

**RESOLUTION NO. 1961**

**A RESOLUTION OF THE CITY OF WILSONVILLE REPEALING RESOLUTION NO. 1338 AND DIRECTING STAFF TO OPERATE UNDER THE CONCEPTS, AUTHORITIES AND POLICIES IN THE UPDATED EMERGENCY MANAGEMENT PLAN.**

WHEREAS, the City of Wilsonville's Basic Emergency Operating Plan was adopted on December 2, 1996, by Resolution No. 1338; and

WHEREAS, subsequent to adoption of Resolution No. 1338 the City has participated in numerous emergency preparedness trainings and exercises which have revealed methods for more effective response capabilities and interagency coordination; and

WHEREAS, efforts are underway nationally to further enhance and coordinate emergency management programs; and

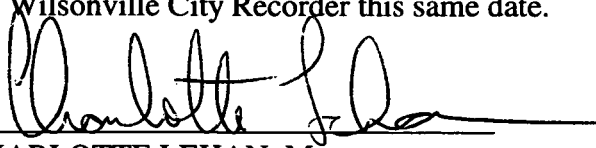
WHEREAS, Wilsonville's aforementioned Basic Emergency Operating Plan had addressed emergency management concepts, authorities and policies with emergency operations information in a single, lengthy document; and

WHEREAS, for clarity of understanding and ease of use during emergencies it is desirable to concisely highlight overall emergency management concepts, authorities and policies in one relatively small plan, with a separate companion document containing more specific and detailed guidance for emergency response operations;

**NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:**

1. The City Council hereby adopts the Emergency Management Plan dated October 3, 2005, attached hereto as Exhibit A, and directs staff to operate under the concepts, authorities and policies contained therein.
2. Consistent with said concepts, authorities and policies, the City Council further directs staff to prepare an Emergency Response Guide as a separate companion document with detailed information to guide emergency operations. This Guide shall be prepared, adopted and regularly updated by means of administrative approval from the City Manager.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof this 3rd day of October, 2005, and filed with the Wilsonville City Recorder this same date.

  
CHARLOTTE LEHAN, Mayor

ATTEST:

  
Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

|                        |     |
|------------------------|-----|
| Mayor Lehan            | Yes |
| Council President Kirk | Yes |
| Councilor Knapp        | Yes |
| Councilor Holt         | Yes |
| Councilor Scott-Tabb   | Yes |

Attachments: Exhibit A consisting of:

- Table of Contents
- Chapter 1, Purpose and Scope
- Chapter 2, Concepts
- Chapter 3, Authorities
- Chapter 4, Policies
- Appendix A – Glossary of Terms
- Appendix B – ORS Chapter 401 Excerpts
- Appendix C – Resolution No. 1959 Declaration of Emergency
- Appendix D – Resolution No. 1960 Adopts national Incident Management Systems & Incident Command System

**CITY OF WILSONVILLE**  
**EMERGENCY MANAGEMENT PLAN:**  
**CONCEPTS, AUTHORITIES & POLICIES**

**October 3, 2005**

# CITY OF WILSONVILLE EMERGENCY RESPONSE GUIDE

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## **I. Purpose and Scope**

This Emergency Management Plan provides a framework for the City of Wilsonville's efforts to mitigate, prepare for, respond to, and recover from major emergencies or disasters.

This Plan sets forth overall concepts, authorities and policies. A separate and more detailed companion document (Emergency Response Guide) provides "hands on" information for use by City staff when training for and responding to actual emergencies.

Note: Throughout this document there is terminology with specific application in emergencies. The glossary in Appendix A includes commonly used terms.

## **II. Concepts**

This chapter establishes a context for assessing and responding to emergencies.

### **a) Levels of Activity**

Although incidents occur frequently, they rarely have the scope or complexity which requires extraordinary organizational measures. Activation of this Plan, therefore, will be based on the following criteria. If there is disagreement regarding the application of these criteria, the City Manager shall make the determination. (Note: these levels of activation can be triggered not only by incidents within the City, but also by incidents in neighboring jurisdictions when Wilsonville's assistance is requested.)

**Level 1:** Minor incidents or relatively routine emergencies, which can be addressed by normal organization and procedures of City Departments, do not require implementation of this Plan. Examples of such cases would be an isolated water line break or a temporary power outage.

**Level 2:** Incidents of special, unusual and/or severe characteristics requiring response by more than one City Department, or which are beyond the scope of available resources, may require partial or full implementation of this Plan. Examples of such cases would be a train derailment, a school evacuation, or prolonged closure of the I-5 bridge.

