the permanent repair work has been accomplished.
- Talk with the people who helped you to accomplish the IDA about any hazard mitigation opportunities they discovered during the IDA; provide this information to the State and Federal inspectors (FEMA and SBA).
- Resources permitting, assign a local representative to join FEMA and OEM hazard mitigation staff assigned to accomplish the hazard mitigation portion of the joint PDA. Assemble as many teams as appropriate and as resources permit; often, there will be only one hazard mitigation PDA team per local jurisdiction.

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**Appendix A-3 Initial Damage Assessment Summary Report Form**

Electronic copies of the following damage assessment forms can be found at [http://www.oregon.gov/OMD/OEM/fin\\_rec/section\\_b\\_form.shtml](http://www.oregon.gov/OMD/OEM/fin_rec/section_b_form.shtml).

- Individual Assistance Initial Damage Assessment Field Data Collection Form
- Estimated Disaster Economic Injury Worksheet for Businesses
- Infrastructure (Public Assistance) Initial Damage Assessment Field Data Collection Form - Instructions for form are attached (Excel Spreadsheet)
- Individual Assistance IDA and PDA Calculation and Summary Form
- Initial Damage Assessment Summary Report Form (Excel Spreadsheet)
- Individual Assistance Joint PDA Team Assignments
- Joint Preliminary Damage Assessment (PDA) Individual Assistance Field Form (Adapted from FEMA Form 76-39)
- Public Assistance Preliminary Damage Assessment Site Estimate (Joint FEMA-OEM Form adapted from a FEMA Form)
- Public Assistance Preliminary Damage Assessment Summary (FEMA Form 90-80)

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**Appendix B      Public Assistance Materials**

Electronic copies of the following public assistance materials can be found at <http://www.fema.gov/government/grant/pa/forms.shtm>.

- Request for Public Assistance (FF90-49)
- Hazard Mitigation Proposal (FF90-61)
- Project Worksheet (FF90-91)
- PW-Damage Description and Scope of Work Continuation Sheet (FF90-91A)
- PW-Cost Estimate Continuation sheet (FF90-91B)
- PW-Maps and Sketches Sheet (FF90-91C)
- PW-Photo Sheet (FF90-91D)
- Validation Worksheet (FF90-118)
- Project Validation Form (FF90-119)
- Special Considerations Questionnaire (FF90-120)
- PNP Facility Questionnaire (FF90-121)
- Historic Review for Determination of Adverse Effect (FF90-122)
- Force Account Labor Summary Record (FF90-123)
- Materials Summary Record (FF90-124)
- Rented Equipment Summary Record (FF90-125)
- Contract Work Summary Record (FF90-126)
- Force Account Equipment Summary Record (FF90-127)
- Applicant's Benefit Calculation (FF90-128)



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**Appendix C Individual Assistance Materials**

**C-1 Disaster Recovery Center Requirements Checklist**

**C-2 FEMA DRC Requirements Worksheet**

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**Appendix C-1 Disaster Recovery Center Requirements Checklist  
General Information**

DRCs are sited only in jurisdictions where the need exists, and local officials request them. There is no State or Federal reimbursement for costs associated with use of the building selected (e.g., rent and utility costs).

Local officials must be willing to provide security at the facility during daily operations. DRCs may be open for as short as a few days and as long as a few weeks. Site selection for DRCs is a joint local, State, and Federal responsibility. This process is facilitated when local officials have prepared ahead of time and identified buildings that could serve as DRCs.

**Required**

The following should be considered in identifying possible facilities to serve as DRCs:

- The building must be large enough for the needs of the situation (number of agencies and clients anticipated in the DRC). This may vary from as few as 1200 square feet to more than 4500 square feet. Consequently, it is advisable to identify a variety of buildings of different sizes in different locations within your jurisdiction.
- Sufficient tables and chairs for the needs of the situation should be readily available (in the facility, or easily moved to the facility). Each agency working at the facility will need at least one table and five chairs.
- The building must have heat, electricity, good lighting, potable water, rest rooms, and adequate parking.
- Appropriate emergency medical support should be quickly available to the building.
- Appropriate fire protection should be readily available.
- Access to and through the building must be barrier-free for disabled persons. (DRCs must meet Americans with Disabilities Act requirements and have a certification to that effect from the local building official on file prior to the disaster.)
- The building owner must be willing to allow FEMA and the SBA to install telephone lines.

**FA 4. Recovery Strategy****Preferred**

- The public should generally be familiar with the building.
- The building should be proximate to most of the affected population. Travel time should be reasonable for most of the people affected by the disaster. Public transportation should be available, if possible.
- Custodial support should be available at the facility.
- An indoor waiting area near the entrance to the building is helpful.
- Bilingual support should be available, if appropriate.
- Childcare is a useful addition if it can be provided at the facility.
- Local officials should be prepared to help provide supplies, such as trash cans, writing pads, pencils, local telephone directories, maps of the disaster area(s), string, masking tape, etc.

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Appendix C-2 FEMA DRC Site Requirements List

FEMA DRC SITE REQUIREMENTS WORKSHEET

The following is the worksheet that FEMA uses to evaluate potential DRC facilities:

<b>Date site evaluated:</b>	<b>Primary or secondary site (circle one)</b>	
<b>Site address:</b>	<b>County name:</b>	
<b>Site contact/telephone number:</b>	<b>City name:</b>	
<b>After hours contact/telephone:</b>	<b>County E.M. Director/telephone:</b>	
<b>Site accessible hrs:</b>	<b>Site keys: location and who has them?</b>	
<b>days:</b>		
<b>DRC SITE REQUIREMENTS</b>	<b>YES/NO</b>	<b>COMMENTS</b>
<b>Proximate to affected area(s)?</b>		
<b>Parking adequate? (preferably 40 spaces or more, but no fewer than 20 spaces)</b>		
<b>Electricity, water, lighting adequate?</b> <ul style="list-style-type: none"> <li>- adequate power available for fax machines and computers?</li> <li>- water system functioning?</li> <li>- emergency lighting system available?</li> <li>- exterior lighting available?</li> </ul>		
<b>Secure, safe, and sanitary facility?</b> <ul style="list-style-type: none"> <li>- building sound, of good construction, and non-leaking condition?</li> <li>- electric wiring in sound condition or sealed off from contact with staff and clients? (no exposed wiring - no missing receptacle cover plates or damaged receptacles)</li> <li>- sprinkler system operating or fire extinguishers available?</li> <li>- dry floors with no holes or other obstructions?</li> <li>- heating and/or cooling system(s) verified as inspected and functioning properly?</li> <li>- restrooms functional or portable units available?</li> <li>- adequate ventilation of working area?</li> <li>- can doors be locked?</li> <li>- are windows secure?</li> <li>- parking lot lighted/safe for staff and clients to walk to their cars?</li> </ul>		
<b>Lease or use agreement?</b>		
<b>Agreement between county/city officials?</b>		
<b>Building is handicap accessible?</b> <ul style="list-style-type: none"> <li>- adequate handicap parking?</li> <li>- ramp for wheelchair (if necessary)?</li> <li>- doorways wide enough to accommodate wheelchair?</li> <li>- restrooms handicapped accessible, including wheelchair?</li> </ul>		
<b>Space required: (1,200 sq. ft. minimum)</b>		
<b>Existing telephones available to FEMA? Number?</b>		
<b>Incoming telephone cable capacity?</b> <ul style="list-style-type: none"> <li>- number of pairs feeding the facility and cable type?</li> <li>- pre-existing service and telephone or circuit numbers?</li> <li>- contact local telephone company to verify availability of circuits to support minimum of 16 phone lines</li> <li>- Verify that inside wiring can be easily accomplished. Existing cabling may not be reliable. Insure that access to areas including ceilings, telephone rooms, and crawl spaces is available.</li> </ul>		
<b>Tables and chairs available to FEMA? Number? (minimum 15 tables, 60-75 chairs)</b>		
<b>Fax available to FEMA?</b> <ul style="list-style-type: none"> <li>- number of faxes: _____</li> <li>- make/model #: _____</li> <li>(identify for each in comments)</li> </ul>		
<b>Janitorial and trash pickup services? Frequency?</b>		
<b>Crowd control devices such as ropes, cones, etc.?</b>		

FA 4. Recovery Strategy

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FA 4. Recovery Strategy

**Appendix D – Typical Individual Assistance Programs**

Typical Individual Assistance Programs
<p><b>HUMANITARIAN SERVICE GROUPS</b>                      (e.g., American Red Cross, Church Groups, Voluntary Organizations, Community Service Groups)</p> <p><b>Funded by:</b> Agency or group</p> <p><b>Administered by:</b> Agency or group at temporary or permanent locations</p> <p><b>Details:</b> These services can be requested by individuals or by local or state officials. Services provided include immediate emergency aid, such as clothing, food, medical assistance, shelter, cleanup help, transportation, furniture, and medical supplies</p>
<p><b>EMERGENCY FOOD STAMP PROGRAM</b></p> <p><b>Funded by:</b> Food and Nutrition Services (U.S. Department of Agriculture [USDA])</p> <p><b>Administered by:</b> State Department of Social and Health Services (DSHS)</p> <p><b>Details:</b> This program provides food coupons to qualified disaster victims. It requires a request to the USDA by the DSHS, based on request to the DSHS by State Emergency Management in coordination with local Emergency Management.</p>
<p><b>INSURANCE ASSISTANCE</b></p> <p><b>Administered by:</b> American Insurance Association, Federal Emergency Management Agency, and National Flood Insurance Program</p> <p><b>Details:</b> This program provides counseling regarding insurance problems or questions.</p>
<p><b>CONSUMER PROTECTION</b></p> <p><b>Administered by:</b> State Attorney General’s Office</p> <p><b>Details:</b> This program provides counseling regarding consumer problems, such as non-availability of products and services needed for reconstruction, price gouging, and disreputable business concerns and practices. It may involve coordination with the Insurance Commissioner and/or legal counsel.</p>



FA 4. Recovery Strategy

Typical Individual Assistance Programs
<p><b>CRISIS COUNSELING</b></p> <p><b>Administered by:</b> Clackamas County Health, Housing and Human Services</p> <p><b>Details:</b> This program is available only after a special request by the Governor and approved by the Federal Emergency Management Agency. It provides referral services and short-term counseling for mental health problems caused or aggravated by a disaster.</p>
<p><b>INDIVIDUAL AND FAMILY GRANT PROGRAM</b></p> <p><b>Funded by:</b> 75% Federal, 25% State</p> <p><b>Administered by:</b> State Emergency Management</p> <p>This program is intended to provide assistance to individuals and families to help them meet disaster-related necessary expenses and serious needs for which other assistance is either unavailable or inadequate. It is not intended as a replacement for an insurance program.</p>
<p><b>TEMPORARY HOUSING PROGRAM</b></p> <p><b>Funded by:</b> 100% Federal</p> <p><b>Administered by:</b> Federal Emergency Management Agency</p> <p><b>Details:</b> This program provides financial assistance or government-owned dwellings, if available, for those whose primary residences are uninhabitable due to a disaster.</p>
<p><b>DISASTER LOANS</b></p> <p><b>Funded by:</b> U.S. Small Business Administration</p> <p><b>Administered by:</b> U.S. Small Business Administration</p> <p><b>Physical Disaster Loans</b> - Low-interest loans to individuals for repair, replacement, or rehabilitation of owner-occupied primary residences or personal property loss for renters.</p> <p><b>Business Loans (Physical Disaster Loans)</b> - Low-interest loans to businesses for repair, replacement, or rehabilitation of disaster-damaged property.</p> <p><b>Economic Injury Disaster Loans</b> - For businesses suffering economic loss as a result of a single sudden physical event of catastrophic nature. The Small Business Administration’s maximum loan is \$500,000. Funds can be used for indebtedness and operating expenses.</p>

FA 4. Recovery Strategy

Typical Individual Assistance Programs
<p><b>EMERGENCY LOANS, FARMERS HOME ADMINISTRATION</b></p> <p><b>Administered by:</b> U.S. Department of Agriculture</p> <p><b>Details:</b> This program provides low-interest loans to farmers, ranchers, and agricultural operators (either tenant-operator or owner-operator) for physical and production losses. Loans may also be used to repair or replace farm property and supplies or for repayment of farm operating debts incurred during the disaster year. Loans may also be available if approved by the USDA, following a governor’s request.</p>
<p><b>DISASTER UNEMPLOYMENT ASSISTANCE</b></p> <p><b>Funded by:</b> Federal Emergency Management Agency</p> <p><b>Administered by:</b> U.S. Department of Labor through the State Employment Security Department</p> <p><b>Details:</b> This program provides weekly benefit payments to those out of work due to a disaster, including self-employed persons, farm workers, farm and ranch owners, and others not normally covered under regular unemployment insurance programs.</p>
<p><b>TAX ASSISTANCE</b></p> <p><b>Administered by:</b> Internal Revenue Service and Tax Information for Indian Tribal Governments</p> <p><b>Details:</b> This program provides counseling and assistance in the form of income tax rebates to disaster victims who file income tax returns during the year of the disaster or during any of the three previous years. These earlier returns may be amended to receive an immediate tax rebate for non-insured casualty losses to homes, personal property, businesses, or farming/ranching operations. Benefits may also result from filing amended state income tax returns.</p>
<p><b>SOCIAL SECURITY BENEFITS</b></p> <p><b>Funded by:</b> Social Security Administration</p> <p><b>Administered by:</b> Social Security Administration</p> <p><b>Details:</b> This program provides assistance to annuitants with address changes and expedited check delivery. Assistance in applying for disability, death, survivor benefits, and Social Security Insurance payments.</p>

FA 4. Recovery Strategy

Typical Individual Assistance Programs
<p><b>VETERAN’S BENEFITS</b></p> <p><b>Funded by:</b> Veterans Administration (VA)</p> <p><b>Administered by:</b> Veterans Administration</p> <p><b>Details:</b> This program provides assistance in applying for VA death benefits, pensions, insurance settlements, and adjustments to VA-insured home mortgages. VA representatives will also record address changes, if necessary.</p>
<p><b>LEGAL SERVICES</b></p> <p><b>Administered by:</b> Federal Emergency Management Agency</p> <p><b>Details:</b> This program provides free legal counseling to low-income persons for disaster-related problems. May include replacing legal documents, transferring titles, contracting problems, will probates, and insurance problems.</p>

# 1

## IA 1 – Earthquakes/ Seismic Activity

IA 1. Earthquakes/Seismic Activity

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IA 1. Earthquakes/Seismic Activity

NOTE: This annex also includes landslides as a secondary hazard.

An earthquake of 5 or greater on the Richter Scale may or may not cause widespread damage, but either way it is a situation that would warrant activating the EOC to better coordinate the flow of information and damage assessment.

Initially, the lead agencies for earthquake response will be the Sheriff’s Department and the Fire Service. After the initial assessment to determine the extent of damage, injury, and loss of life has been accomplished, the ICS/Operations section lead may transition to the fire service. As emergency response transitions from rescuing casualties to recovery of deceased victims, the Road Department may be expected to assume the role of lead department in the ICS/Operations section for the City’s earthquake response. The Road Department’s efforts in this response and early recovery phase of the disaster are likely to concentrate on reestablishing public infrastructure facilities.

Earthquake/Seismic Activity Checklist

Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Continue to maintain and revise, as needed, applicable response plans pertaining to earthquakes and other seismic activity, including the EOP and supporting procedures and plans.	
	<input type="checkbox"/> Pre-designate evacuation routes and alternate routes for areas vulnerable to earthquakes.	
	<input type="checkbox"/> Conduct pre-incident planning for sheltering and evacuation related to earthquakes.	
	<ul style="list-style-type: none"> <li>- Prepare map(s) and script to be used on local television station(s) for emergency broadcast. Include release instructions.</li> </ul>	
	<ul style="list-style-type: none"> <li>- Prepare radio messaging to be used by local radio stations for emergency broadcast.</li> </ul>	
	<input type="checkbox"/> Have personnel participate in necessary training and exercises, as needed.	
	<input type="checkbox"/> Participate in earthquake preparedness activities, seeking understanding of interactions with participating agencies in an earthquake scenario.	
	<input type="checkbox"/> Ensure that emergency contact lists are updated, and establish a pre-event duty roster allowing for 24/7 operational support for the County and City EOCs.	
	<input type="checkbox"/> Ensure that earthquake response equipment and personnel inventories are updated. Test and maintain response and communications equipment. Keep a stock of necessary response supplies.	
	<input type="checkbox"/> Inform the Emergency Management Director of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of firefighting equipment, etc.).	
	<input type="checkbox"/> Work with the planning department and local planning commissions to establish appropriate infrastructure protection measures in landslide-prone areas.	
	<ul style="list-style-type: none"> <li>- Implement seismic inspection procedures on a regular basis and incorporate improvements to structures, while also updating appropriate mitigation plans.</li> </ul>	

IA 1. Earthquakes/Seismic Activity

Earthquake/Seismic Activity Checklist

Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Provide public safety information and educational programs regarding emergency preparedness and response.	
	<input type="checkbox"/> Activate the EOP when earthquake and/or seismic incidents pose threats.	
	<input type="checkbox"/> Activate the appropriate EOCs and establish Incident Command. For larger events that cross multiple jurisdictions, establish a Unified Command. The City and/or the County EOC may be staffed. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator, and management support positions will most likely be needed.	
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support.	
	<input type="checkbox"/> Ensure that action is taken to protect personnel and emergency equipment from possible damage by earthquake, remaining cognizant of aftershocks.	
	<input type="checkbox"/> Develop work assignments for ICS positions ( <i>recurring</i> ).	<i>ICS Form 203: Organization Assignment List</i>
	<input type="checkbox"/> Notify supporting agencies. <ul style="list-style-type: none"> <li>- Identify local, regional, State, and Federal agencies/entities that may be able to mobilize resources to support local response efforts and EOC staffing.</li> </ul>	
	<input type="checkbox"/> Determine the type, scope, and extent of the incident ( <i>recurring</i> ). Verify reports and obtain estimates of the area that may be affected. Obtain information regarding status of impacts within the jurisdiction. <ul style="list-style-type: none"> <li>- Notify command staff, support agencies, adjacent jurisdictions, ESF leads/coordinators, and liaisons of any situational changes.</li> </ul>	<i>ICS Form 209: Incident Status Summary.</i>
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes. <ul style="list-style-type: none"> <li>- Dedicate time during each shift to preparing for shift change briefings.</li> </ul>	<i>Incident Action Plan</i>
	<input type="checkbox"/> Confirm or establish communications links among local and County EOCs, other Agency Operations Centers, and the State ECC. Confirm operable phone numbers and verify functionality of alternate communications resources.	
	<input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, regional, Tribal, State, and Federal agencies/entities that may be affected by the incident. Notify them of the status.	<i>Established emergency contact lists maintained at the EOC</i>
	<input type="checkbox"/> Manage and coordinate interagency functions. Providing multi-agency coordination is the primary goal. Assimilate into a Unified Command structure if the scope of the incident so dictates.	
	<input type="checkbox"/> Implement local plans and procedures for earthquake operations. Ensure that copies of all documents are available to response personnel. Implement agency-specific protocols and SOPs.	<i>Local, agency, and facility-specific Standard Operating Procedures</i>
	<input type="checkbox"/> Conduct and obtain current damage reports and determine the affected area ( <i>recurring</i> ).	

**RESPONSE PHASE**

IA 1. Earthquakes/Seismic Activity

Earthquake/Seismic Activity Checklist

Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Determine the need to conduct evacuations and sheltering activities ( <i>recurring</i> ). Evacuation activities will be coordinated among County ESF 1 – Transportation, ESF 5 – Emergency Management, ESF 6 – Mass Care, Housing, and Human Services, and ESF 15 – Public Information and External Affairs.	
	<input type="checkbox"/> Determine the need for additional resources and request them as necessary through appropriate channels ( <i>recurring</i> ).	
	<input type="checkbox"/> Submit a request for emergency/disaster declaration, as applicable.	
	<input type="checkbox"/> Activate mutual aid agreements. Activation includes placing backup teams on standby and alerting resource suppliers of both potential and current needs.	
	<input type="checkbox"/> Coordinate resource access, deployment, and storage in the operational area. Resources to coordinate include equipment, personnel, facilities, supplies, procedures, and communications. Track resources as they are dispatched and/or used.	<i>ICS Resource Tracking Forms</i>
	<input type="checkbox"/> Develop plans and procedures for registering mutual aid and other first responders as they arrive on the scene and receive deployment orders.	
	<input type="checkbox"/> Establish a JIC and designate a lead PIO for the jurisdiction.	
	<input type="checkbox"/> Formulate emergency public information messages and media responses utilizing “one message, many voices” concepts ( <i>recurring</i> ).	
	- Public information will be reviewed by the IC (or designee). Information will be approved for release by the IC and lead PIO prior to dissemination to the public.	
	<input type="checkbox"/> Record all EOC and individual personnel activities ( <i>recurring</i> ). All assignments, person(s) responsible, and actions taken should be documented in logbooks.	<i>EOC Planning Section job action guide, ICS Form 214 – Unit Log</i>
	<input type="checkbox"/> Record all incoming and outgoing messages ( <i>recurring</i> ). All messages, and the names of those sending and receiving them, should be documented as part of the EOC log.	
	<input type="checkbox"/> Develop and deliver situation reports ( <i>recurring</i> ). At regular intervals, the IC/EOC Manager and staff will assemble a situation report.	
	<input type="checkbox"/> Develop and update the IAP ( <i>recurring</i> ). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement objectives and tasks outlined in the IAP ( <i>recurring</i> ).	
	<input type="checkbox"/> Coordinate with private sector partners, as needed.	
	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage accrued during response activities are communicated to the IC and/or the Safety Officer.	



IA 1. Earthquakes/Seismic Activity

**Earthquake/Seismic Activity Checklist**

Phase of Activity	Action Items	Supplemental Information
<b>RECOVERY/ DEMOBILIZATION PHASE</b>	<input type="checkbox"/> Ensure an orderly demobilization of emergency operations in accordance with current demobilization plans.	
	<input type="checkbox"/> Once the threat to public safety is eliminated, conduct and/or coordinate cleanup and recovery operations.	
	<input type="checkbox"/> Activate, if necessary, the appropriate recovery strategies and COOP/COG plans.	
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> Conduct a post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	
	<input type="checkbox"/> Deactivate/demobilize EOCs, Agency Operations Centers, and command posts.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	
	<input type="checkbox"/> Revise any applicable emergency response plans based on the success stories and/or lessons learned during the response.	
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	

# 2

## **IA 2 – Severe Weather (including Landslides)**

**IA 2. Severe Weather (including Landslides)**

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IA 2. Severe Weather (including Landslides)

Severe Weather Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Continue to maintain and revise, as needed, applicable response plans pertaining to severe weather and landslides, including the City EOP and supporting procedures/plans.	
	<input type="checkbox"/> Monitor weather and flood reports.	
	<input type="checkbox"/> Pre-designate evacuation routes and alternate routes for areas vulnerable to landslides or other hazards relating to severe weather.	
	<input type="checkbox"/> Conduct pre-incident planning for sheltering and evacuation related to severe weather and landslides.	
	<ul style="list-style-type: none"> <li><input type="checkbox"/> <ul style="list-style-type: none"> <li>■ Prepare map(s) and scripts for use by local television station(s) during emergency broadcasts. Include release instructions.</li> </ul> </li> <li><input type="checkbox"/> <ul style="list-style-type: none"> <li>■ Prepare radio messages for use by local radio stations during emergency broadcasts. Include release instructions.</li> </ul> </li> </ul>	
	<input type="checkbox"/> Have personnel participate in necessary training and exercises, as determined by City Emergency Management in coordination with lead agencies and coordinators.	
	<input type="checkbox"/> Participate in City and County severe weather and landslide preparedness activities, seeking understanding of interactions with participating agencies in a severe weather scenario.	
	<input type="checkbox"/> Ensure that emergency contact lists are updated and establish a pre-event duty roster allowing for 24/7 operational support for the City EOC.	
	<input type="checkbox"/> Ensure that landslide and flood response equipment and personnel inventories are current for the City. Test and maintain response and communications equipment. Keep a stock of necessary response supplies.	
	<input type="checkbox"/> Inform City and County Emergency Management of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of firefighting equipment, etc.).	
	<input type="checkbox"/> Work with the County planning department to establish appropriate infrastructure protection measures in landslide/flood-prone areas.	
	<input type="checkbox"/> Provide public safety information and educational programs regarding emergency preparedness and response.	

IA 2. Severe Weather (including Landslides)

Severe Weather Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
<b>RESPONSE PHASE</b>	<input type="checkbox"/> Activate the City EOP when severe weather and/or landslides incidents pose threats to the City.	
	<input type="checkbox"/> Activate the appropriate EOCs and establish Incident Command. For larger events that cross multiple jurisdictions, establish a Unified Command. City and/or County EOCs may be staffed. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator, and management support positions will most likely be needed.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support.	
	<input type="checkbox"/> Ensure that action is taken to protect personnel and emergency equipment from possible damage by severe weather, landslides, or floodwaters.	
	<input type="checkbox"/> Develop work assignments for ICS positions (recurring).	<i>ICS Form 203: Organization Assignment List</i>
	<input type="checkbox"/> Notify supporting agencies as well as the Mayor and City Council.	
	<ul style="list-style-type: none"> <li>■ Identify local, County, and regional agencies/entities that may be able to mobilize resources to support local response efforts and EOC staffing.</li> </ul>	
	<input type="checkbox"/> Determine the type, scope, and extent of the incident (recurring). Verify reports and obtain estimates of the area that may be affected. Obtain status of impacts within the City.	<i>ICS Form 209: Incident Status Summary</i>
	<ul style="list-style-type: none"> <li>■ Notify command staff, support agencies, adjacent jurisdictions, agency leads/coordinators, and liaisons of any situational changes.</li> </ul>	
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes.	
	<ul style="list-style-type: none"> <li>■ Dedicate time during each shift to preparing for shift change briefings.</li> </ul>	<i>Incident Action Plan</i>
	<input type="checkbox"/> Confirm or establish communications links among local and County EOCs and other Agency Operations Centers. Confirm operable phone numbers and verify the functionality of alternate communications resources.	<i>FA 1 of the City EOP</i>

IA 2. Severe Weather (including Landslides)

Severe Weather Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, County, and regional agencies/entities that may be affected by the incident. Notify them of the status.	<i>Established emergency contact lists maintained at the EOC</i>
	<input type="checkbox"/> Manage and coordinate interagency functions. Providing multi-agency coordination is the primary goal. Assimilate into a Unified Command structure if the scope of the incident so dictates.	
	<input type="checkbox"/> Implement local plans and procedures for severe weather, landslide, and/or flood operations. Ensure that copies of all documents are available to response personnel. Implement agency-specific protocols and SOPs.	<i>Local, agency, and facility-specific SOPs</i>
	<input type="checkbox"/> Obtain current and forecasted weather to project potential damage and determine the affected area (recurring).	
	<input type="checkbox"/> Determine the need to conduct evacuations and sheltering activities (recurring).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Determine the need for additional resources and request them as necessary through appropriate channels (recurring).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Submit a request for an emergency/disaster declaration, as applicable.	<i>Section 1 of the City EOP</i>
	<input type="checkbox"/> Activate mutual aid agreements. Activation includes placing backup teams on standby and alerting resource suppliers of both potential and current needs.	
	<input type="checkbox"/> Coordinate resource access, deployment, and storage in the operational area. Resources to coordinate include equipment, personnel, facilities, supplies, procedures, and communications. Track resources as they are dispatched and/or used.	<i>ICS Resource Tracking Forms; FA 1 of the City EOP</i>
	<input type="checkbox"/> Develop plans and procedures for registering mutual aid and other first responders as they arrive on the scene and receive deployment orders.	
	<input type="checkbox"/> Establish a JIC and designate a lead PIO for the City.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Formulate emergency public information messages and media responses utilizing “one message, many voices” concepts (recurring).	

IA 2. Severe Weather (including Landslides)

Severe Weather Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Public information will be reviewed by the IC (or designee). Information will be approved for release by the IC and Lead PIO before dissemination to the public.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Record all EOC and individual personnel activities (recurring). All assignments, person(s) responsible, and actions taken should be documented in logbooks.	<i>EOC Planning Section job action guide, ICS Form 214 – Unit Log</i>
	<input type="checkbox"/> Record all incoming and outgoing messages (recurring). All messages, and the names of those sending and receiving them, should be documented as part of the EOC log.	
	<input type="checkbox"/> Develop situation reports (recurring). At regular intervals, the EOC Director and staff will assemble a situation report.	
	<input type="checkbox"/> Develop and update the IAP (recurring). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement objectives and tasks outlined in the IAP (recurring).	
	<input type="checkbox"/> Coordinate with private sector partners as needed.	
	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage accrued during response activities are communicated to the IC and/or the Safety Officer.	
<b>RECOVERY/DEMobilization PHASE</b>	<input type="checkbox"/> Ensure an orderly demobilization of emergency operations in accordance with current demobilization plans.	
	<input type="checkbox"/> Once the threat to public safety is eliminated, conduct cleanup and recovery operations.	
	<input type="checkbox"/> Activate, if necessary, the appropriate recovery strategies, continuity of operations plans, and/or continuity of government plans.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> Conduct a post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	

**IA 2. Severe Weather (including Landslides)**

<b>Severe Weather Incident Checklist</b>		
<b>Phase of Activity</b>	<b>Action Items</b>	<b>Supplemental Information</b>
	<input type="checkbox"/> Deactivate/demobilize the EOCs, Agency Operations Centers, and command posts.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	
	<input type="checkbox"/> Revise any applicable emergency response plans based on the success stories and/or lessons learned during the response.	
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	



**IA 2. Severe Weather (including Landslides)**

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## IA 3 – Hazardous Materials (Accidental Release)

IA 3. Hazardous Materials (Accidental Release)

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IA 3. Hazardous Materials (Accidental Release)

Hazardous Materials Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Have personnel participate in necessary training and exercises, as determined by City Emergency Management, the Fire Protection District, and the County ESF 10 Lead.	
	<input type="checkbox"/> Participate in City and County preparedness activities, seeking understanding of interactions with participating agencies in HazMat scenarios.	
	<input type="checkbox"/> Ensure that emergency contacts lists are updated and establish a pre-event duty roster allowing for 24/7 operational support for the City EOC.	
	<input type="checkbox"/> Inform City Emergency Management of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of equipment, etc.).	
<b>RESPONSE PHASE</b>	<input type="checkbox"/> In most incidents, the local fire district will initially respond, assume initial IC responsibilities, and request activation/deployment of the HazMat Team.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Determine the type, scope, and extent of the HazMat incident ( <i>recurring</i> ). Verify reports and obtain estimates of the area that may be affected.	<i>ICS Form 209: Incident Status Summary</i>
	<ul style="list-style-type: none"> <li>▪ Notify 911 dispatch, support agencies, adjacent jurisdictions, ESF coordinators, and liaisons of the situation.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Assess the type, severity, and size of the incident. If possible, characterize the hazardous material(s) of concern and determine appropriate personal protection equipment requirements.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Ensure that a health and safety plan is developed by the designated Safety Officer, including monitoring first responders in accordance with all applicable guidance.</li> </ul>	
	<input type="checkbox"/> Provide support for implementation of applicable Geographic Response Plans established by the Oregon Department of Environmental Quality to guide activities throughout the duration of the incident.	<i>Northwest Area Contingency Plan (NWACP)</i>
	<input type="checkbox"/> Ensure that proper containment methods have been implemented by the first responders until HazMat response teams arrive.	
	<input type="checkbox"/> Establish access control to the incident site through local law enforcement agencies.	

IA 3. Hazardous Materials (Accidental Release)

Hazardous Materials Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> If the situation warrants, request activation of the City or County EOCs via the IC through the City Manager.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Activate the City EOC, coordinate response activities among Agency Operations Centers and Incident Command Posts, and establish IC or UC as appropriate. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator, and management support positions may be necessary.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> If applicable, establish immediate gross decontamination capability for victims.	
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support.	
	<input type="checkbox"/> Develop work assignments for ICS positions ( <i>recurring</i> ).	
	<input type="checkbox"/> Notify HazMat supporting agencies.	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>▪ Identify local, regional, and/or State agencies that may be able to mobilize resources to the City EOC for support.</li> </ul>	
	<input type="checkbox"/> Contact OERS at 1-800-452-0311 for technical assistance and support in requesting the regional HazMat Team. <i>Note: The primary regional HazMat response team is located in Salem.</i>	<i>OERS is available 24 hours a day.</i>
	<input type="checkbox"/> Assign liaisons to the City EOC representing government agencies, private entities (e.g., railroad companies, chemical manufacturers, etc.), and other stakeholders.	
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes.	
	<ul style="list-style-type: none"> <li>▪ Dedicate time during each shift to prepare for shift change briefings.</li> </ul>	<i>Incident Action Plan</i>
	<input type="checkbox"/> Confirm or establish communications links among primary and support agencies, the City EOC, County EOC, and the State ECC. Confirm operable phone numbers and backup communication links.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, State, and Federal agencies that may be affected by the incident. Notify them of the status.	<i>FA 1 of the City EOP; Established emergency contact lists maintained at the City EOC</i>

IA 3. Hazardous Materials (Accidental Release)

Hazardous Materials Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<ul style="list-style-type: none"> <li>▪ For incidents occurring on State highways, ensure that ODOT has been notified.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Contact appropriate key stakeholders and partners if the incident poses an actual or potential threat to State parks, recreational areas, historical sites, environmentally sensitive areas, tourist routes, or other designated areas.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ If agricultural areas and livestock are potentially exposed or impacted, notify local extension services (Oregon State University), the Oregon Department of Agriculture, and the State Veterinarian.</li> </ul>	<i>ESF 11 Annex of the County EOP</i>
	<ul style="list-style-type: none"> <li>☐ A lead PIO will be designated by the City Manager. The PIO will issue information individually or through the JIC, if established, in coordination with appropriate local, regional, and State agencies.</li> </ul>	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>☐ Manage and coordinate interagency functions. Providing multi-agency coordination is the primary goal. Assimilate into a UC structure, as dictated by incident.</li> </ul>	
	<ul style="list-style-type: none"> <li>☐ Implement local plans and procedures for HazMat operations. Implement agency-specific protocols and SOPs. Ensure that copies of all documents are available to response personnel.</li> </ul>	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>▪ For responses requiring assistance from the Oregon DEQ Regional Response Team, refer to the Geographic Response Plan applicable to the incident site and support procedures according to the Northwest Area Contingency Plan.</li> </ul>	
	<ul style="list-style-type: none"> <li>☐ Obtain current and forecasted weather to project potential spread of the plume (<i>recurring</i>).</li> </ul>	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>☐ Based upon the incident’s size, type of chemical/substance, and weather projections, establish a safe zone and determine a location for an on-site staging and decontamination. Re-evaluate as the situation changes.</li> </ul>	
	<ul style="list-style-type: none"> <li>☐ Determine the need for implementing evacuation and sheltering activities (<i>recurring</i>).</li> </ul>	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>☐ Establish a victim decontamination and treatment area(s).</li> </ul>	

IA 3. Hazardous Materials (Accidental Release)

Hazardous Materials Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Determine the need for additional resources and request them as necessary through appropriate channels ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Submit a request for emergency/disaster declaration, as applicable.	<i>Section 1.4.2 of the City EOP</i>
	<input type="checkbox"/> Activate mutual aid agreements. Activation includes placing backup teams on standby and alerting resource suppliers of both potential and current needs.	
	<input type="checkbox"/> Coordinate resource access, deployment, and storage in the operational area. Resources to coordinate include equipment, personnel, facilities, supplies, procedures, and communications. Track resources as they are dispatched and/or used.	<i>ICS Resource Tracking Forms, FA 1 of the City EOP</i>
	<input type="checkbox"/> Develop plans and procedures for registering regional HazMat teams as they arrive on the scene and receive deployment orders.	
	<input type="checkbox"/> Establish the JIC, as needed.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Formulate emergency public information messages and media responses using “one message, many voices” concepts ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>▪ Public information will be reviewed and approved for release by the IC and the lead PIO before dissemination to the public and/or media partners.</li> </ul>	
	<input type="checkbox"/> Record all EOC and individual personnel activities ( <i>recurring</i> ). All assignments, person(s) responsible, and significant actions taken should be documented in logbooks.	<i>EOC Planning Section job action guide, ICS Form 214 – Unit Log</i>
	<input type="checkbox"/> Record all incoming and outgoing messages ( <i>recurring</i> ). All messages and names of those sending and receiving them should be documented as part of the EOC log.	
	<input type="checkbox"/> Develop and deliver situation reports ( <i>recurring</i> ). At regular intervals the IC/EOC Director and staff will assemble a Situation Report.	

