

Chapter 14.05  
**EMERGENCY OPERATIONS BASIC PLAN**

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14.05.010 Emergency Management Program.  
Pursuant to ORS Chapter 401, the City of North Plains establishes an emergency management program. The City Council shall be responsible for setting policy direction for emergency management through the adoption of an emergency management plan. The City Manager shall have responsibility for the organization, administration and operation of the emergency management program in accordance with the emergency management plan and state law.

14.05.020 Definitions.  
As used in this Chapter, the following words and phrases mean:

“Emergency” means and includes any manmade or natural event or circumstance causing or threatening loss of life, injury to person or property, human suffering or financial loss, and includes but is not limited to fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or release of oil or other hazardous material as defined in ORS 466.605, contamination, utility or transportation emergencies, disease, blight, infestation, crisis influx of migrants unmanageable by the City, civil disturbance, riot, sabotage and war.

“Emergency Management Plan” means the management plan adopted by the City Council which addresses the possible emergencies that might occur within the City. The term “Plan,” includes the emergency management plan along with all individual hazard-specific plans, resource lists and call lists and any changes or additions thereto.

14.05.030 Adoption of the National Incident Management System.  
The City adopts the principles and policies of the National Incident Management System (NIMS) as the foundation for its incident command, coordination, and support activities.

- A. A core component of NIMS is the Incident Command System (ICS). The City will utilize ICS to manage major emergencies and disaster operations within its jurisdiction.
- B. City staff responsible for managing and/or supporting major emergency and disaster operations will be provided appropriate training on NIMS and its core components.

14.05.040

Executive Responsibilities and Line of Succession.

The City Council is responsible for setting policy direction for emergency management through the adoption of an Emergency Management Plan. The City Manager is responsible for ensuring emergency management functions assigned under the plan are carried out.

- A. The City Manager or the City Manager's designee is responsible for administering the implementation of policies contained in the Emergency Management Plan. If the City Manager, for any reason, is unable or unavailable to perform the duties identified under this Ordinance, the duties shall be performed in the following order of succession:
  - 1. Chief of Police, or designee,
  - 2. Public Works Director or designee,
  - 3. Finance Director, or designee,
  - 4. City Recorder
- B. The powers of the successor to the City Manager shall be limited to those granted under this Ordinance and the Charter; the duration of succession shall be until such time as the City Manager is able and available to perform the duties.

14.05.050

Declaration and Ratification of a Local Emergency.

When the Mayor determines that a local emergency exists, the Mayor shall make a declaration to that effect, and within 24 hours, call a special meeting of the City Council to ratify the declaration of emergency.

- A. A declaration of local emergency can be made to:
  - 1. Implement specific local measures which may be taken to further protect life or property; and/or
  - 2. Request assistance from the county and state, to include requesting a

declaration of a "state of emergency" be made by the Governor; and/or

3. Request the governor to ask for a Presidential "declaration of a major disaster or emergency", which would initiate actions necessary for local governments and individuals to receive federal disaster assistance.
- B. The declaration by the Mayor of a local emergency shall state the following:
1. The nature of the emergency; and
  2. Location or geographic area affected; and
  3. Description of emergency conditions or threat; and
  4. Description of damage or potential damage, if any; and
  5. Specific measures to be taken to further protect lives and properties
- C. If the declaration is made to request assistance it should include
1. Resources committed and actions initiated by the City to alleviate the situation; and
  2. A statement requesting the Governor to consider the City an "emergency area" and declare a state of emergency and request a presidential declaration if warranted by the situation; and
  3. The type of County/State assistance and/or resources required.
- D. In addition to the statements enumerated in Section C, the ratification by the City Council of a local emergency shall:
1. State the duration of time during which the area so designated shall remain an emergency area; and
  2. Approve or modify specific emergency measures recommended by the Mayor for the duration of the emergency period set forth in the declaration.
- E. The local emergency declared by the Mayor or by the Mayor's successor shall exist for the period set forth in the declaration, but shall not exceed two weeks in duration. However, the local emergency may be extended for

additional periods of two weeks, with Council action.

14.05.060

Succession.