**Level 3:** Incidents requiring coordinated response of multiple agencies to save lives and protect the property of a large portion of the community will automatically trigger activation of the City's Emergency Operations Center (EOC) and implementation of this Plan. Examples of such cases would be a flood or severe earthquake.

### **b) Field versus EOC Activities**

Typically the initial response to an emergency is handled by field personnel at the scene of the incident. The gathering area for such field coordination is called the Field Command Post. If/when the incident response expands to the point where the Emergency Operations Center (EOC) is activated, then Incident Command responsibilities are transferred to the EOC. At that point, personnel at the Field Command Post continue to conduct tactical field response activities while maintaining communication with the EOC. It is the role of the EOC staff to manage the overall effort including the setting of incident priorities, resource

allocation, contingency planning, coordination among agencies, and public information.

### **c) Priorities During Emergencies**

***During an emergency, the foremost priority is safety of the responders.***

This is not only in consideration for the person's own welfare, but also to assure that maximum effective effort can be directed toward addressing the emergency. An injured responder is no longer available to deal with the emergency at hand. Furthermore, two or more coworkers are then diverted away from emergency response tasks in order to care for the injured responder. Within this context, the following hierarchy of priorities shall be used by the Incident Commander when establishing objectives and allocating resources.

#### 1. Life Safety

- i. Emergency response personnel
- ii. At-risk populations
- iii. The public at large

#### 2. Incident Stabilization

(contain the intensity and/or geographical extent of the emergency)

#### 3. Protection of Property and the Environment

(minimize the overall impact of the emergency)

- i. Essential infrastructure
- ii. Environment with health/safety implications
- iii. Environment in general
- iv. Property in general

### **d) Continuity of City Operations**

The impact of an emergency will vary from one part of the City to another. It is possible, for example, that some properties may suffer severe and long-term disruption while other portions of the City are relatively unaffected or may quickly recover.

Sections a), b) and c) in this chapter of the Plan focus primarily on the emergency itself. Section d) provides guidance regarding continuity of service for those portions of the City which are less impacted by the emergency.

During an emergency, City Departments retain their identity and functions. The Incident Commander, however, has the authority to reassign City

personnel to assist in emergency response. Due to the unusual demands placed on available resources, it may become necessary to temporarily scale back or suspend certain City services. In such cases, service delivery will be based on the following ratings. If there is disagreement regarding the application of these ratings, the City Manager shall make the determination.

**Tier 1:** Services that must be performed to maintain public health and safety, as well as public trust. Examples of such services include water supply (for drinking and for fire suppression); adequate sanitation; auxiliary power; essential medical care; critical transportation corridors; basic communications capabilities; and maintaining civil authority. Service level in Tier 1 also involves activities required for response and recovery efforts (e.g., inspection of damaged properties, debris removal, environmental remediation).

**Tier 2:** Services that should be performed to avoid major inconvenience or financial loss to the City, its residents and/or the business community.

**Tier 3:** Routine services that can be delayed for a short time (one month or less) without serious consequences.



### III. Authorities and Responsibilities

This Plan is issued by the Wilsonville City Council pursuant to the provisions of Oregon Revised Statutes (ORS) Chapter 401 and City of Wilsonville Resolutions No. 1959 and No. 1960. Copies of these documents are contained in Appendices to this Plan.

#### a) Declaration of Emergency

Under emergency conditions, it may be necessary to depart from standard practices when securing needed resources, conducting response activities, maintaining civil authority, and minimizing injury to persons/property/environment. Resolution No. 1959 identifies the procedures and authorities associated with the declaration of an emergency.

It is the responsibility of the City Council to determine and declare a state of emergency exists. If circumstances make it impractical for the City Council to take timely action, the Mayor may declare a state of emergency. If the Mayor is unavailable for any reason, then the authority to declare an emergency shall pass to the Council President; if such person is unavailable for any reason, then to the City Manager (or person duly designated as Acting City Manager). Ratification by the City Council shall be obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.

An emergency declaration shall state in writing:

- the nature of the emergency;
- the geographic boundaries of the area which is subject to emergency controls; and
- any special regulations or emergency powers imposed as a result of the declared emergency.

A declaration of emergency shall be terminated by the City Council when emergency conditions cease to exist.

Whenever an emergency is declared, the City may implement the following measures as reasonably required to protect public health, safety, and welfare:

1. **Redirect funds** for emergency use;
2. **Suspend standard procurement procedures;**  
(Note: Price gouging is prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the "normal

market price," which shall mean that person's or business's average of the regular price of the goods or services for the 30 days preceding the state of emergency.)