IA 3. Hazardous Materials (Accidental Release)

Hazardous Materials Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Develop an IAP ( <i>recurring</i> ). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement objectives and tasks outlined in the IAP ( <i>recurring</i> ).	
	<input type="checkbox"/> Coordinate with private sector partners, as needed.	
	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage due to HazMat incidents are communicated to the IC and/or Safety Officer.	
	<input type="checkbox"/> As applicable, clean-up activities will most likely be conducted by private contractors and coordinated among the City EOC, the responsible party (if known), and the Oregon Department of Environmental Quality.	
<b>RECOVERY/ DEMOBILIZATION PHASE</b>	<input type="checkbox"/> Ensure an orderly demobilization of emergency operations, in accordance with current demobilization plans.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Consider long-term environmental decontamination and remediation needs and coordinate tasks with the appropriate State agencies and/or private sector partners.	
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> Conduct a post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	
	<input type="checkbox"/> Deactivate/demobilize the City EOC.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	



**IA 3. Hazardous Materials (Accidental Release)****Appendix A Hazardous Materials Sites**

The following locations use, store, or produce hazardous materials:

- Fuel Storage
  - Space Age
  - Fred Meyer
  - Chevron
  - Leathers Oil Co.
  - Mt. Hood Arco (East and West)
  - Pacific Pride Fuel
  - Sandy Market and Shell
  - Amerigas
  - Sandy BP 76 Station
  - Shorty's\*
  - Quality Tank
- Advanced Auto Parts
- Ace Heritage Hardware
- Advanced Plastics, Inc
- Bill's Automotive
- Hearth Classics
- Jiffy Lube
- Les Schwab Tire Center
- Champion Collision
- NAPA Auto Parts
- Performance Auto Body\*
- Iseli Nursery\*
- Sandy Auto Body
- O'Reilly Auto Parts

**IA 3. Hazardous Materials (Accidental Release)**

- Mt. Hood Cleaners and Laundry
- Sandy Funeral Home
- Sandy Stone and Brick
- Ever Fresh Fruit\*
- The Maiden Foundry
- Sandy Farms\*
- Sandy Fish Hatchery – Oregon Fish and Wildlife\*
- Waste Management\*
- Suburban Ford
- Suburban Chevrolet
  
- Student Transportation of America (STA)
- Web Steel
- US Metal
- Sandy ODOT\*

*\* Assets outside of Sandy city limits but within the fire district. Emergency first responders attend to calls in these areas outside city limits.*

IA 3. Hazardous Materials (Accidental Release)

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# 4

## IA 4 – Flood (Including Dam Failure)

IA 4. Flood (including Dam Failure)

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IA 4. Flood (including Dam Failure)

Flood Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Arrange for personnel to participate in necessary training and develop exercises relative to flood events.	
	<input type="checkbox"/> Coordinate the City’s preparedness activities, seeking understanding of interactions with participating agencies in flooding scenarios.	
	<input type="checkbox"/> Ensure that emergency contact lists are updated and establish a pre-event duty roster allowing for 24/7 operational support to the City EOC.	
	<input type="checkbox"/> Contact supporting emergency response agencies to review and determine whether major developments have arisen that could adversely affect response operations (e.g., personnel shortages, loss of equipment, etc.).	
	<input type="checkbox"/> Annually review and update the EOP and SOPs, as needed.	<i>City EOP, Annexes, and agency-specific SOPs</i>
	<input type="checkbox"/> Review flood prone areas.	
	<input type="checkbox"/> Familiarize staff with requirements for requesting State and Federal Disaster Assistance.	<i>Stafford Act, FEMA guidance, and Oregon EMP</i>
	<input type="checkbox"/> Ensure that supplies, such as communications devices and sandbags, are prepared and ready for use. This includes primary and alternate communications and warning systems.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Identify and review local contractor lists to see who may provide support specific to flood response.	
	<input type="checkbox"/> Review, revise, and, where necessary, establish mutual aid agreements with other City agencies and private contractors relative to multiple agency response to floods.	
<b>RESPONSE PHASE</b>	<input type="checkbox"/> The City Manager will provide overall guidance for the deployment of resources.	
	<input type="checkbox"/> Activate mutual aid agreements.	
	<input type="checkbox"/> Activate the City EOC and implement appropriate staffing plans. Contact appropriate private partners to assign liaisons to the EOC for coordination of specific response activities.	<i>City Basic Plan, agency and company-specific plans</i>
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support, including specialized staff such as engineers, building inspectors, heavy equipment operators, and/or environmental remediation contractors.	

IA 4. Flood (including Dam Failure)

Flood Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes.	<i>SOPs and command structure for City EOC, Incident Action Plan</i>
	<input type="checkbox"/> Submit requests for disaster/emergency declaration, as applicable.	<i>City Basic Plan</i>
	<input type="checkbox"/> Coordinate the evacuation of the affected area, if necessary. Assign appropriate agency liaisons to the City EOC, as the situation requires.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Support Search and Rescue operations by coordinating resource requests outside of the jurisdiction.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Request the American Red Cross to activate sheltering plans and open/staff shelters, if needed.	<i>American Red Cross Shelter Plans</i>
	<input type="checkbox"/> Establish a JIC. <input type="checkbox"/> Formulate emergency public information messages and media responses using “one message, many voices” concepts.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Record all EOC activities, completion of personnel tasks, incoming and outgoing messages, and the names of those sending and receiving them. These should be documented in EOC logbooks.	<i>Existing ICS and EOC forms, ICS Form 214 – Unit Log</i>
	<input type="checkbox"/> Begin damage assessments in coordination with the Public Works Department and County/local government.	<i>FA 3 of the City EOP</i>
	<input type="checkbox"/> Assist with in coordinating Public Works activities, such as debris removal from: <ul style="list-style-type: none"> <li>▪ Storm drains</li> <li>▪ Bridge viaducts</li> <li>▪ Main arterial routes</li> <li>▪ Public rights-of-way</li> <li>▪ Dams (via established liaisons at the City EOC)</li> <li>▪ Other structures, as needed</li> </ul>	<i>FA 3 of the City EOP</i>
	<input type="checkbox"/> Contact local contractors for support, if necessary. Establish contact with private sector partners and/or dam operators (if the flood is associated with dam failure or malfunction).	<i>Existing contact lists at EOC</i>
	<input type="checkbox"/> Coordinate with City Police Departments, County Sheriff’s Office, and other local police departments to provide law enforcement to affected areas (curfew enforcement, road closures, security, etc.).	<i>FA 1 of the City EOP</i>

IA 4. Flood (including Dam Failure)

Flood Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Collect and chronologically file records and bills generated during the incident in order to ensure timely submittal of documents for reimbursement.	
<b>RECOVERY PHASE</b>	<input type="checkbox"/> Monitor secondary hazards associated with floods (landslides, contamination, damage to bridges/roads, impacts to utility lines/facilities) and maintain on-call personnel to support potential response to these types of hazards.	
	<input type="checkbox"/> Deactivate/demobilize the City EOC. Deactivate mutual aid resources as soon as possible.	<i>FA 1 of the City EOP, ICS Form 221 – Demobilization Plan</i>
	<input type="checkbox"/> Activate and implement applicable mitigation plans, community recovery procedures, and continuity of operations/government plans until normal daily operations can be completely restored.	<i>FA 1 of the City EOP and agency-specific recovery plans</i>
	<input type="checkbox"/> Implement revisions to the City EOP and supporting documents based on lessons learned and best practices adopted during response.	
	<input type="checkbox"/> Offer recommendations to City government and Public Works departments for changes in planning, zoning, and building code ordinances.	
	<input type="checkbox"/> Participate in After Action Reports and critiques. Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> ).	



IA 4. Flood (including Dam Failure)

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# 5

## IA 5 – Major Fire

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IA 5. Major Fire

Major Fire Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Arrange for personnel to participate in necessary training and exercises, as determined by City Emergency Management and Fire District.	
	<input type="checkbox"/> Participate in City preparedness activities, seeking understanding of interactions with participating agencies in a major fire scenario.	
	<input type="checkbox"/> Ensure that emergency contact lists are current and establish a pre-event duty roster allowing for 24/7 operational support to the City EOC.	
	<input type="checkbox"/> Inform City Emergency Management of any major developments that could adversely affect response operations (e.g, personnel shortages, loss of firefighting equipment, etc.).	
<b>RESPONSE PHASE</b>	<input type="checkbox"/> Activate the City EOC and establish Incident or Unified Command, as appropriate. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator and management support positions will be included.	<i>Section 5 of the City EOP, agency and company-specific plans</i>
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support.	
	<input type="checkbox"/> Develop work assignments for ICS positions ( <i>recurring</i> ).	<i>ICS Form 203-Organization Assignment List</i>
	<input type="checkbox"/> Notify supporting fire services agencies.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Identify local, regional, and/or State agencies that may be able to mobilize resources and staff to the City EOC for support.	
	<input type="checkbox"/> Determine the scope and extent of the fire ( <i>recurring</i> ). Verify reports and obtain estimates of the area that may be affected.	<i>ICS Form 209-Incident Status Summary</i>
	<input type="checkbox"/> Notify command staff, support agencies, adjacent jurisdictions, coordinators, and/or liaisons of any situational changes.	
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes.	
	<input type="checkbox"/> Dedicate time during each shift to prepare for shift change briefings.	<i>Incident Action Plan</i>
	<input type="checkbox"/> Confirm or establish communications links among City EOC, County EOC, and other Agency Operations Centers, as applicable. Confirm operable phone numbers and verify functionality of alternative communication equipment/channels.	<i>FA 1 of the City EOP</i>

IA 5. Major Fire

Major Fire Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, County, regional, State, and Federal agencies that may be affected by the incident. Notify them of the status.	<i>FA 1 of the City EOP; Established emergency contact lists at the City EOC</i>
	<input type="checkbox"/> Fire Chief assumes duties to direct resources for fires within the City. In the event of multiple fire agencies responding to the incident, the Fire Defense Board Chief, acting as the Fire Services Coordinator, will be integrated into the Operations Section of the County EOC.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Manage and coordinate interagency functions. Providing multi-agency coordination is the primary goal. Assimilate into a UC structure if scope of response increases.	
	<input type="checkbox"/> Implement local plans and procedures for fire operations.	<i>Agency-specific SOPs</i>
	<input type="checkbox"/> Obtain current and forecasted weather to project potential spread of the fire ( <i>recurring</i> ).	
	<input type="checkbox"/> Determine the need to conduct evacuations and sheltering activities ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Determine the need for additional resources and request as necessary through appropriate channels ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Submit request for a local or countywide disaster/emergency declaration, as applicable.	<i>Section 1.4.2 of City EOP</i>
	<input type="checkbox"/> Activate mutual aid agreements. Activation includes placing backup teams on standby and alerting resource suppliers of both potential and current needs.	
	<input type="checkbox"/> Coordinate resource access, deployment, and storage in the operational area. Resources to coordinate include equipment, personnel, facilities, supplies, procedures, and communications. Track resources as they are dispatched and/or used.	<i>ICS Resource Tracking Forms; FA 1 of the City EOP</i>
	<input type="checkbox"/> Develop plans and procedures for registration of task fire forces/strike teams as they arrive on scene and receive deployment orders.	
	<input type="checkbox"/> Establish a JIC.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Formulate emergency public information messages and media responses utilizing “one message, many voices” concepts ( <i>recurring</i> ).	

IA 5. Major Fire

Major Fire Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Public information focusing on fire prevention, control, and suppression will be reviewed by the Fire Chief (or designee). Information will be approved for release by the IC and Lead PIO prior to dissemination to the public.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Record all EOC and individual personnel activities ( <i>recurring</i> ). All assignments, person(s) responsible, and actions taken should be documented in logbooks.	<i>EOC Planning Section job action guide, ICS Form 214 – Unit Log</i>
	<input type="checkbox"/> Record all incoming and outgoing messages ( <i>recurring</i> ). All messages, and the names of those sending and receiving them, should be documented as part of the EOC log.	
	<input type="checkbox"/> Produce situation reports ( <i>recurring</i> ). At regular intervals, the EOC Director and staff will assemble a Situation Report.	
	<input type="checkbox"/> Develop an IAP ( <i>recurring</i> ). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular periodic intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement objectives and tasks outlined in the IAP ( <i>recurring</i> ).	
	<input type="checkbox"/> Coordinate with the private sector partners as needed.	
<b>RECOVERY/ DEMobilIZATION</b>	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage due to fire response are communicated to the IC and/or Safety Officer.	
	<input type="checkbox"/> Ensure an orderly demobilization of emergency operations in accordance with current demobilization plans.	
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> Activate and implement applicable mitigation plans, community recovery procedures, and COOP/COG plans until normal daily operations can be completely restored.	<i>FA 1 of the City EOP; Agency recovery plans</i>
	<input type="checkbox"/> Conduct post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	
	<input type="checkbox"/> Deactivate/demobilize the City EOC.	<i>FA 1 of the City EOP</i>

IA 5. Major Fire

<b>Major Fire Incident Checklist</b>		
<b>Phase of Activity</b>	<b>Action Items</b>	<b>Supplemental Information</b>
	<input type="checkbox"/> Implement revisions to the City EOP and supporting documents based on lessons learned and best practices adopted during response.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	

# 6

## IA 6 – Transportation Accidents



IA 6. Transportation Accidents

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**IA 6. Transportation Accidents**

Two major types of transportation accidents are considered in this incident annex: air and rail. Motor vehicle accidents that occur on roadways within the City would not normally constitute a major emergency under the Emergency Operations Plan unless hazardous materials or mass casualties/fatalities complicate the incident. Those contingencies are covered in other annexes.

The Fire District and Police Department will assume initial command if the transportation accident involves a fire and/or casualties and to secure the incident site. The Federal Aviation Administration (FAA) has the authority and responsibility to investigate all accidents involving aircraft. The National Transportation Safety Board (NTSB) has the authority and responsibility to investigate accidents involving all aircraft and selected rail accidents. It is NTSB policy to be on the scene of a major accident as soon as possible. In minor aircraft accidents, the FAA may respond to the scene instead of the NTSB. The Department of Defense has the authority to investigate any accident involving military aircraft.

Transportation Accidents		
Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Arrange for personnel to participate in necessary training and exercises, as determined by City Emergency Manager.	
	<input type="checkbox"/> Participate in City preparedness activities, seeking understanding of interactions with participating agencies in a major transportation incident scenario.	
	<input type="checkbox"/> Ensure that emergency contact lists are current and establish a pre-event duty roster allowing for 24/7 operational support to the City EOC.	
	<input type="checkbox"/> Inform City Emergency Manager of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of equipment, etc.).	
	<input type="checkbox"/> Arrange for personnel to participate in necessary training and exercises, as determined by the City Emergency Manager and Fire District.	
	<input type="checkbox"/> Assess the City’s transportation infrastructure (e.g. roads, bridges, and traffic control devices) and implement an emergency transportation route plan.	
	<input type="checkbox"/> Develop alternate routes based on assessment of hazard threats to transportation infrastructure and based on input from the County EOC, ODOT, and other road owners.	
<b>RESPONSE PHASE</b>	<input type="checkbox"/> Notification of the occurrence of a transportation incident will come through the CCOM or observance by field personnel.	
	<input type="checkbox"/> Conduct a scene assessment to determine the appropriate level of emergency medical, transportation, and HazMat response. Based on the location of the accident, mass casualty and/or evacuation procedures may be required.	<i>ICS Form 209: Incident Status Summary</i>
	<input type="checkbox"/> Determine the type, scope, and extent of the HazMat incident ( <i>recurring</i> ). Verify reports and obtain estimates of the area that may be affected.	<i>IA 4. Hazardous Material Incident Annex</i>

IA 6. Transportation Accidents

Transportation Accidents		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Develop alternate routes based on assessment of damages to City transportation infrastructure and on input from the City EOC, ODOT, and other road owners. Estimate emergency staffing levels and request personnel support.	
	<input type="checkbox"/> City personnel should not attempt to remove accident-related debris from the accident area except as necessary to facilitate fire suppression, rescue, and emergency medical care.	
	<input type="checkbox"/> The Police Department has the authority to secure the crash site to maintain the integrity of the accident site (after fire suppression and victim rescue operations are complete).	
	<input type="checkbox"/> Contact the NTSB prior to removing deceased victims or moving aircraft wreckage. Call: NTSB Safety Office 425-227-2000 (24 hours)	
	<input type="checkbox"/> For railroad accidents, the IC should contact the railroad company's emergency response center, as well as the NTSB prior to removing any victims or wreckage.	
	<input type="checkbox"/> Coordinate the collection, storage, and disposition of all human remains and their personal effects from the crash site.	
	<input type="checkbox"/> Activate the City EOC and establish Incident or Unified Command, as appropriate. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator, and management support positions should be included.	
	<input type="checkbox"/> If appropriate, the IC (or designee) will activate the EAS by contacting the National Weather Service (453-4561/2081) to initiate a public broadcast message. Radio and television stations will copy the message and interrupt regular programming for the emergency broadcast.	
	<input type="checkbox"/> Develop work assignments for ICS positions ( <i>recurring</i> ).	<i>ICS Form 203: Organization Assignment List</i>
	<input type="checkbox"/> Identify local, regional, and/or State agencies that may be able to mobilize resources and staff to the City EOC for support.	
	<input type="checkbox"/> Notify supporting emergency response agencies, ODOT, NTSB, and FAA if the accident involves an aircraft.	
	<input type="checkbox"/> Notify command staff, support agencies, adjacent jurisdictions, coordinators, and/or liaisons of any situational changes.	

IA 6. Transportation Accidents

Transportation Accidents		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Confirm or establish communications links among the City EOC, the County EOC, and other Agency Operations Centers, as applicable. Confirm operable phone numbers and verify functionality of alternative communication equipment/channels.	
	<input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, County, regional, State, and Federal agencies that may be affected by the incident. Notify them of the status.	
	<ul style="list-style-type: none"> <li>▪ For incidents occurring on State highways, ensure that ODOT has been notified.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Contact appropriate key stakeholders and partners if the incident poses an actual or potential threat to State parks, recreational areas, historical sites, environmentally sensitive areas, tourist routes, or other designated areas.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ If agricultural areas and livestock are potentially exposed or impacted, notify local extension services (Oregon State University), Oregon Department of Agriculture, and the State Veterinarian.</li> </ul>	<i>ESF 11 Annex of the County EOP</i>
	<input type="checkbox"/> Appoint a PIO to formulate emergency public information messages and media responses utilizing “one message, many voices” concepts ( <i>recurring</i> ).	
	<input type="checkbox"/> Public information focusing on transit access points, control, and traffic control will be reviewed by the Chief of Police (or designee). Information will be approved for release by the IC and Lead PIO prior to dissemination to the public.	
	<input type="checkbox"/> If necessary, establish a JIC staffed by PIOs from various agencies.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Allow the airline or agency affected by the accident to confirm casualties and to notify the next of kin via prescribed methodology.	
	<input type="checkbox"/> Advise the County EOC and ODOT of road restrictions and resource/support needs.	
	<input type="checkbox"/> Coordinate provision of up-to-date information to friends and family of victims. Consideration should be given to keeping all such people in a central location, protected from the press, and where information can be provided as it becomes available.	
	<input type="checkbox"/> Support the removal of debris in coordination with, or under the direction of, investigative agencies such as the TSA, NTSB, and FBI.	
	<input type="checkbox"/> Submit a request for emergency/disaster declaration, as applicable.	<i>Chapter 1 of the City EOP</i>

IA 6. Transportation Accidents

Transportation Accidents		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> If necessary, determine the need to conduct evacuations and sheltering activities.	
	<input type="checkbox"/> Coordinate with the American Red Cross to provide Shelter and Family Referral Services through the EOC.	
	<input type="checkbox"/> Determine the need for additional resources and request them as necessary through appropriate channels.	
	<input type="checkbox"/> Develop an IAP ( <i>recurring</i> ). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement objectives and tasks outlined in the IAP ( <i>recurring</i> ).	
	<input type="checkbox"/> Record all EOC and individual personnel activities ( <i>recurring</i> ). All assignments, person(s) responsible, and actions taken should be documented in logbooks.	<i>EOC Planning Section job action guide, ICS Form 214 – Unit Log</i>
	<input type="checkbox"/> Record all incoming and outgoing messages ( <i>recurring</i> ). All messages, and the names of those sending and receiving them, should be documented as part of the EOC log.	
	<input type="checkbox"/> Produce situation reports ( <i>recurring</i> ). At regular periodic intervals, the EOC Director and staff will assemble a Situation Report.	<i>ICS Form 209: Incident Status Summary</i>
<b>RECOVERY/ DEMobilIZATION PHASE</b>	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage due to fire response are communicated to the IC and/or Safety Officer.	
	<input type="checkbox"/> Coordinate with the American Red Cross to assist families affected by the transportation incident	
	<input type="checkbox"/> Ensure an orderly demobilization of emergency operations in accordance with current demobilization plans.	<i>ICS Form 221 - Demobilization Plan</i>
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> If necessary, provide critical incident stress management to first responders.	
	<input type="checkbox"/> Conduct post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	
	<input type="checkbox"/> Deactivate/demobilize the City EOC.	
	<input type="checkbox"/> Implement revisions to the City EOP and supporting documents based on lessons learned and best practices adopted during response.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	

IA 6. Transportation Accidents

Transportation Accidents		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	

IA 6. Transportation Accidents

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# 7

## IA 7 – Terrorism



IA 7. Terrorism

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IA 7. Terrorism

**Background Information**

This annex can be applied to incidents involving Weapons of Mass Destruction (WMD) and Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) materials.

Law enforcement agencies will normally take the lead role in crisis management. The City Police Department has the lead role in terrorism crisis management within the City and the County Sheriff’s Office elsewhere in the County. The lead agencies for the State and Federal government are Oregon State Police and the Federal Bureau of Investigations (FBI).

The laws of the United States assign primary authority to State and local governments to respond to the consequences of terrorism; the Federal government aids as required. The City and County Emergency Operations Centers (EOCs) typically will be activated and have the lead role in terrorism consequence management for most types of terrorist incidents, but the County Health Department will be assigned the lead local role in terrorism consequence management for incidents involving biological agents. The Oregon Office of Emergency Management and Federal Emergency Management Agency are the State and Federal consequence management leads.

Definitions for crisis management and consequence management can be found in Appendix G of this EOP.

<b>Terrorism Incident Checklist</b>		
<b>Phase of Activity</b>	<b>Action Items</b>	<b>Supplemental Information</b>
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Continue to maintain and revise, as needed, the appropriate emergency response plans relating to terrorism response, including the City EOP and annexes.	
	<input type="checkbox"/> Have personnel participate in necessary training and exercises, as determined by City Emergency Management.	
	<input type="checkbox"/> Participate in City, County, regional, State, and Federal terrorism preparedness activities, seeking understanding of interactions with participating agencies in a terrorism scenario.	
	<input type="checkbox"/> Ensure that emergency contact lists are updated and establish a pre-event duty roster allowing for 24/7 operational support for the City EOC. Include appropriate regional, State, and Federal emergency contacts for terrorism response.	<i>Existing emergency contact lists</i>
	<input type="checkbox"/> Ensure that terrorism response equipment and personnel inventories for the City and for the regional teams are updated. This includes response to CBRNE agents. Test and maintain response and communications equipment. Keep a stock of necessary supplies.	

IA 7. Terrorism

Terrorism Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Inform City Emergency Management of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of firefighting equipment, etc.).	
	<input type="checkbox"/> Provide public safety information and educational programs for terrorism emergency preparedness and response.	
<b>SURVEILLANCE PHASE (BIO ONLY)</b>	<input type="checkbox"/> Activate Incident/Unified Command upon recommendation from the City Police Department. Unified Command may consist of County, regional, State, and Federal crisis management and consequence management agencies.	
	<input type="checkbox"/> Mobilize appropriate emergency personnel and first responders. When necessary, send fire, HazMat, law enforcement, public health, and other personnel to the site. Determine responder activities and establish non-contaminated areas prior to mobilizing resources.	
	<input type="checkbox"/> Evaluate the safety of emergency personnel. Initiate development of site- and agent-specific health and safety plan.	
	<input type="checkbox"/> Assess the situation/confirm the WMD/CBRNE incident. Gather all available data regarding the status of the incident. Record the information using established forms, log sheets, and templates. Use of standard ICS forms may be necessary.	<i>ICS Form 209: Incident Status Summary</i>
	<input type="checkbox"/> Activate public notification procedures. Contact agency and partner emergency personnel to ensure that they are aware of the incident status and are available and staffed to respond.	
	<input type="checkbox"/> Control the scene. Alert the public and consider shelter-in-place needs, relocation of people/animals, and special needs. This task should be coordinated with law enforcement.	
	<input type="checkbox"/> Conduct hazard assessment. In the case of a possible intentional release, begin addressing information needs for criminal investigation. For example, what is the ultimate purpose of the biological release? What is the target? Do further hazards and secondary threats exist? What is the source of release?	

IA 7. Terrorism

Terrorism Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Draft an IAP. Outline response goals and timelines and prepare for longer term (1–7 day) logistics, staffing, and operations.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Maintain communication between field response crews, local/County EOCs, the Regional EOC, and the State ECC, as applicable. Communication should be ongoing throughout the duration of the response and include incident status reports, resource requests, and projected staffing and equipment needs.	
	<input type="checkbox"/> Gather additional information. Include photographs and video recording.	
	<input type="checkbox"/> Determine whether the threat level for the affected area should be elevated and inform appropriate agencies if so.	
	<input type="checkbox"/> Determine if any advisories should be issued to the public.	
<b>RESPONSE PHASE</b>	<input type="checkbox"/> If an explosive device is found, clear the immediate area and notify appropriate first responders. Be cognizant of any secondary devices that may be on site.	
	<ul style="list-style-type: none"> <li>▪ Be cognizant of any secondary devices that may be on site.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Be cognizant that CBRNE agents may be present.</li> </ul>	
	<input type="checkbox"/> Investigate the crime scene and collect vital evidence.	
	<input type="checkbox"/> Activate the City EOP.	
	<input type="checkbox"/> Activate the appropriate EOCs and establish Incident Command. For larger events that cross multiple jurisdictions, establish a Unified Command. During terrorism incidents, local and/or County EOCs may be staffed. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator, and management support positions will most likely be needed.	
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support.	

IA 7. Terrorism

Terrorism Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Develop work assignments for ICS positions ( <i>recurring</i> ).	<i>ICS Form 203: Organization Assignment List</i>
	<ul style="list-style-type: none"> <li>▪ Establish an Incident Command Post near the incident location. The Incident Command Post should be located uphill and upwind of the incident location.</li> </ul>	
	<input type="checkbox"/> Notify supporting agencies (dependent on the type of incident) and the City Council.	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li>▪ Identify local, County, regional, and/or State agencies that may be able to mobilize resources to the EOC for support.</li> </ul>	
	<input type="checkbox"/> Determine the type, scope, and extent of the Terrorism incident ( <i>recurring</i> ). Verify reports and obtain estimates of the area that may be affected. Also verify the status of critical infrastructure.	<i>ICS Form 209: Incident Status Summary</i>
	<ul style="list-style-type: none"> <li>▪ Notify the regional HazMat team, public health agencies, support agencies, dispatch centers/public safety answering points, adjacent jurisdictions, Federal agencies (including FBI), and ESF leads/coordinators of any situational changes.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Verify that the hazard perimeter and hazard zone security have been established.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Ensure that a health and safety plan is developed by the designated Safety Officer, including health monitoring of first responders in accordance with all applicable guidance.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Assess the type, severity, and size of the incident. If possible, characterize the hazardous material(s) of concern and determine appropriate personal protection equipment requirements.</li> </ul>	
	<input type="checkbox"/> Determine whether the threat level for the affected area should be elevated and inform appropriate agencies.	
	<input type="checkbox"/> Disseminate appropriate warnings to the public.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes.	
	<ul style="list-style-type: none"> <li>▪ Dedicate time during each shift to preparing for shift change briefings.</li> </ul>	<i>e</i>

IA 7. Terrorism

Terrorism Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Confirm or establish communications links among primary and support agencies, the City EOC, the County EOC, and State ECC. Confirm operable phone numbers and backup communication links.</li> </ul>	<i>FA 1 of the City EOP</i>
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, regional, State, and Federal agencies that may be affected by the incident. Notify them of the status.</li> </ul>	<i>Established emergency contact lists maintained at the EOC</i>
	<ul style="list-style-type: none"> <li>▪ Notification to the Oregon State Police and the FBI is required for all terrorism incidents.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ If an incident occurs on State highways, ensure that ODOT has been notified.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Contact appropriate key stakeholders and partners if the incident poses an actual or potential threat to State parks, recreational areas, historical sites, environmentally sensitive areas, tourist routes, or other designated areas.</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ If agricultural areas and livestock are potentially exposed, contact local Extension Services (Oregon State University), County Health Department, ODA, and the State Veterinarian, as applicable to situation.</li> </ul>	<i>ESF 11 Annex to the County EOP</i>
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Manage and coordinate interagency functions. Providing multi-agency coordination is the primary goal. Assimilate into a Unified Command structure as dictated by the incident.</li> </ul>	
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Implement local plans and procedures for terrorism operations. Ensure that copies of all documents are available to response personnel. Implement agency-specific protocols and SOPs.</li> </ul>	<i>County Terrorism Response Plan</i>
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Obtain current and forecasted weather to project potential HazMat vapor plumes (<i>recurring</i>).                             <ul style="list-style-type: none"> <li>▪ Note: Vapor plume modeling support may be obtained through regional HazMat teams and/or through State, and/or Federal environmental protection agencies.</li> </ul> </li> </ul>	<i>FA 1 of the City EOP</i>

IA 7. Terrorism

Terrorism Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Determine the need to implement evacuations and sheltering activities ( <i>recurring</i> ). A determination of the use of shelter-in-place for surrounding residences and public facilities should be made. <ul style="list-style-type: none"> <li>▪ Note: Refer to the U.S. Department of Transportation Emergency Response Guidebook for determining the appropriate evacuation distance from the source.</li> </ul>	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Determine the need for and activate emergency medical services ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Determine the need for additional resources and request as necessary through appropriate channels ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Submit a request for emergency/disaster declaration, as applicable.	<i>Section 1.4.2 of the City EOP</i>
	<input type="checkbox"/> Activate mutual aid agreements. Activation includes placing backup teams on standby and alerting resource suppliers of both potential and current needs.	
	<input type="checkbox"/> Coordinate resource access, deployment, and storage in the operational area. Resources to coordinate include equipment, personnel, facilities, supplies, procedures, and communications. Track resources as they are dispatched and/or used.	<i>ICS Resource Tracking Forms</i>
	<input type="checkbox"/> Develop plans and procedures for registering regional HazMat or health and medical teams as they arrive on the scene and receive deployment orders.	
	<input type="checkbox"/> Establish a JIC.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Formulate emergency public information messages and media responses utilizing “one message, many voices” concepts ( <i>recurring</i> ).	
	<ul style="list-style-type: none"> <li>▪ Public information will be reviewed and approved for release by the IC and lead PIO before dissemination to the public and/or media partners.</li> </ul>	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Record all EOC activity and completion of individual personnel tasks ( <i>recurring</i> ). All assignments, person(s) responsible, and significant actions taken should be documented in logbooks.	<i>EOC Planning Section job action guide, ICS Form 214 – Unit Log</i>

IA 7. Terrorism

Terrorism Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Record all incoming and outgoing messages ( <i>recurring</i> ). All messages, and the names of those sending and receiving them, should be documented as part of the EOC log.	
	<input type="checkbox"/> Develop and deliver situation reports ( <i>recurring</i> ). At regular intervals, the EOC Director and staff will assemble a situation report.	
	<input type="checkbox"/> Develop an IAP ( <i>recurring</i> ). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement objectives and tasks outlined in the IAP ( <i>recurring</i> ).	
	<input type="checkbox"/> Coordinate with private sector partners, as needed.	
	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage due to the terrorist incident are communicated to the IC and/or Safety Officer.	
<b>RECOVERY/ DEMOBILIZATION PHASE</b>	<input type="checkbox"/> Ensure an orderly demobilization of emergency operations in accordance with current demobilization and community recovery plans.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> As applicable, clean-up activities will most likely be conducted by private contractors and coordinated among the City, the responsible party (if known), and the Oregon Department of Environmental Quality. Support from the Environmental Protection Agency may be necessary.	
	<input type="checkbox"/> Activate, if necessary, the appropriate recovery strategies, continuity of operations plans, and/or continuity of government plans.	
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> Conduct a post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	
	<input type="checkbox"/> Deactivate/demobilize the EOC.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	
	<input type="checkbox"/> Revise any applicable emergency response plans based on the success stories and/or lessons learned during the response.	