- A. If for any reason a quorum of the Council is unable to convene after reasonable efforts have been made in light of the circumstances, the following persons are delegated authority to declare an emergency and to exercise all of the authority of the council in accordance with the terms of this chapter. Authority shall vest in the order set forth below, and may be exercised only if, after reasonable efforts have been made in light of the circumstances, the preceding official is unavailable or unable to make a decision. Reasonable efforts shall be made to first consult with the Chief of Police if the threat of lawlessness is the primary basis for considering a declaration.
1. Mayor
  2. Council President
  3. City Manager
  4. Chief of Police
- B. A declaration of emergency by an individual official shall be brought to a quorum of the Council and shall be subject to modification, rescission or ratification by the Council at the first reasonable opportunity in light of the circumstances. If the Council is not available, it shall be brought in the same manner to the preceding official in the line of authority set forth above.

14.05.070

Declaration of Emergency-Authorized Procedures.

Whenever a local emergency has been declared to exist within the City, one or more of the following measures may be taken to further protect life or property:

- A. Establishment of a curfew for the area designated as an emergency area which fixes the hours during which all persons, other than officially recognized personnel, may not be upon the public streets or other public places;
- B. Prohibition or limitation of the number of persons who may gather or congregate upon any public street, public area, or any outdoor place within the area designated as an emergency area;
- C. Barricading of streets and other areas; and vehicular and pedestrian traffic may be prohibited or regulated on streets leading to areas designated as an emergency area for such distance as may be deemed necessary under the

circumstances;

- D. Mandatory evacuation of persons from designated emergency areas;
- E. Prohibition of the sale of alcoholic beverages;
- F. Prohibit or restrict the sale of gasoline or other flammable liquids;
- G. Prohibit or restrict the sale, carrying or possession of any weapons or explosives of any kind on public streets, public places, or any outdoor place.
- H. Curtailment of suspension of commercial activity;
- I. Interruption or termination of water, gas, or electrical service;
- J. Redirection of City funds for emergency use and suspension of standard City procurement procedures
- K. Other measures which are imminently necessary for the protection of life or property, including entering into or upon private property to present or minimize danger to lives or property.

14.05.080 Authority to Enter Property.

During an emergency declared under Section 14.05.050 of this Chapter, a City employee or agent may enter onto or upon private property, if the person has reasonable grounds to believe there is a true emergency and an immediate need for assistance for the protection of life or property, and that entering onto private land will allow the person to take steps to alleviate the emergency and prevent or minimize danger to lives or property from the declared emergency.

14.05.090 Nonliability for Emergency Services.

Pursuant to ORS 401.515, during the existence of a declared or undeclared emergency, the City and any agent of the City engaged in any emergency services activity, while complying with or attempting to comply with the plan, ORS 401.015 to 401.105 and 401.260 to 401.325 and 401.355 to 401.580 shall not, except in cases of willful misconduct, gross negligence or bad faith, be liable for the death or injury of any person, or damage or loss of property as a result of that activity.

(ORD 259, February 1, 1999)  
ORD 268, December 6, 1999)  
(ORD 378, November 3, 2008)

**CITY OF NORTH PLAINS, OREGON  
EMERGENCY OPERATIONS BASIC PLAN**

I. Legal Authority

This plan is issued in accordance with and under the provisions of Oregon Revised Statutes Chapter 401 and City Ordinance No. 378.

II. Purpose

A. To provide, in cooperation and coordination with the County of Washington and the State of Oregon, effective emergency management capability in order to minimize the effects of a natural or man-caused disaster, including enemy attack.

B. To assist in meeting the above, this plan provides:

1. Identification of an Emergency Operations Center (EOC) from which city government can function efficiently during disasters by giving coordinated direction and control to emergency operations within the City and between two or more cities or districts assisting the City, and to coordinate with the County of Washington and the State of Oregon.
2. A line of succession through which the City of North Plains can maintain continuity of government and delegate authority so that operations activity may be initiated at the onset of an emergency situation.
3. Functional annexes to identify how city departments will be organized to carry out their operations responsibilities.
4. Definitions of natural, technological, and man-made hazards of which the community is cognizant, and upon which all entities and response agencies can assess their preparedness.
5. A damage analysis capability that will enable the City to receive, record, display, assess, report, and disseminate data on damage sustained during disasters.