3. **Implement mutual aid agreements;**
4. **Turn off water, gas or electricity;**
5. **Restrict, regulate or prohibit vehicular or pedestrian traffic;**
6. **Enter or pass through private property** for the purpose of responding to the emergency and/or for the conduct of damage assessment;
7. **Evacuate persons** from the area designated as an emergency area;
8. **Establish a curfew** during specified hours in specified locations;
9. **Prohibit or limit the number of persons who may gather or congregate** upon any public street, public place, or any outdoor place within the area designated as an emergency area;
10. **Prohibit possession of weapons or explosives** of any kind on public streets, public places or any outdoor place;
11. **Prohibit or restrict the sale of gasoline** or other flammable liquids;
12. **Curtail or suspend commercial activity;**
13. **Prohibit the sale of alcoholic beverages;**
14. Order such **other measures as are found to be necessary** for the protection of life, property, infrastructure, the environment, or for the recovery from the emergency.

#### **b) Chain of Succession**

The Chain of Succession for Declaring an Emergency is as follows:

1. Mayor
2. City Council President
3. City Manager
4. Acting City Manager designated by the City Council
5. Deputy City Manager
6. Community Development Director
7. Building Official
8. City Engineer

9. Such other City Manager who by time and existent circumstances is the only person available or is designated at such time by the then available city managers.

The Chain of Succession for Operations shall be as established in the Emergency management Plan.

**c) City Council Role and Responsibilities**

During emergencies, the role of the Mayor and Councilors is primarily that of liaison with the public and with the elected officials of other affected or assisting jurisdictions. Responsibilities include:

- formal declaration/ratification of a state of emergency;
- status reports to residents, local businesses, and the media (with information provided through the Incident Commander);
- assistance in securing/coordinating volunteers (as requested by the Incident Commander);
- maintaining communications with elected officials of other jurisdictions that are directly or indirectly impacted by the emergency; and
- formally terminating the declared state of emergency when emergency conditions cease to exist.

**d) Staff Roles, Responsibilities and Reporting Relationships**

During normal operating conditions and/or Level 1 emergencies, staff duties and accountability are as defined in each employee's job description.

During Level 2 and Level 3 emergencies, the duties and accountability of staff involved in response or recovery activities will be as defined within the Incident Command System (ICS) structure. As such, individual employees may be assigned roles, responsibilities, and reporting relationships which differ from the day-to-day work defined in their City job descriptions.

All employees are encouraged to foster emergency preparedness at home. During emergencies it is the responsibility of each City employee to first ensure their own safety and the safety of their family. It is then the responsibility of each City employee to make him/herself available for duty as needed in the emergency response effort. In the event of a Level 2 or Level 3 emergency whereby telephone or pager service is interrupted, all pre-designated personnel on the Incident Management Team are to report to the Emergency Operations Center.

For large-scale and/or prolonged emergencies, it will be necessary to rotate staff through multiple shifts. The type and level of response will be situational, as will the availability of City staff. To expedite communication and development of incident-specific staffing plans, the City's Human Resources Director is responsible for maintaining accurate employee contact information, and for having such information available in a secure location within the Emergency Operations Center. It is also the responsibility of each City Department Director to maintain this contact information for employees of their respective Departments.

The City shall have an Emergency Management Coordinator as designated by the City Manager. The Emergency Management Coordinator is responsible for:

- preparing and updating the City's Emergency Management Plan and Emergency Response Guide;
- assuring the City's Emergency Operations Center remains in a continual state of readiness;
- conducting preparedness exercises and implementing relevant training for City staff; and
- coordinating the City's emergency management program with the emergency preparedness efforts of other jurisdictions and emergency response organizations.

#### **e) Interagency Support and Coordination**

Other organizations play a key role addressing emergencies that may occur within the City of Wilsonville. As a general rule, the City will look to the following agencies as having primary responsibility for the various functions as noted.

**Clackamas County Sheriff.** To provide law enforcement services on behalf of the City of Wilsonville, and to coordinate with other law enforcement agencies as appropriate. In addition to these primary response roles, the Clackamas County Sheriff's Office will assign a representative to the Operations Section of Wilsonville's EOC whenever activated.

**Tualatin Valley Fire & Rescue (TVF&R).** To address fires, explosions, hazardous materials, rescues, and pre-hospital medical care. In addition to these primary response roles, TVF&R will assign a representative to the Operations Section of Wilsonville's EOC whenever activated.

