




1 **Section 1.** The City of Troutdale approves the Regional Emergency Management  
2 Workplan dated July, 1993, which is attached hereto and incorporated.

3 **Section 2.** Other jurisdictions within Washington, Multnomah, Clackamas, and  
4 Columbia Counties have formally committed to regional emergency  
5 management coordination and cooperation by approving the Regional  
6 Emergency Management Workplan dated July, 1993, and the  
7 Intergovernmental Agreement for the Regional Emergency Management  
8 Group.

9 ADOPTED BY THE COMMON COUNCIL OF THE CITY OF TROUTDALE  
10 THIS TWENTY-SECOND DAY OF MARCH, 1994.

11 YEAS: 5  
12 NAYS: 0  
13 ABSTAINED: 0

14   
15 Paul Thalhofer, Mayor  
16 Dated: March 23, 1994  
17

18 ATTEST:

19   
20 Valerie J. Raglione, CMC

21 City Recorder

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# INTERGOVERNMENTAL AGREEMENT

## FOR

### REGIONAL EMERGENCY MANAGEMENT

#### I. Purpose

The purpose of this Intergovernmental Agreement is to develop an organization to recommend policy and procedures on regional emergency management issues related to planning, mitigation, response and recover; to develop an ongoing, interjurisdictional training and exercise program; to establish mutual aid agreements to ensure effective management of resources during emergency; and to develop a regional emergency management plan. This organization shall be known as the Regional Emergency Management Group (REMG).

#### II. Statutory Authority

This Agreement is entered into pursuant to ORS 190.003 to 190.030.

#### III. Parties

Jurisdictions within Washington, Multnomah, Clackamas and Columbia Counties in Oregon, including counties, cities, regional governments and special districts within those counties, may enter into this Agreement.

#### IV. Terms of Agreement

A jurisdiction shall become a party to this Agreement by entering into this Agreement, and adopting the initial workplan in Part Two of Attachment A by resolution or ordinance. The term of this Agreement shall be ongoing from July 1 to June 30. The parties may renew this Agreement by adopting the Annual Workplan for the succeeding year, with those amendments to Attachment A which reflect the funding and duties required to accomplish the Annual Workplan.

#### V. Termination

Any party to this Agreement may withdraw upon giving thirty (30) days written notice to the Policy Advisory Committee.

#### VI. Non-Exclusive

Any of the parties may enter into separate mutual assistance or mutual aid agreements with any other jurisdiction if not inconsistent with the terms of this Agreement. No such separate agreement shall terminate any responsibility under this Agreement, unless this Agreement is terminated as provided in Section V above.

VII. Liability

Each party shall be responsible for the acts and omissions of its officers, employees and agents arising from the performance of or failure to perform any duty pursuant to this Agreement.

VIII. Organizational Structure

A. Policy Advisory Committee

1. The REMG Policy Advisory Committee shall be comprised of an elected official from each party.
2. The Policy Advisory Committee shall meet in February each year:
  - a. to review programs and developments of the past year;
  - b. to recommend to their respective governing bodies programs and work plans for the upcoming year; and
  - c. to recommend to their respective governing bodies regional policy on emergency management issues.
3. The Policy Advisory Committee shall adopt bylaws to address officers, a quorum, agendas and other matters of business.

B. Technical Committee

1. The REMG Technical Committee shall include one person appointed by each party, and a representative from the Oregon Trail Chapter of the American Red Cross. These representatives shall constitute the voting membership of the Technical Committee. Upon the invitation of the Technical Committee, the Technical Committee may also include non-voting participants from signatory jurisdictions or other agencies or organizations with emergency management responsibilities or special technical expertise.
2. The Technical Committee shall develop and propose an Annual Workplan for the review by the Policy Advisory Committee. At the direction of the Policy Advisory Committee, or on its own initiative, the Technical Committee shall also identify policy issues, research alternatives strategies and present options for action to the Policy Advisory Committee.
3. The Annual Workplan, regular progress reports, the Annual Report and other action items developed by the Technical Committee shall be forwarded to the Policy Advisory Committee on the recommendation of a simple majority of the voting members present.
4. The Technical Committee may establish subcommittees, or each member may work within that member's own jurisdiction as necessary to achieve

policy goals, address action items and prepare the proposed Annual Workplan.

5. The Technical Committee shall select a Chair, Vice Chair and Secretary. The Technical Committee shall meet at least quarterly.

C. **Administrative Support**

The activities of the REMG shall be supported administratively by the staffs of the participating jurisdictions. Such support shall include keeping notes, conducting research, printing, producing an agenda, mailing and coordinating the flow of information between the Policy and Technical Committees.

IX. **Funding**

Funding options necessary for action items in the proposed Annual Workplan shall be identified by the Technical Committee for Policy Advisory Committee review. Funding sources and cost allocations shall be identified and cost share agreements shall be developed as needed and included in each Annual Workplan. All required expenditures identified in the proposed Annual Workplan will be ratified by resolution or ordinance as specified in Section IV above.

X. **Ownership of Assets**

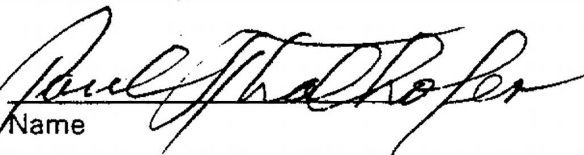
In the event that any real or personal property is deemed necessary, an amendment to this Agreement shall be negotiated and approved by all the then current members prior to acquisition.

XI. **Amendments**

Any amendment to the provisions of this Agreement shall be in writing and signed by the parties.

This Agreement dated this 22 ND day of MARCH 1993, by  
action of the TROUTDALE CITY COUNCIL

LOCAL GOVERNMENT/AGENCY

  
Name

MAYOR  
Title

MARCH 22, 1994  
Date

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# REGIONAL EMERGENCY MANAGEMENT WORKPLAN

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Prepared by the  
REGIONAL PLANNING GROUP  
August 1993

## ACKNOWLEDGEMENT

### Regional Planning Group

Lt. Bert Kile, - City of Portland, Chair

John DeFrance - Columbia County, Vice Chair

Bill Blanchard - City of Oregon City

Gordon Booth - Washington County

Margaret Dimmick - City of Gresham

Sherry Grandy - City of Beaverton/Tualatin Valley Fire and Rescue District

Robert Joy - American Red Cross

Emilie Kroen - City of Tualatin

Penny Malmquist - Multnomah County

Casey Marley - Clackamas County

Gerry Uba - Metro

### Regional Planning Group Workplan Committee

Gerry Uba, Chair

Lt. Bert Kile

Emilie Kroen

Penny Malmquist

Casey Marley

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## EXECUTIVE SUMMARY

For several years, local emergency managers in the region encompassing Multnomah, Clackamas, Columbia and Washington Counties have met to share information concerning emergency management programs. This ad hoc group calls itself the Regional Planning Group (RPG).

As a result of the Goldschmidt Task Force and a concern over the lack of regional emergency preparedness for dealing with a regionwide emergency, the RPG has developed this Workplan to be used as a guide for regional emergency management planning.

This Workplan summarizes existing emergency management responsibilities, programs and funding in the jurisdictions. The Workplan also lists regional emergency management issues and proposes a mechanism to develop a regional emergency management program. Through an intergovernmental agreement, the various jurisdictions in the region will jointly develop a program, policies, and plan to deal with regional disasters. The regional program would include activities enhancing the development of a regional emergency services system to manage response to regionwide emergencies. Part One of the Workplan describes our various existing programs and systems. Part Two lists the regional issues, goals and implementation strategy.

### The Regional Issue

The primary issue is that no comprehensive regional emergency management planning has been done and no regional emergency management/response plan exists in this region.

### Proposed Regional Goals

To address the lack of regional emergency management planning and management/response plans, the following statement of regional goals has been proposed:

- Build formal machinery to facilitate regional emergency management and preparedness.
- Develop a regional emergency management system.
- Develop a regional emergency management plan.
- Encourage jurisdictions and agencies in the region to participate in the planning process.

### Proposed Workplan Tasks

To achieve these goals the following tasks should be accomplished in the order listed:

- Recognition of this Workplan as a guide for initiating regional emergency management planning.
- Adoption of the Intergovernmental Agreement to establish the Regional Emergency Management Group (REMG).
- Identify the members of and form the REMG Policy Advisory Committee.
- Identify the members of and form the REMG Technical Committee.

- **Hold the initial REMG meeting to organize and schedule future meetings.**
- **The REMG Technical Committee will prepare an initial annual workplan for approval by the Policy Advisory Committee.**

## **Part One: Background**

### **INTRODUCTION**

The purpose of the workplan is to determine the emergency management issues and needs of this region and propose methods of coordinating, improving and maintaining the emergency services system in the region.