III. Mission

The mission of the emergency management organization is:

- A. To provide an alert and warning system to all city departments, agencies, and organizations responsible for emergency actions as well as warning the public.

- B. To safeguard life and property by making maximum use of available manpower, equipment, and other resources in order to minimize the effects of a natural or man-made disaster.
- C. To facilitate rapid recovery from damage and treatment of injuries resulting from a disaster.
- D. To establish the capability of mobilizing all levels of government with the private sector as a unified emergency management organization.

IV. Situation and Assumptions

A. SITUATION:

- 1. North Plains is an established community with the residents varying in age. The City is a rural setting with its industries being retail, forest products, and service-oriented in nature.
- 2. The City is in Washington County and the city of Hillsboro is to the south. It is bordered on the south by Highway 26. That highway provides arterial transportation routes for supplies being delivered to North Plains and other surrounding communities.
- 3. Although North Plains has for years been without growth, it has recently started growing through annexation. The City has administered growth in a conservative mode with land use planning and controls. By that, mitigation is both historically and currently a high priority activity.
- 4. Nevertheless, some hazards exist that mitigation efforts cannot control, and these remain a threat to our community. It is likely that outside assistance would be available in most major disasters affecting the City. However, it is necessary to develop and maintain plans to facilitate coordination of that assistance. It is also essential for North Plains to recognize and plan for emergency response and short-term recovery operations on an independent basis.

B. ASSUMPTIONS:

- 1. The City is subject to natural hazards such as floods, high winds, ice and snow storms, volcanic ash fall, and earthquakes that could cause the destruction of life and property as well as the disruption of essential services such as utilities and roads. Drought may destroy plant and animal life.

2. The City is also subject to technological and man-made hazards such as fire, dam failure, industrial and transportation accidents, hazardous materials spills, deliberate acts of terrorism, and civil disorder.
3. National Defense Policy recognizes the possibility of a national emergency resulting from the threat of, or an attack on, the United States. An international crisis could present the threat of conventional, nuclear or chemical weapons. The direct and indirect effects of a nuclear attack is considered the primary threat. Although the threat of all out warfare is possible, related acts of terrorism using scaled down weapons must also be considered.

V. Emergency Management Organization

A. GENERAL

1. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of hazardous events. The City of North Plains emergency management organization consolidates the available services provided to meet the primary needs for response to an emergency situation. When the emergency exceeds local government's capability to respond, assistance will be requested from Washington County through which county, state, federal and other outside assistance will be channeled.
2. The entire emergency management organization will generally function in parallel with its day-to-day operations. However, some elements of that organization may be redirected to perform tasks in the areas of greatest need during a disaster to reduce or forego normal schedules.
3. Local government will coordinate with the private sector to provide relief and human services to disaster victims. Those include volunteer organizations, clubs, churches, business, and advocate groups who work with "special needs" individuals (i.e. mobility, mentally, sight, hearing impaired and the population unable to communicate in the common language). These organizations provide specific human services that are needed to carry out life saving activities in times of disaster.

Local government will coordinate with private utilities to provide relief to disaster victims. Those include Portland General Electric, Northwest Natural Gas and Comcast among others, that provide emergency utility services that are needed to carry out life saving activities in times of

disaster.

4. In keeping with the nationwide strategy of the National Incident Management System (NIMS) and the National Response Framework (NRF), this plan addresses many types of hazards and threats the City may experience. It also includes activities before, during, and after emergency operations.
5. During the recovery phase of an incident, those individuals responsible for mobilizing resources are responsible for ensuring that those resources are properly demobilized.
6. The Emergency Operations Center (EOC) will be located at City Hall. The alternate location will be the Jessie Mays Community Hall located on NW Hillcrest Street.

#### B. TYPES OF EMERGENCY SITUATIONS

1. Emergency Incident: This is an occurrence which may be handled within the normal organizational procedures of a city department or agency and will not require implementation of this plan. However, some types of incidents will be reported to certain levels of government in accordance with statutes, rules, regulations, and policy agreements.
2. Special Emergency: This is an incident that has special or unusual characteristics requiring response and/or support by more than one department or agency and may require partial implementation of this plan.
3. Major Emergency: This is an occurrence that requires multi-agency response, allocation of resources, emergency services and support not normally serving the area. It would affect a large portion of the population, property, and critical services in North Plains.
4. Disaster: Disasters are determined by a measurement of total impact on a community. Any of the hazards described above may trigger a community-wide disaster. A disaster may strike suddenly and cripple a community over an extended period.