**Clackamas County Office of Emergency Management.** To provide county-wide allocation of limited resources; to secure state and federal emergency

response resources as needed; and to coordinate county-wide public information. (Note: Should the emergency involve the portion of Wilsonville located within Washington County, then the Washington County Emergency Operations Center may also be involved in these functions.)

**American Red Cross.** To direct emergency shelter operations, including provisions for housing, food, clothing, necessities for persons with special needs, and welfare inquiry services.

**Wilsonville Amateur Radio Emergency Services (ARES).** This volunteer organization is trained and equipped with HAM radio technology to supplement the City's communications systems, and to provide backup communication capabilities.

**Mutual Aid Organizations.** To provide equipment, supplies and/or personnel for assignment by the Incident Commander in support of emergency response/recovery efforts.

**Others.** Depending on the emergency at hand, other organizations may also have primary responsibility for aspects of the response and/or recovery effort. Such organizations may involve private and not-for-profit sectors, as well as County and State social service agencies. Specific needs/assignments will be determined through the Incident Command function on a case-by-case basis.

## IV. Policies

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

- a) **Essential Services.** Essential City services will be maintained as long as conditions permit.
- b) **Principle of Self-Help.** The City will use all available local and mutual aid resources prior to requesting County or State support of emergency operations.
- c) **National Incident Management System (NIMS).** The City will use the National Incident Management System (NIMS) as the basis for coordination among emergency response providers.
- d) **Incident Command System (ICS).** The City will use the Incident Command System (ICS) as the basis for establishing its organizational structure in response to the demands of any given emergency.
- e) **Access to Emergency Services.** Emergency services shall not be denied on the grounds of race, color, national origin, sex, age, handicap, marital status, or religious or political affiliation. To the extent possible, the needs of special populations shall be taken into account when conducting emergency response operations. Such special populations may include, but are not limited to: physically or mentally disabled; non-English speakers; the aged or infirm; and the incarcerated.
- f) **Cancellation of Leave.** As deemed necessary by the City Manager, the declaration of an emergency nullifies leaves and vacations.
- g) **Emergency Response Guide.** The City will prepare and regularly update an Emergency Response Guide based on the concepts, authorities, and policies presented in this Emergency Response Plan. The Emergency Response Guide will designate Incident Command System functions and corresponding staffing assignments. The Guide will also contain "hands on" reference materials for use by staff in emergencies.
- h) **Emergency Operations Center (EOC).** The City will maintain a properly equipped site from which the City's Incident Management Team can direct emergency response activities.
- i) **Preparedness and Training.** The City will exercise its emergency response system (or pertinent portions thereof) at least once per year. Based on these exercises, appropriate training will be identified and implemented.

- j) **Mitigation and Recovery.** While the focus of this Plan is largely on the *response* phase of an emergency, the City will seek to prevent or minimize disaster impact throughout the preparation and recovery phases as well.

**APPENDIX A:**  
**Glossary of Terms**



The definitions below convey the intent and meaning of terms as used in Wilsonville's Emergency Management Plan.

**Disaster**

Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe 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 PL 93-288, above and beyond emergency services by the federal government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby. (PL 93-288).

**Emergency**

Any event whereby extraordinary measures must be taken to save lives; protect public health, safety and welfare; minimize destruction of property or the environment; or avert or lessen the threat of a major disaster.

**Emergency Management Coordinator**

The individual who has primary responsibility for developing and updating the City's emergency management program documents, conducting preparedness and training activities, and coordinating preparedness activities with other emergency response organizations. The Emergency Management Coordinator is so designated by the City Manager.

**Emergency Management Plan**

A document which discusses the concepts, authorities, and policies governing the way the City categorizes and addresses emergencies. The Emergency Management Plan will be reviewed annually to assure the overall direction provided by the Plan remains appropriate to meet the City's ongoing needs.

**Emergency Operations Center (EOC)**

The site from which the City's Incident Management Team coordinates the City's response, allocates City resources, and coordinates with other organizations during an emergency.

**Emergency Response Guide**

A document providing detailed information regarding the functions, organizational structure, lines and methods of communication, and "fingertip"

reference materials for use by staff involved in addressing emergencies. The Emergency Response Guide is based on the overall direction provided by the Emergency Management Plan. Due to changes in the workforce, employee contact information, resource listings, and other pertinent information, updates to the Emergency Response Guide occur at least annually. Such revisions are conducted administratively and do not require City Council action.

