

RESOLUTION NO. 1218

A RESOLUTION ACCEPTING THE INTER-JURISDICTIONAL EMERGENCY MANAGEMENT CONSOLIDATION PROPOSAL WITH MULTNOMAH COUNTY AND THE CITIES OF FAIRVIEW, GRESHAM, MAYWOOD PARK, PORTLAND AND WOOD VILLAGE FOR THE DELIVERY OF EMERGENCY MANAGEMENT SERVICES WITHIN MULTNOMAH COUNTY AND DIRECTING EMERGENCY MANAGEMENT STAFFS TO IMPLEMENT THE PROPOSAL.

WHEREAS; The governing bodies of Troutdale, Multnomah County, Fairview, Gresham, Maywood Park, Portland, and Wood Village passed Resolution 94-158 in 1994, and

WHEREAS; Resolution 94-158 resolved that the Board of Multnomah County Commissioners, the Councils of the Cities of Portland, Gresham, Troutdale, Wood Village, Fairview and Maywood Park, and the Port of Portland and Fire Districts 14, 20 and 30 direct that a service delivery study be prepared that identifies the acceptable standard of local preparedness for emergency management, and reviews possible organizational structures to provide emergency management planning within the County, and

WHEREAS; A subcommittee of the City/County Consolidation Committee was assigned to develop a standard of care, and service delivery options to meet that standard of care, and

WHEREAS; That subcommittee completed its study and made its service delivery report, and

WHEREAS; The City/County Consolidation committee has selected Option 4 of the service study report as the desired option, and

WHEREAS; The Steering Committee and Technical Subcommittee have developed additional information and implementation details that have resulted in the Inter-Jurisdictional Emergency Management Consolidation Proposal (Exhibit A), and

WHEREAS; The Consolidation Proposal addresses all of the criteria as outlined for the service study and as contained in Resolution 94-158, and

WHEREAS; All state statutes, charter provisions, codes and other legal mandates have been followed in the formation of the recommended organizational structure, and

WHEREAS; The recommended option and consolidation proposal are in support of the overall regional goals of the Regional Emergency Management Group, and

WHEREAS; All appropriate jurisdictions have had input into the development of the service study options, and agree to support its concepts, and


NOW THEREFORE BE IT RESOLVED BY THE COUNCIL OF THE CITY OF TROUTDALE

That the emergency management staffs of Multnomah County, and the Cities of Portland and Gresham are directed to work together to develop the interagency agreement, budgetary documents, and implementation plan necessary to implement the Inter-Jurisdictional Emergency Management Consolidation Proposal, with a desired starting date of February 1, 1996 and a total implementation date of not-later-than July 1, 1998.

YEAS: 5
NAYS: 1 ~~Right~~
ABSTAINED: 0


Paul Thalhofer, Mayor

Dated: 12-15-95


George Martinez, City Recorder

Adopted: 12-12-95

INTER-JURISDICTIONAL EMERGENCY MANAGEMENT CONSOLIDATION PROPOSAL

BACKGROUND

In December of 1994, the Emergency Management Service Delivery Study report was submitted as a result of Resolution 94-158 which was passed by the governing boards of Troutdale, Fairview, Gresham, Portland, and Multnomah County and in a slightly different form in Wood Village. The purpose of this study was to:

1. Identify recommended standards of care for emergency management
2. Identify organizational options for service delivery
3. For each organizational option, identify:
 - A. Whether current quality and level of service will be improved.
 - B. Analyze whether accessibility and accountability to the public and jurisdictions served will be improved.
 - C. Analyze whether program costs will be maintained or reduced from current levels.
 - D. Include performance objectives and evaluation measures to assess the success of the organizational structure in meeting the standard of care.
 - E. Address individual needs of communities.
4. Present recommended option for service delivery.
5. Present recommended implementation plan and schedule.

The purpose of an Emergency Management Program is four-fold:

Mitigation: Those actions taken to eliminate a hazard, or to reduce the potential for damage should a disaster occur. Such actions include establishing building codes, special identification and routing requirements for the movement of hazardous materials, and land use and zoning requirements.

Preparedness: Those actions taken to plan, equip, and train employees, citizens and local governments to respond to emergencies arising from hazards which cannot be eliminated through mitigation. This includes preparation of emergency management and operations plans and exercises to test them.

Response: Those actions taken to save lives and protect property during an emergency. This may include search and rescue, fire suppression, evacuation, emergency feeding and sheltering. It may also include such behind the scenes activities as activating emergency plans, and opening and staffing emergency centers from which jurisdictional decision makers provide direction and control to emergency activities.