IA 7. Terrorism

<b>Terrorism Incident Checklist</b>		
<b>Phase of Activity</b>	<b>Action Items</b>	<b>Supplemental Information</b>
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	

# 8

## IA 8 – Volcano/Volcanic Activity

IA 8 Volcano/Volcanic Activity

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IA 8 Volcano/Volcanic Activity

Volcano/Volcanic Activity Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
<b>PRE-INCIDENT PHASE</b>	<input type="checkbox"/> Arrange for personnel to participate in necessary training and develop exercises relative to volcanic events.	
	<input type="checkbox"/> Provide information and training on volcano-hazard response to emergency workers and the public. <ul style="list-style-type: none"> <li>▪ Implement a public outreach program on volcano hazards.</li> <li>▪ Review public education and awareness requirements.</li> </ul>	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Participate in City and County preparedness activities, seeking understanding of interactions with participating agencies in a volcano scenario.	
	<input type="checkbox"/> Ensure that contact lists are current and establish a pre-event duty roster allowing for 24/7 operational support to the City EOC.	
	<input type="checkbox"/> Familiarize staff with requirements for requesting State and Federal Disaster Assistance.	<i>Stafford Act, FEMA guidance, and Oregon EMP</i>
	<input type="checkbox"/> Inform City Emergency Management of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of firefighting equipment, etc.).	
<b>RESPONSE PHASE</b>	<input type="checkbox"/> Activate the City EOC and establish Incident or Unified Command, as appropriate. Contact appropriate private partners to assign liaisons to the EOC for coordination of specific response activities. Staffing levels vary with the complexity and needs of the response. At a minimum, the IC, all Section Chiefs, the Resource Coordinator, and management support positions should be included.	<i>FA 1 of the City EOP, agency and company-specific plans</i>
	<input type="checkbox"/> Activate and implement the City EOP.	
	<input type="checkbox"/> Notify supporting agencies. <ul style="list-style-type: none"> <li>▪ Identify local, regional, and State agencies that may be able to mobilize resources and staff to the City EOC for support</li> </ul>	
	<input type="checkbox"/> Provide local warnings and information and activate appropriate warning/alert systems.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Support a Regional Coordination Center, if necessary.	
<input type="checkbox"/> Establish a JIC. <ul style="list-style-type: none"> <li>▪ Provide a PIO for the JIC.</li> <li>▪ Formulate emergency public information</li> </ul>	<i>FA 1 of the City EOP</i>	

IA 8 Volcano/Volcanic Activity

Volcano/Volcanic Activity Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	messages and media responses utilizing “one message, many voices” concepts ( <i>recurring</i> ).	
	<input type="checkbox"/> Initiate and coordinate local emergency declarations or requests for assistance from mutual aid partners, County, State, and/or Federal resources. If applicable, submit request for local disaster/emergency declaration following established County procedures.	
	<input type="checkbox"/> Estimate emergency staffing levels and request personnel support.	
	<input type="checkbox"/> Develop work assignments for ICS positions ( <i>recurring</i> ).	<i>ICS Form 203-Organization Assignment List</i>
	<input type="checkbox"/> Develop and initiate shift rotation plans, including briefing of replacements during shift changes.	<i>ICS Form 209-Incident Status Summary</i>
	<ul style="list-style-type: none"> <li>▪ Dedicate time during each shift to prepare for shift change briefings.</li> </ul>	
	<input type="checkbox"/> Confirm or establish communications links among primary and support agencies, the City EOC, County EOC, and State ECC; confirm operable phone numbers and backup communication links.	
	<input type="checkbox"/> Ensure that all required notifications have been completed. Consider other local, regional, State, and Federal agencies that may be affected by the incident. Notify them of the status.	<i>Incident Action Plan</i>
	<input type="checkbox"/> Manage and coordinate interagency functions. Providing multi-agency coordination is the primary goal. Assimilate into a Unified Command structure if scope of response increases.	<i>Established emergency contact lists maintained at the City EOC</i>
	<input type="checkbox"/> Obtain current and forecasted weather to project potential spread of ash, fires, and/or gases ( <i>recurring</i> ).	
	<input type="checkbox"/> Determine need to conduct evacuations and sheltering activities ( <i>recurring</i> ). Request that the American Red Cross activate and implement local sheltering plans.	<i>FA 2 Annex of the City EOP and American Red Cross Shelter Plans</i>

IA 8 Volcano/Volcanic Activity

Volcano/Volcanic Activity Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Coordinate evacuation of affected areas, if necessary. Assign appropriate ESF liaisons to the City and/or County EOCs, as the situation requires. The following emergency functions may provide lead roles during various phases of evacuation: <ul style="list-style-type: none"> <li>▪ ESF 1 – Transportation</li> <li>▪ ESF 2 – Emergency Telecommunications and Warning</li> <li>▪ ESF 13 – Public Safety and Security</li> <li>▪ ESF 15 – Emergency Public Information</li> </ul>	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Determine the need for additional resources and request as necessary through the City EOC ( <i>recurring</i> ).	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Activate mutual aid agreements. Activation includes placing backup teams on standby and alerting resource suppliers of both potential and current needs.	
	<input type="checkbox"/> Coordinate resource access, deployment, and storage in the operational area. Resources to coordinate include equipment, personnel, facilities, supplies, procedures, and communications. Track resources as they are dispatched and/or used.	<i>FA 1 of the City EOP</i>
	<input type="checkbox"/> Develop plans and procedures for registration of task forces/strike teams as they arrive on scene and receive deployment orders.	
	<input type="checkbox"/> Record all EOC activity and completion of individual personnel tasks ( <i>recurring</i> ). All assignments, person(s) responsible, and significant actions taken should be documented in logbooks.	<i>ICS Resource Tracking forms and EOC forms</i>
	<input type="checkbox"/> Record all incoming and outgoing messages ( <i>recurring</i> ). All messages, and the names of those sending /receiving, them should be documented as part of the EOC log.	<i>Existing EOC forms/templates</i>
	<input type="checkbox"/> Produce situation reports ( <i>recurring</i> ). At regular intervals, the EOC Director and staff will assemble a situation report.	<i>EOC Planning Section job action guide</i>

IA 8 Volcano/Volcanic Activity

Volcano/Volcanic Activity Incident Checklist		
Phase of Activity	Action Items	Supplemental Information
	<input type="checkbox"/> Develop an IAP ( <i>recurring</i> ). This document is developed by the Planning Section and approved by the IC. The IAP should be discussed at regular periodic intervals and modified as the situation changes.	<i>ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 204 – Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, Safety Message, Incident Map</i>
	<input type="checkbox"/> Implement elements of the IAP ( <i>recurring</i> ).	
	<input type="checkbox"/> Coordinate with private sector partners as needed.	<i>ICS Form 202 – Incident Objectives</i>
	<input type="checkbox"/> Ensure that all reports of injuries, deaths, and major equipment damage due to volcano/earthquake response are communicated to the IC and/or Safety Officer.	
<b>RECOVERY/ DEMOBILIZATION PHASE</b>	<input type="checkbox"/> Activate and implement applicable mitigation plans, community recovery procedures, and continuity of operations/government plans until normal daily operations can be completely restored. Deactivate/demobilize the City EOC.	<i>FA 1 of the City EOP and agency-specific recovery</i>
	<input type="checkbox"/> Release mutual aid resources as soon as possible.	
	<input type="checkbox"/> Monitor secondary hazards associated with volcano eruption and/or significant activity (e.g. landslides, fires, contamination, damage to infrastructure, impacts to utility lines/facilities, and air quality issues) and maintain on-call personnel to support potential response to these types of hazards.	
	<input type="checkbox"/> Conduct post-event debriefing to identify success stories, opportunities for improvement, and development of the After Action Report/Improvement Plan.	
	<input type="checkbox"/> Correct any response deficiencies reflected in the Improvement Plan.	
	<input type="checkbox"/> Submit valuable success stories and/or lessons learned to the Lessons Learned Information Sharing website ( <a href="http://www.llis.gov">www.llis.gov</a> )	

**A**

# **SA A – Emergency Operations Plan Summary**



SA A. Emergency Operations Plan Summary

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**SA A. Emergency Operations Plan Summary**

**1 Introduction**

An Emergency Operations Plan (EOP) establishes guidance for the City of Sandy (City)’s actions during response to, and short-term recovery from, major emergencies or disasters. This EOP summary is designed to provide a summary of key points the City of Sandy feels are important for training purposes. For additional information regarding how the City will organize and respond to emergencies and disasters in the community, see the EOP Basic Plan and supporting annexes.

**1.1 City of Sandy Disaster Declaration Process**

The Mayor (or designee), as authorized by the City Code, may declare that a state of emergency exists. This declaration remains in effect until the Mayor or other authorized person terminates the state of emergency when the emergency, or threat of emergency, no longer exists.

Oregon Emergency Management has set forth the following criteria necessary in declaring a local emergency:

- Describe the circumstances impacting an identified area.
- Identify the problems for which assistance is needed.
- Clearly state what has been done locally to respond to the impact and needs.

*See Appendix A for Sample Declaration of State of Emergency.*

**1.2 Lines of Succession**

Table 1 provides the policy and operational lines of succession during an emergency for the City.

<b>Table 1-8 City Lines of Succession</b>	
<b>Emergency Operations</b>	<b>Emergency Policy and Governance</b>
City Manager/Deputy City Manager	Mayor
Police Chief	Council President
Public Works Director	City Councilors (order of succession)

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. Lines of succession for each department can be found in the City’s Continuity of Operations (COOP) plan. All employees should be trained on the protocols and contingency plans required to maintain leadership within the department. The City Manager will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the City

## SA A. Emergency Operations Plan Summary

are responsible for developing and implementing COOP/Continuity of Government (COG) plans to ensure continued delivery of vital services during an emergency.

### 1.3 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by the City Emergency Manager to County Emergency Management according to provisions outlined under Oregon Revised Statutes (ORS) Chapter 401.

The City Emergency Manager (or designee) is responsible for the direction and control of the City's resources during an emergency and for requesting any additional resources required for emergency operations. Once mutual aid options have been exhausted, assistance requests are to be made through County Emergency Management via the County Emergency Operations Center. County Emergency Management processes subsequent assistance requests to the State.

In the case of fires that threaten life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Clackamas Fire District Fire Chief assesses the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notifies the State Fire Marshal via Oregon Emergency Response System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

*See Appendix B for summary of Mutual Aid Agreements.*

### 1.4 Financial Management

During an emergency, the City is likely to find it necessary to redirect City funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Council. If an incident in the City requires major redirection of City fiscal resources, the City Council will meet in emergency session to decide how to respond to the emergency funding needs, will declare a State of Emergency, and will request assistance through the County as necessary.

Expenditure reports are submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. The Finance Department will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests.

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### 1.5 Safety of Employees and Family

All department heads (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 911 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Safety precautions and personal protective equipment decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration may provide assistance and guidance on worker safety and health issues. Information about emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in Emergency Support Function (ESF) 8 of the County EOP.

While all City agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is encouraged to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible.

Processes that support employees and their families during emergency situations or disasters will be further developed through ongoing COOP and COG planning.

## 2 Roles and Responsibilities

For more information on Roles and Responsibilities, refer to Chapter 3 of the EOP Basic Plan.

### 2.1 Responsibilities of All Departments

It is the responsibility of all departments to identify critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other City departments.

## SA A. Emergency Operations Plan Summary

### 2.2 Responsibilities by Function

#### 2.2.1 Alert and Warning

*City Police Department, Clackamas Fire District, City Administration, Oregon Trail School District and Clackamas County Communications (CCOM)*

Once an emergency has occurred, the following tasks are necessary to ensure that the proper agencies are notified, helping to facilitate a quick and coordinated response:

- Disseminating emergency public information, as requested.
- Receiving, verifying, and disseminating warning information to the public and key County and City officials.
- Preparing and maintaining supporting Standard Operating Procedures (SOPs) and annexes.

*See Functional Annex (FA) 1 – Emergency Services and the County EOP, ESF 2 – Communications for more detail.*

#### 2.2.2 Public Works and Engineering

*City Public Works Department, City Building Department*

City public works agencies are responsible for the following tasks in an emergency:

- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.
- Protecting and restoring waste treatment and disposal systems.
- Augmenting sanitation services.
- Assessing damage to streets, bridges, traffic control devices, wastewater treatment system, and other public works facilities.
- Removing debris.
- Assessing damage to City-owned facilities.
- Condemning unsafe structures.
- Directing temporary repair of essential facilities.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 3 – Infrastructure Services and the County EOP, ESF 3 – Public Works and Engineering for more detail.*

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### 2.2.3 Firefighting

*Clackamas Fire District and Clackamas Fire District 1*

City fire services are responsible for the following tasks during an emergency:

- Providing fire prevention, education, inspection, suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Inspecting damaged areas for fire and life safety hazards.
- Providing hazardous materials spills containment, clean-up, planning, and coordination.
- Inspecting shelters for fire and life safety hazards and coordinating with the Mass Care Liaison.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 4 – Firefighting for more detail.*

### 2.2.4 Emergency Management

#### Emergency Operations Center

*City Administration and City Police Department, Clackamas Fire District, and OregonTrail School District*

The following tasks are necessary for the City to activate and utilize its EOC to support and coordinate response operations during an emergency:

- Directing and controlling local operations resources.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode at all times or ensuring the ability to convert EOC space into an operating condition.
- Assigning representatives (by title) to report to the EOC and developing procedures for crisis training.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

*See Chapter 5 – Command and Control, FA 1 – Emergency Services, and the County EOP Basic Plan and ESF 5 – Emergency Management for more detail.*



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### 2.2.5 Mass Care, Emergency Assistance, Housing, and Human Services

*Clackamas County Health, Housing and Human Services, American Red Cross, and Oregon Trail School District*

The City relies on the support of the County to provide Shelter and Mass Care Services and has adopted the procedures outlined in the County EOP. County Health, Housing and Human Services (also referred to as H3S Department), with support from the Oregon Trail Chapter of the American Red Cross, is responsible for ensuring that the mass care needs of the affected population are met, such as sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the County EOP, ESF 6 – Housing and Human Services and ESF 11 – Agriculture and Natural Resources; general responsibilities include:

- Maintaining the Community Shelter Plan and Animal Disaster Response Plan.
- Supervising the Shelter Management program (stocking, marking, and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.

*See FA 2 – Human Services and the County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services and ESF 11 – Agriculture and Natural Resources for more detail.*

### 2.2.6 Search and Rescue

*Clackamas County Sheriff's Office*

The Sheriff's Office is responsible for:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.
- Preparing and maintaining supporting SOPs and annexes.

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*See FA 1 – Emergency Services and the County EOP, ESF 9 – Search and Rescue for more detail.*

### 2.2.7 Oil and Hazardous Materials Response

*Clackamas Fire District and Office of State Fire Marshal Regional HazMat Team No. 3*

#### Hazardous Materials Response

Oil and Hazardous Materials responsibilities include:

- Conducting oil and hazardous materials (chemical, biological, etc.) response.
- Assessing the health effects of a hazardous materials release.
- Identifying the needs for Hazardous Materials incident support from regional and State agencies.
- Disseminating protective action.
- Conducting environmental short- and long-term cleanup.
- Preparing and maintaining supporting SOPs and annexes.

#### Radiological Protection

General responsibilities include:

- Establishing and maintaining a radiological monitoring and reporting network.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses.
- Coordinating radiological monitoring throughout the County.
- Providing monitoring services and advice at the scene of accidents involving radioactive materials.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 10 – Oil and Hazardous Materials for more detail.*

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### 2.2.8 External Affairs

*City Administration, Clackamas Fire District, and Oregon Trail School District*

The following tasks are necessary to ensure provision of reliable, timely, and effective information/warnings to the public at the onset of, and throughout, a disaster:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Arranging for media representatives to receive regular briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling scheduled and unscheduled inquiries from the media and the public.
- Being aware of Spanish-only-speaking and/or bilingual population centers within the City and County and preparing training and news releases accordingly.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services and the County EOP, ESF 15 – External Affairs for more detail.*

### 2.2.9 Evacuation and Population Protection

*City Police Department*

The following tasks are necessary to implement and support protective actions by the public and coordinate an evacuation:

- Defining responsibilities of City departments and private-sector groups.
- Identifying high hazard areas and corresponding number of potential evacuees.
- Coordinating evacuation planning, including:
  - Movement control
  - Health and medical requirements
  - Transportation needs
  - Emergency public information materials

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- Shelter and reception location.
- Developing procedures for sheltering in place.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 1 – Emergency Services for more details.*

### 2.2.10 Damage Assessment

*City Building Department*

The Building Department is responsible for:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Compiling estimates of damage for use by City officials in requesting disaster assistance.
- Evaluating the effect of damage on the City’s economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.
- Preparing and maintaining supporting SOPs and annexes.

*See FA 4 – Recovery strategy for more details.*

### 2.2.11 Legal Services

*City Counsel (Beery, Elsner & Hammond, LLP)*

City Counsel is responsible for the following tasks in the event of an emergency:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress

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- Limit or restrict use of water or other utilities
- Remove debris from publicly or privately owned property.
- Reviewing and advising City officials regarding possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.
- Preparing and recommending local legislation to implement the emergency powers required during an emergency.
- Advising City officials and department heads regarding record keeping requirements and other documentation necessary for the exercising of emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County or City government in disaster events.
- Preparing and maintaining supporting SOPs and annexes.

### 2.3 Response Matrix

Table 3-1 provides a matrix, by ESF, of the local, State, and Federal primary organizations that the City may rely on in the event of an emergency.

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Table 2 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 1 Transportation</b>	<ul style="list-style-type: none"> <li>■ Aviation/airspace management and control</li> <li>■ Transportation safety</li> <li>■ Restoration and recovery of transportation infrastructure</li> <li>■ Movement restrictions</li> <li>■ Damage and impact assessment</li> </ul>	City Public Works Department Sandy Area Metro Oregon Housing & Associated Services (OHAS)-Wheels	Department of Transportation and Development	Department of Transportation	Department of Transportation
<b>ESF 2 Communications</b>	<ul style="list-style-type: none"> <li>■ Coordination with telecommunications and information technology industries</li> <li>■ Restoration and repair of telecommunications infrastructure</li> <li>■ Protection, restoration, and sustainment of national cyber and information technology resources</li> <li>■ Oversight of communications within the Federal incident management and response structure</li> </ul>	City Police Department City Administration	Emergency Management CCOM Sheriff's Office CARES	Oregon Emergency Management Public Utility Commission	Department of Homeland Security (National Protection and Programs/ Cyber security and Communications/ National Communications System), Department of Homeland Security (Federal Emergency Management Agency)
<b>ESF 3 Public Works &amp; Engineering</b>	<ul style="list-style-type: none"> <li>■ Infrastructure protection and emergency repair</li> <li>■ Infrastructure restoration</li> <li>■ Engineering services and construction management</li> <li>■ Emergency contracting support for life-saving and life-sustaining services</li> </ul>	City Public Works Department Curran McLeod, Inc.	Department of Transportation and Development	Department of Transportation	Department of Defense (U.S. Army Corps of Engineers) Department of Homeland Security (FEMA)
<b>ESF 4 Firefighting</b>	<ul style="list-style-type: none"> <li>■ Coordination of Federal firefighting activities</li> <li>■ Support to wildland, rural, and urban firefighting operations</li> </ul>	Clackamas Fire District	Emergency Management Fire Defense Board	Department of Forestry Office of the State Fire Marshal	Department of Agriculture (U.S. Forest Service)

SA A. Emergency Operations Plan Summary

Table 2 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 5 Emergency Management</b>	<ul style="list-style-type: none"> <li>■ Coordination of incident management and response efforts</li> <li>■ Issuance of mission assignments</li> <li>■ Resource and human capital</li> <li>■ Incident action planning</li> <li>■ Financial management</li> </ul>	City Administration City Police Department Clackamas Fire District	Emergency Management	Oregon Emergency Management	Department of Homeland Security (FEMA)
<b>ESF 6 Mass Care, Emergency Assistance, Housing &amp; Human Services</b>	<ul style="list-style-type: none"> <li>■ Mass care</li> <li>■ Emergency assistance</li> <li>■ Disaster housing</li> <li>■ Human services</li> </ul>	City Administration American Red Cross	Health, Housing and Human Services	Department of Human Services Oregon Health Authority	Department of Homeland Security (FEMA)
<b>ESF 7 Logistics Management &amp; Resource Support</b>	<ul style="list-style-type: none"> <li>■ Comprehensive, national incident logistics planning, management, and sustainment capability</li> <li>■ Resource support (facility space, office equipment and supplies, contracting services, etc.)</li> </ul>	City Administration Clackamas Fire District	Emergency Management	Oregon Military Department Department of Administrative Services	General Services Administration Department of Homeland Security (FEMA)
<b>ESF 8 Public Health &amp; Medical Services</b>	<ul style="list-style-type: none"> <li>■ Public health</li> <li>■ Medical services</li> <li>■ Behavioral health services</li> <li>■ Mass fatality management</li> </ul>	City Administration (coordinate with Health Dept.) Clackamas Fire District American Medical Response Local Clinics	Health, Housing and Human Services Local Hospitals Local Emergency Medical Services	Department of Human Services (Public Health Division)	Department of Health and Human Services

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Table 2 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 9 Search &amp; Rescue</b>	<ul style="list-style-type: none"> <li>Life-saving assistance</li> <li>Search and rescue operations</li> </ul>	City Police Department	Sheriff’s Office Fire Defense Board	Oregon Emergency Management Office of the State Fire Marshal	Department of Homeland Security (FEMA, U.S. Coast Guard) Department of the Interior (National Park Service) Department of Defense
<b>ESF 10 Oil &amp; Hazardous Materials</b>	<ul style="list-style-type: none"> <li>Oil and hazardous materials (chemical, biological, radiological, etc.) response</li> <li>Environment short- and long-term cleanup</li> </ul>	Clackamas Fire District Regional Hazardous Materials Team	Emergency Management Fire Department	Department of Environmental Quality Office of the State Fire Marshal	Environmental Protection Agency Department of Homeland Security (U.S. Coast Guard)
<b>ESF 11 Agriculture &amp; Natural Resources</b>	<ul style="list-style-type: none"> <li>Nutrition assistance</li> <li>Animal and plant disease and pest response</li> <li>Food safety and security</li> <li>Natural and cultural resources and historic properties protection</li> <li>Safety and well-being of household pets</li> </ul>	City Administration	Emergency Management Health, Housing and Human Services Dog Services (DTD) Oregon State University Extension	Department of Agriculture	Department of Agriculture Department of Interior
<b>ESF 12 Energy</b>	<ul style="list-style-type: none"> <li>Energy infrastructure assessment, repair, and restoration</li> <li>Energy industry utilities coordination</li> <li>Energy forecast</li> </ul>	City Administration Local Utilities	Emergency Management	Department of Energy Public Utility Commission	Department of Energy



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Table 2 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 13 Public Safety &amp; Security</b>	<ul style="list-style-type: none"> <li>■ Facility and resource security</li> <li>■ Security planning and technical resource assistance</li> <li>■ Public safety and security support</li> <li>■ Support to access, traffic, and crowd control</li> </ul>	City Police Department	Sheriff’s Office	Department of Justice Oregon State Police Department of Administrative Services	Department of Justice
<b>ESF 14 Long-Term Community Recovery</b>	<ul style="list-style-type: none"> <li>■ Social and economic community impact assessment</li> <li>■ Long-term community recovery assistance to States, tribes, local governments, and the private sector</li> <li>■ Analysis and review of mitigation program implementation</li> </ul>	City Administration	Emergency Management Health, Housing and Human Services	Oregon Business Development Department Oregon Emergency Management Governor’s Recovery Planning Cell (Governors Recovery Cabinet)	Department of Agriculture Department of Homeland Security Department of Housing and Urban Development Small Business Administration
<b>ESF 15 External Affairs</b>	<ul style="list-style-type: none"> <li>■ Emergency public information and protective action guidance</li> <li>■ Media and community relations</li> <li>■ Congressional and international affairs</li> <li>■ Tribal and insular affairs</li> </ul>	City Administration Oregon Trail School District Clackamas Fire District	Public and Government Affairs	Governor’s Office Oregon Emergency Management	Department of Homeland Security (FEMA)

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### 3 Concept of Operations

For more information on Concept of Operations, refer to Chapter 4 of the EOP Basic Plan.

#### 3.1 Incident Levels

Incident levels assist response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations will not always fit neatly into these levels, and any incident has the potential to intensify and expand. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents.

##### 3.1.1 Level 1

Level 1 situations are often referred to as “routine” crisis management or emergency situations that can be handled using resources available at the incident location. For these situations, it may not be necessary to implement an emergency plan. Outside assistance is usually not required.

##### 3.1.2 Level 2

Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Requests for assistance related to Level 2 situations often take the form of a 911 call for police, fire, or medical assistance. Examples include hazardous materials spills and traffic incidents with multiple injuries. The Incident Commander may implement selected portions of the City EOP.

##### 3.1.3 Level 3

Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. Examples of such situations include an airliner crash in populated area, a major earthquake, etc. Emergency plans should be implemented, and the EOC will be activated to coordinate response and recovery activities.

#### 3.2 Incident Management

##### 3.2.1 Activation

When an emergency arises and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the City Council or City Manager will activate and implement all or part of this EOP. In addition, the City Manager, Fire Chief, Police Chief, or Emergency Manager, or their designees, may partially or fully activate and staff the City EOC based on an emergency’s type, size, severity, and anticipated duration. An Emergency Declaration is not required to implement the EOP or activate the EOC. The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander.

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Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the Emergency Manager with the following information:

- Operational status.
- Readiness and availability of essential resources.
- Changing conditions and status of resources (personnel, equipment, facilities, supplies, etc.).
- Significant concerns and issues dealing with potential or actual loss of life or property.

### 3.2.2 Initial Actions

Upon activation of all or part of this EOP, the Incident Commander (or designee) will immediately take the following actions:

- Alert threatened populations and initiate evacuation as necessary.  
*See FA 1 – Emergency Services Annex for more detail.*
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated.  
*See FA 2 – Human Services Annex for more detail.*
- Instruct appropriate City emergency service providers to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Request the Mayor or City Council to prepare and submit a formal Declaration of Emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations. The official declaration may be preceded by a verbal statement.
- Prepare to staff the City EOC as appropriate for the incident with maximum 12-hour shifts.
- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency. *See FA 4 – Recovery Strategy Annex for additional information regarding community recovery procedures.*

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### 4 Command and Control

For more information on Command and Control, refer to Chapter 5 of the EOP Basic Plan.

#### 4.1 Emergency Operations Center Activation

During emergency operations and upon activation, the EOC staff will assemble and exercise Direction and Control, as outlined below.

- The EOC will be activated by the City Manager, Police Chief, or Fire Chief (or their designees). The Incident Commander will assume responsibility for all operations and direction and control of response functions.
- The Incident Commander will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their respective annexes.
- The EOC will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
- The Incident Commander will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

#### 4.2 Emergency Operations Center Location

The **primary location** for the City EOC is:

Sandy Police Department  
39850 Pleasant Street, Sandy, OR 97055

If necessary, the **alternate location** for the City EOC is:

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Fire Annex Building  
17460 Bruns Avenue, Sandy, OR 97055

Figure 5-1 Primary EOC Location

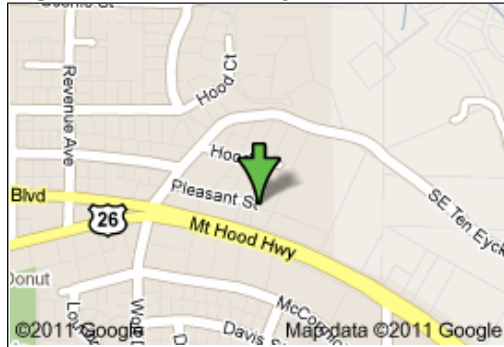


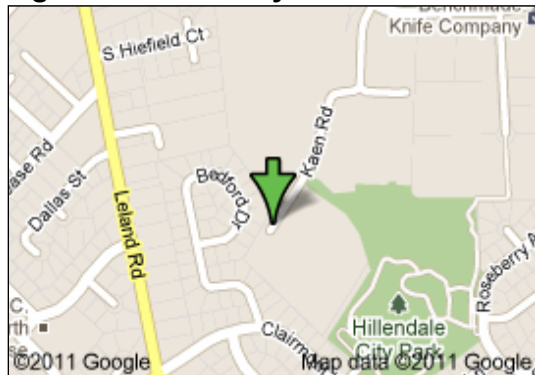
Figure 5-2 Alternate EOC Location



The County EOC is co-located with Clackamas County Emergency Management and CCOM offices at:

2200 Kaen Road  
Oregon City, OR 97045

Figure 5-3 County EOC Location

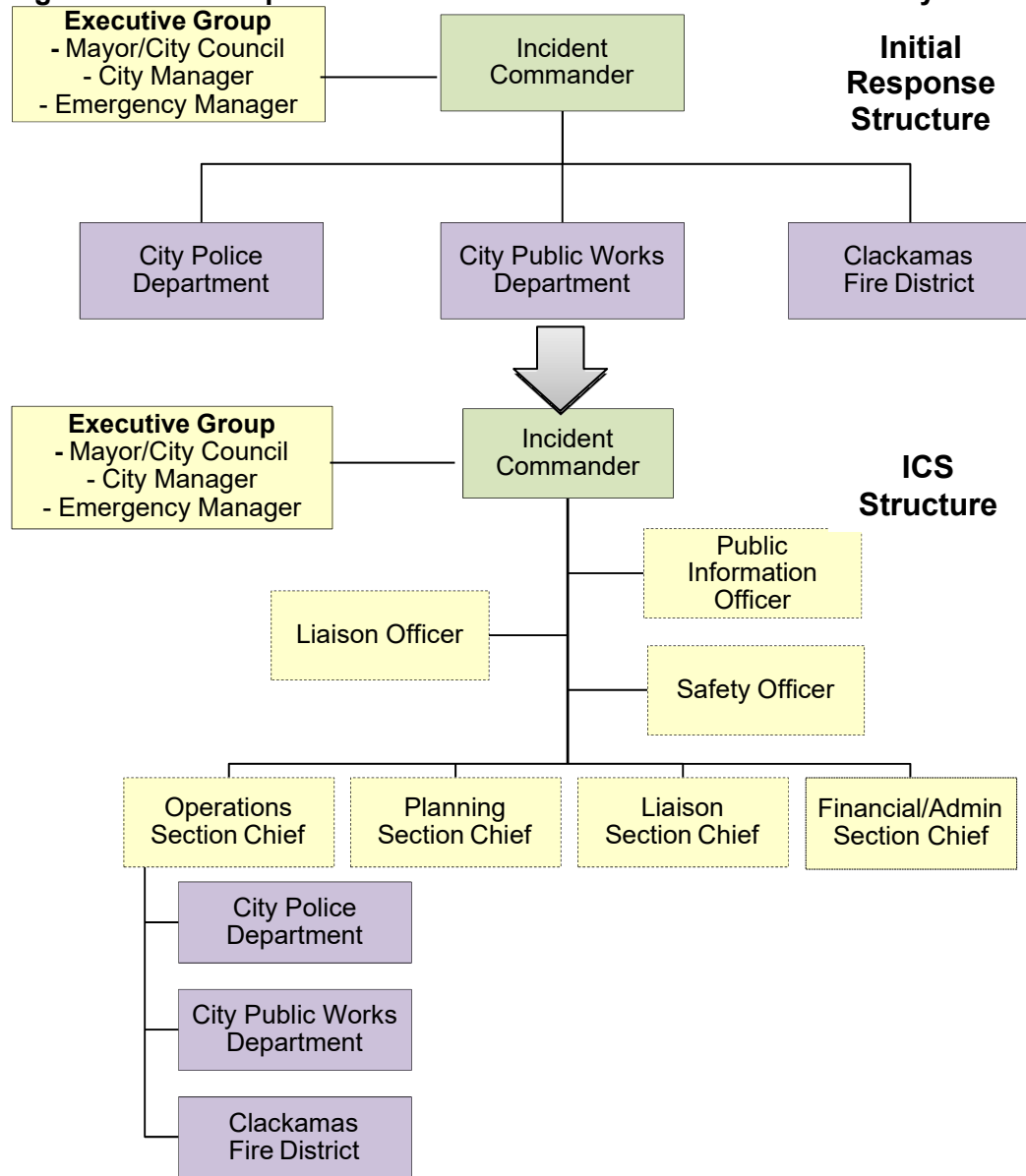


See FA 1 – Emergency Services for more detail.

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4.3 Incident Command System

Figure 4 Example of a Scalable Command Structure for the City



4.3.1 Emergency Operations Center Command Staff

4.3.1.1 Incident Commander

The IC is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the IC is responsible for:

- Approving and supporting implementation of an Incident Action Plan (IAP).
- Coordinating activities supporting the incident or event.

## SA A. Emergency Operations Plan Summary

- Approving release of information through the Public Information Officer (PIO).
- Performing the duties of the following command staff if no one is assigned to the position:
  - Safety Officer
  - PIO
  - Liaison Officer
  - General Staff.

### 4.3.1.2 Safety Officer

The Safety Officer is generally responsible for:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site control measures.
- Monitoring and assessing the health and safety of response personnel and support staff (including EOC staff).
- Preparing and implementing a site Health and Safety Plan and updating the Incident Commander regarding safety issues or concerns, as necessary.
- Exercising emergency authority to prevent or stop unsafe acts.

### 4.3.1.3 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the public.
- Coordinating information sharing among the public information network through the use of a Joint Information System and, if applicable, establishing and staffing a Joint Information Center.
- Implementing information clearance processes with the Incident Commander.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

## SA A. Emergency Operations Plan Summary

### 4.3.1.4 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the American Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the Incident Commander, government officials, and stakeholders.