#### C. INTER-ORGANIZATIONAL RELATIONSHIPS

1. Washington County: Provide Health and Human Services, bridge maintenance, maintenance of major arterial and collector streets. The County is governed by an elected Board of Commissioners. The

Commissioners serve in districts, the city is located in District No. 4.

2. Public Service Districts: Provide services that are not available from city government. They are governed by an elected County Commission and have policies separate from the City and County government. They often overlap City and County boundary lines, thus, these districts serve as primary responders to emergencies within their service districts, and they are responsible for coordination of policy, plan development, and operations activity through designated representatives.
3. Private Sector: Emergency service functions not performed by existing local government agencies are augmented by business, industry and volunteer organizations.
  - a. Business and Industry: Coordination efforts will be performed by the person(s) in charge of emergency management for the city. That will include courses of action taken by industry to meet state regulations in emergency preparedness, and businesses that provide essential services such as utility companies. Hospitals, nursing/care homes, and other institutional facilities are required by federal, state, or local regulations to have disaster plans.
  - b. Volunteer Organizations: These organizations will provide certain services in emergency situations. These services are enhanced when operating in cooperation with local government through previously established agreements. In the preparedness time frame, essential training programs will be coordinated by the sponsoring agencies, such as the American Red Cross, Salvation Army, church groups, amateur radio clubs, etc. Such training will be delivered to the community and to local responders.
4. Mutual Aid Agreements (ORS 401.480 and 401.490): State law grants permission for local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their need. Personnel, supplies, and services may be utilized 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 in ORS 476 which deals with the Oregon State Emergency Conflagration Act. Refer to current Mutual Aid Pact Document.

D. DIRECTION AND CONTROL

In accordance with ORS 401.025 and North Plains Municipal Ordinance No. 378, responsibility for emergency management, direction and control in time of disaster belongs to the city of North Plains and is delegated to the City Manager. Direction and control includes warning, dissemination of information, priorities, resolution of policy questions, liaison with adjacent jurisdictions, and the county, state and federal governments.

E. SUCCESSION

A line of succession is necessary to ensure the continuity and execution of direction and control of city government during an emergency. The line of succession within the city of North Plains during an emergency is:

City Manager  
Chief of Police  
Public Works Director  
Finance Director  
City Recorder

F. DESCRIPTION

The City of North Plains has established an Emergency Management Organization consisting of designated representatives of the support services department, the police department, public works department, Washington County Fire District #2, the City Engineer, and the City Attorney. The Emergency Management Organization functions as a team with the City Manager as the team leader. Day to day supervision of the Emergency Management Program is the responsibility of the City Manager who serves as the Emergency Program Manager.

The City Manager has the authority to initiate activation of the Emergency Operations Center (EOC). Activation shall begin by the City's police dispatch and requesting that the members of the Emergency Management Organization be contacted and report to 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 Emergency Management Organization should ensure the safety of their families and then report to the EOC. The Emergency Management Organization has the authority to involve any and all city personnel in the response to a disaster or other emergency, nullifying leaves and vacations as deemed necessary by the City Manager.

G. GENERAL RESPONSIBILITIES

1. Mayor/City Council
  - a. Establish emergency management authority.
  - b. Adopt emergency plan, hereafter known as the Plan, and related resolutions and ordinances.
  - c. Mayor, or designee, may declare a state of emergency and request assistance through the County.
  - d. Act as liaison to the community during activation of EOC.
  - e. Act on emergency funding needs.
2. Council President
  - a. Performs the duties of Mayor during the Mayor's absence.
3. City Manager
  - a. Provide administrative level emergency management.
  - b. Provide overall incident management during EOC activation (assumption of Incident Command is at the discretion of the Mayor).
  - c. Provide incident strategy during EOC activation.
  - d. Oversee emergency response and incident command structure.
  - e. Provide a representative to the Emergency Management Organization.
  - f. Actively participate in the emergency planning process.
4. Chief of Police
  - a. Responsible for all law enforcement activities.
  - b. Performs the duties of the City Manger during the City Manager's absence.
5. Public Works Director
  - a. Responsible for all maintenance and engineering activities.