Part one of the workplan describes existing emergency management responsibilities, programs and funding at various levels of government in the region.

Part two articulates the issues, needs, and projects necessary for effective and efficient regional emergency management coordination.

The status of emergency management and a detailed analysis of regional emergency management elements which need to be planned for and coordinated at the regional level are presented in Appendixes A and B respectively.

### **I. THE REGIONAL PLANNING GROUP**

The Regional Planning Group (RPG) is made up of representatives of legislatively established emergency management programs in Clackamas, Columbia, Multnomah and Washington Counties, the cities within those counties, Metro, Tualatin Valley Fire and Rescue, and the Oregon Trail Chapter of the American Red Cross. The full list of members is in Appendix B.

Members of the RPG have worked together on an informal basis for several years dealing primarily with local emergency program issues such as: a) Regional Contacts Information; b) Emergency Management Resource System; c) Earthquake Preparedness Month activities; and d) Winter Storm Preparedness.

Increased recognition of seismic hazards risk has brought to the forefront the need to address formally the common issues faced in a regional disaster. RPG hopes to use earthquake planning as a focal point for its regional disaster planning activities. Most of the activities associated with earthquake planning (mitigation, preparedness, response and recovery) are similar to those for other natural disasters such as flooding, and major storms. For example, an earthquake mitigation policy addressing land use planning or building codes patterning to landslide hazards could be applied to flood or earthquake.

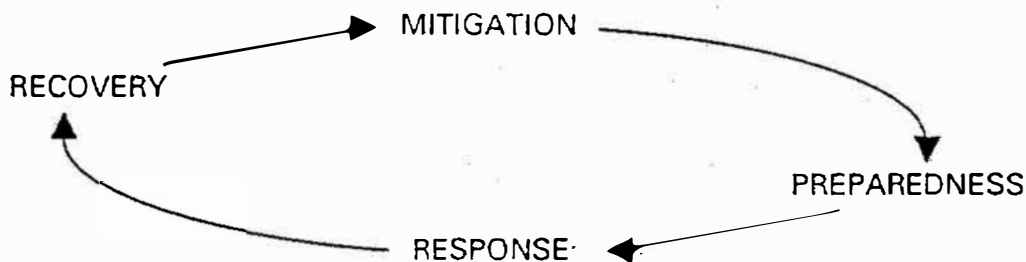
### **II. ELEMENTS OF EMERGENCY MANAGEMENT PROGRAMS**

Emergency management programs are based on the strategy of developing integrated emergency management systems (IEMS) to include all hazards, all phases, all disciplines, and all jurisdictions that may be involved in a major emergency. This strategy is based on proven concepts and was developed by the Federal Emergency Management Agency (FEMA) and endorsed by the President and Congress. Basically, the concept emphasizes:

- All hazards which may face a community should be addressed. That is, the consequences of a disaster must be considered regardless of the hazard that caused the problems. A majority of the emergency services functions will apply in most emergencies (law enforcement, fire, medical, evacuation, mass care, public works, communications, etc.).
- All phases applies to all the aspects of emergency management dealing with the four phases of an emergency described below. It is important to note that each of the four phases (see Figure 1) is integral to the others. For example, preparedness must continue after response to incorporate lessons learned; recovery must include mitigation activities to attempt to prevent the emergency from recurring, etc.

FIGURE 1

Phases of Emergency Management



Mitigation includes all those proactive measures that may be taken to prevent an emergency or limit the problems resulting from one. Some examples of mitigation efforts include land use planning, building codes, flood plain management, fire safety, etc.

Preparedness includes all steps involved in being ready to respond and accomplish emergency functions in an effective manner should an emergency occur. Examples of preparedness activities include the adoption of an incident management system, training of personnel, developing and maintaining community plans, identifying and locating needed resources, conducting disaster exercises, etc.

Response includes all those actions which must be taken to protect life and property when a disaster is imminent or occurs. Such action may include public warning, evacuation, search and rescue, mass care, maintaining order, fire suppression, etc.

Recovery includes those activities of both a short-term and long-term nature which involve returning the community to its pre-disaster conditions. Examples of both short- and long-term recovery activities include restoring water and electricity, clearing roads, demolishing damaged structures, rebuilding roads and bridges, housing, etc. Long-term recovery activities may take several years to accomplish and, in some cases, the community may never completely recover.

- All disciplines emphasizes that no one emergency services organization has sole responsibility for a major emergency. An effective response is dependent on the different skills and expertise of a number of public and private agencies. The development of an IEMS must include all those disciplines with a role in the emergency. These disciplines include: police and fire responders, emergency managers, public works personnel, medical professionals, shelter managers, communications technicians, public officials, etc.
- All jurisdictions identifies that, while jurisdictional boundaries exist, they seldom are honored by a disaster. It is critical that emergency management programs take into account the multi-jurisdictional nature of some emergencies. In that way, emergency services providers will not be competing for limited resources and available resources will be committed to the greatest benefit of the whole stricken area instead of on a "first come-first served" basis.

### III. AUTHORITIES

Several public organizations are involved in emergency management at different capacities in this region. For example, through Oregon emergency management law (ORS Chapter 401) the State and counties are required to establish an emergency management agency while cities may establish such programs if they wish. Through the Metro Charter (Chapter 2, Section 6), Metro is authorized to address metropolitan aspects of natural disaster planning and response coordination. Through a Federal Act (36 USC 1905) the American Red Cross is authorized to meet the emergency needs of disaster victims. By the nature of their charters, fire and emergency medical services (EMS) districts are also involved in disaster planning.

#### A. Responsibilities of the Federal Government

As outlined in the Robert T. Stafford Disaster Relief & Emergency Assistance Act (P.L. 93-288 and amended by P.L. 100-707), it is the intent of Congress to provide an orderly and continuing means of assistance by the federal government to state and local governments in carrying out their responsibilities to alleviate suffering and damage from disasters by:

- revising and broadening the scope of existing disaster relief programs;
- encouraging the development of comprehensive disaster preparedness and assistance plans, programs, capabilities and organizations by the states and by local governments;
- achieving greater coordination and responsiveness of disaster preparedness and relief programs;
- encouraging individuals, states and local governments to protect themselves by obtaining insurance coverage to supplement or replace governmental assistance; and
- encouraging hazard mitigation measures to reduce losses from disasters, including development of land use and construction regulations; and
- providing Federal assistance programs for both public and private losses sustained in disasters.

#### B. Responsibilities of the Governor

The Governor is responsible for the emergency services system within the State of Oregon. The executive officer, or governing body of each county or city of this state is responsible for

the emergency services system within that jurisdiction. In carrying out their responsibilities for emergency services systems, the Governor and the executive officers or governing bodies of the counties or cities may delegate any administrative or operative authority vested in them by ORS Chapter 401.

The Governor is authorized by state law to declare a state of emergency by proclamation at the request of a county governing body or after determining that an emergency has occurred or is imminent. The state law also authorizes the Governor to exercise all police powers vested in the State by the Oregon Constitution. The Governor may direct state agencies to utilize and employ state personnel, equipment and facilities for the performance of any activities designed to prevent or alleviate actual or threatened damage due to the emergency. The law also authorizes the Governor to direct the agencies to provide supplemental services and equipment to local governments to restore any services in order to provide for the health and safety of the citizens of the affected area.

Further, the law authorizes the Governor to issue, amend and enforce rules and orders to:

- 1) control, restrict and regulate by rationing, freezing, use of quotas, prohibitions on shipments, price fixing, allocation or other means, the use, sale or distribution of food, feed, fuel, clothing and other commodities, materials, goods and services;
- 2) prescribe and direct activities in connection with use, conservation, salvage and prevention of waste of materials, services and facilities, including but not limited to, production, transportation, power and communication facilities training, and supply of labor, utilization of industrial plants, health and medical care, nutrition, housing, rehabilitation, education, welfare, child care, recreation, consumer protection and other essential civil needs; and
- 3) take any other action that may be necessary for the management of resources following an emergency.

### C. Responsibilities of Local Governments

State law requires each county to establish an emergency management agency which shall be directly responsible for the organization, administration and operation of such agency, subject to the direction and control of the county. Cities may establish an emergency management agency which shall also be directly responsible for the organization, administration and operation of such agency, subject to the direction and control of the 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 agreement or as authorized by the county or city.

County governing bodies may request (through the Emergency Management Division of the Oregon State Police) the Governor to declare an emergency. Cities must submit such requests through the governing body of the county in which the majority of the city's property is located. Requests from counties shall be in writing and include: 1) the geographical area that will be covered by the proclamation; 2) a certification signed by the county governing body that all local resources have been expended; and 3) a preliminary assessment of property damage or loss, injuries and deaths.