The annexes attached to this plan contain general guidelines for the City governmental entities, organizations, and County officials and departments to carry out responsibilities assigned at the City EOC or other designated facility where response efforts will be coordinated.

### 4.3.2 Emergency Operations Center General Staff

#### 4.3.2.1 Operations Section Chief

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is organized into functional units representing agencies involved in tactical operations. The following agencies are typically included in the Operations Section:

- Fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials).
- Law Enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations).
- Public Health Officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health).
- Public Works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse).

Private entities, companies, and Non-Governmental Organizations (NGOs) may also support the Operations section. The Operations Chief is responsible for:



## SA A. Emergency Operations Plan Summary

- Providing organizational support and directing implementation of unit operational plans and field response activities.
- Developing and coordinating tactical operations to carry out the IAP.
- Managing and coordinating various liaisons representing community response partners and stakeholders.
- Directing IAP tactical implementation.
- Requesting resources needed to support the IAP.

### 4.3.2.2 Planning Section Chief

The Planning Section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information regarding the incident and providing a status summary.
- Preparing and disseminating the IAP.
- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

### 4.3.2.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Providing and managing resources to meet the needs of incident personnel.
- Managing various coordinators of particular resources, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Estimating future support and resource requirements.
- Assisting with development and preparation of the IAP.

### 4.3.2.4 Finance/Administration Section Chief

## SA A. Emergency Operations Plan Summary

The Finance/Administration Section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed that can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

## 5 Appendices

- Appendix A – Sample Declaration of State of Emergency
- Appendix B – Summary of Mutual Aid Agreements

SA A. Emergency Operations Plan Summary

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SA A. Emergency Operations Plan Summary

Appendix A – Sample Declaration of State of Emergency

To: \_\_\_\_\_,  
Clackamas County Office of Emergency Management

From: \_\_\_\_\_,  
City of Sandy, Oregon

At \_\_\_\_\_ (time) on \_\_\_\_\_ (date),

a/an \_\_\_\_\_ (description

of emergency incident or event type) occurred in the City of Sandy threatening life and property.

The current situation and conditions are:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

The geographic boundaries of the emergency are:

\_\_\_\_\_  
\_\_\_\_\_

WE DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF SANDY AND THAT THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. WE RESPECTFULLY REQUEST THAT THE COUNTY PROVIDE ASSISTANCE, CONSIDER THE CITY AN "EMERGENCY AREA" AS PROVIDED FOR IN ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT.

Signed: \_\_\_\_\_

Title: \_\_\_\_\_ Date & Time: \_\_\_\_\_

*This request may be passed to the County via radio, telephone, or FAX. The original signed document must be sent to the County Emergency Management Office, with a copy placed in the final incident package.*

**SA A. Emergency Operations Plan Summary**

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## SA A. Emergency Operations Plan Summary

**Appendix B – Mutual Aid Agreements**

The following is a quick reference list of mutual aid agreements entered into by the City. **Copies of these mutual aid agreements can be found in Bold Planning.**

- **Bomb Arson Tracking System Program;** Sandy Police Department and the Bureau of Alcohol, Tobacco, Firearms and Explosives, Unknown date. Allows for the use of an information system that will collect, analyze information related to explosives, arson, and the suspected criminal misuse of explosives.
- **Clackamas County Dispatch Center Member Board Charter;** Sandy Police Department and the Clackamas County Dispatch Center Board Member Charter, July 3, 2009. Establishes an executive Board and Service Committees for the 911 dispatch center that dispatches the Sandy Police Department. This agreement provides an avenue for operational and budgetary development of services.
- **Clackamas County Interagency Amber Alert Agreement;** Sandy Police Department and the Clackamas County Interagency Amber Alert Team, December 16, 2002. Mutual agreement by all law enforcement agencies in Clackamas County providing for the development of internal policy, process, and training as related to missing children. It is also agreed that the Sandy Police Department will follow the Amber Alert criteria and process of the Amber Alert Program.
- **Interagency Investigative Agreement;** Sandy Police Department and the Interagency Major Crimes Team for Clackamas County, November 2, 2006. This agreement provides guidelines and policies for the inter-agency investigation of major crimes committed in the venues of the participating agencies. When activated a team of investigators will respond to a criminal incident in Sandy. The team will assist in the investigation. Our detective is a team member and may be called upon to assist other agencies with their criminal investigations.
- **Intergovernmental Agreement** between City of Sandy and Clackamas Fire District, June 11, 1996. The Clackamas Fire District will provide fireprotection services to both City and adjoining area.
- **Intergovernmental Agreement** between Sandy Police Department and CCOM forming the 800 Radio Group.

**SA A. Emergency Operations Plan Summary**

- **Intergovernmental Agreement** between Sandy Police Department and CCOM forming the 800 Radio Group. This agreement is pursuant to ORS 190.010 and 190.030.
- **Oregon Public Works Emergency Response Cooperative Assistance Agreement**; Oregon Department of Transportation and City of Sandy, February 28, 2010. Enables public works agencies to support each other during an emergency, provides the mechanism for immediate response to the requesting agency when the responding agency determines it can provide the needed resources and expertise, and sets up the documentation needed to seek maximum reimbursement possible from appropriate federal agencies.
- **Sandy Police Department MOU with Todos Juntos**, October 24, 2010. Todos Juntos provides staff to oversee the Juvenile Diversion Program. Staff from Todos Juntos, have contact with juvenile offenders, do assessments, refer and assist family and youth in accessing community resources, and track all necessary documentation.



# CITY COUNCIL MEETING

Monday, June 17, 2024 at 6:00 PM  
Sandy City Hall and via Zoom

## MINUTES

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### WORK SESSION – 6:00 PM

#### 1. Clackamas County Homelessness Services

Adam Brown and Vahid Brown with Clackamas County Health, Housing, and Human Services (H3S) were present to share information on the County's efforts to address homelessness in the Sandy area; Nunpa with AntFarm was also present to participate in the discussion. The work session began with an overview of the programs and services provided and administered by H3S.

Council discussion centered around the following issues:

- The County's efforts to create a more comprehensive system to address homelessness compared to what existed previously, and the specific services being provided in Sandy itself
- Increased funding since 2020, which has created more capacity and freed-up other funds that can be directed toward rural areas of the county like Sandy
- Clarification that funding is being redirected to Sandy; people are not being moved to Sandy from other areas
- Intentions to create a geographically distributed system of care to avoid creating magnets, to ensure equitable sharing of impacts, and to promote adequate access to services
- Overview of services available for individuals facing eviction
- Recognition that data regarding homelessness in Sandy is limited, though it is thought the number of individuals is low
- Suggestion that prevention of homelessness is the most effective way to deal with the challenge
- Overview of the outreach program to reach those who are already living outdoors, which is very time and effort-intensive
- Overview of the shelter bed system
- Overview of the cold weather sheltering efforts that occurred during the winter of 2023-24, which involved temporarily housing individuals at the local Best Western
  - History and context of the program; intentions for it to serve as transition housing until more permanent housing could be identified for individuals
  - Concern about the lack of communication with the City



- Concern that people may have come to Sandy from other areas, and services are not available for them in Sandy
- Suggestion that regular patrolling of known camp sites is necessary
- Overview of the new County-funded position that can assist in responding to encampments
- Note that AntFarm staff are available to help address encampments
- Overview of the LoveOne organization
- Details on what would disqualify individuals from receiving support
- Information on tiny home villages being built elsewhere in the county
- Differentiations between individuals already camping in the woods and those at acute risk of becoming homeless
- Need for easier access to information on services and programs available
- Request for the County to address the long wait times at the Sandy Clinic
- Overview of the 24-hour Coordinated Housing Access phone line service
- Commitment to working closely with the City on an ongoing basis
- Thanks and praise for the County's efforts

## **REGULAR MEETING – 7:00 PM**

### **PLEDGE OF ALLEGIANCE**

### **ROLL CALL**

#### **PRESENT**

Mayor Stan Pulliam  
 Council President Laurie Smallwood  
 Councilor Chris Mayton  
 Councilor Kathleen Walker  
 Councilor Carl Exner  
 Councilor Don Hokanson

#### **ABSENT**

Councilor Rich Sheldon

### **CHANGES TO THE AGENDA**

(none)

### **PUBLIC COMMENT (3-minute limit)**

David Weatherall: Stated that an officer came to his home to look at his wife's car; stated that the officer said he is not the only rich guy we've ever put in jail; stated he recorded the interaction and reported it to the Chief; stated that wrongdoing was covered up; stated that a judge warned the Chief not to do it again; stated that the Chief said her subsequent city

manager contract protected her; stated that bully tactics were used within the police department

## RESPONSE TO PREVIOUS COMMENTS

(none)

## CONSENT AGENDA

2. City Council Minutes: June 3, 2024
3. Contract Amendment: Veolia Water North America – West, LLC

### **MOTION: Adopt the consent agenda**

Motion made by Councilor Walker, Seconded by Councilor Hokanson.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Walker, Councilor Exner, Councilor Hokanson

### **MOTION CARRIED: 6-0**

## PRESENTATIONS

4. Mt Hood Community College Presentation

Representatives from Mt Hood Community College were present to provide information on their proposed bond measure. Presentation slides were included in the agenda packet. Discussion points included the impact of COVID on enrollment, prospects for formation of a political action committee and consultant assistance, support for Mt Hood Community College and its mission, discussion on the accuracy of construction cost estimates, identification of proposed improvements not being included in the proposed package, and the assessed value of properties within the district.

## ORDINANCES

5. PUBLIC HEARING - Ordinance 2024-15: Authorizing Wastewater Revenue Bonds (WIFIA Loan Agreement)

### Abstentions

(none)

### Conflicts of Interest

(none)

### Staff Report

The Public Works Director summarized the staff report, which was included in the agenda packet. It was noted that the City Manager had requested a review of whether WIFIA continues to be a financially advantageous option; the staff is confident it is.

### Public Testimony

(none)

**MOTION: Close the public hearing**

Motion made by Councilor Hokanson, Seconded by Councilor Mayton.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Walker, Councilor Exner, Councilor Hokanson

**MOTION CARRIED: 6-0**

\*\*\*

Council Discussion

In response to a Council question, staff noted that the interest rate will lock on the date of closing; details were provided on the current rate. It was also noted that, similar to a line of credit, not all funds are required to be used.

\*\*\*

**MOTION: Approve the first reading of Ordinance 2024-15**

Motion made by Councilor Exner, Seconded by Councilor Hokanson.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Walker, Councilor Exner, Councilor Hokanson

**MOTION CARRIED: 6-0**

\*\*\*

**MOTION: Approve the second reading of Ordinance 2024-15**

Motion made by Councilor Mayton, Seconded by Councilor Exner.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Walker, Councilor Exner, Councilor Hokanson

**MOTION CARRIED: 6-0**

**NEW BUSINESS**

6. Purchase Authorization: Street Sweeper for Public Works Department

The Public Works Director summarized the staff report, which was included in the agenda packet. The rising costs of the existing sweeping contract were noted. Purchasing a sweeper and performing the service directly is expected to result in substantial savings in the Street Fund allowing potential additional staffing, which can be examined during the next budget process.

In response to Council questions, the following points were made:

- The expected life of the sweeper would be 12-15 years
- Owning and operating a City sweeper would allow increased responsiveness after storms and accidents
- It is important to ensure a replacement plan exists as the sweeper ages
- Concerns about potential sites for temporarily storing collected debris

**MOTION: Authorize the City Manager to procure an Elgin RegenX street sweeper from Owen Equipment Company for the Public Works Department in an amount not to exceed \$330,000.**

Motion made by Councilor Mayton, Seconded by Councilor Walker.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Walker, Councilor Exner, Councilor Hokanson

**MOTION CARRIED: 6-0**

## REPORT FROM THE CITY MANAGER

- Acknowledgement of Sandy Trash Force volunteers
- Update on code enforcement actions
- Update on recent shoplifting enforcement operation
- Update on project to repair Police Department roof
- Note that Chief Huskey's first day is expected to be August 1<sup>st</sup>
- Recap of recent C-4 retreat
- Information on pedestrian safety experiment conducted by ODOT involving bollard placement within a crosswalk
- Potential for installing hillside seating at Cedar Park; a price estimate was received for \$110,000 and renderings were displayed for the Council. Discussion ensued on the following issues:
  - Concern about spending additional funds at the park; desire to stay within the project budget
  - Importance of ensuring that sledding remains possible
  - Concern about maintenance of the facility
  - Discussion of the project budget, savings from the demolition project, and other features the Council desires at the park
  - Discussion of the state of the Urban Renewal Fund
  - Importance of developing seating for events at the action sports park; suggestion to approve this funding now
  - Suggestion that seating could instead be installed later only if the budget allows
  - Acknowledgement that the Council does not have consensus on this matter; Councilor Sheldon should be consulted as well

## COMMITTEE / COUNCIL REPORTS

### Councilor Hokanson

- Reminder about the July 4<sup>th</sup> fireworks show
- Concerns about running red lights; suggestion to install radar speed signs and to practice proactive traffic enforcement
- Inquiry as to why all crosswalks on Hwy 26 are not painted
- Reminder of the need to name the new City parking lot
- Suggestion that public comment delivered earlier in the meeting necessitates staff follow-up
- Praise for the successful police chief recruitment process

### Councilor Exner

- Praise for the successful police chief recruitment process
- Praise for vegetation management efforts
- Concern about the vacant lot across from the Arco station
- Suggestion to cut back vegetation from signs

### Councilor Walker

- Note that the Library Advisory Board invited Commissioner West to the Hoodland Library; the outcome of the effort to secure County support for Hoodland's rent is still uncertain
- Concerns about pedestrian safety; more traffic enforcement and lower speeds on Hwy 211 are needed
- Emphasis on the need to practice proactive code enforcement; suggestion to allow homeless camps to be reported through the MySandy app

### Council President Smallwood

- Reminder about the upcoming Longest Day Parkway event

### Councilor Mayton

- Praise for the successful police chief recruitment process
- Note that the Planning Commission is working on proposed updates to the Temporary Use section of the Development Code
- Praise for the homelessness work session

### Mayor Pulliam

- Praise for the successful police chief recruitment process
- Recap of the recent Mayor Monday interview
- Acknowledgement of the SandyNet Master Plan interview process currently underway
- Recap of the recent C-4 retreat; the Legislature is expected to focus on transportation during the upcoming session; observations on gas taxes

- Praise for the homelessness work session

**STAFF UPDATES**

Monthly Reports: <https://reports.cityofsandy.com/>

**ADJOURN**

DRAFT



# STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** July 15, 2024  
**From:** Jeff Aprati, Deputy City Manager  
**Subject:** Resolution 2024-16: Natural Hazard Mitigation Plan Update 2024

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## DECISION TO BE MADE:

Whether to adopt Resolution 2024-16, approving Sandy’s addendum to Clackamas County’s 2024 update to the Natural Hazard Mitigation Plan.

## BACKGROUND / CONTEXT:

Clackamas County updates its Natural Hazards Mitigation Plan (NHMP) every five years. The NHMP consists of a general county-wide plan as well as addenda specific to all cities and special districts in the county. Key elements of the plan include a hazard vulnerability assessment, identification of community assets and essential facilities, and strategic action items developed to mitigate future hazard impacts.

Sandy first adopted an addendum to Clackamas County’s NHMP in 2009; it has been updated twice since, most recently in 2019. A team of City staff members led this new effort to update Sandy’s addendum for the 2024 NHMP. The team included the Deputy City Manager, Police Chief, Public Works Director, Development Services Director, Transit Director, and Assistant Public Works Director.

The majority of Sandy’s update work occurred in mid-2023. In December 2023, staff provided the Council with a draft of the updated plan; several comments were provided and many of the suggestions were incorporated into the document. The plan was also posted by the City for public comment earlier this year, however no public comments were received.

Since February 2024 the NHMP has been working its way through County, State, and Federal approval processes. In June 2024 the City was notified that the 2024 NHMP has received approval from FEMA, pending adoption by local jurisdictions.

As stated on page 3 of the attached plan, “the NHMP is strategic and non-regulatory in nature, meaning that it does not necessarily set forth any new policy. It does, however, provide: (1) a foundation for coordination and collaboration among agencies and the public in the city; (2) identification and prioritization of future mitigation activities; and (3) aid in meeting federal planning requirements and qualifying for assistance programs.”

**KEY CONSIDERATIONS / ANALYSIS:**

Sandy's 2024 NHMP addendum makes several changes compared to the 2019 version. The hazard assessment has been updated to reflect the City's new understanding of our vulnerability to drought due to the needs that have been identified in our drinking water system. The threat of wildfire has also received new emphasis as a result of the impacts seen in recent years. Redundant action items have been eliminated while new actions have been added (notably, implementation of Sandy's water and wastewater master plans has been included as actions, thus making these projects eligible for FEMA mitigation grant funding).

The Clackamas County NHMP, and the Sandy-specific addendum, are the result of a collaborative effort between residents, public agencies, non-profit organizations, the private sector, and regional organizations. Sandy's plan works in conjunction with other plans and programs including the Comprehensive Land Use Plan, Capital Improvement Plan, and Building Codes, as well as the Clackamas County NHMP, and the State of Oregon NHMP. The mitigation actions described in the plan are intended to be implemented through existing plans and programs within the City.

**BUDGET IMPACT:**

Adoption of a NHMP is a required condition of future funding for mitigation projects under multiple FEMA pre- and post-disaster mitigation grant programs, such as the [Building Resilient Infrastructure and Communities \(BRIC\)](#) grant.

**RECOMMENDATION:**

Staff recommends Council adoption of Resolution 2024-16, adopting the 2024 update to the Natural Hazard Mitigation Plan.

**SUGGESTED MOTION LANGUAGE:**

"I move to adopt Resolution 2024-16."

**LIST OF ATTACHMENTS / EXHIBITS:**

- Resolution 2024-16
  - City of Sandy Addendum to the 2024 Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan
- FEMA 'Approval Pending Adoption' Letter



**RESOLUTION NO. 2024-16****A RESOLUTION ADOPTING THE CITY OF SANDY REPRESENTATION IN THE UPDATES TO THE CLACKAMAS COUNTY MULTI-JURISDICTIONAL NATURAL HAZARDS MITIGATION PLAN**

**WHEREAS**, the City of Sandy recognizes the threat that natural hazards pose to people, property and infrastructure within our community; and

**WHEREAS**, undertaking hazard mitigation actions will reduce the potential for harm to people, property and infrastructure from future hazard occurrences; and

**WHEREAS**, an adopted Natural Hazards Mitigation Plan is required as a condition of future funding for mitigation projects under multiple FEMA pre- and post-disaster mitigation grant programs; and

**WHEREAS**, the City of Sandy has fully participated in the FEMA prescribed mitigation planning process to prepare the Clackamas County, Multi-Jurisdictional Natural Hazards Mitigation Plan, which has established a comprehensive, coordinated planning process to eliminate or minimize these vulnerabilities; and

**WHEREAS**, the City of Sandy has identified natural hazard risks and prioritized a number of proposed actions and programs needed to mitigate the vulnerabilities of the City of Sandy to the impacts of future disasters within the Clackamas County, Multi-Jurisdictional Natural Hazards Mitigation Plan; and

**WHEREAS**, these proposed projects and programs have been incorporated into the Clackamas County, Multi-Jurisdictional Natural Hazards Mitigation Plan that has been prepared and promulgated for consideration and implementation by the participating cities and special districts of Clackamas County; and

**WHEREAS**, the Oregon Department of Emergency Management and Federal Emergency Management Agency, Region X officials have reviewed the Clackamas County, Multi-Jurisdictional Natural Hazards Mitigation Plan and pre-approved it (dated, June 11, 2024) contingent upon this official adoption of the participating governments and entities; and

**WHEREAS**, the NHMP is comprised of three volumes: Volume I -Basic Plan, Volume II – Jurisdiction Addenda, and Volume III – Appendices, collectively referred to herein as the NHMP; and

**WHEREAS**, the NHMP is in an on-going cycle of development and revision to improve its effectiveness; and

**WHEREAS**, City of Sandy adopts the NHMP and directs the City Manager to develop, approve, and implement the mitigation strategies and any administrative changes to the NHMP.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SANDY:**

**Section 1:** The City of Sandy adopts the Clackamas County Multi-Jurisdictional Natural Hazards Mitigation Plan as an official plan. The plan is attached to this resolution as Exhibit A.

**Section 2:** The City of Sandy will submit this Adoption Resolution to the Oregon Department of Emergency Management and Federal Emergency Management Agency, Region X officials to enable final approval of the Clackamas County Multi-Jurisdictional Natural Hazards Mitigation Plan.

This resolution is adopted by the City Council of the City of Sandy this 15th day of July, 2024.

---

Stan Pulliam, Mayor

ATTEST:

---

Jeffrey Aprati, City Recorder

# City of Sandy Addendum to the Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan

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Photo Credit: City of Sandy

**Effective:** April XX, 2024 – April XX, 2029

Prepared for  
The City of Sandy



**Updated:**  
Date, 2024, (Resolution # 2024-xx)  
December 2, 2019, (Resolution # 2019-23)  
2013  
2009

This Natural Hazard Mitigation Plan was prepared by:



Planning grant funding provided by:



Federal Emergency Management Agency (FEMA)

Project Award Number: DR-4562-39-P-OR

Additional Support Provided by:



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## Purpose

This is an update of the Sandy addendum to the Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan (NHMP). This addendum supplements information contained in Volume I (Basic Plan) which serves as the NHMP foundation and Volume III (Appendices) which provide additional information. This addendum meets the following requirements:

- Multi-Jurisdictional **Plan Adoption** §201.6(c)(5),
- Multi-Jurisdictional **Participation** §201.6(a)(3),
- Multi-Jurisdictional **Mitigation Strategy** §201.6(c)(3)(iv) and
- Multi-Jurisdictional **Risk Assessment** §201.6(c)(2)(iii).

Updates to Sandy’s addendum are further discussed throughout the NHMP and within Volume III, Appendix B, which provides an overview of alterations to the document that took place during the update process.

Sandy adopted their addendum to the Clackamas County Multi-jurisdictional NHMP on [DATE TBD, 2024]. FEMA Region X approved the Clackamas County NHMP on [DATE TBD, 2024] and the City’s addendum on [DATE TBD, 2024]. With approval of this NHMP the City is now eligible to apply for the Robert T. Stafford Disaster Relief and Emergency Assistance Act’s hazard mitigation project grants through [DATE TBD-1, 2024].

## NHMP Process, Participation and Adoption

This section of the NHMP addendum addresses 44 CFR 201.6(c)(5), *Plan Adoption*, and 44 CFR 201.6(a)(3), *Participation*.

In addition to establishing a comprehensive community-level mitigation strategy, the Disaster Mitigation Act of 2000 (DMA2K), and the regulations contained in 44 CFR 201, require that jurisdictions maintain an approved NHMP to receive federal funds for mitigation projects. Local adoption, and federal approval of this NHMP ensures that the city will remain eligible for pre- and post-disaster mitigation project grants.

The Oregon Partnership for Disaster Resilience (OPDR) at the University of Oregon’s Institute for Policy Research, and Engagement (IPRE) collaborated with the Oregon Office of Emergency Management (OEM), Clackamas County, and Sandy to update their NHMP.

The Clackamas County NHMP, and Sandy addendum, are the result of a collaborative effort between residents, public agencies, non-profit organizations, the private sector, and regional organizations. The Sandy HMAC guided the process of developing the NHMP.

## Convener

The Sandy City Manager serves as the NHMP addendum convener. The convener of the NHMP will take the lead in implementing, maintaining, and updating the addendum to the Clackamas County NHMP in collaboration with the designated convener of the Clackamas County NHMP (Clackamas County Resilience Coordinator).

Representatives from the City of Sandy HMAC met formally and informally, to discuss updates to their addendum (Volume III, Appendix B). The HMAC reviewed and revised the City’s addendum, with focus on the NHMP’s risk assessment and mitigation strategy (action items).

This addendum reflects decisions made at the designated meetings and during subsequent work and communication with the Clackamas County Resilience Coordinator, and the OPDR. The changes are highlighted with more detail throughout this document and within Volume III, Appendix B. Other documented changes include a revision of the City’s risk assessment and hazard identification sections, NHMP mission and goals, action items, and community profile.

The Sandy HMAC was comprised of the following representatives:

- Jeff Aprati – Deputy City Manager
- Jenny Coker -- Public Works Director
- Andi Howell – Transit Director
- Sean Lundry – Interim Police Chief
- Kelly O’Neill Jr. – Development Services Director
- Ernie Roberts – Police Chief
- A.J. Thorne – Assistant Public Works Director

The HMAC served as the local review body for the NHMP update.

## NHMP Implementation and Maintenance

The City Council will be responsible for adopting the Sandy addendum to the Clackamas County NHMP. This addendum designates a HMAC and a convener to oversee the development and implementation of action items. Because the City addendum is part of the County’s multi-jurisdictional NHMP, the City will look for opportunities to partner with the County. The City’s HMAC will convene after re-adoption of the Sandy NHMP addendum on an annual schedule. The County is meeting on a semi-annual basis and will provide opportunities for the cities to report on NHMP implementation and maintenance during their meetings. The convener will serve as the conveners and will be responsible for assembling the HMAC. The HMAC will be responsible for:

- Reviewing existing action items to determine suitability of funding;
- Reviewing existing and new risk assessment data to identify issues that may not have been identified at NHMP creation;
- Educating and training new HMAC members on the NHMP and mitigation actions in general;
- Assisting in the development of funding proposals for priority action items;
- Discussing methods for continued public involvement;
- Evaluating effectiveness of the NHMP at achieving its purpose and goals (use Table 26, Volume I, Section 4, as one tool to help measure effectiveness); and
- Documenting successes and lessons learned during the year.

The HMAC will be responsible for the following activities described in detail in Volume I, Section 4:

The jurisdiction will utilize the same implementation and maintenance process identified in Volume I, Section 4.



The jurisdiction will provide continued public participation during the plan maintenance process through periodic presentations to elected officials, public meetings, postings on social media, and/or through interactive content on the jurisdiction’s website (for more information see Volume I, Section 4).

The jurisdiction will utilize the same action item prioritization process as the County (for more information see Volume I, Section 4 and Volume III, Appendix E).

## Implementation through Existing Programs

This NHMP is strategic and non-regulatory in nature, meaning that it does not necessarily set forth any new policy. It does, however, provide: (1) a foundation for coordination and collaboration among agencies and the public in the city; (2) identification and prioritization of future mitigation activities; and (3) aid in meeting federal planning requirements and qualifying for assistance programs. The mitigation plan works in conjunction with other city plans and programs including the Comprehensive Land Use Plan, Capital Improvements Plan, and Building Codes, as well as the Clackamas County NHMP, and the State of Oregon NHMP.

The mitigation actions described herein (and in Attachment A) are intended to be implemented through existing plans and programs within the city. Plans and policies already in existence have support from residents, businesses, and policy makers. Where possible, Sandy will implement the NHMP’s recommended actions through existing plans and policies. Many land-use, comprehensive and strategic plans get updated regularly, allowing them to adapt to changing conditions and needs. Implementing the NHMP’s action items through such plans and policies increases their likelihood of being supported and implemented. Implementation opportunities are further defined in action items when applicable.

## Capability Assessment

The Capability Assessment identifies and describes the ability of the City of Sandy to implement the mitigation strategy and associated action items. Capabilities can be evaluated through an examination of broad categories, including: existing authorities, policies, programs, funding, and resources. As applicable the 2019 NHMP was integrated into these authorities/documents over the last five years (e.g., land use regulations, water system master plan, capital improvement plan, etc.).

## Existing Authorities

Hazard mitigation can be executed at a local scale through three (3) methods: integrating hazard mitigation actions into other local planning documents (i.e., plan integration), adopting building codes that account for best practices in structural hardening, and codifying land use regulations and zoning designations that prescribe mitigation into development requirements. The extent to which a municipality or multi-jurisdictional effort leverages these approaches is an indicator of that community’s capabilities.

### Comprehensive Plan

Oregon’s Statewide Planning Goal 7 requires comprehensive planning within every jurisdiction that is designed to reduce risks to people and property from natural hazards.

Sandy addresses Statewide Planning Goal 7 Natural Hazards as part of their Comprehensive Plan Element, Natural Hazards. This element was written in 1997 and focuses on steep slopes “and other natural hazards.” The City is working on the first comprehensive revision to the comprehensive plan since 1997. “Envision Sandy 2050” is drafting the Goals and Policies for the four key topic areas: Community and

Culture, Transportation and Infrastructure, Parks, Trails, and Natural Resources, and Natural Hazards and Resiliency.

Planned updates to the jurisdiction's Goal 7 element or its broader comprehensive plan will reflect the data and findings within this NHMP and integrate analyses of future climate and natural hazard impacts into the community's long-range plans.

### Transportation System Plan

The City adopted a new transportation system plan in 2023. Goal 1.4 of the transportation system plan states to ensure sufficient capacity to accommodate future travel demand (transit, bicycle, pedestrian, etc.) to, within, and through the City of Sandy. Goal 5 is to minimize environmental impacts on natural resources and encourage carbon-neutral or efficient transportation alternatives. Goal 8.1 states to ensure the transportation system provides equitable access to underserved, disadvantaged, and vulnerable populations and is easy to use and accommodating to travelers of all ages. These three goals, along with many others, will prepare Sandy for natural hazards.

### Land Use Regulations

Existing land use policies that define zoning and address hazardous conditions provide another source of mitigation capability.

- Title 13 Water and Sewer, includes stormwater, water, and sanitary sewer system rules and regulations.
- Chapter 17 Development Code, includes allowed uses and development standards for all zones, including hillside development and the flood and slope hazard overlay zone.

### Structural Building Codes

The Oregon Legislature recently adopted updated building codes for both residential (2023 adoption) and commercial structures (2022) since the last update of this Plan. These building codes are based on the 2021 version of the International Building Code, International Fire Code, and International Existing Building Code.

## Development Services

The Sandy Planning Division is the oversight entity for all matters related to the City's land use development process, long range planning, and some components of [urban renewal](#). It is responsible for the administration of state, county, and local land use policies and regulations as they relate to the preservation and quality development of property lying within the city limits and urban growth boundary (UGB). Planning works closely with Building, Engineering, and Fire in the review of development applications and building permits. They also work closely with the County and neighboring jurisdictions to ensure plans are aligned.

The Sandy Building Division administers and enforces the 2022 Oregon Structural Specialty Code. Clackamas Fire District uses the 2022 Oregon Fire Code. As a result, both new residential and commercial structures are required to build according to the latest seismic and wind hardening standards in addition to requiring fire resistant building materials for those structures constructed in proximity or within the WUI.

The Sandy Development Services Director oversees and enforces the Flood and Slope Hazard Area code. Minimum submission requirements stipulate an Elevation Certificate is required at submittal if property is in a flood hazard area and requires a two (2) foot free board and other flood construction requirements.

## Public Works

The Public Works staff is responsible for the day-to-day operation and maintenance of all public facilities in the City of Sandy. Services include water, sewer, streets, parks and building maintenance, stormwater, engineering, and erosion control. Much of their work is associated with the reduction of hazards to the community and the implementation of resilience measures.

## City Administration

The City Council of Sandy has the responsibility of developing and adopting the annual city budget. Integrating hazard mitigation goals and projects into the annual budget is key to implementing the plan. The City Council tries to broadly address resilience planning needs while it determines city and departmental priorities and looks for multiple-impact projects wherever possible. They also work with staff to apply for federal and state grant funding to pursue larger projects that are outside of general fund capacity.

## Policies and Programs

This Plan directs Sandy and Clackamas County to explore integration into other planning documents and processes. Sandy has made significant progress in integrating the NHMP into its portfolio of planning processes and programs over the last five years.

### Urban Renewal Plan

The City has undertaken several urban renewal projects within the downtown, based on the adopted Sandy Urban Renewal Plan (originally adopted in 1998, and updated in 2008, 2015, and 2018). These include undergrounding of utilities on Pioneer and Proctor Boulevards, fire protection improvements (including fire station improvements), and City Hall improvements (added in 2018).

### Drinking Water System Reinvestment Project

Sandy's Drinking Water System Reinvestment Project is a long-term effort that will help to meet Sandy's future drinking water needs using several complementary strategies: repairing facilities and reinvesting in water source treatment and storage infrastructure, building new infrastructure to have access to Bull Run water, exploring groundwater sources, and keeping rates affordable.

### 2022 Water Master Plan

As part of the Drinking Water System Reinvestment Project, the City adopted a revised Water System Master Plan (WSMP) in 2022. It estimates future water requirements including potential water system expansion areas, identifies deficiencies and recommend water facility improvements that may correct system deficiencies and provide for growth, and updated the 5-year water system Capital Improvement Plan.

### Wastewater System Improvements

The City of Sandy adopted a new Wastewater System Facilities Plan in 2019. However, despite improved operations, the City's wastewater treatment plant has been unable to reliably meet federal/state permit requirements. In 2022, Oregon DEQ mandated that Sandy discontinue wastewater effluent to Tickle Creek. A temporary moratorium on land use permits with new sanitary sewer connections was established in October 2022 (through October 2023) to give sewer system improvements time to catch up with the community's growth and aging infrastructure.

The City is currently working with engineers and consultants to explore alternative treatment options and water recycling opportunities and prepare the preliminary design plans for wastewater treatment plant upgrades and repairs to the collection system. This project, called "Sandy Clean Waters," is on track for completion by 2026.

### **Stormwater Management Incentive Program**

The City of Sandy has initiated a stormwater management incentive program to encourage multi-family, commercial, and industrial property owners to reduce runoff by treating and disposing of stormwater on-site. The resulting decrease in runoff entering the stormwater system will reduce capital and maintenance costs to the City and the decrease in runoff and pollution loading will improve the water quality of streams in and around Sandy and reduce potential urban flooding.

### **Community Wildfire Protection Plan**

The Clackamas County Community Wildfire Protection Plan (CWPP) will be incorporated into this Plan as a functioning annex.

### **National Flood Insurance Program**

Sandy participates in the National Flood Insurance Program. The Planning Division is responsible for administering the day-to-day activities of the city's floodplain program. They are assisted by the Building Division, the Public Works Department, and by the City Administrator.