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Recovery: Those actions taken to return the jurisdiction to normal. This could include reconstruction of roads and public facilities, securing financial aid for disaster victims, and review and evaluation of response activities.

To accomplish the five tasks contained in Resolution 94-158, a Steering Committee consisting of Multnomah County Commissioner Tanya Collier, who served as Committee Chair, Portland Fire Chief Bob Wall, Gresham Fire Chief Joe Parrott, and Marge Schmunk representing Fairview, Troutdale and Wood Village was established. A Technical Subcommittee consisting of emergency management staff from Portland, Gresham, Multnomah County, Metro, and the Port of Portland was created as a companion to the Steering Committee. Myra Thompson Lee, State of Oregon Emergency Management, and citizen Bruce Greene also participated in the project as members of the Technical Subcommittee.

The December 1994 report: identified the recommended standards of care for emergency management; identified organizational options for service delivery; and for each option identified if current quality and level of service would be improved, analyzed whether program costs would be maintained or reduced, included performance objectives and evaluation measures, and addressed the individual needs of the communities. The Joint City-County Coordinating Committee adopted Option 4 as the preferred option for emergency management services delivery. Following this adoption, the Steering Committee and Technical Subcommittee started the task of developing the implementation plan and schedule.

The Steering Committee and Technical Subcommittee presented a report to the Joint City-County Coordinating Committee in March of 1995. Following the presentation of their report, the Steering Committee and Technical Subcommittee continued to meet, developing additional information and implementation details regarding Option 4. The additional information and implementation details have resulted in the attached document, referred to as the Inter-Jurisdictional Emergency Management Consolidation Proposal.

**INTER-JURISDICTIONAL
EMERGENCY MANAGEMENT CONSOLIDATION PROPOSAL**

CONSOLIDATION PROPOSAL

1. DESCRIPTION

A County-wide Emergency Management Team will be formed by reorganizing the existing three (3) separate emergency management programs of Multnomah County, City of Portland, and City Gresham. To accomplish this, the following will occur.

a. Multnomah County will contract with Gresham and Portland to provide mitigation, preparedness, response, and recovery planning on a east and west regional basis. Jurisdiction specific mitigation and recovery plans would be developed for all political jurisdictions within the County. The County would retain internal recovery and mitigation planning responsibilities, and would also assume responsibility for county-wide coordination of emergency management training. This structure would result in the formation of three (3) Planning Teams within the County; a East Regional Planning Team, and West Regional Planning Team, and an Internal Planning Team.

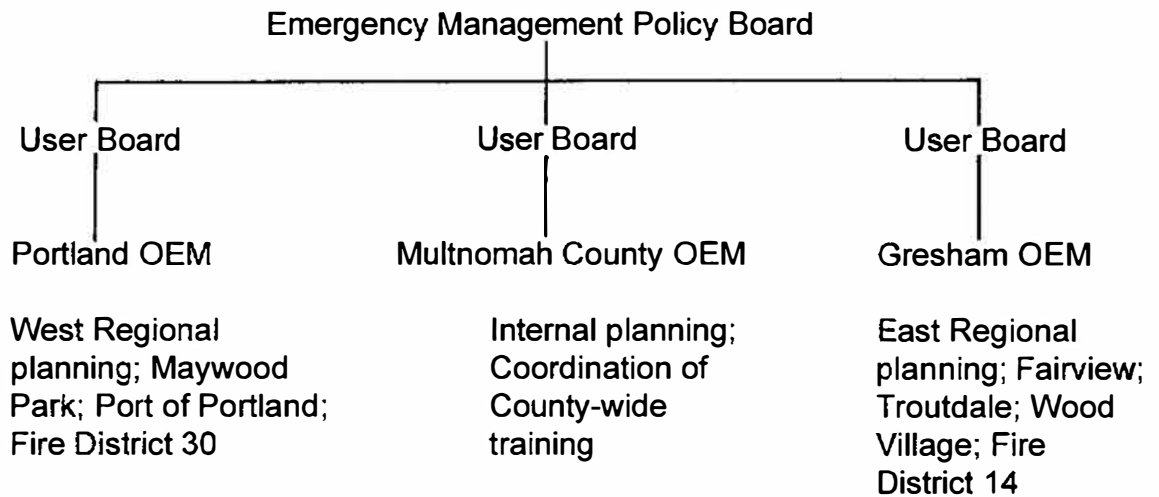
b. A consolidated Emergency Management Policy Board would be formed to provide overall policy direction. The Policy Board would be made up of:

1. Chair, Multnomah County Commission, or elected designee
2. Elected Official, City of Portland
3. Elected Official, City of Gresham
4. Elected Official representing Wood Village, Troutdale, Fairview, and Maywood Park
5. Chief, Portland Fire Bureau
6. Chief, Gresham Fire Department

c. A User Board would be formed for each Planning Team to provide the customers of each team a method to assist in the development of work plans, monitoring plan progress, and provide the assistance necessary for each team to accomplish the required planning. This process is referred to as Phase 1 of the consolidation.