In Oregon, special districts such as fire and EMS are considered local governments. Some of these districts, by virtue of their charters, have established programs to plan for disaster. Special districts perform those emergency management functions necessary to maintain its service in all phases within the territorial limits of the districts and may perform such

functions outside the territorial limits. State law does not provide for special districts to submit requests for disaster declarations.

**D. Responsibilities of Metro**

The Metro Charter, effective January 1, 1993, authorizes Metro to exercise several regional planning functions including "metropolitan aspects of natural disaster planning and response coordination." Current Metro involvement in natural disaster planning is limited to collection and dissemination of seismic risks information and interacting with federal, state and local governments, businesses, utilities and special interests in developing a regional earthquake program. Metro's budget for fiscal year 1993\94 created a position that will be responsible for developing emergency response plan for its facilities in the region and to support cooperative efforts to address common policy issues faced in region disasters.

**E. Responsibilities of the American Red Cross**

The American Red Cross is charged by Congressional Mandate (36 USC 1905) to provide relief and recovery services within the United States. This responsibility has been reaffirmed by the Disaster Relief Act of 1974 (P.L. 93-288).

As a humanitarian organization led by volunteers, the American Red Cross provides relief to victims of disasters and helps people prevent, prepare for and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the principles of the International Red Cross.

**IV. EXISTING PROGRAMS**

**A. Federal Programs**

In 1988, Public Law 93-288 was amended by Public Law 100-707 and retitled the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The Stafford Act provides the authority for the Federal Government to respond to disasters and emergencies in order to provide assistance to save lives and protect public health, safety and property.

The Federal Response Plan is designed to address the consequences of any disaster or emergency situation in which there is a need for federal assistance under the authorities of the Stafford Act. It is applicable to natural disasters such as earthquakes, hurricanes, typhoons, tornados and volcanic eruptions; technological emergencies involving radiological or hazardous materials releases; and other incidents requiring federal assistance under the Act.

Historically, the federal government has been seen as a provider of recovery assistance, including temporary housing, loans and grants to individuals, business loans, and grants to local and state government. In recent years, major disasters have shown the need for resources not available at the local and state level to respond to the immediate impact of a disaster. Thus, the Federal Response Plan has been developed with federal agencies tasked to take the lead in providing assistance under the following Emergency Support Functions: transportation, communications, public works and engineering, fire fighting, information and planning, mass care, resource support, health and medical services, urban search and rescue, hazardous materials, food and energy.

Few resources have been committed to federal agencies to conduct the planning required under the Federal Response Plan. Most agencies have assumed the function as a collateral duty. Both federal response planning and disaster response and recovery activities are coordinated through the Federal Emergency Management Agency (FEMA).

At the time a disaster strikes, and with a governor's request for assistance, the President may declare a Presidential Emergency and will assign a Federal Coordinating Officer to work with local and state officials. Funding for disaster response and recovery activities is authorized under a separate appropriation by Congress following a specific disaster.

## B. State Programs

Oregon Emergency Management Division (OEM) is the agency responsible for: 1) coordinating the state emergency services system and for making rules necessary to administer ORS Chapter 401; 2) coordinating the activities of all public and private organizations providing emergency services within the state; 3) for maintaining liaison and cooperating with emergency management agencies and organizations of local governments, other states and the federal government; and 4) administering grants relating to emergency program management and services.

The OEM provides emergency alert and warning and notification of state agencies. They also assist local governments in damage assessment and the emergency declaration process, assure continuity of government, provide assistance in training and exercising and administer the Emergency Management Assistance Program. In addition, OEM supports the State's sheriffs in wilderness search and rescue activities and administers the 9-1-1 program throughout the State.

Emergency Management Assistance Program objectives are to increase the operational capability for emergency management at state and local government levels, including development and maintenance of trained and experienced full-time emergency management professional personnel. In Oregon, 22 counties and three cities are currently participating in the EMA Program.

## C. Local Government Programs

The local programs are responsible for the full spectrum of emergency management tasks necessary to plan with and coordinate an emergency services system. These tasks include program development, fiscal management, coordination with nongovernmental agencies and organizations, public information development, personnel training, and development and implementation of exercises to test the system.

An Emergency Services system is defined in ORS 401.025 as "...system composed of all agencies and organizations involved in the coordinated delivery of emergency services." Within the emergency services system, the emergency services are defined as "...local government agencies with emergency operational responsibilities to prepare for and carry out any activity to prevent, minimize, respond to or recover from an emergency. These activities include: coordination, preplanning, training, interagency liaison, fire fighting, oil or hazardous materials spill response, law enforcement, medical, health and sanitation services, engineering and public works, search and rescue activities, warning and public information, damage,

assessment, administration and fiscal management. The other component of the system is the administrative framework necessary to ensure the mission of coordinated delivery of emergency services is realized. This framework includes appropriate staffing and funding for emergency management programs. It is this second component which is addressed in this plan.

Those jurisdictions participating in the state's Emergency Management Assistance program are required, according to Oregon Administrative Rules, to develop and submit an annual Comprehensive Cooperative Agreement (workplan), review the jurisdiction's Emergency Operations Plan for consistency with Federal Civil Preparedness Guide (CPG 1-8), conduct emergency operating plan exercises, and attend a minimum of 20 hours of training a year.

Local emergency management programs vary throughout the region by personnel size and placement in county and city structure. Emergency management programs established within cities and counties may be responsible directly to the governing body or may be assigned within another emergency services organization (i.e., fire department or sheriff's office). Depending on that assignment, emergency program managers may have additional responsibilities than those stated above within the parent organization. Like other local governments, programs provided by special district vary in size and complexity.

#### D. Metro Programs

Recently, Metro started working with the State Department of Geology and Mineral Industries (DOGAMI) to initiate a regional earthquake planning effort with focus on mitigation. Current projects of Metro's earthquake planning program include: 1) developing a seismic hazard database for the Portland quadrangle utilizing Metro's Regional Land Information System (RLIS); 2) establishing a model for regional assessment of damage and loss resulting from an earthquake; 3) disseminating seismic risk and damage and loss information to emergency service planners, land use planners, policy makers, businesses, risk managers, and citizens; and 4) providing a forum (workshop) for everyone to participate in the discussion of earthquake hazards mitigation approaches. Metro's staff has proposed to develop a model zoning regulation and building design guidelines that would: a) correlate geologic and relative earthquake hazards data with land use ordinances; and b) correlate geologic and relative earthquake hazards data with structures and occupancy.

In the 1993\94 fiscal year Metro will be developing an emergency response plan for its facilities in the region and to support some of the efforts of the REMG.

#### E. American Red Cross Program

The Oregon Trail Chapter of the American Red Cross includes Clackamas, Columbia, Multnomah, Washington and Yamhill Counties. The Chapter has further responsibilities within the state of Oregon, as a State Coordinating Chapter, for ensuring consistent Red Cross response to disaster within Oregon.

The American Red Cross maintains its capability to take immediate action to provide emergency assistance to any number of people affected by, and emergency workers involved in disaster or the threat of disaster. Assistance provided includes: 1) emergency shelter; 2) food; 3) clothes; 4) medicine; 5) verification of the health and welfare of relatives living in

a disaster area; 6) recovery assistance for individuals and families affected by disaster; and 7) preparedness programs that encourage families to prevent, prepare for and cope with disasters. All Red Cross Assistance is an outright grant.

## V. PROGRAM FUNDING

### A. Federal Program Funding

FEMA receives its on-going funding from a variety of sources, including the Department of Defense, and other Federal programs such as National Earthquake Hazards Reduction, Radiological Emergency Preparedness, Chemical Stockpile Emergency Preparedness, etc.).

Federal funding for state and local emergency management programs comes primarily from the EMA program. Under this program, participating state and local governments may be reimbursed for up to 50 percent of the cost of maintaining an emergency management program (actual reimbursement is most often less than 30 percent). There are a number of other federal agencies/programs which may make grants to individual state and local governments for specific contingencies or emergency functions.

### B. State Program Funding

OEM program funding primarily comes from FEMA. The only state general fund monies that OEM receives are matching funds for the FEMA Emergency Management Assistance Program (EMA). The state may keep one-third of the total amount received through the EMA program and must match that fund with state general fund monies.

### C. Local Government Program Funding

The majority of funding for local programs is provided by local government. All county and some city programs in the region are minimally funded by FEMA through the EMA Program, but some city programs receive no outside funding. EMA funding allocated usually amounts to less than 30 percent of a program's budget for 100 percent of the program activity. Some programs receive additional funds from state and federal agencies based on special hazards or projects. Special districts receive no outside emergency management assistance funding.