Specifically, the Planning Division:

- maintains and administers Sandy's floodplain regulations;
- reviews and issues floodplain development permits;
- maintains elevation certificates for all new and substantially improved structures (and maintains an extensive database of historic elevation certificates);
- ensures that encroachments do not occur within the regulated floodway;
- implements measures to ensure that new and substantially improved structures are protected from flood losses;
- maintains floodplain studies and maps and makes this information available to the public;
- maintains a flood information website with digital flood insurance rate map (DFIRM) data;
- conducts site visits to assess conditions and provide technical assistance to the public;
- maintains a library of historical flood related information;
- informs the public of flood insurance requirements; and
- conducts outreach and training about flood hazards and development within the floodplain.

The City completed an amendment to the Flood and Slope Hazard (FSH) Overlay District in Chapter 17.60 of Title 17 of the Sandy Municipal Code. This was completed in 2019 in consultation with the Oregon Department of Land Conservation and Development (DLCD), on behalf of FEMA. Their flood prevention code section is based on the Oregon Model Flood Hazard Prevention code, which includes provisions addressing substantial improvement/substantial damage.

There are only nine (9) floodplain insurance policies active in Sandy as of May 2, 2023, none of which are owned by the City.

## **Personnel**

The following Sandy personnel have assignments related to natural hazard mitigation planning and implementation:

**Emergency Management:** Police Chief

**Public Information Officer:** Deputy City Manager

**Floodplain Manager:** Development Services Director

**Grant writing (for Public Works or emergency management):** Assistant Public Works Director

**Capital improvement planning:** Public Works Director

**Capital improvement execution:** Public Works Director

Sandy does not have any employees solely designated to Emergency Management or Mitigation. These personnel integrate hazards and resilience planning into their greater work programs to the best of their abilities. However, there is limited capacity to expand upon their capabilities or workloads.

## Capital Projects

Sandy has implemented recommendations from the last NHMP into its capital improvement projects over the last 5 years, including:

- **(Stormwater) Stormwater drainage improvements/replacement at Strawbridge Parkway and Tupper Road (2022 and 2023.)** Completed an emergency repair of a sinkhole from a failed stormwater line.
- **(Water) Sandercock Reservoir Repairs (2023).** Completed an urgent structural repair to a critical drinking water reservoir for our resilient groundwater drinking source.
- **(Street) 362nd Avenue and Bell Street Improvements Project** - Highway 26 is an essential transportation corridor. Connecting 362nd and Bell allows first responders to avoid the highway and allows secondary emergency access to the high school as well as an alternate evacuation route for residents.
- **(Sewer) Sandy Clean Waters Program - Phase 1A.** Rehabilitation and Repairs of Collection System basins 2 and 8 and 6 and 7, as well as the Wastewater Treatment Plant Immediate Repairs Project including a fiber optic upgrade. Phase 1A was a collective investment of \$30 million in conveyance and wastewater treatment system improvements to comply with the City's NPDES permit and protect Tickle Creek and the downstream Clackamas River.<sup>1</sup>

## Mitigation Successes

The community has several examples of mitigation success including the following projects funded through FEMA [Hazard Mitigation Assistance](#) and the Oregon Infrastructure Finance Authority's [Seismic Rehabilitation Grant Program](#)<sup>2</sup>.

### FEMA Funded Mitigation Successes

- None identified.

### Seismic Rehabilitation Grant Program Mitigation Successes

- 2017: Sandy Fire District Station 82 (\$1,189,967)

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<sup>2</sup> The Seismic Rehabilitation Grant Program (SRGP) is a state of Oregon competitive grant program that provides funding for the seismic rehabilitation of critical public buildings, particularly public schools, and emergency services facilities.

## Capital Resources

Sandy maintains several capital resources that have important roles to play in the implementation of the natural hazard mitigation plan.

Communication towers include:

- AT&T Wireless Services, Inc. 40494 Highway 26 Sandy, OR (1) cell tower
- U S West Newvector Group, Inc. Dba 17100 Bluff Rd Sandy, OR (1) cell tower
- Clackamas 800 Radio Group 16950 Bluff Road Sandy, OR (1) radio tower

Critical facilities with power generators for use during emergency blackouts include:

- Sandy Police Department - propane generator - 39850 Pleasant Street
- Sandy City Hall - Automatic Transfer Switch - Natural Gas - 39250 Pioneer BLVD.
- Sandy Operations Center - Automatic Transfer Switch - Natural Gas - 16610 Champion Way
- Sandy Wastewater Treatment Plant - Automatic Transfer Switch - Diesel - 33400 Jarl Rd., Boring, OR 97009
- Alder Creek Water Treatment Plant - Manual Transfer Switch - Diesel - 52500 Hwy 26
- Terra Fern Pump Station and Reservoir - Automatic Transfer Switch - Diesel - 51515 E Terra Fern Dr.
- Revenue Reservoir - Automatic Transfer Switch - Natural Gas - 17160 Revenue Ave.
- Hudson Pump Station - Automatic Transfer Switch - Diesel - 39175 SE Hudson Rd.
- Southwest Wastewater Pump Station - Automatic Transfer Switch - Natural Gas - 18770 SE Jacoby Rd.
- Meinig Ave Wastewater Pump Station - Automatic Transfer Switch - Natural Gas - 17174 SE Meinig Ave.
- Sleepy Hollow Wastewater Pump Station - Automatic Transfer Switch - Natural Gas - 17591 Constable Dr.
- Snowberry Wastewater Pump Station - Automatic Transfer Switch - Natural Gas - 37810 Cascadia Village Dr.
- Northside Wastewater Pump Station - Automatic Transfer Switch - Diesel - 36145 Hwy 26

Warming or cooling shelters include:

- Ant Farm Cafe 39140 Proctor Blvd
- Sandy Library 38980 Proctor Blvd
- Sandy Community Center 38348 Pioneer Blvd

Food pantries include:

- Sandy Community Action Center, 38982 Pioneer Blvd

Fueling storage:

- Sandy Public Works has initiated a temporary pilot onsite fueling project that will provide critical emergency fuel reserve. The project is in the final stages of implementation. In conducting this pilot study they plan to evaluate the potential cost savings with onsite fueling while providing an emergency fuel reserve to mitigate risks associated with natural hazards. In recent years, Sandy

has seen extended power outages due to wildfire Public Safety Power Shutoffs (PSPS), winter weather events limiting local fuel deliveries, along with other climate related events. The fuel reserve will help provide a buffer to continue operating our water and sewer utility systems via generator power in the event of larger power outages or fuel shortages.

## Findings

Several important findings from this capability assessment informed the design of the Plan’s mitigation strategy and aided in prioritizing action items.

### **Staffing Limitations and Capacity**

Sandy staff are assigned hazard mitigation responsibilities as a (small) part of their larger job responsibilities. Restricted capacity reduces the breadth of the programming the community can undertake in any year. The city relies upon its relationships with the County and other cities within its region to expand its operations.

### **Reliance upon outside funding streams and local match requirements**

Sandy operates on a limited budget with many conflicting priorities. This leaves few opportunities for using local financial resources to implement hazard mitigation work. They lean heavily upon state and federal grant funds as the primary means for securing mitigation funding. Hazard mitigation grants such as HMGP and BRIC require 10-25% local funding match, as well as extra staff capacity and expertise to navigate the application process and manage the funding.

### **Leveraging Partnerships with Public and Nonprofit Entities**

Regional planning displayed in Community Wildfire Protection Planning process demonstrates the City’s ability to effectively share information and identify priority needs.

## Mitigation Plan Mission

The 2024 HMAC reviewed the previous NHMP Mission and Goals in comparison to the State NHMP Goals and determined that they would make necessary updates to include references to community lifelines and to advance equity and inclusion in hazard mitigation.

The NHMP mission states the purpose and defines the primary functions of NHMP. It is intended to be adaptable to any future changes made to the NHMP and need not change unless the community’s environment or priorities change.

The mission of the NHMP is to:

Enhance county resiliency and capacity to address natural hazards by promoting sound public policy and effective mitigation strategies designed to equitably reduce risk and impacts on community members, community lifelines, historic and cultural resources property, and ecological systems.

This can be achieved by increasing public awareness, documenting the resources for risk reduction and loss-prevention, and identifying activities to guide the county towards building a safer, more sustainable community.

## Mitigation Plan Goals

Mitigation plan goals are more specific statements of direction that residents and public and private partners can take while working to reduce the risk from natural hazards. These statements of direction form a bridge between the broad mission statement and action items. The goals listed here serve as checkpoints as agencies and organizations begin implementing mitigation action items.

Meetings with the HMAC, previous hazard event reports, and the previous NHMPs served as methods to obtain input and identify priorities in developing goals for reducing risk and preventing loss from natural hazards.

All the NHMP goals are important and are listed below in no order of priority. Establishing community priorities within action items neither negates nor eliminates any goals, but it establishes which action items to consider implementing first, should funding become available.

### Goal 1: Protect Life and Property

- Develop and implement mitigation and climate adaptation projects and policies that aid in protecting lives by making homes, businesses, community lifelines, and other property more resilient to natural hazards and impacts from climate change.
- Establish mitigation projects and policies that minimize losses and repetitive damages from recurring disasters while promoting insurance coverage for severe hazards
- Improve hazard identification and risk assessment information to inform and provide recommendations for enhanced resilience in new development decisions, and promote preventative measures for existing development in areas vulnerable to natural hazards.

### Goal 2: Enhance Natural Systems

- Incorporate natural hazard mitigation planning and activities into watershed planning, natural resource management, natural systems enhancement, and land use planning to protect life, property, and ecological system.

### Goal 3: Augment Emergency Services

- Strengthen emergency operations by enhancing communication, collaboration, and coordination of natural hazard mitigation activities and policies across agencies at all levels and regions of government, sovereign tribal nations, and the private sector.

### Goal 4: Encourage Partnerships for Implementation

- Improve communication, coordination, and participation among and with public agencies, community members, community lifelines, and private sector organizations to prioritize and implement hazard mitigation activities and policies.
- Enhance efforts toward identifying and optimizing opportunities across state agencies, surrounding communities, and private entities for resource sharing, mutual aid, and funding sources/support.

### Goal 5: Promote Public Awareness

- Build community resilience and awareness and reduce the effects of natural hazards and climate change through community-wide engagement, collaboration, resource-sharing, learning, leadership-building, and identifying mitigation project-related funding opportunities.



**Goal 6: Advance Equity and Inclusion**

- Mitigate the inequitable impacts of natural hazards by prioritizing the directing of resources and efforts to build resilience and engagement in the most vulnerable communities least able to prepare, respond, and recover.
- Strengthen efforts aimed at increasing engagement, outreach, and collaboration with community and cultural organizations and agencies that are dedicated to providing services and support to vulnerable and underserved communities.

## Mitigation Strategy

This section of the NHMP addendum addresses 44 CFR 201.6(c)(3)(iv), *Mitigation Strategy*.

The City's mitigation strategy (action items) was first developed during the 2009 NHMP planning process and revised during subsequent NHMP updates. During these processes, the HMAC assessed the City's risk, identified potential issues, and developed a mitigation strategy (action items).

During the 2023 update process, the City re-evaluated their mitigation strategy (action items). During this process action items were updated, noting if the action is complete, not complete and whether the actions were still relevant; any new action items were identified at this time (see Attachment B for more information on changes to action items).

## Action Items

Table SA-1 documents the title of each action along with, the lead organization, partners, timeline, cost, and potential funding resources. The HMAC decided to modify the prioritization of action items in this update to reflect current conditions (risk assessment), needs, and capacity (see Attachment A for more information). High priority actions are shown with orange highlight. The City will focus their attention, and resource availability, upon these achievable, high leverage, activities over the next five-years. Although this methodology provides a guide for the HMAC in terms of implementation, the HMAC has the option to implement any of the action items at any time. This option to consider all action items for implementation allows the committee to consider mitigation strategies as new opportunities arise, such as capitalizing on funding sources that could pertain to an action item that is not currently listed as the highest priority. Refer to Attachment A for changes to actions since the previous NHMP.

Table SA-1 Action Items

Action Item #	Statement	Impacted Hazard									Implementation and Maintenance			
		Drought	Earthquake	Extreme Heat	Flood	Landslide	Volcanic Event	Wildfire	Windstorm	Winter Storm	Lead/Partners	Timeline	Potential Funding Source	Estimated Cost
1	Maintain public education programs to inform the public about methods for mitigating the impacts of natural hazards.	X	X	X	X	X	X	X	X	X	City Administration	Ongoing	Local Resources. DLCD TA	Low
2	Integrate the goals and action items from the Natural Hazards Mitigation Plan into existing regulatory documents and programs, where appropriate.	X	X	X	X	X	X	X	X	X	Development Services	Medium	Local Resources. DLCD TA, FEMA HMA-C&CB	High
3	Improve vegetation management throughout the city. Use zoning codes to regulate development and apply code enforcement to mitigate impacts.							X	X	X	Development Services	Ongoing	Local Resources, FEMA HMA	High
4	Encourage structural mitigation practices in developments at risk to natural hazards.		X		X	X		X	X	X	Development Services	Ongoing	Local Resources. DLCD TA, FEMA HMA-C&CB	Low to High
5	Develop a community resilience hub designed to support residents and coordinate resource distribution before, during, or after a natural hazard event. Hub could also provide refuge site from cold, heat, and poor air quality.	X	X	X	X	X	X	X	X	X	Development Services	Medium	Local Resources, FEMA HMA-C&CB,	Medium (scoping) to High (implementation)
6	Maintain and update mapping for the Flood Slope Hazard Overlay District as identified in Chapter 17.60 of the Sandy Development Code.		X		X	X					Development Services	Medium	Local Resources, FEMA HMA-C&CB	High

Action Item #	Statement	Impacted Hazard									Implementation and Maintenance			
		Drought	Earthquake	Extreme Heat	Flood	Landslide	Volcanic Event	Wildfire	Windstorm	Winter Storm	Lead/Partners	Timeline	Potential Funding Source	Estimated Cost
7	Install temporary diesel and gasoline fuel reserves tanks for public works, police, and transit.		X		X	X		X		X	Public Works	Short	Local Resources, State and Federal Grants, FEMA HMA	High
8	Explore opportunities to partner with local agencies to hire a dedicated emergency manager.	X	X	X	X	X	X	X	X	X	City Administration	Medium	Local Resources, State and Federal Grants	High
9	Reduce negative impacts of earthquakes by performing seismic evaluations and retrofits (structural and non-structural).		X								Development Services, Public Works	Ongoing	Local Resources. DLCD TA, FEMA HMA (FMA)	High
10	Ensure continued compliance in the National Flood Insurance Program (NFIP) through enforcement of local floodplain management ordinances.				X						Development Services	Ongoing	Local Resources, FEMA HMA	Low
11	Implement actions identified in the Drinking Water Master Plan.	X	X		X						Public Works	Ongoing	Local Resources, FEMA HMA	Low to High
12	Implement actions identified in the Wastewater Facility Plan.	X			X						Public Works	Ongoing	Local Resources, FEMA HMA	Low to High

Action Item #	Statement	Impacted Hazard									Implementation and Maintenance			
		Drought	Earthquake	Extreme Heat	Flood	Landslide	Volcanic Event	Wildfire	Windstorm	Winter Storm	Lead/Partners	Timeline	Potential Funding Source	Estimated Cost
13	Promote and protect the use of naturally flood prone open space or wetlands as flood storage areas.				X						Development Services	Ongoing	Local Resources, FEMA HMA, CWDG, ODF, OSFM	Low
14	Maintain and update an inventory of streets and properties threatened by landslides.					X					Development Services	Ongoing	Local Resources, FEMA HMA-C&CB	High
15	Reduce negative effects from severe windstorm and severe winter storm events.								X	X	Public Works	Ongoing	Local Resources, FEMA HMA	Medium
16	Coordinate wildfire mitigation action items through the Clackamas County Community Wildfire Protection Plan.							X			Sandy Fire District	Ongoing	Local Resources, FEMA HMA, CWDG, ODF, OSFM	Low to High

Source: Sandy NHMP HMA, updated 2023

Cost: Low (less than \$50,000), Medium (\$50,000-\$100,000), High (more than \$100,000)

Timing: Ongoing (continuous), Short (1-2 years), Medium (3-5 years), Long (5 or more years)

Priority Actions: Identified with orange highlight

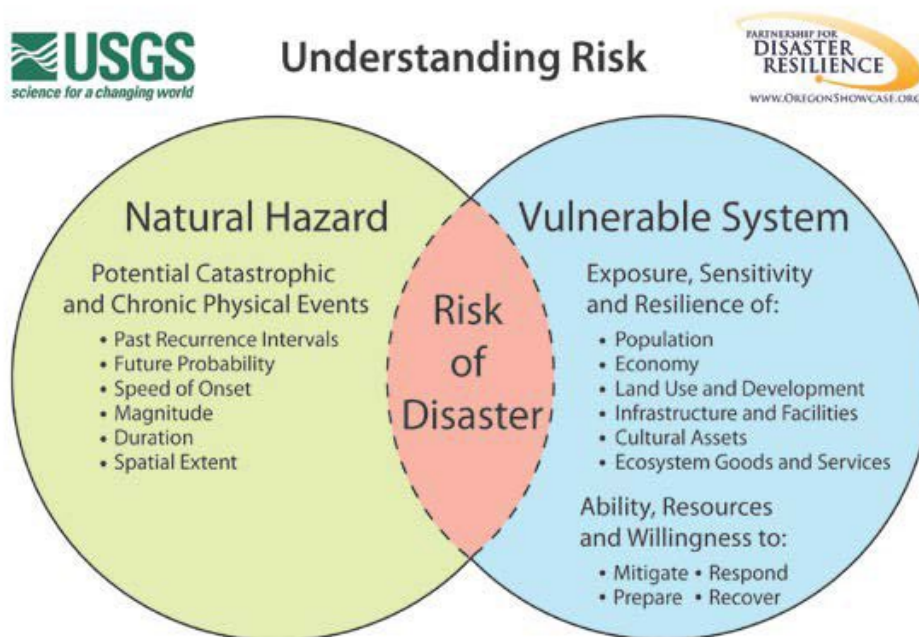
## Risk Assessment

This section of the NHMP addendum addresses 44 CFR 201.6(b)(2) - Risk Assessment. In addition, this chapter can serve as the factual basis for addressing Oregon Statewide Planning Goal 7 – Areas Subject to Natural Hazards. Assessing natural hazard risk has three phases:

- **Phase 1:** Identify hazards that can impact the jurisdiction. This includes an evaluation of potential hazard impacts – type, location, extent, etc.
- **Phase 2:** Identify important community assets and system vulnerabilities. Example vulnerabilities include people, businesses, homes, roads, historic places and drinking water sources.
- **Phase 3:** Evaluate the extent to which the identified hazards overlap with or have an impact on, the important assets identified by the community.

The local level rationale for the identified mitigation strategies (action items) is presented herein and within Volume I, Section 3 and Volume III, Appendix C. The risk assessment process is graphically depicted in Figure SA-1. Ultimately, the goal of hazard mitigation is to reduce the area of risk, where hazards overlap vulnerable systems.

**Figure SA-1: Understanding Risk**



Source: USGS- Oregon Partnership for Disaster Resilience Research Collaboration, 2006

## Hazard Analysis

The Sandy HMAC developed their hazard vulnerability assessment (HVA), using their previous HVA and the County's HVA as a reference. Changes from their previous HVA and the County's HVA were made where appropriate to reflect distinctions in vulnerability and risk from natural hazards unique to Sandy, which are discussed throughout this addendum. Table SA-2 shows the HVA matrix for Sandy listing each

hazard in order of rank from high to low. For local governments, conducting the hazard analysis is a useful step in planning for hazard mitigation, response, and recovery. The method provides the jurisdiction with a sense of hazard priorities but does not predict the occurrence of a hazard. Three chronic hazards (wildfire, drought, and winter storm) and one catastrophic hazard (Cascadia earthquake) rank as the top hazard threats to the City (Top Tier). Windstorm, crustal earthquake, and extreme heat comprise the next highest ranked hazards (Middle Tier), while landslide, volcanic event, and flood comprise the lowest ranked hazards (Bottom Tier).

**Table SA-2 Hazard Analysis Matrix**

Hazard	History	Vulnerability	Maximum Threat	Probability	Total Threat Score	Hazard Rank	Hazard Tiers
Wildfire	18	45	100	63	226	1	Top Tier
Drought	10	35	100	56	201	2	
Winter Storm	14	30	70	49	163	3	
Earthquake - Cascadia	2	45	80	35	162	4	
Windstorm	16	30	70	42	158	5	Middle Tier
Earthquake - Crustal	6	50	80	21	157	6	
Extreme Heat Event	10	35	70	35	150	7	
Landslide	14	20	40	63	137	8	Bottom Tier
Volcanic Event	2	40	80	7	129	9	
Flood	10	20	30	56	116	10	

Source: Sandy HMAC, 2023.

## Community Characteristics

Table SA-3 and the following section provides information on City specific demographics and assets. Many of these community characteristics can affect how natural hazards impact communities and how communities choose to plan for natural hazard mitigation. Considering the City specific assets during the planning process can assist in identifying appropriate measures for natural hazard mitigation.

### Population, Housing, and Income

Located on Highway 26, Sandy is a scenic community with beautiful views and vast outdoor recreational opportunities and serves as a gateway for tourists visiting Mount Hood and the Mount Hood National Forest. Sandy's residents enjoy a rural lifestyle while still having the urban amenities of Portland, located just 25 miles to the northwest. Sandy was originally settled in 1853 and incorporated in 1911. Today it has an area today of 3.57 square miles. The City has doubled its population since 2000 and is expected to double its population again by 2040.

Sandy's largest body of water is the Sandy River. Smaller tributaries include Tickle Creek, Cedar Creek, and Badger Creek. The topography in Sandy is quite diverse, ranging from the steep Sandy River canyon to relatively flat farmland. The areas to the east and south of the city are mostly forested land, and areas to the north and west of the city are primarily farmland.

The City is within the Sandy River watershed at 967 feet above sea level. Because of its location Sandy's climate is consistent with the Marine west coast climate zone, with warm summers and cool, wet winters. Sandy receives most of its precipitation between October and May, averaging 79 inches of rain, and about one (1) inch of snow, per year.

Between 2016 and 2021 the City grew by 2,336 people (22%; as of 2022 the population is 12,991). Between 2022 and 2040 the population is forecast to grow by 24% to 16,144.

Most of the population is White/Caucasian (84%) and about 18% of the population is Hispanic or Latino. The poverty rate is 8% (6% of children under 18, 16% for people 65 and older), 6% do not have health insurance, and 58% of renters pay more than 30% of their household income on rent (32% for owners). About 22% of the population has a bachelor's degree or higher (6% do not have a high school degree). Approximately 13% of the population lives with a disability (40% of population 65 and older), and 41% are either below 15 (27%) or over 65 (14%) years of age. About 7% of the population are 65 or older and living alone and 16% are single parents.

The City includes a diversity of land uses but is zoned primarily residential. About 84% of housing units are single-family, 11% are multifamily, and 4% are mobile homes. Eleven (11%) of homes were built before 1970 and 65% were built after 1990. Newer homes are more likely to be built to current seismic, flood, wildfire, and other hazard standards. Almost three-quarter (74%) of housing units are owner occupied, 22% are renter occupied, and 4% are vacant.

### **Transportation and Infrastructure**

Downtown Sandy is an asset to the community and the city has undertaken several urban renewal projects to increase the community's prosperity by enabling an economically viable and vibrant city. The 3/4 mile stretch between Bluff Road and Ten Eyck Road is the heart of the city and offers shopping, dining and entertainment. Sandy's downtown is also home to a variety of city services including City Hall, Sandy Fire and Police, the City Library and Community Center.

Sandy's commercial sector is centered along Highway 26. Industry is primarily located in the western portion of the city. Most residential properties are in the southern part of town, although the northern part of town is also zoned for residential use.

Transportation is an important consideration when planning for emergency service provisions. Growth within the city will put pressure on both major and minor roads, especially if the main mode of travel is by single occupancy vehicles.

Motor vehicles represent the dominant mode of travel through and within Sandy. Twelve percent (12%) of renters and less than 1% of owners do not have a vehicle. Most workers drive alone to work (80%); 7% carpool, less than 1% use public transit, 1% either walk or use a bicycle, and 12% work at home. The City owns and operates a regional transit system, Sandy Area Metro (SAM), and collaboratively administers Clackamas County's Mt Hood Express (MHX) service. All transit services pause at the City's Transit Center in the downtown Centennial Plaza.

### **Economy**

Sandy is dominated by small businesses, with more than 77% of businesses employing fewer than five employees.

About 51% of the resident population 16 and over is in the labor force (5,083 people) and are employed in a variety of occupations including professional (16%), office and administrative (16%), transportation and material moving (12%), management, business, and financial (11%), and sales related (9%) occupations.

Most workers residing in the city (89%, 5,485 people) travel outside of the city for work primarily to Portland, Gresham, and surrounding areas.<sup>3</sup> A significant population of people travel to the city for work, (81% of the workforce, 2,828 people) primarily from Gresham, Portland, and surrounding areas.<sup>4</sup>

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<sup>3</sup> U.S. Census Bureau. LEHD Origin-Destination Employment Statistics (2002-2021). Longitudinal-Employer Household Dynamics Program, accessed on December 21, 2023 at <https://onthemap.ces.census.gov>.

<sup>4</sup> Ibid.



Table SA-3 Community Characteristics

Population Characteristics			Household Characteristics		
<b>2016 Population Estimate</b>	10,655	<b>Population Growth</b>			
<b>2022 Population Estimate</b>	12,991	22%	<b>Housing Units</b>		
<b>2040 Population Forecast*</b>	16,144	24%	Single-Family (includes duplexes) 3,784 84%		
<b>Race</b>			Multi-Family 514 11%		
American Indian and Alaska Native	< 1%		Mobile Homes (includes RV, Van, etc.) 202 4%		
Asian	2%		<b>Household Type</b>		
Black/ African American	< 1%		Family Household 3,273 76%		
Native Hawaiian and Other Pacific Islander	0%		Married couple (w/ children) 1,475 34%		
White	84%		Single (w/ children) 683 16%		
Some Other Race	0%		Living Alone 65+ 292 7%		
Two or More Races	5%		<b>Year Structure Built</b>		
<b>Hispanic or Latino/a (of any race)</b>	18%		Pre-1970 508 11%		
<b>Limited or No English Spoken</b>	276	2%	1970-1989 1,080 24%		
<b>Vulnerable Age Groups</b>			1990-2009 1,893 42%		
Less than 5 Years	858	7%	2010 or later 1,019 23%		
Less than 15 Years	2,503	20%	<b>Housing Tenure and Vacancy</b>		
65 Years and Older	1,428	12%	Owner-occupied 3,316 74%		
85 Years and Older	185	2%	Renter-occupied 1,001 22%		
Age Dependency Ratio		0.47	Seasonal 0 0%		
<b>Disability Status (Percent age cohort)</b>			Vacant 183 4%		
Total Disabled Population	1,639	13%	<b>Vehicles Available (Occupied Units)</b>		
Children (Under 18)	170	5%	No Vehicle (owner occupied) 12 < 1%		
Working Age (18 to 64)	902	12%	Two+ vehicles (owner occupied) 2,761 83%		
Seniors (65 and older)	567	40%	No Vehicle (renter occupied) 120 12%		
<b>Income Characteristics</b>			Two+ vehicles (renter occupied) 473 47%		
<b>Households by Income Category</b>			<b>Employment Characteristics</b>		
Less than \$15,000	198	5%	<b>Labor Force (Population 16+)</b>		
\$15,000-\$29,999	323	8%	In labor Force (% Total Population) 6,259 51%		
\$30,000-\$44,999	456	11%	Unemployed (% Labor Force) 267 4%		
\$45,000-\$59,999	342	8%	<b>Occupation (Top 5) (Employed 16+)</b>		
\$60,000-\$74,999	391	9%	Professional & Related 982 16%		
\$75,000-\$99,999	815	19%	Office & Administrative 967 16%		
\$100,000-\$199,999	1,464	34%	Transportation and Material Moving 738 12%		
\$200,000 or more	328	8%	Management, Business, & Financial 711 11%		
<b>Median Household Income</b>			Sales & Related 590 9%		
<b>Gini Index of Income Inequality</b>			0.36		
<b>Poverty Rates (Percent age cohort)</b>			<b>Health Insurance</b>		
Total Population	944	8%	No Health Insurance 709 6%		
Children (Under 18)	172	6%	Public Health Insurance 3,733 30%		
Working Age (18 to 64)	540	7%	Private Health Insurance 9,673 78%		
Seniors (65 and older)	232	16%	<b>Transportation to Work (Workers 16+)</b>		
<b>Housing Cost Burden (Cost &gt; 30% of household income)</b>			Drove Alone 4,746 80%		
Owners with a Mortgage	843	32%	Carpooled 420 7%		
Owners without a Mortgage	251	36%	Public Transit 7 < 1%		
Renters	579	58%	Motorcycle 7 < 1%		
			Bicycle/Walk 46 1%		
			Work at Home 699 12%		

Source: U.S. Census Bureau, 2016-2021 American Community Survey; Portland State University, Population Research Center, "Annual Population Estimates", 2016 & 2022; Portland State University, Population Research Center, "Population Forecast Tables", (2023, [Preliminary](#)).

Note: ACS 5-year estimates represent average characteristics from 2012-2016 or 2017-2021. Sampling error may result in low reliability of data. This information or data is provided with the understanding that conclusions drawn from such information are the responsibility of the user. Refer to the original source documentation to better understand the data sources, results, methodologies, and limitations of each dataset presented.

## Community Lifelines

This section outlines the resources, facilities, and infrastructure that, if damaged, could significantly impact the public safety, economic conditions, and environmental integrity of the city. [Community Lifelines](#) are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function. Mitigating these facilities will increase the community’s resilience.

The community lifelines identified below were identified by the City of Sandy. This integrated network of assets, services, and capabilities are used day-to-day to support the recurring needs of the community and enable all other aspects of society to function. Decisive intervention (e.g., rapid re-establishment or employment of contingency response solutions) is required to maintain/reestablish these facilities and services following a hazard incident.

## Critical Facilities

Facilities that are critical and essential to government response, and recovery activities (i.e. life, safety, property, and environmental protection). These facilities include: 911 Centers, Emergency Operations Centers, Police, and Fire Stations, Public Works facilities, sewer, and water facilities, hospitals, bridges, roads, shelters, and more. Table SA-4 includes critical facilities identified in the DOGAMI Risk Report (2024) and assumed impact from individual hazards.

**Table SA-4 Critical Facilities in Sandy**

Critical Facilities by Community	Flood 1% Annual Chance	CSZ 9.0 Earthquake Moderate to Complete Damage	Canby-Molalla Fault Mw-6.8 Moderate to Complete Damage	Landslide High and Very High Susceptibility	Channel Migration Zone	Wildfire High or Moderate Risk	Volcanic Lahar
	Exposed	>50% Prob.	>50% Prob.	Exposed	Exposed	Exposed	Exposed
Cedar Ridge Middle School	-	X	-	-	-	-	-
Legacy Medical Group – Firwood	-	-	-	-	-	-	-
Mount Hood National Forest - Headquarters	-	-	-	-	-	-	-
Sandy Grade School	-	-	-	-	-	-	-
Sandy High School	-	-	-	-	-	-	-
Sandy Police Department	-	-	-	-	-	-	-
Sandy RFPD 72 - Main Station	-	-	-	-	-	-	-

Source: DOGAMI, *Multi-Hazard Risk Report for Clackamas County, Oregon (2024)*, Table A-34. Note: The Sandy Operations Center is not included in the DOGAMI analysis.

Additional Critical Facilities not included in the DOGAMI Risk Report:

- Sandy Operations Center (Public Works and Transit and Fuel reserves)

## Critical Infrastructure

Infrastructure that provides necessary services for emergency response include:

### Drinking Water

- Alder Creek Water Treatment Plant (including Raw Water Booster Pump Station)
- Terra Fern Pump Station
- Hudson Pump Station
- Transfer Pump Station

### Wastewater

- Jarl Road Wastewater Treatment Plant (including Effluent Pump Station)
- Marcy Street Pump Station
- Sandy Bluff Pump station
- Meinig Avenue Pump Station
- Jacoby Pump station
- Sleepy Hollow Pump Station
- Snowberry Pump Station

### Other

- AT&T and T-Mobile Cellular Towers
- PGE Substation – Hwy 26 and Bluff Road
- Highway 211
- Highway 26
- Alder Creek Watershed
- SandyNet Infrastructure and Facilities

## Essential Facilities

Facilities that are essential to the continued delivery of key government services, and/or that may significantly impact the public's ability to recover from the emergency. These facilities may include: community gathering places, commercial centers, and other public facilities such as school fields.

Essential facilities within Sandy include: Sandy High School, Cedar Ridge Middle School, Sandy Grade School, Firwood Grad School, Oregon Trail Primary Academy, Adventist Health Clinic and Urgent Care, Sandy Health Center, Fred Meyer (& pharmacy), Safeway (& pharmacy), Mt. Hood National Forest Headquarters, Walgreens (pharmacy), and community churches.

## Environmental Facilities

Environmental assets are those parks, green spaces, wetlands, and rivers that provide an aesthetic and functional ecosystem service for the community include: Barlow Ridge Park, Hamilton Ridge Park, Salmon Creek Park, Timberline Ridge Park, Bornstedt Park, Cascadia Park, Champion Way Park, Deer Point Park, Ponder Lane, Sandy Bluff Park, Tupper Park, Sandy Community Campus and Skate Park, Meinig Memorial Park, Knollwood Park, Sandy River Park, and Trickle Creek Park.

## Vulnerable Populations

Vulnerable populations, including seniors, disabled residents, women, and children, as well those people living in poverty, often experience the impacts of natural hazards and disasters more acutely. Populations that have special needs or require special consideration include: Avamere Assistant Living, Cedar Park Garden Apartments, Country Garden Apartments, Evans Street Senior Apartments, Firwood Village Apartments, Harlon Garden Apartments, Hummingbird Apartments, Mt. Hood Senior Living, and Hood Chalet Mobile Estates.

## Hazardous Materials

Facilities that, if damaged, could cause serious secondary impacts may also be considered “critical.” Hazardous materials sites are particularly vulnerable to earthquake, landslide, volcanic event, wildfire, and winter storm hazards. A hazardous material facility is one example of this type of critical facility. Those sites that store, manufacture, or use potentially hazardous materials include: Gas Stations, , Advanced Plastics Inc, Amerigas Propane Champion Collision, US Metal Works Inc., Performance Auto Body, Sandy Auto Body, and Sandy Funeral Home.