6. Finance Director
  - a. Records all financial transactions regarding payroll, expenditures, etc., during and after the incident.
7. City Recorder
  - a. Responsible for the security and maintenance of city records and for record-keeping during the incident.

VI. Organization and Assignment of Responsibilities

A. GENERAL

1. Responsibilities: Each department, agency, and office is responsible for developing and maintaining its own emergency operating procedures. Responsibilities for certain agencies and organizations that are not a part of local city or county government are also presented in this plan.

B. TASK ASSIGNMENTS

1. Coordination of Emergency Services: The City Manager is responsible for the coordination of emergency services provided by the City through department directors.
2. Warning:  
The Chief of Police is the City Warning Officer. The Washington County Sheriff is the County Warning Officer. The Warning Officer is responsible for establishing and maintaining an alerting and warning system. The Warning Officer is responsible for:
  - a. County: Selecting a primary and secondary warning point.
  - b. County: Implementation of the National Warning System (NAWAS) installations.
  - c. County: Procedures to access the Emergency Alert System (EAS) for warning.
  - d. City/County: Public education on warning signals methods.
3. Law Enforcement:  
The Chief of Police is responsible for law enforcement activities including:
  - a. Maintenance of law and order.

- b. Crowd, traffic, and restricted area control.
- c. Security measures.
- d. Protection of vital installations.
- e. Evacuation of affected populations when required.
- f. Search and rescue operations for missing people, including support in all body recovery operations.
- g. Liaison and coordination with other city, county, state and private sector law enforcement agencies/organizations.
- h. Informing families on the status of individuals injured or missing. This function will be coordinated with the Red Cross function.

4. Fire:

Washington County Fire District #2 (WCFD#2) is responsible for organizing, integrating, and coordinating the operations of all fire fighting forces.

WCFD#2 is responsible for the implementation of the Oregon Fire Service Mobilization Plan under the State Conflagration Act. WCFD#2 services include:

- a. Serve as lead agency for fires and hazardous material spills.
- b. Provide emergency response and incident command according to WCFD#2 standard operating guidelines.
- c. Provide pre-hospital emergency medical services in conjunction with private ambulance companies.
- d. Establish and enforce fire prevention codes.
- e. Assist law enforcement personnel in evacuation operations.
- f. Provide support to law enforcement and emergency operations response as requested.

- g. Safeguard essential department records.
- h. Maintain internal notification/call rosters.
- i. Develop and maintain mutual aid agreements.
- j. Provide fire protection to vital public service facilities, shelters, etc.
- k. Provide a representative to the Emergency Management Organization.
- l. Actively participate in the emergency planning process.

The fire service has definite support responsibilities for: communications and warnings, emergency information, damage analysis, and reception and care.

5. Reception and Care:

The American Red Cross will provide the following services:

- a. Activate and manage shelters.
- b. Assist in family reunification.

In addition, the American Red Cross will assist Washington County in providing disaster health services.

6. Health and Human Services:

The Director of the Washington County Department of Health and Human Services is responsible for coordinating medical, health and sanitation services required to cope with disasters in any urban or rural area of Washington County. These services include:

- a. Identifying health hazards.
- b. Dissemination of emergency information on sanitary measures to be taken.
- c. Assessment of health hazards from damage to water distribution

and sewage collection systems.

- d. Coordinating with the appropriate agencies for the provision of food and potable water to victims whose normal supply channels are closed.
- e. Inspection of occupied shelters and feeding areas.
- f. Clinical and immunization services.
- g. Establishing quarantines.
- h. Distribution of emergency medicines and supplies.
- i. Provisions for "special needs" populations.
- j. Coordination of "home health care."
- k. Contacting the Medical Examiner to provide identification and disposition of the dead.
- l. Coordination with funeral directors and mortician services.
- m. Maintenance of vital statistics.
- n. Providing emergency counseling and long term mental stabilization for clients suffering from mental and emotional disturbances as a result of a disaster. This may include, but is not limited to:
  - 1) Injured victims and surviving relatives of disaster casualties.
  - 2) Emergency service workers.
  - 3) Victims of criminal acts and economic depression augmented by disaster.