### D. Metro Program Funding

Currently, seismic hazards mapping and public education programs are partly funded by Metro and FEMA. Metro and the Oregon Department of Geology and Mineral Industries will receive additional money from FEMA in 1993 for collecting earthquake hazards data in other quadrangles in the metropolitan area and extending the damage and loss assessment throughout the Portland quadrangle.

### E. American Red Cross Program Funding

The local programs of the American Red Cross are funded through Membership Campaigns, Annual Giving Program, Alumni, Leadership Society, Bequests, Remembrances, Special Events and United Way.

## Part Two: Initial Workplan

### VI. THE REGIONAL ISSUE

The primary regional emergency preparedness issue is that no comprehensive regional emergency management planning has been done and no regional emergency management/response plans exist.

Follow are the elements of the regional issue which have been identified regarding regional emergency preparedness:

#### 1. Regional Emergency Management Planning

While formal programs exist in many jurisdictions and individual agencies, an ad hoc group, the Regional Planning Group (RPG) was formed several years ago through the desires of the region's several emergency management agencies; however, no formal organization exists which can provide policy decision-making at the regional level.

#### 2. Legal Authority

Legal authorities for emergency planning and/or response exist at the city, county, regional, special districts and state levels of government. These authorities are vaguely worded and the relationships among the jurisdictions are poorly defined.

#### 3. Regional Planning Elements

The Regional Planning Group (RPG) has defined many of the elements of an emergency preparedness program. (The summation of these elements is included in Appendix B.) However, the RPG has not been able to identify which of these "elements" apply to a regional emergency management plan and regional emergency response plan.

#### 4. Compatibility and Consistency

All counties, some cities and one special district have formal emergency management programs and have developed emergency response plans. Jurisdiction plans follow a variety of planning formats. It is unknown if the existing emergency management plans of cities, counties, special districts, METRO, the American Red Cross, and the state and other organizations are compatible and consistent with each other for effective coordination of regional response to regional emergencies.

### VII. PROPOSED WORKPLAN TASKS

To deal with the Regional Issue and begin to implement the Proposed Regional Goals, the following tasks are proposed to be should be accomplished in the order listed:

**1. Adoption of the Intergovernmental Agreement to establish the Regional Emergency Management Group (REMG).**

The intent of the agreement is to bring together public officials and emergency management officials in Clackamas, Columbia, Multnomah and Washington counties, the cities and special districts within those counties, Metro and the Oregon Trail Chapter of the American Red Cross to deal with regional emergency management issues.

**2. Identify the members of the Regional Emergency Management Policy Advisory Committee (REMPAC).**

The REMPAC will be composed of a single representative from each jurisdiction which signs the Intergovernmental Agreement. Jurisdictions will need to identify their representative in preparation for the initial REMPAC meeting.

**3. Identify the members of the Regional Emergency Management Technical Committee (REMTEC).**

Once the IGA is adopted, the REMTEC shall be formed with one person appointed by each signatory jurisdiction and the Red Cross as members.

**4. Hold the initial REMG meeting to organize and schedule future meetings.**

The REMG is made up of REMPAC and REMTEC. The initial meeting of the Regional Emergency Management Group (REMG) will be made up of REMPAC and REMTEC. As a minimum, the officers of the Policy Advisory Committee will establish future meeting dates, and the review the proposed regional goals. At this meeting, or at a separate meeting, the officers of the two committees will be selected and their future meeting dates established.

**5. The REMTEC will meet and prepare proposed annual 1994-95 Workplan for review by the REMPAC at their next scheduled meeting.**

As soon as possible after the initial REMG meeting, the Technical Committee will meet to prepare a proposed 1994-95 Workplan. This Workplan will, at a minimum, contain one or more projects intended to begin development of a regional emergency preparedness system and a regional emergency response plan. The Workplan may call for policy development and/or regional emergency management and response projects.

**6. The REMPAC will meet and review the proposed 1994-95 annual Workplan and considers the proposed Regional Goals (see Appendix A) for recommending adoption by member jurisdictions.**

REMPAC will meet following completion of the proposed 1994-95 annual Workplan by REMTEC, and review the proposed 1994-95 annual Workplan including the proposed regional goals for recommending to signatory jurisdictions for adoption.

## APPENDIX A

### PROPOSED REGIONAL GOALS

Assuming that we want to develop and be able to implement a regional emergency management/response plan for responding to a "regional" disaster, the following statement of regional goals has been proposed:

**1. Build a formal, regional machinery that will facilitate REGIONAL EMERGENCY MANAGEMENT and PREPAREDNESS.**

To accomplish this goal, an intergovernmental agreement (IGA) to authorize regional emergency management planning has been drafted and will be presented to jurisdictions along with this workplan.

**2. Develop a REGIONAL EMERGENCY MANAGEMENT SYSTEM.**

To accomplish this goal, the elements of a regional emergency management system have been identified (see Appendix C). Those elements appropriate to a regional emergency management system will be selected for regional development and scheduled into yearly work plans.

**3. As part of the regional emergency management system, develop a REGIONAL EMERGENCY RESPONSE PLAN which addresses regional disaster response issues.**

To accomplish this goal, a technical committee (created through the IGA) will develop a response plan which will focus on the cooperation, coordination and decision-making structures needed for regional response to a region-wide disaster.

**4. Encourage jurisdictions to become a party to the intergovernmental agreement, and encourage jurisdictions and agencies to participate in the planning process.**

To accomplish this goal, the emergency management agency of each jurisdiction who is a party to the IGA will encourage jurisdictions and agencies within their geographic area to participate in the IGA and in the planning process.

APPENDIX B

**STATUS OF EMERGENCY MANAGEMENT IN THE REGION**

ORGANIZATION	ORDINANCE	DESIGNATED DIRECTOR/MANAGER	DAY TO DAY EMERGENCY MANAGEMENT CONTACT	CURRENT REMG MEMBER
<b>Multnomah County</b>	Yes	Emergency Manager	Emergency Manager	Yes
Portland	Yes	Fire Chief	Emergency Coordinator	Yes
Gresham	Yes	Fire Chief	Emergency Coordinator	Yes
Troutdale	Yes	Multnomah County Emergency Manager	Multnomah County Emergency Manager	No
Fairview	Yes	Multnomah County Emergency Manager	Multnomah County Emergency Manager	No
Wood Village	Yes	Multnomah County Emergency Manager	Multnomah County Emergency Manager	No
<b>Clackamas County</b>	Yes	Sheriff	Emergency Coordinator	Yes
Barlow	No	-	-	No
Canby	Yes	Police Chief	Police Chief	No
Estacada	No	City Manager	City Manager	No
Gladstone	Yes	Police	Police Chief	No
Happy Valley	No	-	-	No
Johnson City	No	-	-	No
Lake Oswego	Yes	Fire Chief	Fire Marshall	No
Milwaukie	?	Fire Chief	Fire Chief	No
Molalla	No	Police Chief	Police Chief	No
Oregon City	Yes	Police Chief	Police Officer	Yes
Rivergrove	Yes	Councilor	Councillor	No
Sandy	No	City Manager	Police Chief	No
West Linn	Yes	Fire Chief	Fire Chief	No
Wilsonville	No	Planning Director	Planning Director	No
<b>Washington County</b>	Yes	Emergency Program Mgr.	Emergency Coordinator	Yes
Banks	No	Fire Chief	Fire Chief	No
Beaverton	Yes	Emergency Manager	Emergency Manager	Yes
Cornelius	No	Fire Chief	Fire Chief	No
Durham	No	City Administrator	City Administrator	No
Forest Grove	Yes	Fire Chief	Fire Chief	No
Gaston	No	Fire Chief	Fire Chief	No
Hillsboro	Yes	Fire Chief	Fire Chief	No
King City	No	Police Chief	Police Chief	No
North Plains	No	Public Works Supdnt.	Public Works Supdnt.	No
Sherwood	No	Police Chief	Police Chief	No
Tigard	Yes	Police Chief	Administrative Lt.	No

ORGANIZATION	ORDINANCE	DESIGNATED DIRECTOR/MANAGER	DAY TO DAY EMERGENCY MANAGEMENT CONTACT	CURRENT REMG MEMBER
Tualatin	Yes	Public Works Director	Public Works Director	Yes
Columbia County	Yes	Emergency Manager	Emergency Manager	Yes
Clatskanie	No	-	-	No
Columbia City	No	-	-	No
Prescott	No	-	-	No
Rainier	No	-	-	No
St. Helens	No	-	-	No
Scappoose	No	-	-	No
Vernonia	No	-	-	No
<b>OTHER ORGANIZATIONS</b>				
Metro	Yes	Planning Director	Emergency Coordinator	Yes
American Red Cross	Yes	Emergency Services Director	Emergency Services Director	Yes
Tualatin Valley Fire and Rescue	Yes	Emergency Manager	Emergency Manager	Yes

KEY: - means Unknown/Not Available

## APPENDIX C

### POTENTIAL REGIONAL PREPAREDNESS PROGRAM ELEMENTS

The purpose of this appendix is to identify potential emergency preparedness elements and related issues which need to be planned for and coordinated at the regional level in order to improve current multi-jurisdictional planning for and response to regional disasters.