## Economic Assets/Population Centers

Economic assets include businesses that employ large numbers of people and provide an economic resource to the city of Happy Valley. If damaged, the loss of these economic assets could significantly affect economic stability, and prosperity. Population Centers usually are aligned with economic centers and are a concern during evacuation/notification during a hazard event. The five largest employers in Sandy are Oregon Trail School District, Safeway, US Metal Works (truck bins, air pneumatic systems, conveyors), Quality Tank and Construction, and Web Steel Buildings NW.

## Cultural and Historic Assets

The cultural and historic heritage of a community is more than just tourist charm. For families that have lived in the city for generations and new resident alike, it is the unique places, stories, and annual events that makes the community an appealing place to live. The cultural and historic assets are both intangible benefits and obvious quality-of-life- enhancing amenities. Because of their role in defining and supporting the community, protecting these resources from the impact of disasters is important.

An example of the types of properties that should be considered before, during, and after an event include the following properties within Sandy:

- RS Smith Motor Company Building (39150 Pioneer Blvd) (National Register Listed)
- Jonsrud Viewpoint
- Junker Business Building
- Centennial Plaza
- Sandy Historical Society Museum
- Veterans Memorial Square
- Sandy Public Library
- Sandy Community/Senior Center

## Hazard Characteristics

### Drought

The HMAC determined that the City’s probability for drought is **high** and that their vulnerability to drought is **moderate**. *These ratings did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of drought hazards, history, as well as the location, extent, and probability of a potential event. Due to the climate of Clackamas County, past and present weather conditions have shown an increasing potential for drought.

The City of Sandy has three water sources: Alder Creek (small tributary of the Sandy River), Brownell Springs (city-owned natural spring on Lenhart Butte), and Portland Water Bureau. During the spring, fall, and winter, approximately one third of supply comes from each source, while during the summer Brownell Springs is reduced to our Senior Water rights and produces only 6%, while Alder Creek and Portland provide about 42% of supply each. The Alder Creek site, located within the Alder Creek watershed (3,915 acres), provides about 1.3MGD (million gallons per day, approximately equal to half the water rights the city has on Alder Creek). This reduced production is due to the deteriorated conditional of the water treatment plant whose facilities are past their useful life. The site includes a treatment plant, reservoirs, piping, and pump stations built in 1977 and last updated in 2001. Brownell Springs can reliably support about 90,000 gallons per day and is located on 22 acres of City-owned land on the north face of Lenhart Butte.

The Portland Water Bureau source has been providing about 500,000 gallons per day (up to a maximum of 3 MGD) since 2013. In addition, the city holds water rights to withdraw up to 25 CFS (cubic feet per second – roughly 16 MGD) from the Salmon River near the Mount Hood National Forest Boundary (current agreements limit future withdrawal to 16.3 CFS – roughly 1-.5 MGD). However, it should be noted that it will take approximately 15-20 years before the City would be able to access the Salmon Creek Water right. The existing water rights and system is considered adequate to supply the City’s expected growth with the planned connection to Portland Water Bureau’s new treatment facility in 2027. Until the new pipeline is constructed, which will also connect the City of Sandy to the Columbia wellfield via the Portland Water Bureau, the City remains vulnerable to droughts due to limitations at the existing Portland Connection, and vulnerabilities with Alder Creek.

### Vulnerability Assessment

Due to insufficient data and resources, Sandy is currently unable to perform a quantitative risk assessment, or exposure analysis, for this hazard. For a list of facilities and infrastructure vulnerable to this hazard see the Community Assets Section and Table SA-4.

### Future Projections

According to the Oregon Climate Change Research Institute “Future Climate Projections, Clackamas County,”<sup>5</sup> drought, as represented by low summer soil moisture, low spring snowpack, low summer runoff, and low summer precipitation, is projected to become more frequent in Clackamas County by the 2050s.

Increasingly frequent droughts will have economic and social impacts upon those who depend upon predictable growing periods (ranches, farms, vineyards, gardeners) as well as upon the price and

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<sup>5</sup> Oregon Climate Change Research Institute, *Future Climate Projections, Clackamas County, Oregon*. February 2023.

availability of fresh vegetables. It may also stress local jurisdiction’s ability to provide water for irrigation or commercial and household use.

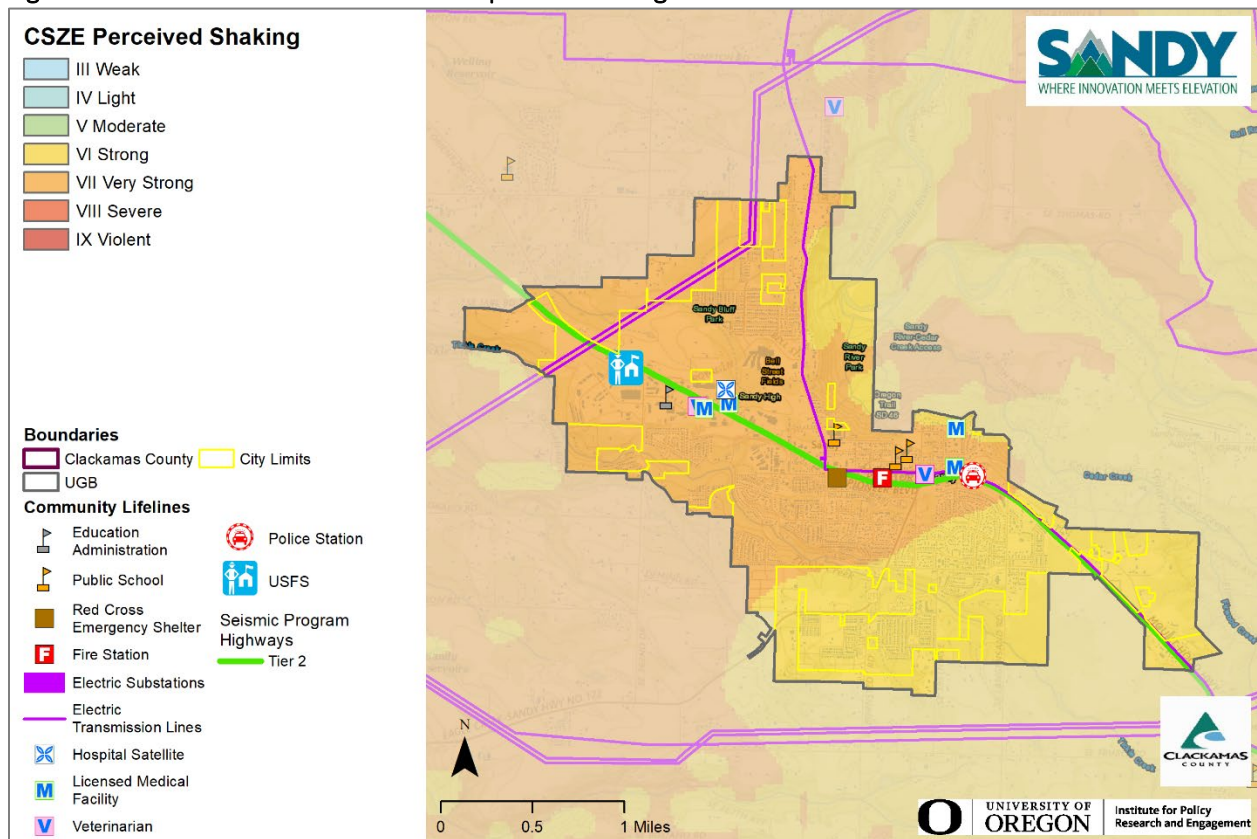
### Earthquake (Cascadia Subduction Zone)

The HMAC determined that the City’s probability for a Cascadia Subduction Zone (CSZ) earthquake is **moderate** and that their vulnerability to a CSZ earthquake is **high**. *These ratings did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of earthquake hazards, history, as well as the location, extent, and probability of a potential event. Generally, an event that affects the County is likely to affect Sandy as well. The causes and characteristics of an earthquake event are appropriately described within Volume I, Section 2 as well as the location and extent of potential hazards. Previous occurrences are well documented within Volume I, Section 2 and the community impacts described by the County would generally be the same for Sandy as well.

Figure SA-2 displays relative shaking hazards from a Cascadia Subduction Zone earthquake event. As shown in the figure, most of the city is expected to experience very strong shaking (orange), while areas around the city will experience severe shaking (light red) (shown by the red northeast corner) in a CSZ event.

Figure SA-2 Cascadia Subduction Zone Expected Shaking



Within the Northern Willamette Valley/Portland Metro Region, three potential faults and/or zones can generate high-magnitude earthquakes. These include the Cascadia Subduction Zone, Gales Creek-Newberg-Mt Angel Structural Zone, Portland Hills Fault Zone, and the Canby-Molalla Fault Zone (discussed in the crustal earthquake section).

### Cascadia Subduction Zone

The Cascadia Subduction Zone is a 680-mile-long zone of active tectonic convergence where oceanic crust of the Juan de Fuca Plate is subducting beneath the North American continent at a rate of 4 cm per year. Scientists have found evidence that 11 large, tsunami-producing earthquakes have occurred off the Pacific Northwest coast in the past 6,000 years. These earthquakes took place roughly between 300 and 5,400 years ago with an average occurrence interval of about 510 years. The most recent of these large earthquakes took place in approximately 1700 A.D.<sup>6</sup>

The city's proximity to the Cascadia Subduction Zone, potential slope instability and the prevalence of certain soils subject to liquefaction and amplification combine to give the city a moderate-risk profile. Due to the expected pattern of damage resulting from a CSZ event, the Oregon Resilience Plan divides the State into four distinct zones and places the city predominately within the "Valley Zone" (Valley Zone, from the summit of the Coast Range to the summit of the Cascades). Within the Northwest Oregon region, damage and shaking is expected to be strong and widespread - an event will be disruptive to daily life and commerce and the main priority is expected to be restoring services to business and residents.

### Earthquake (Crustal)

The HMAC determined that the City's probability for a crustal earthquake is **low** and that their vulnerability to crustal earthquake is **high**. *These ratings did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the causes and characteristics of earthquake hazards, history, as well as the location, extent, and probability of a potential event. Generally, an event that affects the County is likely to affect Sandy as well. Figure SA-3 shows a generalized geologic map of the Sandy area that includes the areas for potential regional active faults, earthquake history (1971-2008), and soft soils (liquefaction) hazard. The figure shows the areas of greatest concern within the City limits as red and orange.

Earthquake-induced damages are difficult to predict, and depend on the size, type, and location of the earthquake, as well as site-specific building, and soil characteristics. Presently, it is not possible to accurately forecast the location or size of earthquakes, but it is possible to predict the behavior of soil at any site. In many major earthquakes, damages have primarily been caused by the behavior of the soil.

The Canby-Molalla Fault runs through the center of the City and can generate high-magnitude earthquakes. The City is also about 15 miles away from the Portland Hills Fault Zone (discussed in greater detail below). Historical records count over 56 earthquakes in the Portland-metro area. The more severe ones occurred in 1877, 1880, 1953 and 1962. The most recent severe earthquake was the March 25, 1993, Scotts Mills quake. It was a 5.6 magnitude quake with aftershocks continuing at least through April 8.

### Canby-Molalla Fault Zone

The Canby-Molalla Fault Zone is a series of NE-trending fault that vertically displace the Columbia River Basalt with discontinuous aeromagnetic anomalies that represent significant offset of Eocene basement

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<sup>6</sup> The Cascadia Region Earthquake Workgroup, 2005. Cascadia Subduction Zone Earthquakes: A magnitude 9.0 earthquake scenario. <http://www.crew.org/PDFs/CREWSubductionZoneSmall.pdf>

and volcanic rocks. The fault zone extends for 31 miles from the vicinity of Tigard south through the towns of Canby and Sandy in northern Oregon.

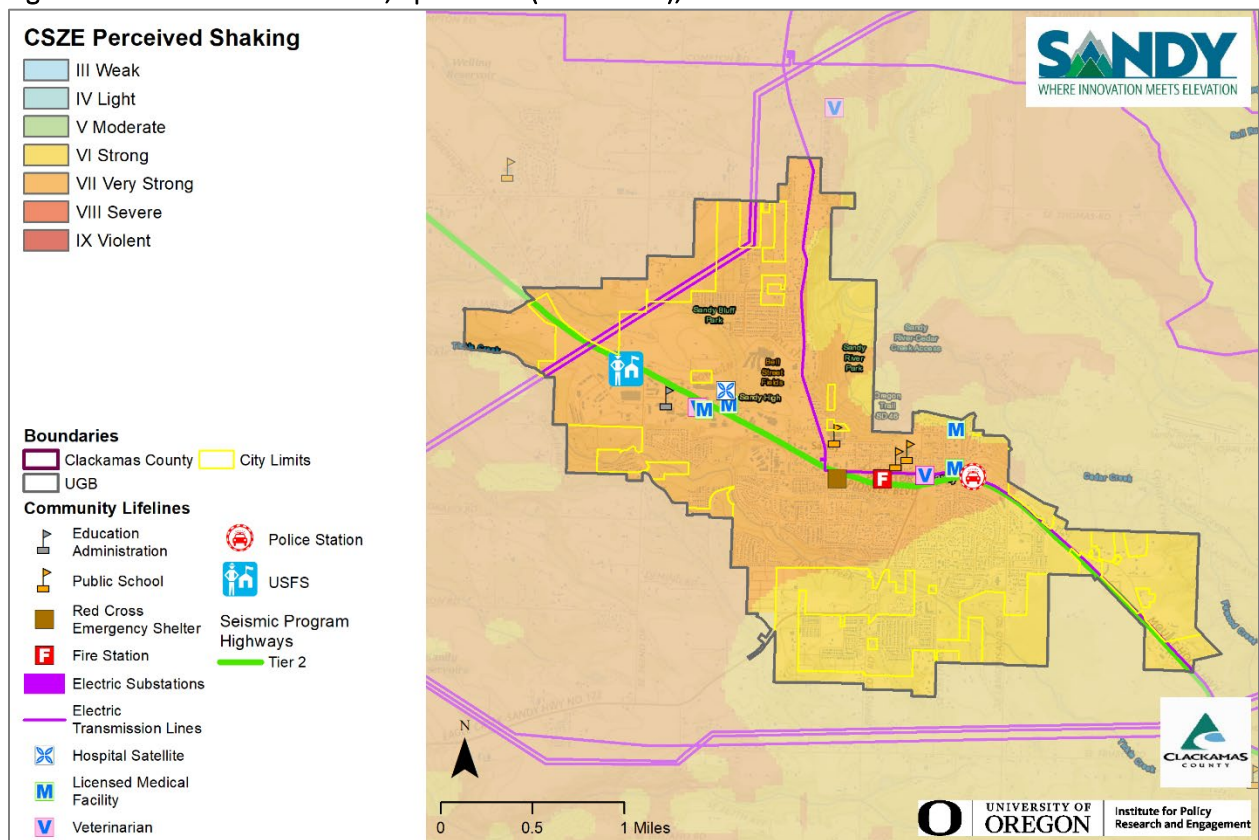
### Portland Hills Fault Zone

The Portland Hills Fault Zone is a series of NW-trending faults that vertically displace the Columbia River Basalt by 1,130 feet and appear to control thickness changes in late Pleistocene (approx. 780,000 years ago) sediment. The fault zone extends along the eastern margin of the Portland Hills for 25 miles and lies about 11 miles northwest of Sandy.

### Mount Hood Fault Zone

The Mount Hood Fault Zone is a series of four north-trending faults that extend approximately 34 miles north from Clear Lake to the Columbia River, its major segments include the Blue Ridge and the Twin Lakes faults.<sup>7</sup>

Figure SA-3 Active Crustal Faults, Epicenters (1971-2008), and Soft Soils



Source: Map created by Oregon Partnership for Disaster Resilience.

Data: Oregon Department of Geology and Mineral Industries. Preparedness Framework Implementation Team (IRIS v3).

Note: To view hazard detail click this [link](#) to access Oregon HazVu

<sup>7</sup> Madin, I. P., Streig, A. R., Burns, W. J., and Ma, L., 2017, The Mount Hood Fault Zone – Late Quaternary and Holocene fault features newly mapped with high-resolution lidar Imagery, in Scott, W. E., and Gardner, C. A. (eds.), Field-trip guide to Mount Hood, Oregon, highlighting eruptive history and hazards: U.S. Geological Survey Scientific Investigations Report 2017-5022-G, p. 100-109. <https://pubs.usgs.gov/sir/2017/5022/g/sir20175022g.pdf>



## Vulnerability Assessment

In 2018 the Department of Geology and Mineral Industries (DOGAMI) completed a regional impact analysis for earthquakes originating from the Cascadia Subduction Zone and Portland Hills faults ([O-18-02](#)). Findings from that report are provided at the end of the crustal earthquakes hazard section.

Seismic building codes were implemented in Oregon in the 1970s; however, stricter standards did not take effect until 1991 and early 2000s. As noted in the community profile, approximately 36% of residential buildings were built prior to 1990, which increases the City's vulnerability to the earthquake hazard. Information on specific public buildings' (schools and public safety) estimated seismic resistance, determined by DOGAMI in 2007, is shown in Table SA-5; each "X" represents one building within that ranking category. Of the facilities evaluated by DOGAMI using their Rapid Visual Survey (RVS), zero (0) have a very high (100% chance) collapse potential and zero (0) have a high (greater than 10% chance) collapse potential.

For a list of facilities and infrastructure vulnerable to this hazard, see the Community Assets Section and Table SA-4.

**Table SA-5 Rapid Visual Survey Scores**

Facility	Site ID*	Level of Collapse Potential			
		Low (<1%)	Moderate (>1%)	High (>10%)	Very High (100%)
<b>Schools</b>					
Aquatic and Community Center (former Cedar Ridge Middle) (17225 Smith Ave)	Clac_sch38	X			
Sandy Grade (38955 Pleasant St)	Clac_sch36	X			
<b>Fire Facilities</b>					
Sandy Fire 72 – Main Station (17460 Bruns Ave) <b>see Mitigation Successes</b>	Clac_fir37	X			
<b>Other Facilities</b>					
Sandy Public Library (former Police Department) (38970 Proctor Blvd)	Clac_pol07	X			

Source: [DOGAMI 2007. Open File Report 0-07-02. Statewide Seismic Needs Assessment Using Rapid Visual Assessment.](#)

"\*" – Site ID is referenced on the [RVS Clackamas County Map](#)

Note 1: The Former Sandy High (Frazier) (RVS ID Clac\_sch6) was demolished in and rebuilt via a 2008 bond. It now houses Cedar Ridge Middle School. New High School is located at 37400 Bell St.

Note 2: The Sandy Public Library was formerly the Police Department. There has been an extensive renovation of the building.

In addition to building damages, utility (electric power, water, wastewater, natural gas) and transportation systems (bridges, pipelines) are also likely to experience significant damage. There is a low probability that a major earthquake will result in failure of upstream dams.

Utility systems will be significantly damaged, including damaged buildings and damage to utility infrastructure, including water treatment plants and equipment at high voltage substations (especially 230 kV or higher which are more vulnerable than lower voltage substations). Buried pipe systems will

suffer extensive damage with approximately one break per mile in soft soil areas. There would be a much lower rate of pipe breaks in other areas. Restoration of utility services will require substantial mutual aid from utilities outside of the affected area.

### **Earthquake Regional Impact Analysis**

In 2018 DOGAMI completed a regional impact analysis for earthquakes originating from the Cascadia Subduction Zone and Portland Hills faults (O-18-02). Their study focused on damage to buildings, and the people that occupy them, and on two key infrastructure sectors: electric power transmission and emergency transportation routes. Each earthquake was studied with wet and dry soil conditions and for events that occur during the daytime (2 PM) and nighttime (2 AM). Impacts to buildings and people were tabulated at the county, jurisdictional (city), and neighborhood unit level. Estimated damage varied widely across the study area depending on local geology, soil moisture conditions, type of building, and distance from the studied faults. In general, damage from the Cascadia Subduction Zone scenario was greater in the western portion of the study area, however, damage could still be significant in some areas east of the Willamette River. The report found that damage to high-value commercial and industrial buildings was high since many of these facilities are in areas of high to very high liquefaction hazard. Casualties were higher during the daytime scenario (generally double) since more people would be at work and occupying non-wood structures that fare worse in an earthquake.

The Portland Hills fault scenario created greater damages than the Cascade Subduction Zone scenario due primarily to its placement relative to population centers and regional assets; however, at distances 15 or more miles from the Portland Hills fault the damages from the Cascadia Subduction Zone scenario generally were higher. In both the Cascadia Subduction Zone and Portland Hills Fault scenarios it is forecasted that emergency transportation routes will be fragmented, affecting the distribution of goods and services, conditions are worse under the Portland Hills Fault scenario. Portions of the electric distribution system are also expected to be impacted under both scenarios; however, the impact is considerably less than it is to the transportation routes. Additional capacity or redundancy within the electric distribution network may be beneficial in select areas that are likely to have greater impacts.

Table SA-6 shows the permanent resident population that are vulnerable to injury or death (casualty) and the buildings in the City that are susceptible to liquefaction and landslides, it does not predict that damage will occur in specific areas due to either liquefaction or landslide. More population and property are exposed to higher degrees of expected damage or casualty under the Portland Hills Fault “wet” scenario than in any other scenario.

#### Cascadia Subduction Zone Scenario

The City of Sandy is expected to have a 1% building loss ratio with a repair cost of \$11 million under the CSZ “dry” scenario, and an 1% building loss ratio with a repair cost of \$12 million under the CSZ “wet” scenario.<sup>8</sup> The city is expected to have around 5 daytime or 2 nighttime casualties during the CSZ “dry” scenario and 5 daytime or 2 nighttime casualties during the CSZ “wet” scenario. It is expected that there will be a long-term displaced population of around 4 for the CSZ “dry” scenario and 6 for the CSZ “wet” scenario.<sup>9</sup>

#### Portland Hills Fault Scenario

The City of Sandy is expected to have a 2% building loss ratio with a repair cost of \$20 million under the CSZ “dry” scenario, and a 2% building loss ratio with a repair cost of \$21 million under the CSZ “wet”

<sup>8</sup> DOGAMI, Earthquake regional impact analysis for Clackamas, Multnomah, and Washington Counties, Oregon (2018, O-18-02), Tables 12-8 and 12-9.

<sup>9</sup> Ibid, Tables 12-8 and 12-9.

scenario.<sup>10</sup> The long-term displaced population and casualties are slightly increased for all the Portland Hills Fault scenarios. The city is expected to have around 8 daytime or 3 nighttime casualties during the Portland Hills Fault “dry” scenario and 9 daytime or 4 nighttime casualties during the Portland Hills Fault “wet” scenario. It is expected that there will be a long-term displaced population of around 4 for the Portland Hills Fault “dry” scenario and 16 for the Portland Hills Fault “wet” scenario.<sup>11</sup>

Recommendations from the report included topics within Planning, Recovery, Resiliency: Buildings, Resiliency: Infrastructure Improvements, Resiliency: Essential and Critical Facilities, Enhanced Emergency Management Tools, Database Improvements, Public Awareness, and Future Reports. The recommendations of this study are largely incorporated within this NHMPs mitigation strategies (Table SA-1 and Volume I, Section 3). For more detailed information on the report, the damage estimates, and the recommendations see: *Earthquake regional impact analysis for Clackamas, Multnomah, and Washington Counties, Oregon* (2018, [O-18-02](#)).

**Table SA-6 Expected damages and casualties for the CSZ fault and Portland Hills fault: earthquake, soil moisture, and event time scenarios**

	Cascadia Subduction Zone (M9.0)		Portland Hills Fault (M6.8)	
	"Dry" Soil	"Wet" Saturated Soil	"Dry" Soil	"Wet" Saturated Soil
Number of Buildings	3,734	3,734	3,734	3,734
Building Value (\$ Million)	1,077	1,077	1,077	1,077
Building Repair Cost (\$ Million)	11	12	20	21
Building Loss Ratio	1%	1%	2%	2%
Debris (Thousands of Tons)	5	5	8	8
Long-Term Displaced Population	4	6	4	16
Total Casualties (Daytime)	5	5	8	9
Level 4 (Killed)	0	0	0	0
Total Casualties (Nighttime)	2	2	3	4
Level 4 (Killed)	0	0	0	0

Source: DOGAMI, Earthquake regional impact analysis for Clackamas, Multnomah, and Washington Counties, Oregon (2018, O-18-02), Tables 12-8, 12-9, 12-10, and 12-11.

### Natural Hazard Risk Report for Clackamas County

The **Risk Reports** (DOGAMI, [2024](#) and [2020](#)) provide hazard analysis summary tables that identify populations and property within the Lower Columbia-Sandy River Watershed Study Area and countywide that are vulnerable to the Cascadia subduction zone earthquake and a local crustal earthquake event associated with the Mount Hood fault or the Canby-Molalla Fault.

*Note: The differences between the two Risk Reports are due to the watershed based study area of O-20-06. This study was only for the Lower Columbia-Sandy watershed, which meant that communities along the edge of the watershed like Sandy, Troutdale, and Gresham were only partially included in the study. As such, the O-20-06 report under-represented the potential impacts to the City of Sandy from this hazard.*

<sup>10</sup> Ibid, Tables 12-10 and 12-11

<sup>11</sup> Ibid, Tables 12-10 and 12-11.

### 2024 DOGAMI Risk Report (2024)<sup>12</sup>

**Cascadia Subduction Zone Scenario:** In the City of Sandy, 16 buildings and 1 critical facility are expected to be damaged for a total potential loss of \$17.3 million (a loss ratio of about 1%). Only a few residents may potentially be displaced (less than 1% of the population).

**Canby-Molalla Fault Scenario:** Six (6) buildings are expected to be damaged, 0 critical facilities, for a total potential loss of \$5.6 million (a loss ratio of less than 1%). Very few residents, if any, may be displaced (less than 1% of the population).

### 2020 DOGAMI Risk Report (O-20-06)<sup>13</sup>

**Mount Hood Fault Scenario:** One (1) building is expected to be damaged for a total potential loss of \$1,402,000 (a loss ratio of less than 1%). No residents are expected to be displaced.

### Future Projections

Future development (residential, commercial, or industrial) within Clackamas County will be at risk to earthquake impacts, although this risk can be mitigated by the adoption and enforcement of high development and building standards. Reducing risks to vulnerable populations should be considered during the redevelopment of existing properties.

## Flood

The HMAC determined that the City's probability of flooding is **high** and that their vulnerability to flooding is **moderate**. *The probability rating increased and the vulnerability rating did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of flood hazards, history, as well as the location, extent, and probability of a potential event. Figure SA-4 illustrates the flood hazard area for Sandy.

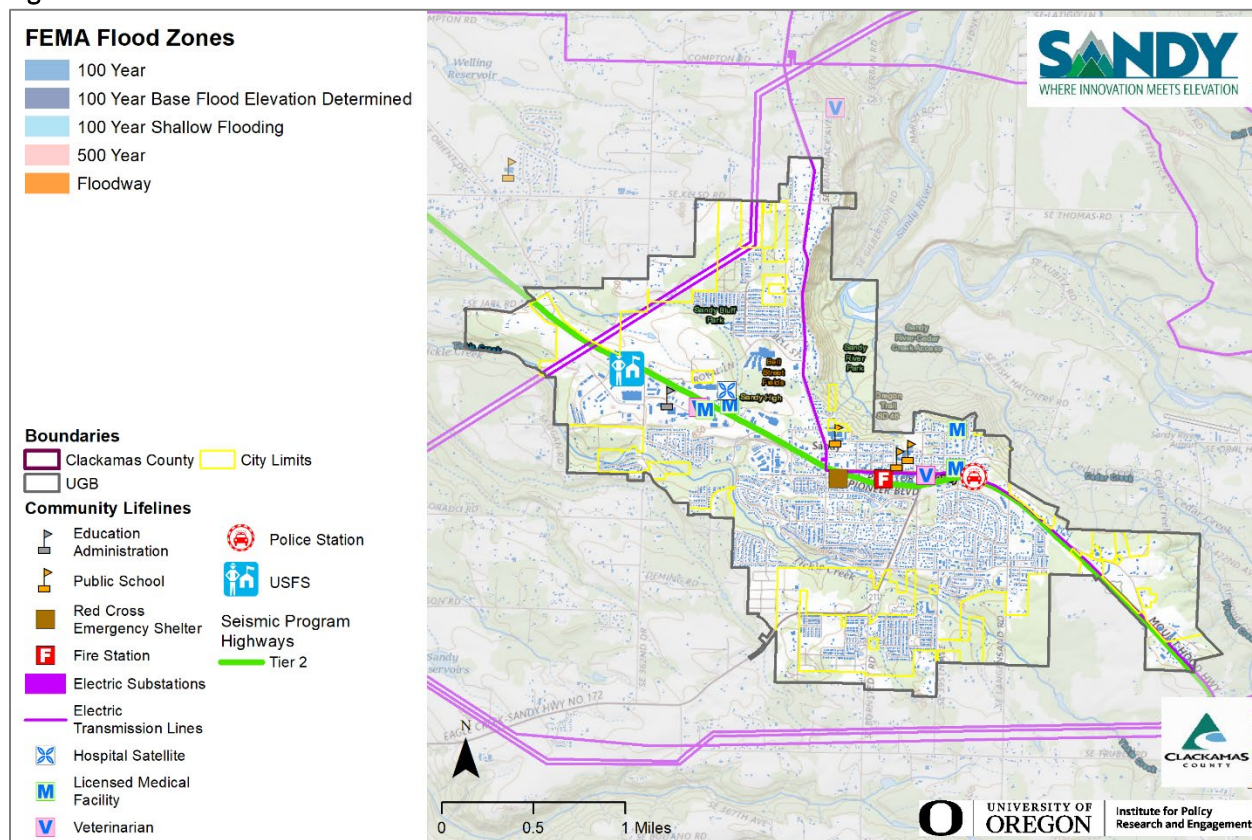
The main sources of flooding in Sandy are Tickle Creek, No Name Creek, and numerous drainage ways. Regionally, the Sandy River is a flooding source as well, but not for Sandy as the river is located at a much lower elevation than the city. The largest flooding event affecting Sandy was in January 2009. From January 1-2, 2009, a winter storm event led to flooding throughout many of the smaller tributaries and drainage ways. Some rural homeowners rerouted the culverts and drainage ways near their homes to protect their property, but this resulted in more damage and flooding to neighbors downstream.. Some rural residents outside Sandy depend on small bridges to access their homes. A few of these structures were washed out, damaging the bridges, and essentially cutting residents off from their homes. Two trailers were lost, and many homes had crawl space flooding.

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<sup>12</sup> DOGAMI, *Multi-Hazard Risk Report for Clackamas County, Oregon (2024)*, Table A-33.

<sup>13</sup> DOGAMI, *Lower Columbia-Sandy Watershed Natural Hazard Risk Report (2018)*, Table A-11.

Figure SA-4 FEMA Flood Zones



Source: Map created by Oregon Partnership for Disaster Resilience.

Data: Oregon Department of Geology and Mineral Industries. Preparedness Framework Implementation Team (IRIS v3).

Note: To view hazard detail click this [link](#) to access Oregon HazVu

### Vulnerability Assessment

The Oregon Department of Geology and Mineral Industries (DOGAMI) conducted a multi-hazard risk assessment (Risk Report) for the Lower Columbia-Sandy Watershed including the City of Sandy. The Risk Report provides a quantitative risk assessment for the flood (including channel migration) hazard along the Sandy River.

Floods can have a devastating impact on almost every aspect of the community, including private property damage, public infrastructure damage, and economic loss from business interruption. It is important for the City to be aware of flooding impacts and assess its level of risk.

The economic losses due to business closures often total more than the initial property losses that result from flood events. Business owners, and their employees are significantly impacted by flood events. Direct damages from flooding are the most common impacts, but indirect damages, such as diminished clientele, can be just as debilitating to a business.

The only mapped floodplain hazard within city limits is in the area surrounding Tickle Creek, which bisects the southern side of the city. A few homes are located within this mapped floodplain (Figure SA-4). A steep bluff protects the northern areas of the city from the Sandy River. For mitigation planning purposes, it is important to recognize that flood risk for a community is not limited only to areas of mapped floodplains. Other portions of Sandy outside of the mapped floodplains, such as the majority of No Name Creek, may also be at relatively high risk from over bank flooding. Small creek tributaries and

drainageways area often not mapped by FEMA. It is also important to verify that culverts are not blocked and are approximately sized to accommodate rainfall increases during storm events.

The HMAC identified Sandy's wastewater treatment plant as a potential vulnerability in severe flooding situations. Portions of the road that lead to the plant are in the floodplain; as such, access to the sewage treatment plant could be isolated in a flooding event. Additionally, any transportation closures within the region will be difficult for Sandy's residents. The city is largely a bedroom community, and residents rely upon regional transportation routes for work.

### **Natural Hazard Risk Report for Clackamas County**

The **Risk Reports** (DOGAMI, [2024](#) and [2020](#)) provide hazard analysis summary tables that identify populations and property within the Lower Columbia-Sandy River Watershed Study Area and countywide that are vulnerable to the flood and channel migration hazards.

*Note: The differences between the two Risk Reports are due to the watershed based study area of O-20-06. This study was only for the Lower Columbia-Sandy watershed, which meant that communities along the edge of the watershed like Sandy, Troutdale, and Gresham were only partially included in the study. As such, the O-20-06 report under-represented the potential impacts to the City of Sandy from this hazard.*

#### 2024 DOGAMI Risk Report (2024)<sup>14</sup>

According to the 2024 Risk Report there is minimal risk to buildings and population within the city from the channel migration or flooding of the Sandy River. One (1) building could be damaged for a total potential loss of \$2,000 (a building loss ratio of less than 1%). About 6 residents may be displaced by flood (less than 1% of the population).

#### 2020 DOGAMI Risk Report (O-20-06)<sup>15</sup>

According to the 2020 Risk Report there is minimal risk to buildings and population within the city from the channel migration or flooding of the Sandy River (note: The Risk Report did not assess flood risk from the Tickle Creek).

### **National Flood Insurance Program (NFIP)**

FEMA's Flood Insurance Study (FIS), and Flood Insurance Rate Maps (FIRMs) are effective as of June 17, 2008. The City complies with the NFIP through enforcement of their flood damage prevention ordinance, which was updated in 2019, and their floodplain management program. The last Community Assistance Visit (CAV) for Sandy was on April 28, 1994. Sandy does not participate in the Community Rating System (CRS). The Community Repetitive Loss record does not identify any Repetitive Loss Properties<sup>16</sup> or Severe Repetitive Loss Properties<sup>17</sup>.