**Field Command Post**

The field location from which tactical operations are conducted. Staff at the field Command Post are communicate with people in the Emergency Operations Center (EOC) if activated. Field Command Post personnel direct field response activities using whatever resources are authorized. EOC staff, when activated, manage the overall effort including the setting of incident priorities, resource allocation, contingency planning, coordination among agencies, and public information.

**Incident Command System (ICS)**

A standardized, all-hazard incident management concept used to provide effective incident management through the identification of specific functional roles, responsibilities, and chain of command. Used throughout the United States, this organizational structure has the flexibility to rapidly expand and contract in response to incident needs.

**Incident Commander (IC)**

The individual responsible for the overall management of the incident. Note: the person designated as the IC may change during the course of the incident. If/when this happens, the duties and authorities of the IC pass to the designated individual.

**Incident Management Team**

The group of City individuals, so designated in the Emergency Response Guide, who staff the Emergency Operations Center and direct the City's response during an emergency.

**National Incident Management System (NIMS)**

A comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. This system, established by Homeland Security Presidential Directive 5, provides a consistent nationwide template to enable all government, private-sector, and non-governmental organizations to work together during domestic incidents.

**APPENDIX B: Excerpts from  
Oregon Revised Statutes (ORS) Chapter  
401**

The following excerpts provide the statutory authority upon which the City of Wilsonville's Emergency Management Plan is based.

**401.015 Statement of policy and purpose.** “. . . It is declared to be the policy and intent of the Legislative Assembly that preparations for emergencies and governmental responsibility for responding to emergencies be placed at the local government level. The state shall prepare for emergencies, but shall not assume authority or responsibility for responding to such an event unless the appropriate response is beyond the capability of the city and county in which it occurs, the city or county fails to act, or the emergency involves two or more counties.”

**401.305 Emergency management agency of city or county; emergency program manager; coordination of emergency management functions.** “Each county of this state shall, and each city may, establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the county or city. The executive officer or governing body of each county and any city which participates shall appoint an emergency program manager who shall have responsibility for the organization, administration and operation of such agency, subject to the direction and control of the county or city. . . Each emergency management agency shall perform emergency program management functions within the territorial limits of the county or city and may perform such functions outside the territorial limits as required under any mutual aid or cooperative assistance agreement or as authorized by the county or city.”

**401.309 Declaration of state of emergency by local government.** “Each county, city or other municipal corporation in this state may, by ordinance or resolution, establish procedures to prepare for and carry out any activity to prevent, minimize, respond to or recover from an emergency. The ordinance or resolution shall describe the conditions required for the declaration of a state of emergency within the jurisdiction and the agency or individual authorized to declare that a state of emergency exists.”

**401.315 City or county authorized to incur obligations for emergency services.** “In carrying out the provisions of ORS 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401.580, counties or cities may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to or recover from emergencies or major disaster.”

**401.325 Emergency management agency appropriation; tax levy.** “(1) Each county and city may make appropriations, in the manner provided by law for making appropriations for the expenses of the county or city, for the payment of expenses of its emergency management agency and may levy taxes upon the taxable property within the county or city.

(2) An appropriation made under subsection (1) of this section shall be budgeted so that it is possible to identify it as a distinguishable expense category.”

B-1

**401.480 Cooperative assistance agreements.** The state, counties and cities may, in collaboration with public and private agencies, enter into cooperative assistance agreements for reciprocal emergency aid and resources. [1983 c.586 §15]

**401.490 Mutual use of supplies and services.** In carrying out the provisions of ORS 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401.580, the Governor and the executive officers or governing bodies of the counties and cities may request and utilize the services, equipment, supplies and facilities of existing departments, offices and agencies of the state and of local governments. The officers and personnel of all local government departments, offices and agencies may cooperate with, and extend such services and facilities to the Governor, to the Office of Emergency Management and to emergency management agencies and emergency service agencies upon request. [1983 c.586 §16]

**401.505 Acceptance of aid for emergency services.** Whenever any organization, agency, person, firm, corporation or officer thereof offers to the state or to any county or city, services, equipment, supplies, material or funds by way of gift, grant or loan for purposes of emergency program management or emergency services, the state, acting through the Governor, or the county or city, acting through its executive officer or governing body, may accept the offer. Upon acceptance, the Governor or executive officer or governing body of a county or city, as the case may be, may authorize any officer thereof to receive the services, equipment, supplies, materials or funds on behalf of the state, county or city, subject to the terms of the offer and any rules of the agency making the offer. [1983 c.586 §19]

**APPENDIX C:**  
**Resolution No. 1959**  
**Declaration of Emergency**