The criteria established to identify regional emergency management issues are:

- the issue must cover more than one county;
- the issue must not already be more effectively addressed by the local governments; and
- the issue must be one which may be more efficiently or effectively addressed at the regional level.

Not all elements found in local plans will have a corresponding plan at the regional level. Only those elements which require a regional approach will be included in the Regional Plan.

#### 1. Administration

Program Description/Regional Issues: A program to establish and administer a regional organization to assure the coordination of regional emergency management activities. This includes outlining the roles and responsibilities of the REMG and the REMPAC and formalizing working relationships among members of jurisdictions, defining the relationship of REMG and REMPAC with other established regional groups.

Current Status: From time to time representatives from local jurisdictions have come together in an organized fashion to address specific problems and perform specific tasks. Examples include the 1992 Washington County Earthquake Task Force and the Regional Incident Command System (ICS) Steering Committee. While such examples involve regional emergency related planning, and often the same personnel, these are initiatives independent of overall regional coordination.

Goal Statement: Provide structure to and recognition of the REMG, and also create a Policy Advisory Committee to which recommendations for regional emergency management policy will be presented. The goal also is to facilitate groups of other emergency service providers in order to resolve emergency response and recovery issues which could impact the emergency management system in a regional emergency.

#### 2. Alert and Warning

Program Description/Regional Issues: A common method of providing emergency information and protective action recommendations to public officials, first responders and

the public. This may include use of various emergency communications systems, commercial radio and television stations, and printed materials.

**Current Status:** Each jurisdiction maintains its individual alert and warning procedures for notification of public officials and resource providers. No outdoor warning systems exist in this region, except for the Trojan Warning System in Columbia County. The Clackamas/Multnomah County Emergency Broadcast System Plan (soon to include Washington and Clark Counties) has been developed to coordinate the use of the media to provide emergency information to the public. All counties are equipped to receive warnings from higher authority by use of the National Warning System (NAWAS).

**Goal Statement:** Create a coordinated regional Emergency Broadcasting System (EBS) and develop a structured process to provide definitions and criteria which will establish when a "regional" emergency exists, provide notification of appropriate jurisdictions so the regional emergency can be managed, and manage the regional media to provide public alert, warning and instructions.

### 3. **Communications**

**Program Description/Regional Issues:** A system to assure communications (by voice or other method) among emergency service agencies to coordinate emergency response and recovery activities. This may include a variety of emergency communications systems, dispatch centers and emergency service agencies.

**Current Status:** Common communications systems (including both hardware and frequencies) among regional emergency services providers and local/regional/state emergency management agencies are very limited or nonexistent. Washington County is currently changing to an 800 mhz system with Multnomah County soon to follow. Funding for such a system in Clackamas County is currently not available. A thorough analysis of emergency communications needs and capabilities has not be conducted.

**Goal Statement:** Design, fund and implement a regional emergency communications system which will enable coordination during emergencies affecting the entire region.

### 4. **Damage Assessment**

**Program Description/Regional Issues:** A system to a) conduct safety inspections for habitability of buildings, homes, etc.; b) estimate financial loss for damage to real property; and c) analyze the economic impact of a disaster.

**Current Status:** The State Recovery Guide that is being developed by OEM will contain standardized damage assessment procedures that local governments can use. Metro is developing a comprehensive damage and loss assessment database and models for buildings, critical facilities, and lifeline systems for the Portland 7 ½-Minute Quadrangle. The data and model are resident in the Regional Land Information System (RLIS). The database will be expanded in the future to include the rest of the region as funding permits. Washington

County is also developing a system for initial damage assessment that estimates dollar loss as part of the process of developing a state of emergency request for State and Federal help.

Goal Statement: To develop a system for determining impact and assessing damage following a major emergency to ensure citizen safety, effective resource allocation, timely disaster declaration and the implementation of recovery operations.

#### 5. Debris Removal

Program Description/Regional Issues: A program designed to collect, sort, temporarily store and dispose the potentially massive amount of debris which may accompany a regional disaster.

Current Status: While Metro and local governments within the urban growth boundary has developed a Regional Solid Waste Management Plan, this plan does not cover the REMG region, nor does it have provisions for contingency arrangements for disaster-related debris management.

Goal Statement: Develop a regional plan for disaster response waste management for the entire REMG region.

#### 6. Evacuation

Program Description/Regional Issues: The process of moving people in an orderly fashion from areas threatened or impacted by an emergency. This may include identification of routing alternatives, transportation resources and temporary staging areas.

Current Status: A formal process does not currently exist except for interagency cooperation at the responder level. While this includes cooperation among local agencies currently participating in the REMG, there is no mechanism to manage a regional evacuation effort.

Goal Statement: Develop a mechanism for the development and implementation of regional evacuation guidelines.

#### 7. Exercise

Program Description/Regional Issues: The effectiveness of emergency management plans and training are tested through emergency incident simulations. This may include multi-jurisdictional drills, functional or full scale exercises.

Current Status: There is currently no formal regional exercise program in place. While the State may encourage participation in statewide exercises, each individual jurisdiction usually participates independently of the other jurisdictions in the region. Local agencies may assist each other in design, development, delivery and evaluation of exercises, but these usually

involve response to an emergency in one or possibly two jurisdictions rather than the whole region.

Goal Statement: Develop a program to test regional emergency plan elements.

#### 8. Incident Command Management

Program Description/Regional Issues: A standardized system to manage major incidents. This may include the coordination of inter-jurisdictional emergency response and decision making, and designation of a point of contact for state, federal and private assistance organizations.

Current Status: While National Interagency Incident Management Systems (NIIMS) incident command system (ICS) provides a standard incident management system for local jurisdictions, there is currently no system for regional incident management. Several jurisdictions within the region have adopted and implemented NIIMS, but there is no established focal point for regional policy decision-making.

Goal Statement: Establish a regional system for the allocation of scarce resources and coordinate emergency response to: a) serve as a point of contact for state and federal agencies; and b) facilitate regional decisions that may need to be addressed during and following a regional emergency or disaster.

#### 9. Individual Assistance

Program Description/Regional Issues: A system to provide citizens with services/assistance to meet their basic needs. This may include the provision of food, shelter, water, medical care and other needed goods or services.

Current Status: Emergency managers coordinate individual assistance during emergencies through a variety of government agencies, charitable and other volunteer organizations. There is currently no mechanism in place to provide "one stop" assistance shopping and access to these public assistance programs. During the recovery process individual assistance is provided through a FEMA Disaster Application Center.

Goal Statement: Regional emergency management programs will provide individuals with basic needs in the same way, while streamlining access to such assistance regionally.

#### 10. Judicial Issues

Program Description/Regional Issues: A process to standardize roles and responsibilities, legal mandates and authorities among various levels of governments in judicially oriented functions which may be impacted by a regional emergency. This may include the movement or release of prisoners, court closures, conduct of elections, or other judicial issues.

**Current Status:** No regional policies or procedures currently exist for dealing with court closures, prisoner release or transfer, cancellation of elections or other court related functions of government during a major disaster.

**Goal Statement:** Establish procedures for continuation of the Criminal Justice system, compliance with election laws and other judicial issues which may arise during a major disaster.

## 11. **Legal Issues**

**Program Description/Regional Issues:** A process to interpret, define, revise or otherwise clarify existing laws relating to emergency management. This would include the roles and relationships among the counties, cities, service districts and the regional government.

**Current Status:** There is currently no review underway to identify or resolve legal issues relevant to response to a regional emergency. Some mutual aid agreements exist for the use of emergency services resources, but these are not standardized nor adopted by the entire region. In addition, ORS 401 and the Metro Charter leave much open to interpretation and do not clearly specify the emergency management roles and responsibilities of cities, counties, the regional government, special districts, or the State. Current barriers exist in law at nearly all levels of government.

**Goal Statement:** Clarify the roles of state and local governments in a disaster to support the continued development of mutual aid cooperative assistance. Create a memorandum of understanding (MOU) for response agencies regionally.