<sup>14</sup> DOGAMI, *Multi-Hazard Risk Report for Clackamas County, Oregon* (2024), Table A-33.

<sup>15</sup> DOGAMI, *Lower Columbia-Sandy Watershed Natural Hazard Risk Report* (2018), Table A-11.

<sup>16</sup> A Repetitive Loss (RL) property is any insurable building for which two or more claims of more than \$1,000 were paid by the National Flood Insurance Program (NFIP) within any rolling ten-year period, since 1978. A RL property may or may not be currently insured by the NFIP.

<sup>17</sup> A Severe Repetitive Loss (SRL) property is a single family property (consisting of 1 to 4 residences) that is covered under flood insurance by the NFIP and has incurred flood-related damage for which 4 or more separate claims payments have been paid under flood insurance coverage, with the amount of each claim payment exceeding \$5,000 and with cumulative amount of such claims payments exceeding \$20,000; or for which at least 2 separate claims payments have been made with the cumulative amount of such claims exceeding the reported value of the property.

## Future Projections

According to the Oregon Climate Change Research Institute “Future Climate Projections, Clackamas County,”<sup>18</sup> winter flood risk at mid- to low elevations in Clackamas County, where temperatures are near freezing during winter and precipitation is a mix of rain and snow, is projected to increase as winter temperatures increase. The temperature increase will lead to an increase in the percentage of precipitation falling as rain rather than snow. The projected increases in total precipitation, and in rain relative to snow, likely will increase flood magnitudes in the region. Vulnerable populations adjacent to floodways (including the unhoused, manufactured home communities, and campground occupants) will be more at risk as the winter flood risk increases.

## Landslide

The HMAC determined that the City’s probability for landslide is **high** and that their vulnerability to landslide is **moderate**. *The probability and vulnerability ratings increased since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of landslide hazards, history, as well as the location, extent, and probability of a potential event within the region. Rural areas outside Sandy that have experienced landslides in the past include Ten Eyck Road, Barlow Trail, Laughing Water Road, Coalman Road, and Salmon River Road. In 1982, a landslide on Ten Eyck Road closed the road for 3-4 months. This was one of the biggest impacts that rural Sandy has experienced because of sliding activity. More recently landslides occurred on January 1 and 2, 2009. On the night of January 1st, a large mudslide to the east of city limits closed Highway 26 at milepost 35. At about 1:00am on January 2nd, an embankment above the Mount Hood Industrial Park east of Ruben Lane on the south side of Highway 26 gave way and destroyed a building. The slide also damaged a water line, a fiber optic cable and took out 9-1-1 service for part of the early morning.

Most of Sandy demonstrates a low to moderate landslide susceptibility exposure. Outside the city approximately 18% of the area has very high or high, and inside the city approximately 30% has a moderate, landslide susceptibility exposure.<sup>19</sup>

Note that even if a jurisdiction has a high percentage of area in a high or very high landslide exposure susceptibility zone, this does not mean there is a high risk, because risk is the intersection of hazard, and assets.

## Vulnerability Assessment

DOGAMI completed a statewide landslide susceptibility assessment in 2016 ([O-16-02](#)), general findings from that report are provided.

Potential landslide-related impacts are adequately described within Volume I, Section 2, and include infrastructure damages, economic impacts (due to isolation, and/or arterial road closures), property damages, and obstruction to evacuation routes. Rain-induced landslides, and debris flows can potentially occur during any winter, and thoroughfares beyond City limits are susceptible to obstruction as well. For a list of facilities and infrastructure vulnerable to this hazard see the Community Assets Section and Table SA-4.

The most common type of landslides are slides caused by erosion. Slides move in contact with the underlying surface, are generally slow moving, and can be deep. Rainfall-initiated landslides tend to be

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<sup>18</sup> Oregon Climate Change Research Institute, *Future Climate Projections, Clackamas County, Oregon*. February 2023.

<sup>19</sup> DOGAMI. [Open-File Report, O-16-02, Landslide Susceptibility Overview Map of Oregon](#) (2016)

smaller; while earthquake induced landslides may be quite large. All soil types can be affected by natural landslide triggering conditions.

The property at 39641 Scenic St, Cedar Ridge Middle School, and the adjacent Verizon Wireless Tower, Advance Auto, and Pacific Pride Fuel are located above or below steep slopes. The local slump and earthflow hazards are located at the hill on Tupper Road between Sandy Heights Road and Strawbridge Parkway, and another hazard is on the slope between Nettie Connett Drive and the entrance to Hood Chalet Mobile Estates. The Hood Chalet Mobile Villa is located at the base of the hill and a slide in this area could devastate a large portion of the mobile home park. The mudflow and debris flow hazard is located on the slope near Dubarko Road, at Melissa Ave, and Solso Court.

Past landslide-incurred damages are proof that landslides can cause adverse effects upon residents, transportation systems, and local businesses. In the future, the HMAC expects that a slide could pollute the city water supply if sediment enters streams and rivers.

Sandy's residents are very dependent on Highway 26 for travelling to and from work, and Sandy's stores are similarly dependent on Highway 26 for inventory. If a large slide impacted this arterial Sandy could be cut off from neighboring communities.

There is evidence of earth movement affecting several multi-family dwellings on the west end of Park St. near Beers Ave. Some of the foundations show evidence of cracking and concrete buttresses have been built to support the foundation walls on the downhill side of these structures. In addition, the piping connecting a private sewage lift station serving these dwellings has been affected by movement of the surrounding soils and structures. It is unknown whether the soil instability is a result of earth movement or poor construction practices when these dwellings were built (ca. 1977). While this area has not been impacted in the past, it could be the location of a future landslide, especially because unstable soils could be subject to liquefaction in an earthquake event.

The raw water intake for the Alder Creek Water Treatment Plant is accessible only by foot or helicopter. A slide in the watershed above could bring trees and debris down the stream channel and plug the diversion intake. It would be difficult to bring equipment to the area within a reasonable amount of time because the intake is so remote.

Approximately 40 homes are located on the 'cliff' side of Bluff. A landslide could impact some or all of these dwellings. The water transmission line connecting Sandy to the Portland Water Bureau's system is also located in the northbound lane of Bluff Road. A mass earth movement affecting the roadway prism could damage the transmission main. Lastly, tourism surrounding Mount Hood has a great impact on Sandy's economy. If roads leading to Mt. Hood are altered by a landslide, tourism would be severely impaired. In addition to skiing, Sandy is home to a large mountain biking and hiking community. A landslide could block access to these activities or create an unsightly environment and reduce tourism in the area.

### **Natural Hazard Risk Report for Clackamas County**

The **Risk Reports (DOGAMI, 2024 and 2020)** provide hazard analysis summary tables that identify populations and property within the Lower Columbia-Sandy River Watershed Study Area and countywide that are vulnerable to the landslide hazard.

*Note: The differences between the two Risk Reports are due to the watershed based study area of O-20-06. This study was only for the Lower Columbia-Sandy watershed, which meant that communities along the edge of the watershed like Sandy, Troutdale, and Gresham were only partially included in the study. As such, the O-20-06 report under-represented the potential impacts to the City of Sandy from this hazard.*



2024 DOGAMI Risk Report (2024)<sup>20</sup>

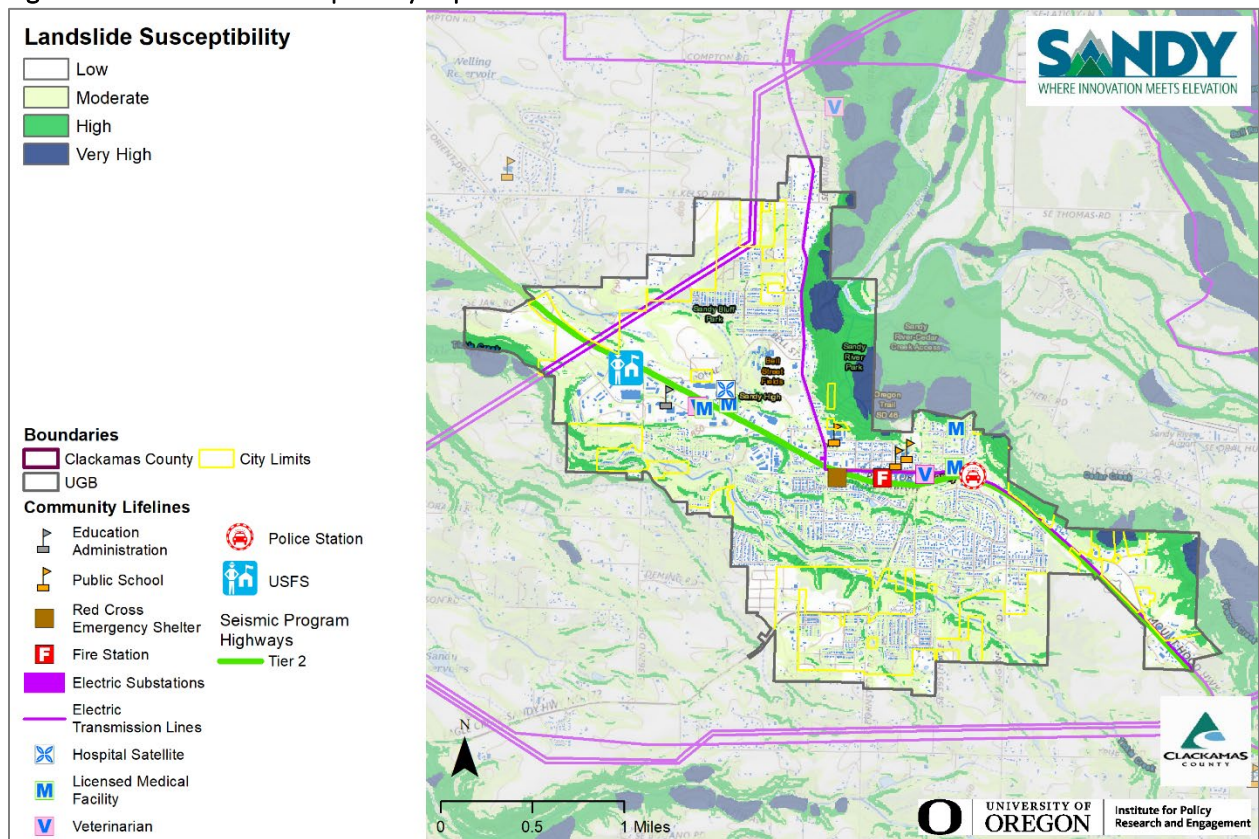
According to the most recent Risk Report, 127 buildings (no critical facilities) are exposed to the *high and very high landslide susceptibility* hazard for a total exposure of \$41.4 million (a building exposure ratio of less than 3%). About 492 residents may be displaced by landslides (about 4% of the population).

2020 DOGAMI Risk Report (O-20-06)<sup>21</sup>

Landslide event (High and Very High Susceptibility): 18 buildings are exposed (0 critical facilities) for a total potential loss of \$4,488,000 (an exposure ratio of 2%). In addition, 53 residents may be displaced (about 5% of the population).

*Note: the exposure number is for all buildings and population exposed to the high and very high landslide susceptibility areas.*

Figure SA-5 Landslide Susceptibility Exposure



Source: Map created by Oregon Partnership for Disaster Resilience.

Data: Oregon Department of Geology and Mineral Industries. Preparedness Framework Implementation Team (IRIS v3).

Note: To view hazard detail click this [link](#) to access Oregon HazVu

<sup>20</sup> DOGAMI, *Multi-Hazard Risk Report for Clackamas County, Oregon (2024)*, Table A-33.

<sup>21</sup> DOGAMI, *Lower Columbia-Sandy Watershed Natural Hazard Risk Report (2018)*, Table A-11.

### Future Projections

Landslides are often triggered by rainfall when the soil becomes saturated. As a surrogate measure of landslide risk, the Oregon Climate Change Research Institute report presents a threshold based on recent precipitation (cumulative precipitation over the previous 3 days) and antecedent precipitation (cumulative precipitation on the 15 days prior to the previous 3 days). By the 2050s under the higher emissions scenario, the average number of days per year in Clackamas County on which the landslide risk threshold is exceeded is not projected to change substantially. However, landslide risk depends on multiple factors, and this metric, which is based on precipitation, does not reflect all aspects of the hazard. Additional triggers, such as earthquakes, wildfires, or development, can increase risks of landslides. Future development along slopes or adjacent to riverbanks will be a greater risk of impact from this hazard.

### Severe Weather

Severe weather can account for a variety of intense, and potentially damaging hazard events. These events include extreme heat, windstorms, and winter storms. The following section describes the unique probability, and vulnerability of each identified weather hazard.

### Extreme Heat

The HMAC determined that the City's probability for extreme heat events is **moderate** and that their vulnerability is **moderate**. *The probability rating increased and the vulnerability rating did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of extreme heat, history, as well as the location, extent, and probability of a potential event within the region. Generally, an event that affects the County is likely to affect the City as well.

A severe heat episode or "heat wave" occurs about every two to three years, and typically lasting two to three days but can last as many as five days. A severe heat episode can be defined as consecutive days of upper 90s to around 100. Severe heat hazard in the Portland metro region can be described as the average number of days with temperatures greater than or equal to 90-degrees, or 100-degrees, Fahrenheit. On average the region experiences 13.6 days with temperatures above 90-degrees Fahrenheit, and 1.4 days above 100-degrees Fahrenheit, based on new 30-year climate averages (1981-2010) from the National Weather Service – Portland Weather Forecast Office.

The City of Sandy has not experienced any life-threatening consequences from the few historical extreme heat events, although changes in climate indicate that the area should expect to see more extreme heat events. resulting from hazards.

### Future Projections

According to the Oregon Climate Change Research Institute "Future Climate Projections, Clackamas County,"<sup>22</sup> the number, duration, and intensity of extreme heat events will increase as temperatures continue to warm. In Clackamas County, the number of extremely hot days (days on which the temperature is 90°F or higher) and the temperature on the hottest day of the year are projected to increase by the 2020s and 2050s under both the lower (RCP 4.5) and higher (RCP 8.5) emissions scenarios. The number of days per year with temperatures 90°F or higher is projected to increase by an average of 12 (range 3–21) by the 2050s, relative to the 1971–2000 historical baselines, under the higher emissions scenario. The temperature on the hottest day of the year is projected to increase by an average

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<sup>22</sup> Oregon Climate Change Research Institute, *Future Climate Projections, Clackamas County, Oregon*. February 2023.

of about 7°F (range 2–11°F) by the 2050s. Higher temperatures and longer/more extreme heat events will have negative impacts upon vulnerable populations such as those over 65+, children, those living in older or temporary housing, and field workers.

## Windstorm

The HMAC determined that the City’s probability for windstorm is **moderate** and that their vulnerability to windstorm is **moderate**. *The probability rating decreased and the vulnerability rating did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of windstorm hazards, history, as well as the location, extent, and probability of a potential event within the region. Because windstorms typically occur during winter months, they are sometimes accompanied by flooding and winter storms (ice, freezing rain, and very rarely, snow). Other severe weather events that may accompany windstorms, including thunderstorms, hail, lightning strikes, and tornadoes are generally negligible for Sandy.

In September of 2022, a combination of dry conditions, windstorm and heat were the perfect blend to trigger a significant wildfire event from downed powerlines. PGE activated a Public Safety Power Alert (PSPS) in designated high fire risk zones, of which Sandy and the Mt Hood corridor were the first pre-emptive de-energization. The PSPS lasted from 2:20 am September 9, 2022, until Sunday evening September 11, 2022 once the windstorm had passed, and PGE line crews had confirmed or repaired no downed powerlines. Our prediction is that late summer and fall wind events will continue to cause PSPS on a routine basis. Power shutoff not only affects heat and cooling for dwellings, but electrical power that supplies the water and wastewater utility as well as traffic lights for safe passage.

Volume I, Section 2 describes the impacts caused by windstorms, including power outages, downed trees, heavy precipitation, building damages, and storm-related debris.

Additionally, transportation, and economic disruptions result as well. Damage from high winds generally has resulted in downed utility lines, and trees usually limited to several localized areas. Electrical power can be out anywhere from a few hours to several days. Outdoor signs have also suffered damage. If the high winds are accompanied by rain (which they often are), blowing leaves, and debris clog storm drainage grates, which in turn may cause localized urban flooding. Most electrical telephone and CATV utilities serving Sandy are still above ground and vulnerable to falling tree branches and debris. For example, the Alder Creek Water Treatment Plant suffers from power interruptions during wind events. The water plant is equipped with a standby generator to reduce the impact of power outages; however, procuring diesel or gasoline fuel for water and wastewater treatment as well as pump station generators could be difficult in an extended power outage/wind event.

### Future Projections

Limited research suggests little if any change in the frequency and intensity of windstorms in the Northwest as a result of climate change. Those impacted by windstorms at present, including older residential or commercial developments with above-ground utilities, poor insulation or older construction, heavy tree canopies, or poor storm drainage, will continue to be impacted by windstorms in the future.

## Winter Storm (Snow/Ice)

The HMAC determined that the City’s probability for winter storm is **moderate** and that their vulnerability to winter storm is **moderate**. *The probability rating decreased and the vulnerability rating did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of winter storm hazards, history, as well as the location, extent, and probability of a potential event within the region. Severe winter storms can consist of rain, freezing rain, ice, snow, cold temperatures, and wind. They originate from troughs of low pressure offshore that ride along the jet stream during fall, winter, and early spring months. Severe winter storms affecting the City typically originate in the Gulf of Alaska or in the central Pacific Ocean. These storms are most common from November through March.

The biggest impact of winter storms is congestion on roadways. Highway 26 bisects Sandy and is used as the main route to the Mount Hood region for residents of the Portland Metro area.

Although most winter storms typically do not cause significant damage, they are frequent, and have the potential to impact economic activity. Road and rail closures due to winter weather are an uncommon occurrence but can interrupt commuter, and commercial traffic as noted above.

### Future Projections

According to the Oregon Climate Change Research Institute “Future Climate Projections, Clackamas County,”<sup>23</sup> cold extremes will become less frequent and intense as the climate warms. In Clackamas County, the number of cold days (maximum temperature 32°F or lower) per year is projected to decrease by an average of 6 (range -3– -8) by the 2050s, relative to the 1971–2000 historical baselines, under the higher emissions scenario. The temperature on the coldest night of the year is projected to increase by an average of 6°F (range 0– 11°F) by the 2050s.

The intensity of extreme precipitation is expected to increase as the atmosphere warms and holds more water vapor. In Clackamas County, the number of days per year with at least 0.75 inches of precipitation is not projected to change substantially. However, by the 2050s, the amount of precipitation on the wettest day and wettest consecutive five days per year is projected to increase by an average of 15% (range 0–31%) and 10% (range -1–26%), respectively, relative to the 1971–2000 historical baselines, under the higher emissions scenario.

Vulnerable populations will be more likely to experience the negative impacts of winter storms in the future, particularly the unhoused and the elderly.

### Vulnerability Assessment

Due to insufficient data and resources, Sandy is currently unable to perform a quantitative risk assessment, or exposure analysis, for the extreme heat, windstorm, and winter storm hazards. For a list of facilities and infrastructure vulnerable to these hazards see the Community Assets Section and Table SA-4.

## Volcanic Event

The HMAC determined that the City’s probability for a volcanic event is **low** and that their vulnerability to a volcanic event is **high**. *These ratings did not change since the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of volcanic hazards, history, as well as the location, extent, and probability of a potential event within the region. Generally, an event that affects the western portion of the County is likely to affect Sandy as well. Volcanoes are located near Sandy, the closest of which are Mount Hood, Mount Adams, Mount Saint Helens, Mount Rainier, and the Three Sisters.

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<sup>23</sup> Oregon Climate Change Research Institute, *Future Climate Projections, Clackamas County, Oregon*. February 2023.

### Vulnerability Assessment

Due to Sandy’s location near the Sandy River and proximity to Mount Hood, the city is likely to experience some of the immediate effects that eruptions have on surrounding areas. It is estimated that Sandy will have two hours before a lahar following the course of the Sandy River reaches the city (Figure SA-6 and Figure SA-7), allowing time for individuals to evacuate if needed. A lahar following the Sandy River is likely to severely damage the conduit connecting the Bull Run water source to Sandy, which provides approximately one fourth of the City’s total water supply. An eruption also has the potential to severely impact Sandy’s Alder Creek water source, which provides the majority of the City’s total water supply.

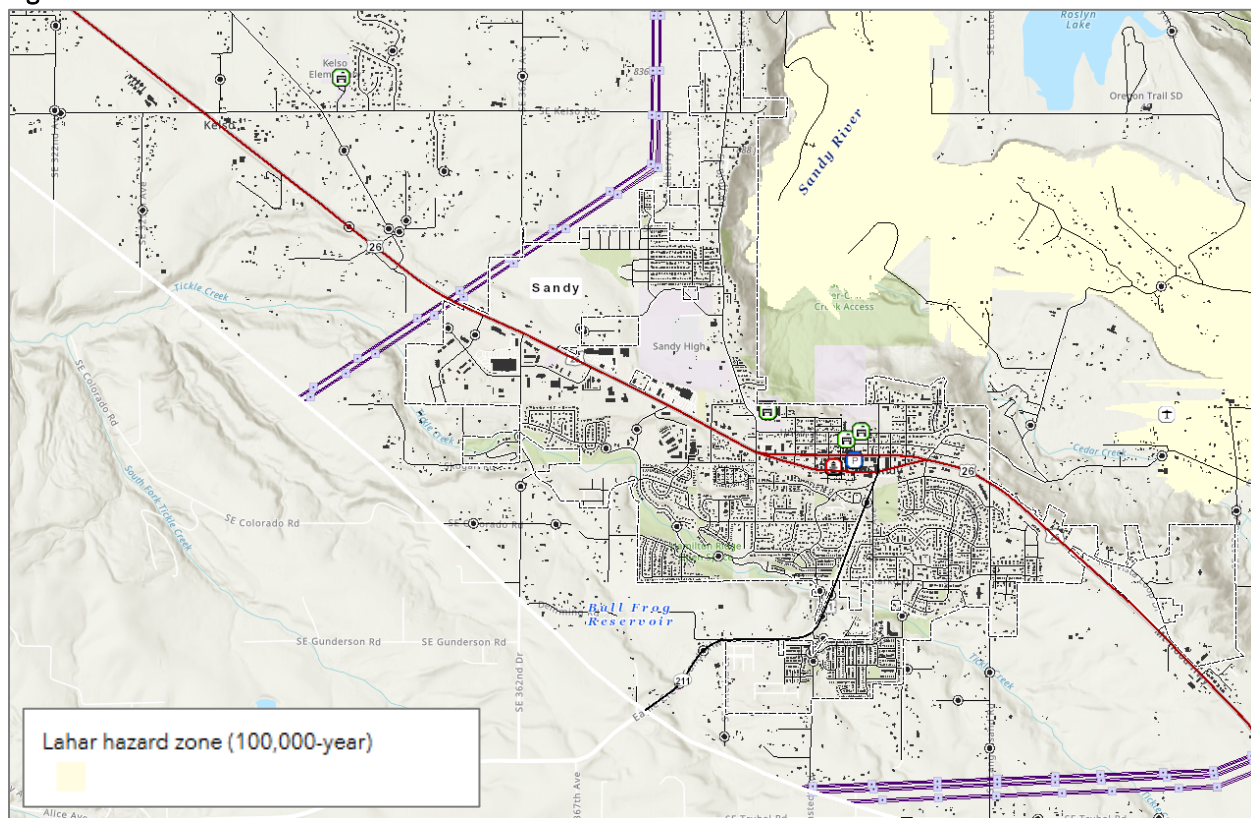
Figure SA-6 Mount Hood Hazards Map



Source: USGS Mount Hood – History and Hazards of Oregon’s Most Recently Active Volcano.

A steep bluff shields the city from the Sandy River so a lahar should not affect assets within city limits. Additionally, depending on wind patterns and which volcano erupts, the city may experience ashfall (tephra). The eruption of Mount St. Helens in 1980, for example, coated the Willamette Valley with a fine layer of ash. If Mount Hood erupts, however, the city could experience a heavier coating of ash.

Figure SA-7 Lahar Hazard Zone and Critical Facilities



Source: [Mount Hood Hazards and Assets Viewer \(DOGAMI\)](#)

### Natural Hazard Risk Report for Clackamas County

The Risk Reports (DOGAMI, [2024](#) and [2020](#)) provide hazard analysis summary tables that identify populations and property within the Lower Columbia-Sandy River Watershed Study Area and countywide that are vulnerable to the landslide hazard.

*Note: The differences between the two Risk Reports are due to the watershed based study area of O-20-06. This study was only for the Lower Columbia-Sandy watershed, which meant that communities along the edge of the watershed like Sandy, Troutdale, and Gresham were only partially included in the study. As such, the O-20-06 report under-represented the potential impacts to the City of Sandy from this hazard.*

### 2024 DOGAMI Risk Report (2024)<sup>24</sup>

According to the Risk Reports there is no to minimal risk to buildings and population within the city from the medium (1% annual chance) lahar volcanic event.

### Future Projections

Although the science of volcano predictions is improving, it remains challenging to predict a potential volcanic event. Ash fall, which will be the greatest impact, will impact the entire County. Impacts will be felt hardest by property managers (ranches, farmers, etc.) and by those relying upon clean surface water (for drinking water production and irrigation).

<sup>24</sup> DOGAMI, *Multi-Hazard Risk Report for Clackamas County, Oregon (2024)*, Table A-33.

## Wildfire

The HMAC determined that the City’s probability for wildfire is **high**, and that their vulnerability to wildfire is **high**. *The probability rating increased and the vulnerability rating did not change since the previous version of this NHMP.*

The [Clackamas County Community Wildfire Protection Plan \(CWPP\)](#) is hereby incorporated into this NHMP addendum by reference, and it will serve as the wildfire section for this addendum. The following presents a summary of key information; refer to the full CWPP for a complete description, and evaluation of the wildfire hazard. Information specific to Sandy is found in the following chapter: Chapter 9.11: Sandy Fire District (note Clackamas Fire District #1 provides services for the fire district).

Volume I, Section 2 describes the characteristics of wildland fire hazards, history, as well as the location, extent, and probability of a potential event within the region. The location, and extent of a wildland fire vary depending on fuel, topography, and weather conditions.

Weather and urbanization conditions are primarily at cause for the hazard level. Sandy has not experienced a wildfire within City limits, but the city has abundant forested areas within and adjacent to the city limits that are a concern in the case of a wildfire event. Figure SA-8 shows overall wildfire risk in Sandy.

Clackamas County has two major physiographic regions: the Willamette River Valley in western Clackamas County and the Cascade Range Mountains in eastern and southern Clackamas County. The Willamette River Valley, which includes Sandy, is the most heavily populated portion of the county and is characterized by flat or gently hilly topography. The Cascade Range has a relatively small population and is characterized by heavily forested slopes. Eastern Clackamas County is at higher risk to wildfire than western portions of the county due to its dense forest land. Human caused fires are responsible for most fires in Clackamas County. In eastern Clackamas County, the most common human induced wildfire source is debris burn escape.

The wildfire events experienced in the area in 2020 demonstrate the level of risk of wildfire. The City of Sandy proper experienced a level II evacuation notice during this event and a portion of the city’s residents were part of the Public Safety Power Shutoff (PSPS) that is administered by Portland General Electric (PGE). The city’s Police Department and other personnel were tasked with providing 24-hour public updates during the event via social media etc. Air quality in and around the area was of great concern during the event.

According to the Clackamas County Community Wildfire Protection Plan (CWPP), local forest lands have accumulated an unnatural buildup of fuel (undergrowth, brush, etc.) because of decades of timber harvest and aggressive fire suppression. Additionally, residential development near the wildland urban interface has increased the community’s overall exposure to wildfire hazards. Some developments within the city have only one road in and one road out, and some areas of Sandy do not have evacuation plans. The potential for loss of life is great because of this accessibility issue. Communities at Risk (CARs) within the City include: Bluff Road (northeast). Rural areas outside the City at risk include Cedar Creek (southeast).<sup>25</sup>

The Bluff Road area is also threatened by the potential of wildfire along the steep bluff above the Sandy River, and the difficulty of accessing this area with firefighting apparatus due to the extremely steep

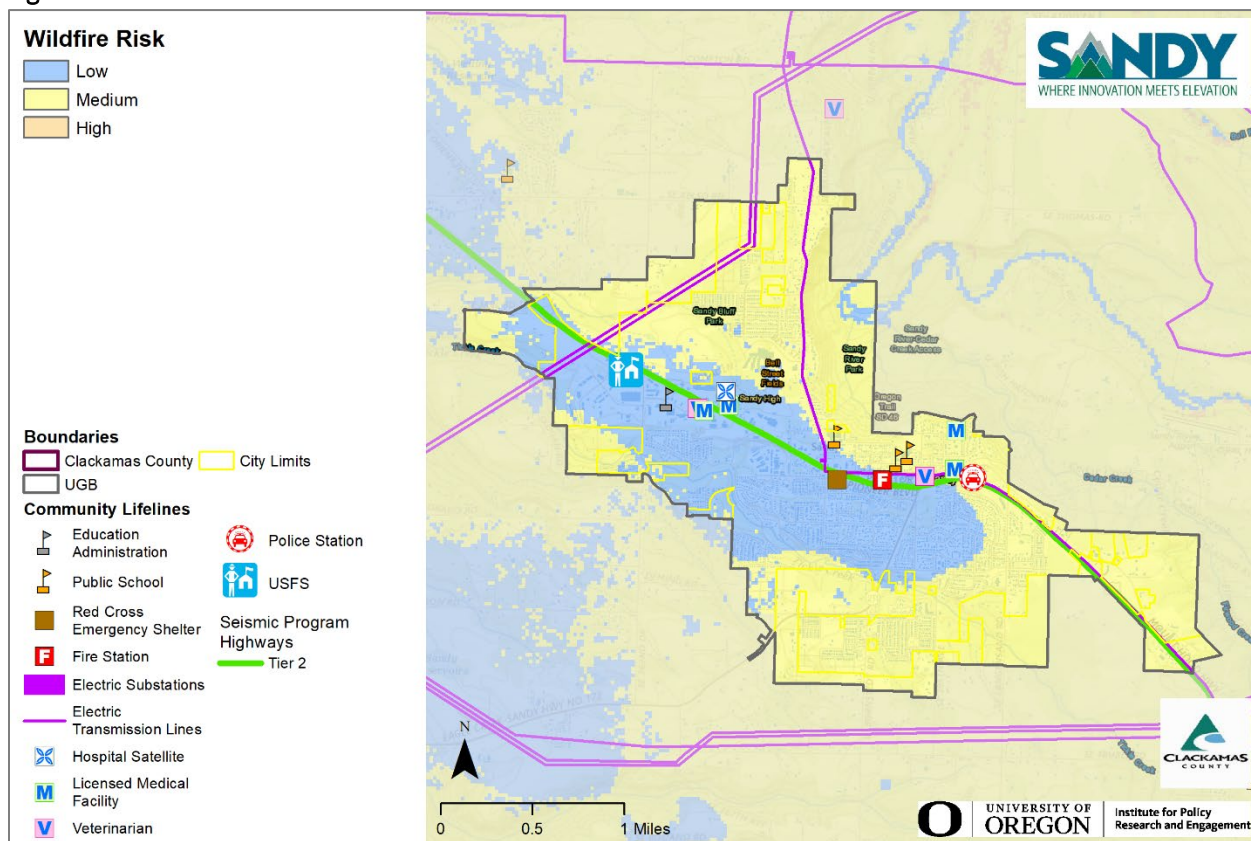
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<sup>25</sup> Clackamas County Community Wildfire Protection Plan, *Sandy Rural Fire Protection District* (2018), Table 10.11-1.

terrain. Additional future analysis may support the efficacy of road improvements in the area to facilitate emergency vehicle access down to the river.

Fortunately, areas within the City are served by the water supply system and a network of fire hydrants that can more efficiently provide access to firefighting water sources than the rural areas surrounding Sandy. Most of the city has less severe (moderate or less) wildfire burn probability that includes expected flame lengths less than four feet under normal weather conditions.<sup>26</sup> However, conditions vary widely and with local topography, fuels, and local weather (including wind) conditions. Under warm, dry, windy, and drought conditions expect higher likelihood of fire starts, higher intensity, more ember activity, and a more difficult to control wildfire that will include more fire effects and impacts.

Figure SA-8 Wildfire Risk



Source: Map created by Oregon Partnership for Disaster Resilience.  
Data: Oregon statewide wildfire risk map created by Oregon State University (unpublished). Preparedness Framework Implementation Team (IRIS v3).  
Note: To view additional wildfire risk information click this [link](#) to access Oregon Explorer’s CWPP Planning Tool

### Vulnerability Assessment

Due to insufficient data and resources, Sandy is currently unable to perform a quantitative risk assessment, or exposure analysis, for this hazard. For a list of facilities and infrastructure vulnerable to this hazard see the Community Assets Section and Table SA-4.

The potential community impacts, and vulnerabilities described in Volume I, Section 2 are generally accurate for the City as well. Sandy’s fire response is addressed within the CWPP which assesses wildfire

<sup>26</sup> Oregon Wildfire Risk Explorer



risk, maps wildland urban interface areas, and includes actions to mitigate wildfire risk. The City and the Sandy Fire District will update the City's wildfire risk assessment if the fire plan presents better data during future updates (an action item is included to participate in future updates to the CWPP).

Property can be damaged or destroyed with one fire as structures, vegetation, and other flammables easily merge to become unpredictable, and hard to manage. Other factors that affect ability to effectively respond to a wildfire include access to the location, and to water, response time from the fire station, availability of personnel, and equipment, and weather (e.g., heat, low humidity, high winds, and drought).

### Natural Hazard Risk Report for Clackamas County

The Risk Reports (DOGAMI, [2024](#) and [2020](#)) provide hazard analysis summary tables that identify populations and property within the Lower Columbia-Sandy River Watershed Study Area and countywide that are vulnerable to the wildfire hazard.