7. Emergency Medical Services (EMS):

Emergency Medical Services is a system for coordinating on scene response to medical emergencies. It includes a network of specialized equipment, trained personnel, and a dedicated radio communication

system that links:

- \* 911/Dispatch Center Services (WCCCA)
- \* Ambulance
- \* Fire
- \* Hospitals

The above elements of the system are accredited through compliance with federal regulations, state law and Washington County Code, Chapter 5.12, and are administered at the county level of government.

The Washington County EMS Coordinator is responsible for organizing, integrating and coordinating the system's performance levels. Pertinent to emergency operations within the framework of a major catastrophe, the EMS components are responsible for developing, maintaining and monitoring the mass casualty and trauma plans for Washington County.

8. Public Works:

The Public Works Director is responsible for the functions commonly termed as "engineering" or "maintenance department" which, in an emergency situation, may include:

- a. Clear debris and snow from roads and streets and remove debris endangering bridges and other structures from streams.
- b. Make temporary repairs of arterial routes and bridges.
- c. Coordinate restoration of public facilities, roads, and bridges.
- d. Demolish unsafe structures.
- e. Furnish equipment and operators to assist fire and police rescue operations.
- f. Provide signing to include: detours, shelters, routes, security, trespassing, etc.
- g. Coordinate expedient shelter construction.
- h. Support traffic control measures.

- i. Support needs for aerial photography and mapping.

The Public Works Department contracts many of its services from outside sources and relies heavily on contracts and mutual aid agreements for those areas in which it does not have the manpower or the equipment.

9. Communications:

The Washington County Consolidated Communications Agency (WCCCA) is selected as the primary warning point for the City and the county. The Director of WCCCA is responsible for:

- a. Maintaining a communications system that is capable of providing effective communications to all emergency responders and operations throughout the county.
- b. Providing a location and 24-hour answering service for the National Warning System (NAWAS).
- c. Disseminating warning and emergency messages.

10. Damage Analysis, Reporting, And Recovery:

The Public Works Department and the City Manager will coordinate damage analysis services with the following Washington County departments: Assessment and Taxation, Land Use and Transportation, and Health and Human Services. The Red Cross conducts damage assessment for residences and will share its information with the City.

11. Assignments to Emergency Operations Center:

The City Manager will make assignments of personnel to the EOC on an "as needed" basis.

12. Public Information:

The City Manager shall be the Public Information Officer (PIO) unless otherwise delegated. The PIO is responsible for the formulation of information about the incident and for providing it to the City Council, public, media, and other appropriate agencies and organizations. The person acting as the PIO must be in close communication with the EOC at all times so that pertinent facts may be disseminated quickly to the press and the public.

13. Records:

The City Recorder will be responsible for the security and maintenance of city records.

14. Finance:

The Finance Director will be responsible for all financial transactions.

VII. Administrative Support

A. CITY ATTORNEY

The City Attorney is responsible for providing legal services to the City and key responders for problems related to disaster response and recovery operations. This will be in conjunction with the Washington County Counsel in times of disaster.

B. ASSURANCES

1. The Risk Manager who assumes the duties of coordinating risk management for the City will:
  - a. Maintain a close advisory status to the policy group and resource management activity.
  - b. Participate in review of the basic and related emergency operation plans when needed to avoid liability incidents when an emergency situation occurs.
2. The City Manager shall alert those agencies under contract with city government so that they may be utilized as support during an emergency situation if they are needed.

VIII. Plan Development and Maintenance

This plan is the principal source of documentation regarding North Plains emergency management activities. Maintenance and updating of the plan may be timed to coincide with changes in government structure, exercises performed, critiques of actual emergency situations, or guidance from the state and/or federal governments.

In accordance with accepted guidance at that time and to assure compatibility with state laws, this plan will be reviewed and re-certified by the responsible authorities every two years, or at any time within the period that the Emergency Program Manager deems it necessary.

IX. Certification Date

The effective date of this plan is November 20, 2008