## 12. **Medical**

**Program Description/Regional Issues:** A common system for the delivery of emergency medical services to victims of disaster. This may include the development of protocols for medical treatment or transportation, identification of medical resources, and use of non-licensed medical personnel.

**Current Status:** Emergency medical services are provided by fire agencies and public/private ambulance companies, with oversight by County Health Departments. The medical community within the region is not standardized and insufficient planning has taken place to identify and resolve regional issues relating to the provision of medical care in a region-wide emergency.

**Goal Statement:** Develop a Regional Disaster Medical System. The system would include protocols that would be used in all hospitals and by all ambulance services. It also would include a system for effectively utilizing known medical personnel and incorporating those that respond who are from out of the area or out of the state.

### 13. Mitigation

Program Description/Regional Issues: A program of activities designed to prevent the occurrence of a disaster, or to reduce the effects when a disaster occurs, or to reduce the risk of a recurrence. This may include land use planning, building codes, public education or flood plain management programs.

Current Status: Most emergency managers in the region are familiar with earthquake mitigation references and materials from various sources such as FEMA, the American Red Cross and land use associations, but there is no current regional program or focus on mitigation. The Metro emergency management program work plan includes the development of model zoning ordinance for adopting seismic safety elements into land use planning.

Goal Statement: Include seismic safety strategies in land use regulations, building codes and building engineering to reduce the loss of life and damage to property caused by catastrophic disasters.

### 14. Public Education (Mitigation and Preparedness)

Program Description/Regional Issues: A program to educate the public in this region regarding hazards, risks and preparedness efforts. This may include self-help information for the public or coordinating emergency plans with businesses.

Current Status: Each jurisdiction and the Oregon Trail Chapter of the American Red Cross will provide public education primarily through the distribution of brochures on disaster preparedness and prevention. Through the distribution of FEMA, ARC and other cooperatively produced brochures, the message is consistent, but not necessarily complete or disseminated in a consistent, ongoing or widespread manner. The citizens on the street do not understand his or her role or governments' roles in emergency preparedness. The Oregon Trail Chapter of the American Red Cross and local emergency management take the lead in organizing a regional effort within the region's school districts for individual, family and organizational earthquake preparedness during the month of April known as "Earthquake Preparedness Month."

Goal Statement: Develop a regional plan for effective, consistent, ongoing public education on hazards faced by this region and prevention, preparedness and response activities for citizen action. Identify and secure funding source(s) for implementation of this plan.

### 15. Public Information (Response and Recovery)

Program Description/Regional Issues: A system to disseminate and manage information given to the public after an emergency occurs (may or may not follow an alert or warning). This may include official details of the response, instructions for self help, or protective actions and coordination of activities with the media.

**Current Status:** Most jurisdictions in this region have designated Public Information Officers for response and administrative agencies that operate independently. Many have been trained in NIIMS ICS. No plans or agreements are in place for cooperative functioning in a Joint Information Center (JIC).

**Goal Statement:** Create a coordinated regional public information system including: b) Joint Information Center; c) common public protective action statements; and d) joint rumor control.

#### 16. **Recovery Management**

**Program Description/Regional Issues:** A program to standardize activities to deal with recovery from a catastrophic event. This may include standardized forms, agreements with professional specialists or plans to deal with specific problems.

**Current Status:** The final draft of the State Recovery Guide will soon be distributed by OEM. Once the final review is completed, this guide will serve as a planning base.

**Goal Statement:** Identify regional recovery issues and develop a guideline which documents the agreements reached by regional players as to how those elements will operate before, during and after a disaster (while recovery is a process which takes place after the dust settles, certain associated tasks must take place before and even during the disaster response).

#### 17. **Resource Management**

**Program Description/Regional Issues:** An integrated system for the collection of resource information and the coordination and utilization of resources. This may include public or privately owned resources, volunteer groups, or other goods or services.

**Current Status:** Currently management tools for the inter-jurisdictional deployment and use of resources does not exist with the exception of mutual aid agreements specific to certain disciplines or agencies. Washington County has been developing a county-wide resource management model which can be adapted to other counties. This model then can be expanded to include all resource providers in the region. Multnomah County has completed a computerized resource inventory system called EMRIS (Emergency Management Resource Inventory System).

**Goal Statement:** Promote and facilitate the development of the "hardware" and management "software" to implement a regional resource management system.

#### 18. **Shelters**

**Program Description/Regional Issues:** A regional system to provide short-term safe refuge for people displaced by a disaster. This may include the identification of appropriate

facilities, recruitment and training of shelter workers, or the evaluation of the most efficient or effective shelter locations.

**Current Status:** The American Red Cross has an inventory of reception and care shelters, identified and surveyed through collaborative efforts between the American Red Cross and local government. The American Red Cross will set up and staff shelters to meet the short-term shelter needs of disaster victims. While many local jurisdictions have identified American Red Cross as the agency to provide reception and care shelters, some may have identified others.

**Goal Statement:** Develop regional self-sufficiency in shelter operations pre-positioned in key locations by: a) increasing inventory to meet the region's shelter needs; b) facilitating regional acceptance of public health and safety standards for shelter facilities, e.g., food handling requirements and inspections, fire and construction code; and c) fostering local jurisdiction cooperation and support to facilitate the training of shelter management staff.

## 19. **Training**

**Program Description/Regional Issues:** A regional program to provide emergency management related training to emergency responders, public officials, media, volunteers and the public. This may include such topics as Incident Command Systems, mitigation strategies or emergency preparedness.

**Current Status:** The Regional ICS Training Committee is performing incident command system training on a regional basis and this can be used as a model for successful integration of other training needs of REMG.

**Goal Statement:** Perform an assessment of training needs, resources, and courses as a basis for developing short-term and long-term regional emergency management training programs.

## 20. **Transportation**

**Program Description/Regional Issues:** A system for the movement of goods and people. This may include such activities as route identification, access restoration or priority repair.

**Current Status:** To date, little analysis has been done to determine, develop or coordinate emergency routes within their jurisdiction or between jurisdictions. Data has not previously existed to allow jurisdictions to clearly identify those areas that will be hardest hit in an earthquake. Some emergency transportation planning has been conducted to deal with winter weather transportation problems, but not for a catastrophic disaster such as an earthquake. Metro's RLIS and other geographic information systems being developed by local governments can be used to develop regional emergency transportation plan.

**Goal Statement:** Develop a regional emergency transportation plan that identifies emergency transportation routes which will be designated to receive priority for repair and debris

clearance/access restoration, and a method for effective utilization of regional mass transit resources.

## 21. Urban Search and Rescue

Program Description/Regional Issues: A program to locate and extricate victims from collapsed structures. This may include search activities using search dogs and sensing equipment, technical heavy rescue and medical treatment.

Current Status: Locating and extricating victims from collapsed structures, such as might be required following an earthquake, requires a properly trained and specially equipped cadre of personnel. This need can rarely be met within the confines of a single emergency service agency or jurisdiction. By combining the assets of several organizations, at least a minimum level capability could be achieved and maintained through joint training, exercising and equipment purchase. The federal government has enhanced national capabilities through the development of 25 US&R Task Forces available nationwide to respond to a Presidentially declared emergency in which there is a need for US&R capabilities. There has been no marked progress in efforts to evaluate or enhance US&R capabilities within the region or the State of Oregon.

Goal Statement: Identify most probable areas of need and evaluate and enhance existing capabilities to provide US&R resources for quick response in this region. This program may be most cost-effective if developed on a statewide, rather than region wide, basis.

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08-30/93

bd rev 8/30

# DRAFT

RESOLUTION NO. \_\_\_\_\_

**A MODEL RESOLUTION APPROVING THE REGIONAL EMERGENCY  
MANAGEMENT WORKPLAN AND ADOPTING THE INTERGOVERNMENTAL  
AGREEMENT FOR REGIONAL EMERGENCY MANAGEMENT**

WHEREAS, the City of Tualatin recognizes the need for regional coordination, cooperation, and planning for emergencies; and

WHEREAS, no formally recognized organization currently exists to facilitate regional emergency mitigation, preparedness, response, and recovery functions; and

WHEREAS, the proposed Regional Emergency Management Workplan and corresponding intergovernmental agreement formally establishes the Regional Emergency Management Group made up of a policy advisory committee (REMPAC) and a technical committee (REMTEC); and

WHEREAS, The City of Tualatin recognizes the need to develop a regional emergency management system encompassing those elements appropriate to a regional emergency management system as defined in the Workplan; and

WHEREAS, a Regional Emergency Response Plan addressing regional disaster response issues will be developed by the REMTEC with review by REPAC that focuses on the cooperation, coordination and decision-making structures needed for regional response to a region-wide disaster; and

WHEREAS, pursuant to ORS Chapter 190, the City of Tualatin may enter into an agreement with other public jurisdictions to form the Regional Emergency Management Group; and

WHEREAS, the Regional Emergency Management Workplan and corresponding intergovernmental agreement were developed with full participation by City of Tualatin staff.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF TUALATIN, OREGON, that:

Section 1. The City of Tualatin approves the Regional Emergency Management Workplan dated July, 1993, which is attached hereto and incorporated.