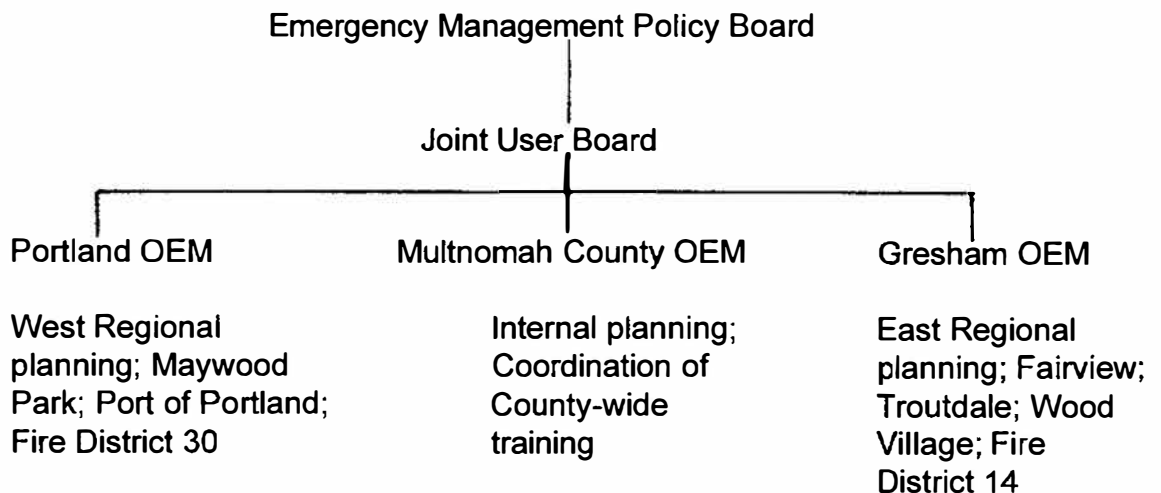
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d. During Phase 1, the initial organizational structure would be as follows:



e. The long-range goal of this option is to have a fully integrated County-wide emergency management program where all emergency managers and full-time staff are co-located in one central facility to include one (1) primary Emergency Coordination Center, (ECC). It is anticipated this goal will be obtainable not-later-than 1998. Obtainment of this goal will indicate the start of Phase 2 of the consolidation.

f. Upon the start of Phase 2, targeted for not-later-than 1998, one joint Users Board would be created to address the needs of the customers of the program. The Phase 2 organizational structure would be as follows:



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g. The duties of the County-wide Emergency Management Team include creation of a Multi-jurisdictional plan for emergency management in the areas of mitigation, preparedness, response and recovery. The Emergency Management Team will organize themselves according to skills that would accomplish the following tasks:

(1) East and west County plans for emergency preparedness and response.

(2) Jurisdiction specific mitigation and recovery plans.

(3) Development and coordination of county-wide plans and procedures in all phases of emergency management.

(4) Internal planning.

(5) Training and exercise.

(6) Developing funding and staffing recommendations, including an implementation plan for co-location.

h. The current role of Metro would be expanded to include:

(1) Developing a regional all-risk hazard analysis to expand current earthquake hazard analysis.

(2) Assist in the development of a regional mitigation strategy in include land use planning, model regulations, etc.

(3) Assist in the development of a post disaster damage assessment process.

(4) Assist in identification of funding and staff resources.

2. DISCUSSION

Successful implementation of this option will require an Intergovernmental Agreement, (IGA), and/or a Memorandum of Understanding, (MOU), between all parties that address the following issues.

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a. A phased consolidation of the three emergency management programs within Multnomah County, (County: including NE cities of Fairview, Troutdale and Wood Village; Portland; Gresham). This phased consolidation will start with the sharing of preparedness and response planning under a east and west zone concept, jurisdiction specific recovery and mitigation plans, and move as quickly as possible to a consolidated county-wide program.

b. An agreement on the part of the cities of Gresham and Portland to adjust their planning time lines.

c. An agreement on the part of the jurisdictions and districts served by the county to receive their service from Gresham and Portland.

d. An agreement on the part of Gresham and Portland to receive their emergency management training coordination from Multnomah County.

e. An agreement on the part of Multnomah County to assign representatives from the following Offices and Departments to the emergency management organization: District Attorney's Office; Sheriff's Office; the Departments of Community and Family Services; Aging Services; Environmental Services; Health; Juvenile Justice; Community Corrections; Libraries; and Management and Support Services. These full-time employees would spend up to .25 percent of their time providing department or office specific planning expertise to the emergency management staff.

f. An agreement on the part of the cities of Fairview, Troutdale, and Wood Village to each provide a .25 full-time employee to the emergency management organization. The primary focus of these personnel will be to provide jurisdiction specific planning expertise to the emergency management staff.

g. An agreement on the part of the City of Maywood Park, the Port of Portland, and Fire Districts 14 and 30 to make staff or representatives available as requested to participate in plan development, training, or exercises.