*Note: The differences between the two Risk Reports are due to the watershed based study area of O-20-06. This study was only for the Lower Columbia-Sandy watershed, which meant that communities along the edge of the watershed like Sandy, Troutdale, and Gresham were only partially included in the study. As such, the O-20-06 report under-represented the potential impacts to the City of Sandy from this hazard.*

#### 2024 DOGAMI Risk Report (2024)<sup>27</sup>

According to the most recent Risk Report, 404 buildings (no critical facilities) are exposed to the *high and (or) moderate (medium) risk wildfire* hazard for a total exposure of \$118.1 million (a building exposure ratio of about 8%). About 1,386 residents may be displaced by wildfires (about 11% of the population).

#### 2020 DOGAMI Risk Report (O-20-06)<sup>28</sup>

Wildfire event (High Risk): 2 buildings are exposed (0 critical facilities) for a total potential loss of \$535,000 (an exposure ratio of < 1%). In addition, 4 residents may be displaced (< 1% of the population).

### Future Projections

According to the Oregon Climate Change Research Institute “Future Climate Projections, Clackamas County,”<sup>29</sup> wildfire frequency, intensity, and area burned are projected to continue increasing in the Northwest. Wildfire risk, expressed as the average number of days per year on which fire danger is very high, is projected to increase in Clackamas County by 14 (range -6– 34) by the 2050s, relative to the historical baseline (1971–2000), under the higher emissions scenario. Similarly, the average number of days per year on which vapor pressure deficit is extreme is projected to increase by 29 (range 10–44) by the 2050s. Communities at risk to wildfire include those within the urban wildfire interface or along river or creek corridors, where fire can travel quickly. Communities will need to address growing wildfire risks if populations are not restricted from expanding further into higher risk areas.

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<sup>27</sup> DOGAMI, *Multi-Hazard Risk Report for Clackamas County, Oregon* (2024), Table A-33.

<sup>28</sup> DOGAMI, *Lower Columbia-Sandy Watershed Natural Hazard Risk Report* (2018), Table A-11.

<sup>29</sup> Oregon Climate Change Research Institute, *Future Climate Projections, Clackamas County, Oregon*. February 2023.

# Attachment A: Action Item Changes

Table SA-7 is an accounting of the status (complete or not complete) and major changes to actions since the previous NHMP. All actions were renumbered in this update to be consistent with other jurisdictions that are participating in the multi-jurisdictional NHMP. All actions marked not complete are ongoing, are still relevant, and are included in the updated action plan (Table SA-1).

### Previous NHMP Actions that are Complete:

Flood #2, “Explore participation in the NFIP’s Community Rating System (CRS).” Complete. The city explored CRS and determined it to not be feasible at this time. The City will consider it as an option in the future.

### Previous NHMP Actions that are Not Complete and No Longer Relevant:

Earthquake #2, “Seismically retrofit (structural and non-structural) the Sandy Community Center to exceed life safety standards in order to operate as a possible shelter.” No longer relevant, considered redundant with Action #9 which is included with this update.

Earthquake #3, “Seismically retrofit (structural and non-structural) City Hall in order to continue operations post-earthquake and to protect city and county IT infrastructure (servers).” No longer relevant, considered redundant with Action #9 which is included with this update.

Landslide #2, “Reduce the vulnerability of property owners in landslide-prone areas” No longer relevant. Existing policies are considered adequate for the risk to population.

**Table SA-7 Status of All Hazard Mitigation Actions in the Previous Plan**

2018 Action Item	2024 Action Item	Status	Still Relevant? (Yes/No)
Multi-Hazard #1	#1	Not Complete	Yes
Multi-Hazard #2	#2	Not Complete	Yes
Multi-Hazard #3	#3	Not Complete	Yes
Multi-Hazard #4	#4	Not Complete	Yes
-	#5	New	-
-	#6	New	-
-	#7	New	-
-	#8	New	-
Earthquake #1	#9	Not Complete	Yes
Earthquake #2	-	Not Complete	No
Earthquake #3	-	Not Complete	No

2018 Action Item	2024 Action Item	Status	Still Relevant? (Yes/No)
Flood #1	#10	Not Complete	Yes
Flood #2	-	Complete	No
-	#11	New	-
-	#12	New	-
Flood #3	#13	Not Complete	Yes
Landslide #1	#14	Not Complete	Yes
Landslide #2	-	Not Complete	No
Severe Weather #1	#15	Not Complete	Yes
Wildfire #1	#16	Not Complete, revised	Yes

# Attachment B: Public Involvement Summary

Members of the steering committee provided edits and updates to the NHMP prior to the public review period as reflected in the final document.

To provide the public information regarding the draft NHMP addendum, and provide an opportunity for comment, an announcement (see below) was provided from February 2 through March 31 on the City’s website. The plan was also posted and announced on the County’s website. There were no comments provided. Additional opportunities for stakeholders and the public to be involved in the planning process are addressed in Volume III, Appendix B.

A diverse array of agencies and organizations were provided an opportunity to provide input to inform the plan’s content through a variety of mechanisms including the opportunity for comment on the draft plan. The agencies and organizations represent local and regional agencies involved in hazard mitigation activities, those that have the authority to regulate development, neighboring communities, representatives of businesses, academia, and other private organizations, and representatives of nonprofit organizations, including community-based organizations, that work directly with and/or provide support to underserved communities and socially vulnerable populations. For more information on the engagement strategy see Volume III, Appendix B.

## Website Posting

### ADMINISTRATION

City Manager's Office
City Recorder's Office +
Legal Department
Administrative Policies +
Economic Development Division
Homelessness
Social Services Task Force +
Customer Feedback Form
Public Meeting Information / Archive
Heat Index / Air Quality
The Sandy Source Newsletter
Community Campus Site Preparation

### Natural Hazard Mitigation Plan - 2024

The City of Sandy is in the process of updating our existing Natural Hazards Mitigation Plan (NHMP). This work is being performed in cooperation with the University of Oregon's Institute for Policy Research and Engagement - Oregon Partnership for Disaster Resilience and the Oregon Department of Emergency Management (OEM) utilizing funds obtained from the Federal Emergency Management Agency's (FEMA) Hazard Mitigation Grant Program. With re-adoption of the plan, the City will maintain its eligibility to apply for federal funding towards natural hazard mitigation projects. This local planning process includes a wide range of representatives from city, special districts, and county government, emergency management personnel, and outreach to members of the public.

A natural hazards mitigation plan provides communities with a set of goals, action items, and resources designed to reduce risk from future natural disaster events. Engaging in mitigation activities provides jurisdictions with a number of benefits, including reduced loss of life, property, essential services, critical facilities, and economic hardship; reduced short-term and long-term recovery and reconstruction costs; increased cooperation and communication within the community through the planning process; and increased potential for state and federal funding for recovery and reconstruction projects.

An electronic version of the updated draft City of Sandy NHMP Addendum is available for formal public comment. To view the draft please click the file at the bottom of this page.

If you have any questions regarding the City of Sandy NHMP Addendum or the update process in general, please contact: Jeff Aprati, Deputy City Manager, at 503-489-0938 or [japrati@ci.sandy.or.us](mailto:japrati@ci.sandy.or.us); or Michael Howard, Director for the Oregon Partnership for Disaster Resilience at (541) 346-8413 or [mrhoward@uoregon.edu](mailto:mrhoward@uoregon.edu).

### SUPPORTING DOCUMENTS

City of Sandy NHMP Addendum - 2024 (4 MB)

### CONTACT INFORMATION

Sandy City Hall  
39250 Pioneer Blvd.  
Sandy, OR 97055  
(503) 668-5533

[View Full Contact Details](#)

### LATEST NEWS

Natural Hazard Mitigation Plan - 2024  
Posted On Fri, 02/02/2024

Hoodview Disposal Service Delays  
Posted On Tue, 01/16/2024

PGE Outage Information  
Posted On Sun, 01/14/2024

[View all Administration News](#)

## Social Media – Facebook



City of Sandy, Oregon – City Government

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## **City of Sandy Addendum to the Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan**



CI.SANDY.OR.US

### **Natural Hazard Mitigation Plan - 2024**

An electronic version of the updated draft City of Sandy NHMP Addendum is available for for...

## HMAC

The Hazard Mitigation Advisory Committee (HMAC) members possessed familiarity with the community and how it is affected by natural hazard events. The HMAC guided the update process through several steps including goal confirmation and prioritization, action item review and development, and information sharing, to update the NHMP and to make the NHMP as comprehensive as possible. The steering committee met formally on the following dates:

### **Meeting #1 and #2:** March 8 and May 22, 2023

During these meetings, the HMAC:

- Reviewed the previous NHMP, and were provided updates on hazard mitigation planning, the NHMP update process, and project timeline.
- Updated recent history of hazard events in the city.
- Reviewed and confirmed the County NHMP's mission and goals.
- Reviewed and provided feedback on the draft risk assessment update including community vulnerabilities and hazard information.
- Reviewed and updated their existing mitigation strategy (actions).
- Reviewed and updated their implementation and maintenance program.
- Discussed the NHMP public outreach strategy.

### **Meeting #3:** November 15, 2023 (via remote conference)

During this meeting, the HMAC:

- Confirmed and provided feedback on the final draft risk assessment update including community vulnerabilities and hazard information provided by DOGAMI (Risk Report).
- Reviewed and confirmed the city's capabilities assessment.
- Reviewed, confirmed, and prioritized the city's mitigation strategies.





FEMA

June 11, 2024

Tootie Smith, County Commissioner - Chair  
Clackamas County  
2051 Kaen Road, 4<sup>th</sup> Floor  
Oregon City, Oregon 97045

Reference: Adoption Required to Finish Clackamas County Multi-jurisdictional Hazard Mitigation Plan Process

Dear Chair Smith:

In accordance with applicable<sup>1</sup> laws, regulations, and policy, the United States Department of Homeland Security’s Federal Emergency Management Agency (FEMA) Region 10 has determined the Clackamas County multi-jurisdictional hazard mitigation plan meets all applicable FEMA hazard mitigation planning requirements except its adoption by:

Clackamas County	City of Canby	City of Estacada
City of Gladstone	City of Happy Valley	City of Lake Oswego
City of Oregon City	City of Sandy	City of West Linn
City of Wilsonville	Clackamas Fire District #1	Clackamas River Water
City of Milwaukie	City of Molalla	

Local governments, including special districts, with a plan status of “Approvable Pending Adoption” are not eligible for FEMA mitigation grant programs with a hazard mitigation plan requirement.

The next step in the approval process is to formally adopt the hazard mitigation plan and send a resolution to the state for submission to FEMA. Sample adoption resolutions can be found in Appendix B of the Local Mitigation Planning Policy Guide.

An approved hazard mitigation plan, including adoption by the local government, is one of the conditions for applying for and/or receiving FEMA mitigation grants from the following programs:

- Hazard Mitigation Grant Program (HMGP)
- Hazard Mitigation Grant Program Post-Fire (HMGP-PF)
- Building Resilient Infrastructure and Communities (BRIC)
- Flood Mitigation Assistance (FMA)
- High Hazard Potential Dams Grants Program (HHPD)

<sup>1</sup> Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended; the National Flood Insurance Act of 1968, as amended; and National Dam Safety Program Act, as amended; 44 CFR Part 201, Mitigation Planning; and Local Mitigation Planning Policy Guide (FP-206-21-0002).

Chair Smith  
June 11, 2024  
Page 2

Based on FEMA's review, the plan did not include all dam risk. Thus, the participating jurisdictions are not eligible for assistance from the HHPD Grant Program. If any participating jurisdictions with HHPDs are interested in this assistance, they should contact the FEMA Region 10 Hazard Mitigation Planning Team at [FEMA-R10-MT\\_Planning@fema.dhs.gov](mailto:FEMA-R10-MT_Planning@fema.dhs.gov), to learn more about how to include all dam risks in the plan.

Participating jurisdictions that adopt the plan more than one year after Approvable Pending Adoption status has been issued must either:

- Validate that their information in the plan remains current with respect to both the risk assessment (no recent hazard events, no changes in development) and their mitigation strategy (no changes necessary); or
- Make the necessary updates before submitting the adoption resolution to FEMA.

We look forward to receiving the adoption resolutions and discussing options for implementing this hazard mitigation plan. If we can help in any way, please contact the FEMA Region 10 Hazard Mitigation Planning Team at [FEMA-R10-MT\\_Planning@fema.dhs.gov](mailto:FEMA-R10-MT_Planning@fema.dhs.gov).

Sincerely,

**WENDY L SHAW**

Digitally signed by WENDY L  
SHAW  
Date: 2024.06.14 11:36:29 -07'00'

Wendy Shaw  
Risk Analysis Branch Chief  
Mitigation Division

Enclosures

cc: Stephen Richardson, Oregon Department of Emergency Management

JF:JG:wls



# STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** July 15, 2024  
**From:** Rochelle Anderholm-Parsch, Parks and Recreation Director  
**Subject:** Design for Meinig Memorial Park Improvements and Restoration

---

## DECISION TO BE MADE:

This is the first meeting regarding improvements to Meinig Memorial Park and an opportunity for Staff and Lango Hansen Landscape Architects to set the stage for the project and communicate the existing conditions at Meinig Park and the 5 focus areas of improvement.

## PURPOSE / OBJECTIVE:

For the Council to provide input and recommendations for the department on the first phase of Meinig Park redevelopment and improvements.

## BACKGROUND / CONTEXT:

A master plan for Meinig Memorial Park was created in 2011, and the project went out to bid in 2017. The bid was cancelled. The project stalled but now has been revitalized with funding allocated in the 2023-2025 fiscal year. The focus is on re-envisioning the ADA accessibility of Meinig Park, improving access for large events such as Winterfest and Mt. Festival, and redeveloping Fantasy Forest, which is beyond its useful life. The redevelopment aims to provide a safe and inclusive play experience. Additionally, "No Name Creek" has eroded creek beds, causing trail undermining, making stream and trail restoration a high priority.

## KEY CONSIDERATIONS / ANALYSIS:

Improvements to this cherished community park are crucial. The Parks and Recreation Department has been provided with funds to design the necessary improvements, focusing on enhancing accessibility, event accommodation, and safe, inclusive play areas.

## BUDGET IMPACT:

\$200,000 has been allocated for improvements and planning efforts for the rekindled design work of Meinig Memorial Park for fiscal years 2023-2025, covering the updated design and bid phases. The full restoration costs will be requested for FY 2025-2027 based on design phase estimates. This project would be eligible for reimbursement from Parks SDCs as a funding source.

**RECOMMENDATION:**

Staff recommends that the council approve the direction of this project and the proposed list of improvements for Meinig Memorial Park, subject to budget availability and final design approval.

**SUGGESTED MOTION LANGUAGE:**

None.

**LIST OF ATTACHMENTS / EXHIBITS:**

- Presentation: Meinig Memorial Park Improvements and Redevelopment



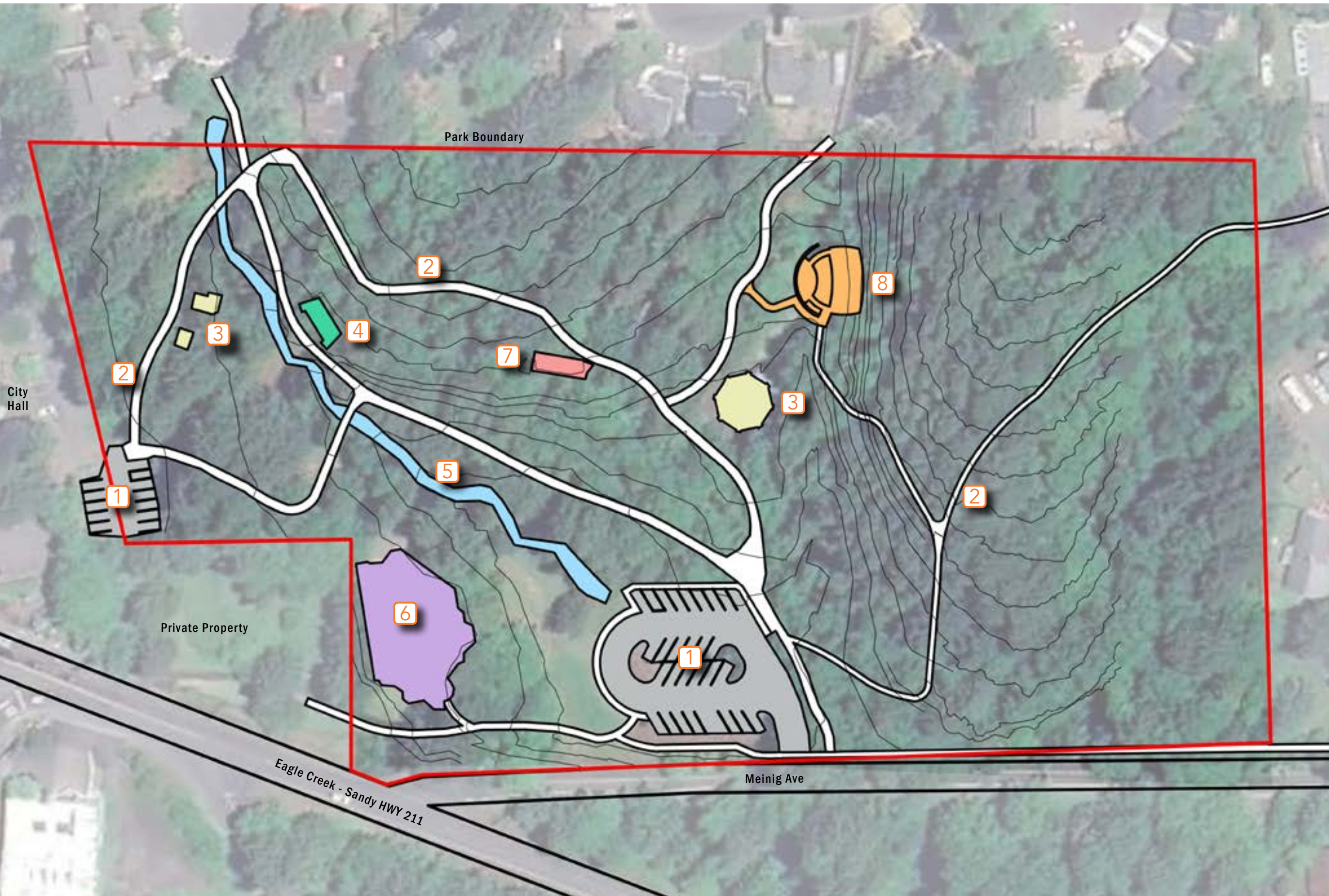
# **MEINIG MEMORIAL PARK**

**City Council**

**July 15, 2024**

**PARK AMENITIES** Item # 4.

- 1** Parking Lot
- 2** Park Pathway System
- 3** Picnic Shelters
- 4** Main Stage
- 5** No Name Creek
- 6** Fantasy Forest Playground
- 7** Restrooms
- 8** Amphitheater



Existing Conditions

# PROJECT BACKGROUND

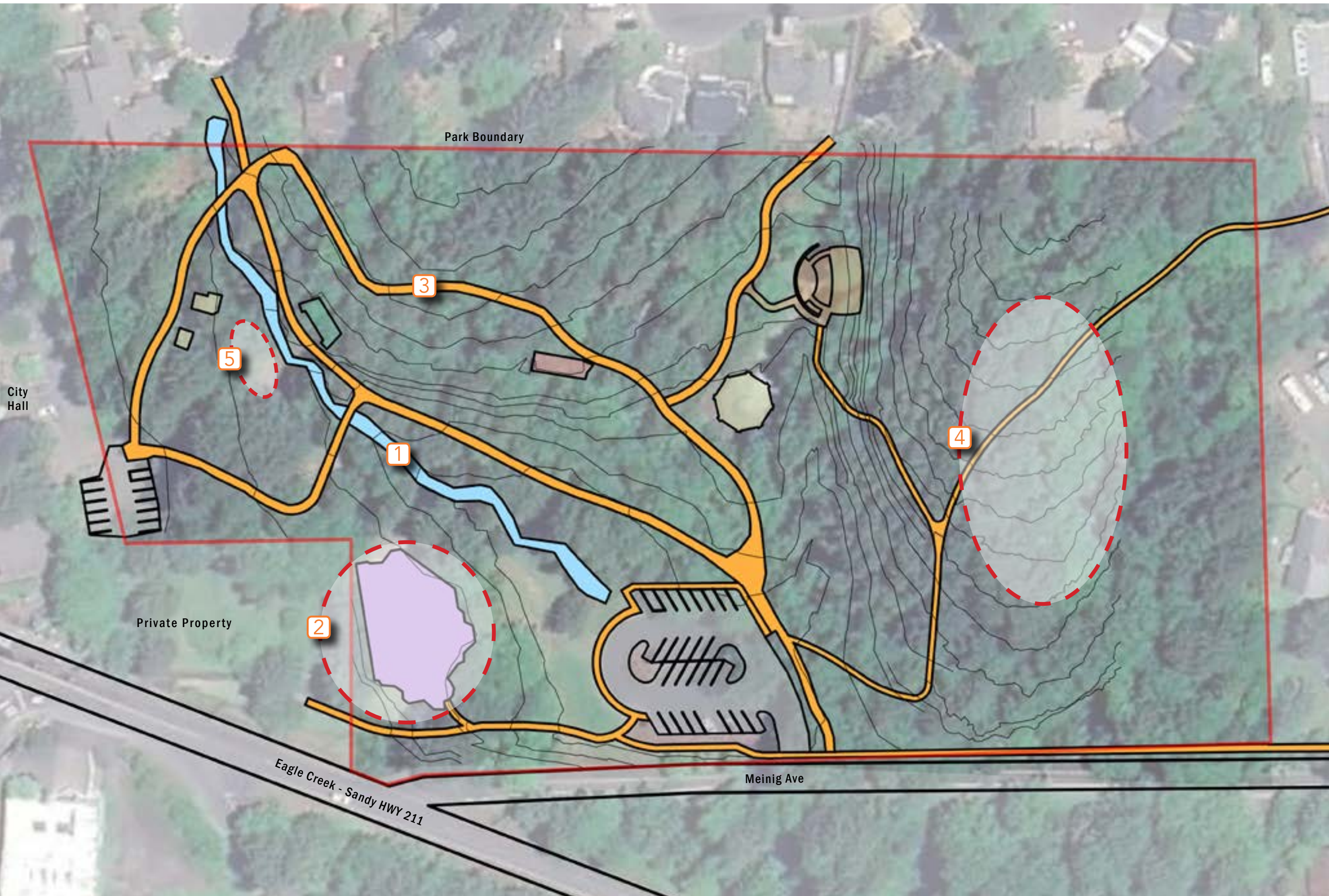
The City of Sandy Parks and Trails Master Plan (PTMP) included several park improvements for Meinig Memorial Park.

- Trail and pathway renovation to meet ADA accessibility and provide for ongoing maintenance and upkeep
- Delineating circulation
- Improve structures and event space
- The redevelopment of Fantasy Forest playground
- Restoration of No Name Creek and neighboring slopes
- Provide park signage, including directional markers, entry signs, and interpretive signage



AREAS OF FOCUS Item # 4.

- 1 No Name Creek
- 2 Fantasy Forest Playground
- 3 Park Pathway System
- 4 Off Leash Dog Park
- 5 Hillside Seating



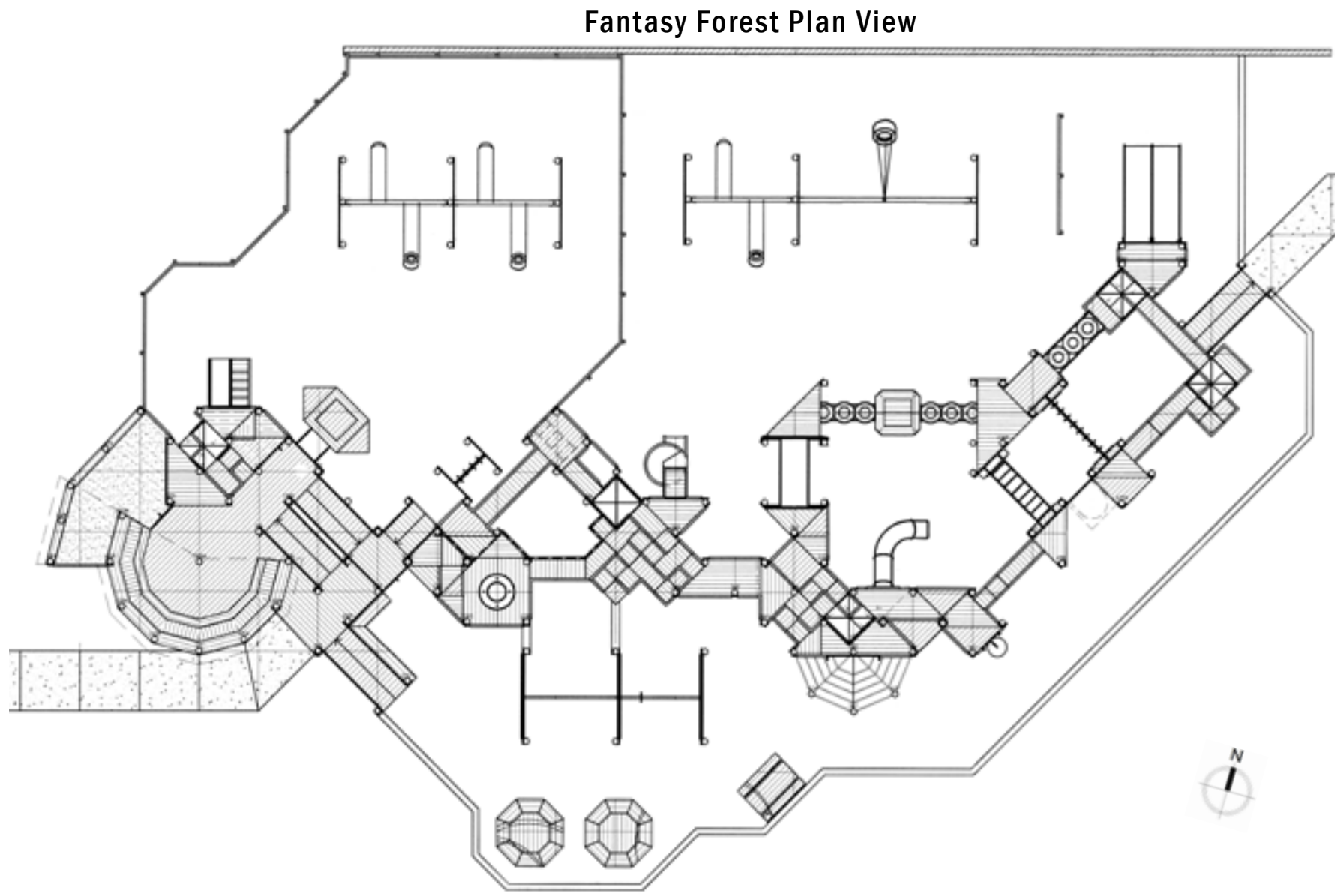
Areas of focus



# FANTASY FOREST PLAYGROUND OVERVIEW

The Fantasy Forest Playground, built in 1995, remains a beloved community attraction with a deep emotional connection to the residents. However, maintenance and safety compliance remain ongoing concerns due to its wooden structure and age. After conducting our own assessment, four key takeaways have been identified.

- 1. The structure is deteriorating and poses a significant safety hazard
- 2. The outdated wooden structure lacks ADA access, making it non-compliant with current accessibility standards.
- 3. Maintenance and upkeep continue to be costly and expensive
- 4. Fails to meet inclusive standards for all ages and abilities



# FANTASY FOREST PLAYGROUND

Following our assessment, the following pictures provide a closer examination of the issues and safety hazards present at the Fantasy Forest.



1. Splintering and declining wood frame



2. Deteriorating slide with loose composite sideboards



3. Park seating options are deteriorating, with wood rot and sinking planks



4. Decaying, splitting, and rotting decking causing tripping hazards



5. The swing hangers are showing wear and rust



6. The current ADA accessible path is deteriorating, with visible signs of splitting and rot

# NO NAME CREEK

No Name Creek flows through the heart of Meinig Park, serving as a central and defining feature. The following key aspects should be carefully considered during design development.

- Soil erosion from surrounding slopes
- Lack of vegetation and habitat
- Improve bank conditions
- Refine No Name Creek pedestrian access



# PATHWAY AND TRAIL SYSTEM

The park's pathway and trail system plays a crucial role in connecting the community together and providing access to other nearby trails and parks. Improvements could make these connections stronger, safer, and accessible for all. The following issues should be considered during the park's development.

- Paths are being compromised by root systems
- Not suitably constructed for maintenance vehicles
- Inconsistent pathway and trial surfaces
- A considerable amount of pathways are not constructed to meet ADA standards
- Other issues?



# OFF LEASH DOG PARK

One of the most common requests from community members, outlined in Sandy's Parks and Trails Master Plan, is for more dog parks. The southern region of Meinig Memorial Park has been studied for this purpose. Here are the opportunities and constraints the area presents.

## Opportunities:

- Designated dog park area with proper fencing for safety
- Large open space providing ample room for dogs to play and exercise
- Plenty of shade for dogs and owners
- Convenient parking for easy access

## Constraints:

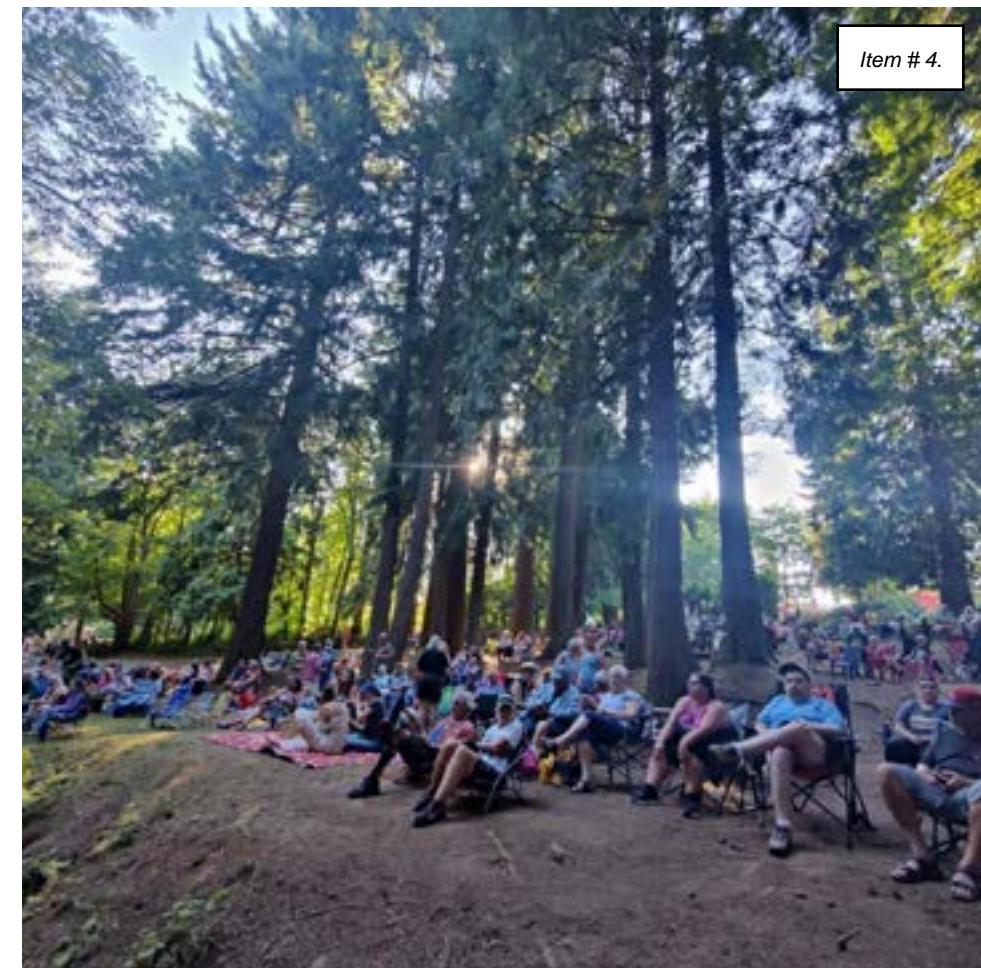
- Surrounding steep slopes
- Existing mature trees and heavy undergrowth
- Maintenance access
- Limited visibility during evening hours



# HILLSIDE SEATING

Meinig Memorial Park hosts numerous community gatherings and outdoor events. Implementing structured terraced seating on the sloping hill across from the Main Stage would help facilitate the following outcomes.

- Enhance the user experience and improve safety
- Minimize the impact of foot traffic on existing trees
- Mitigate erosion and reduce runoff into No Name Creek



**DRAFT Joint Values and Outcomes DRAFT**  
**Ahead of the 2025 State Legislative Transportation Package**  
**Communities of Clackamas County**

The jurisdictions named here support a seamless, functional transportation system that prioritizes safety and the reliable movement of people and goods.

We acknowledge that without adequate transportation funding to address maintenance and capital projects in our communities, our collective transportation system will continue to struggle, maintenance projects will become capital projects, and our transportation systems will fail to meet public expectations and uses. As the state legislature considers funding solutions to address state and local needs, the values and outcomes named here will be the foundation of our advocacy.

**These values are not an endorsement of any collective or particular funding proposal.**

**To ensure an equitable, balanced, and seamless system for all, a transportation package should...**

- Develop in collaboration with local voices and jurisdictions
- Protect and retain the 50/30/20 revenue formula from the State Highway Fund
- Secure operations and maintenance funding for state and local partners
- Increase safety for all travel modes and reduce diversion

**To ensure maximum and efficient utilization of public dollars, a transportation package should...**

- Provide local jurisdictions with the resources to implement state requirements
- Build trust through budget transparency, implement cost saving measures, and limit administrative costs
- Maximize our opportunity to leverage federal funds
- Secure varied revenue sources to provide for the needs of different communities

**To advance projects of statewide significance, a transportation package should...**

- Finish legislatively directed capital projects from HB 2017 and HB 3055
- Formulate a list of secondary projects for future funding, including Sunrise Corridor

**To provide accessibility and funding to multimodal facilities and services a transportation package should...**

- Address complete connections and systems, including gaps in transit service
- Improve transit operations, including regional coordination and equitable access to transit
- Invest in transit so that it is a convenient, reliable, and safe travel option
- Provide sustainable long-term funding for first and last mile transit solutions
- Consider emerging micro-mobility options

**To support housing production and economic opportunity, a transportation package should...**

- Accelerate robust, multimodal, and well connected transportation networks in developing areas
- Improve the operations of regional freight routes and arterials