Section 2. The City of Tualatin approves the Intergovernmental Agreement for Regional Emergency Management which is attached hereto and incorporated and authorizes the Mayor and City Recorder to execute said agreement.

**PROPOSED TIMELINE FOR DEVELOPMENT OF  
REGIONAL EMERGENCY MANAGEMENT PROGRAM**

<u>DATE</u>	<u>TASKS</u>
May - July 1993	<ul style="list-style-type: none"><li>• Workplan Committee submits final draft of Regional Emergency Management Workplan to REMG</li><li>• IGA Committee submits final draft of IGA to RPG</li><li>• RPG review and approve Workplan and IGA</li></ul>
August - Sept. 1993	<ul style="list-style-type: none"><li>• Workplan and IGA presented to public officials in RPG member jurisdictions to solicit concurrence or recommendation for modification</li></ul>
October 1993	<ul style="list-style-type: none"><li>• RPG make changes in the Workplan and IGA (if any) as recommended by public officials</li></ul>
November 1993	<ul style="list-style-type: none"><li>• IGA completed by member jurisdictions</li></ul>
December 1993	<ul style="list-style-type: none"><li>• Formation of Regional Emergency Management Group (REMG - made up of the Regional Emergency Management Policy Advisory Committee - REMPAC, and the Regional Emergency Management Technical Advisory Committee -REMPAC)</li></ul>
January 1993	<ul style="list-style-type: none"><li>• REMG (REMPAC &amp; REMG first joint meeting)</li></ul>
Jan. - Mar. 1994	<ul style="list-style-type: none"><li>• Development of annual strategic work plan elements by REMTEC</li></ul>
April 1994	<ul style="list-style-type: none"><li>• REMPAC review the proposed 1994-95 annual workplan and also consider proposed regional goals</li><li>• Work plan finalized</li><li>• REMPAC approves annual strategic work plan elements</li></ul>
May - June 1994	<ul style="list-style-type: none"><li>• REMG member jurisdictions approves by resolution the annual workplan</li></ul>

THEODORE R. KULONGOSKI  
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THOMAS A. BALMER  
DEPUTY ATTORNEY GENERAL

DEPARTMENT OF JUSTICE  
GENERAL COUNSEL DIVISION

June 29, 1993

Myra Thompson Lee  
Administrator  
Oregon Emergency Management  
595 Cottage St. NE  
Salem, OR 97310

FILE COPY

Re: Intergovernmental Agreement for City to Perform  
Emergency Management Functions for Fire District  
DOJ File No. 105-100-FG016-93

Dear Ms. Lee:

By intergovernmental agreement, a city's emergency program manager also serves as the emergency program manager for a fire district, and performs the emergency management functions for both the city and the district. The district lies outside of the city's boundaries. The city pays the manager's total salary for both the city and district functions, 50 percent from city funds and 50 percent from federal Emergency Management Assistance (EMA) funds passed through Oregon Emergency Management. Approximately half of the manager's time is devoted to city functions and half to district functions.

You ask if a local fire district is authorized under ORS chapter 401 to perform emergency management functions and receive EMA funds, directly or indirectly, to finance the cost of such functions. I conclude that no authorization exists because, under ORS chapter 401, only cities and counties may perform emergency management functions.

Under the statutory scheme for emergency management and services as established in ORS 401.015 to 401.580, organizations established by local governments are categorized either as emergency service agencies or emergency management agencies. Under the definitions in ORS 401.025(9), (11) and (14) the fire district can establish an emergency service agency. However, only two units of local government may perform emergency management agency functions. A county must have an emergency management agency. A city may elect to have an emergency management agency. As a matter of definition, the emergency management agency conducts and coordinates the emergency program management function. ORS 402.025(6) and ORS 401.305. Again as a matter of definition, the emergency program manager is the person who administers "the emergency management agency of a county or city." ORS 401.025(8). Only cities and counties are authorized to make appropriations and levy taxes to cover emergency management agency expenses. ORS 401.325. The apparent intent is to centralize the management functions rather than disperse these functions to the myriad and often overlapping special districts that may exist within counties or cities.

Myra Thompson Lee, Administrator

Page 2

June 29, 1993

Under this statutory scheme, the county has the responsibility for performing all emergency program management functions, with one exception for any city that elects to establish its own emergency management agency. Since no exception exists for a fire district, and this fire district does not lie within the city's boundaries, the county would perform these functions. The county under its authority could transfer these functions to the fire district by intergovernmental agreement, as indicated in my letter to you of April 9, 1993 and Robert Muir's memorandum to you of June 9, 1992, both dealing with a proposed agreement between Multnomah County and Metro.<sup>11</sup> If the fire district assumed responsibility for management functions under such an inter-governmental agreement, the fire district in turn could enter into a second intergovernmental agreement with the city to transfer these functions if the first intergovernmental agreement with the county authorized such retransfer. As a less cumbersome option, the city and county could enter into an intergovernmental agreement to transfer some of the county's management functions directly to the city.

Because the fire district is not an emergency management agency under state law, it is not eligible to receive EMA funds. CPG 1-3, Federal Assistance Handbook: Emergency Management, Direction and Control Programs § 2.5a(1), at page 2-4 (FEMA 1984).<sup>21</sup> EMA funds passed through to the city likewise cannot be used to cover the cost of the manager's activities for the fire district because the district has no emergency management functions to perform, and EMA funds cannot be used to cover any costs other than "necessary and essential emergency management expenses." CPG 1-3, supra, at § 2.17b(1) page 2-26. See also ORS 401.270(5) and 401.280, which separately categorize federal grants for emergency program management and emergency services.

Sincerely,

Jim G. Russell  
Assistant Attorney General  
Government Services Section

JGR:bjs/JGG07043

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<sup>11</sup> I question whether this function could be delegated from the county to the fire district under ORS 402.035(3) because this statute deals only with delegation of emergency service functions and not emergency management functions.

<sup>21</sup> The requirements of CPG 1-3 have been incorporated by cross references into 44 CFR Part 302, and thus have status as federal regulations for state and local emergency management assistance program purposes.

EODORE R. KULONGOSKI  
ATTORNEY GENERAL

THOMAS A. BALMER  
DEPUTY ATTORNEY GENERAL



DEPARTMENT OF JUSTICE  
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December 14, 1993

Myra Thompson Lee, Administrator  
Office of Emergency Management  
595 Cottage St., NE  
Salem, OR 97310

Re: Review of Metropolitan Area Regional Planning Group Intergovernmental Agreement  
DOJ File No. 257-100-FG028-93

Dear Myra:

You have asked me to review a proposed Intergovernmental Agreement for Regional Emergency Management and an accompanying Regional Emergency Management Workplan. The Agreement establishes a regional emergency management organization known as the Regional Emergency Management Group (REMG). Membership is open to Washington, Multnomah, Clackamas and Columbia Counties and all included cities, regional governments<sup>1/</sup> and special districts.<sup>2/</sup>

One of the stated purposes of REMG under the Agreement is "to develop a regional management plan." Special district are considered full participants, authorized to perform emergency management functions. See particularly pages 4-5, 9 of the Workplan. This assumption is incorrect. As indicated in my letter to you of June 29, 1993, a special district has no authority to act as an emergency management agency, establish an emergency management agency, or expend funds for the services of an emergency program manager, unless the county transfers these functions to the district by intergovernmental agreement and pays for the services. Unlike cities and counties, special districts have only those powers expressly provided by law. Letter of Advice dated March 31, 1992, to Representative Tim Josi (OP-644) (domestic water supply district is not authorized to enter into an intergovernmental agreement to expend district funds for police protection for district residents.).

Does the conclusion that a special district lacks authority to perform emergency management functions have any bearing on its entry into the intergovernmental agreement and its participation as a member of REMG? This question is not easily answered. Although a special district is not involved in emergency program management, it may be an emergency service agency as defined by ORS 401.025(9) and is therefore involved with

Myra Thompson Lee, Administrator  
Page 2  
December 14, 1993

"emergency services" as defined by ORS 401.025(11). It therefore is involved with "emergency operational responsibilities" which includes "without limitation, coordination, preplanning, training, [and] interagency liaison."

The agreement seeks to achieve four purposes:

First, REMG would "recommend" regional emergency management policies and procedures relating to planning, mitigation, response and recovery. Taken literally, this appears to be an advisory function. If so, I find nothing in the law that would prohibit an emergency service agency from providing advice and recommendations to an emergency management agency.

Second, REMG seeks to develop an ongoing interjurisdictional training and exercise program. As indicated in the definition quoted above for "emergency services", an emergency service agency must involve itself in preplanning and training, including interagency liaison, in order to satisfy its emergency operational responsibilities. I do not know where the line is drawn between training and exercise programs for "service" purposes, and training and exercise programs for "management" purposes, or if a line even exists.

Third, REMG seeks to ensure effective management of resources through development of mutual aid agreements. As earlier indicated, a special district could assist in the development of an intergovernmental agreement with its county to perform emergency management functions relating to resource management if the agreement contains a delegation of county emergency management functions to the district. Equally obviously, the district could not otherwise enter into intergovernmental agreements with any other governmental entity to perform emergency management functions without first getting that delegation of authority from its county. This, of course, would have no impact on the district's ability to enter into mutual agreements regarding allocation of resources in delivery of emergency services.

The final purpose is to develop a regional emergency management plan. As earlier indicated, this would involve emergency management functions, and a special district could not exercise those functions.

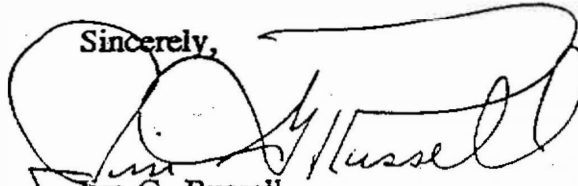
To conclude, the intent of the participants, as gleaned from the terms of the agreement and the content of the Workplan, is to create a regional emergency management agency to carry out emergency program management functions at a regional level. Special districts such as Tualatin Valley have no statutory authority to perform these functions. A special district can perform emergency program management functions only when it acts pursuant to a delegation of authority from a county and thus acts on that county's behalf

Myra Thompson Lee, Administrator  
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pursuant to an intergovernmental agreement. Even then, the special district is not authorized to use its own funds for such activities, but must be reimbursed by the county.

The Oregon Department of Justice does not act as legal counsel to any county, city, regional government or special district that is or may be involved with this intergovernmental agreement. These units of government are entitled to seek and rely upon advice from their own attorneys. The legal opinions stated in this letter are given solely for your use and benefit.

Sincerely,



Jim G. Russell  
Assistant Attorney General  
Government Services Section

JGR:bjjs/JGG08756  
Enclosure

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<sup>1/</sup> The Metropolitan Service District (Metro), a regional government which covers the metropolitan areas of Clackamas, Multnomah and Washington Counties but not Columbia County, is identified in the Workplan as a member of REMG. As indicated to you in my advice letter of April 9, 1993, a copy of which is attached, Metro is authorized to function as an Emergency Management agency with respect to natural disaster planning and response coordination. This limited scope of emergency management functions is recognized in the Workplan. Metro's participation through the intergovernmental agreement therefore appears to pose no problems.

<sup>2/</sup> The Agreement contains no qualifications or limitations for REMG membership by special districts. However, fire and emergency medical services districts are identified on page 3 of the Workplan as involved in disaster planning "by the nature of their charters." Although not mentioned, a domestic water supply district which provides fire protection and fire prevention services to its inhabitants pursuant to ORS 264.340 through 264.349 probably would be considered the equivalent of a rural fire protection district for REMG membership purposes. Tualatin Valley Fire and Rescue is identified in the Workplan as a REMG member.

**Regional Emergency Management Group  
Workplan Elements  
Significant Products  
Fiscal Year 1994-95**

**Workplan Element 2: Alert & Warning**

- Product 1:** Develop policies and procedures for notifying jurisdictions in the region of potential or impending emergencies.
- Product 2:** Develop procedures for coordinating public warning.
- Product 3:** Develop common protective actions for the public for all natural disasters.

**Workplan Element 4: Damage Assessment**

- Product 1:** REMG-member jurisdictions will facilitate adoption of the ATC-20 (Applied Technology Council) procedures for the safety evaluation of buildings after an earthquake.
- Product 2:** At least one ATC-20 "train-the-trainer" course will be conducted.

**Workplan Element 8: Incident Command Management**

- Product 1:** The relationship between the Regional Incident Command System Steering Committee and the REMG will be defined.

**Workplan Elements 14 & 15: Public Education**

- Product 1:** Develop and implement a consistent method of sharing the work and progress of the REMG with the public through the media.
- Product 2:** Develop and disseminate a consistent message on an ongoing basis for individual and family preparedness strategies, including the annual April earthquake awareness campaign.
- Product 3:** Create a model for neighborhood emergency preparedness and response.
- Product 4:** Develop standard sample public information messages for disaster response and recovery.

**Workplan Element 17: Resource Management**

- Product 1:** Identify resources to be included in a regional emergency resource inventory.
- Product 2:** REMG members will input a regional resource inventory into standardized computer and hard-copy formats.
- Product 3:** Each county will review the available emergency resource management models, including Washington County's model program.
- Product 4:** Each county will develop a resource management structure, customizing the system to meet its particular management requirements. The goal is to avoid conflict with the Washington County model while building toward a future uniform regional emergency resource management system.

# Regional Emergency Management Workplan Timeline

	FY 1993-94	FY 1994-95	FY 1995-96	FY 1996-97	FY 1997-98
<i>Regional Workplan Elements</i>					
1. Administration	◆				◆
2. Alert & Warning	◆	◆			
3. Communications	◆		◆		
4. Damage Assessment	◆	◆			
5. Debris Removal		◆	◆		
6. Evacuation		◆		◆	
7. Exercises		◆	◆		
8. Incident Command Management	◆	◆			
9. Individual Assistance		◆			◆
10. Judicial Issues		◆		◆	
11. Legal Issues	◆		◆		
12. Medical			◆		◆
13. Mitigation		◆		◆	
14. Public Education (Mitigation & Preparedness)	◆	◆			
15. Public Education (Response & Recovery)	◆	◆			
16. Recovery Management			◆		◆
17. Resource Management	◆	◆			
18. Shelters			◆	◆	
19. Training		◆			◆
20. Transportation		◆			◆
21. Urban Search & Rescue		◆			◆

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**Regional Emergency Management Group  
Workplan Element Product Priorities: Fiscal Year 1994-95**

*Summary*

The Regional Emergency Management Workplan was prepared by the Regional Planning Group of emergency managers in August 1993, and adopted by the jurisdictions participating in the Regional Emergency Management Group (REMG) Intergovernmental Agreement. The work plan identifies 22 elements that should be addressed on a regional basis to improve local capability to prepare for, respond to, recover from and mitigate the impacts of a major disaster.

Recognizing the significance of the challenges for local governments represented by the REMG workplan, emergency managers prioritized the work elements and developed a timeline for implementation. The work elements and significant products to be implemented during the 1994-95 fiscal year are described on Page 2. Three criteria contributed to this prioritization process:

1. The work element must contain products that will significantly contribute to the development of a regional emergency management system.
2. The work element must contain products that will immediately improve local disaster preparedness, response, recovery or mitigation capability.
3. Resources for completing the work element products must be currently available in one or more jurisdiction's pending 1994-95 budgets.

All workplan elements represent important work to be done. For example, the Los Angeles earthquake that struck on Martin Luther King's holiday graphically demonstrates once again the importance of strengthening the structural integrity of key public and essential facilities such as roadways, schools, natural gas, electricity and telecommunications systems. It also shows the need for improving the earthquake safety of private residences, particularly in neighborhoods with older housing stock.

But like many of the possible work products to pursue on a regional basis, obtaining funding for those mitigation tasks will require significant technical staff work and political will. To initiate the REMG process, the emergency managers focused the first year's proposal on work products that meet all three criteria described above. Those products are described on Page 2.

To emphasize the importance of all 22 workplan elements, a draft REMG plan timeline is provided on Page 3. The time frames are illustrative only, and will undoubtedly change as the REMG process unfolds. It is provided to demonstrate that if the REMG process is to be successful, all elements will require attention.

The implementation of some regional work plan elements in fiscal years 1995 through 1997 and beyond may require emergency management funding above that historically provided through the local budget process. Those elements will be part of the focus of future annual REMG work plans.

Work products proposed for 1994-95 can be completed within proposed local budgets, assuming approval by the various jurisdictions and the approval and energetic support of the Policy Advisory Committee. It is anticipated that more ambitious annual work plans will result from the successes demonstrated during this first year of operation.