3. PERFORMANCE OBJECTIVES AND EVALUATION MEASURES

a. The performance objective will continue to be the identified standard of care as follows:

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(1) Planning: Emergency plans will be developed to describe the roles and responsibilities of the planning entity in the phases of disaster mitigation, preparedness, response, and recovery. The plans will be fully integrated with each other, and will be reviewed in their entirety at least annually.

(2) Training: The minimum annual training will include eight ICS classes; Two special course offerings on emergency management topics; Emergency Management Institute classes; and Oregon Emergency Management classes.

(3) Exercises: The annual exercise program will include four table-top exercises and one functional or full-scale exercise. (FEMA standards require one full-scale exercise every four years.)

(5) Administration: Areas to be covered include quarterly "Steering Committee" meetings; Monthly Regional Emergency Management Technical Committee (REMTEC) meetings; State or National committee assignments; and General program maintenance.

b. Evaluation measures will include the oversight of the User and Policy Boards, and the intergovernmental agreements or memorandums of understanding.

4. IMPACT ON INDIVIDUAL NEEDS OF COMMUNITIES AND CITIZENS

- a. One County-wide integrated emergency management program.
- b. Coordination of the program through User and Policy Boards.
- c. Jurisdiction specific mitigation and recovery plans.
- d. One coordination point for emergency management training activities.

5. STEPS FOR IMPLEMENTATION

A. Approval of this consolidation proposal by all political jurisdictions involved through their respective governing body's resolution process.

B. Development of the required Intergovernmental Agreement and/or Memorandum of Understanding that contains a work plan and implementation schedule by the Emergency Management Team.

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C. Approval of the Intergovernmental Agreement and/or Memorandum of Understanding by all political jurisdictions involved.

D. Appointment of members of the consolidated Emergency Management Policy Board, and three User Boards.

E. Development of a implementation plan for co-location, and funding and staffing recommendations by the Emergency Management Team.

F. Approval of the implementation plan for co-location, and funding and staffing recommendations by the User Boards and consolidated Emergency Management Policy Board.

G. Implementation of Phase 2.

Before the Board of Commissioners
for Multnomah County, Oregon

In the Matter of Identifying the Acceptable Standard of)
Local Preparedness, and Investigate and Recommend the)
Optimal Organizational Structure to Provide Emergency)
Management Planning within Multnomah County.)

RESOLUTION
94 -158

THE PARTIES FIND AS FOLLOWS:

WHEREAS; Portland, Gresham, and Multnomah County each have established Emergency Management Programs, and,

WHEREAS; All three provide planning for hazard mitigation, preparedness, response and recovery internal to their jurisdictions, and to other jurisdictions in the Multnomah County area under a variety of contract and mutual aid agreements, and,

WHEREAS; Oregon Statute 401.305 requires each County to have an Emergency Management Agency, establishes that Cities may also have such an agency, and that such agencies may "perform such functions outside the territorial limits as required under any mutual aid or cooperative assistance agreements or as authorized by the county or city," and,

WHEREAS; Oregon Statute chapter 190.010 gives broad authority to local governments to enter into agreements to transfer performance of functions and activities to each other, and,

WHEREAS; Staffing and budget constraints of the current organizational structure have made it difficult to provide a standard level throughout the County, and,

WHEREAS; No agreed upon standard of local preparedness exists within the County, and,

WHEREAS; A Regional Emergency Management Planning Group (REMG) has been established to develop plans to address emergency management issues within the region encompassed by Multnomah, Clackamas, Washington, and Columbia Counties, and,

NOW, THEREFORE BE IT RESOLVED; that the Board of Multnomah County Commissioners, the Councils of the Cities of Portland, Gresham, Troutdale, Wood Village, Fairview, and Maywood Park, and the Port of Portland and Fire Districts 14, 20 and 30 direct that a service delivery study be prepared that identifies the acceptable standard of local preparedness for emergency management, and reviews possible organizational structures to provide emergency management planning within the County. The Parties further direct that the study committee recommend the organizational structure that in its opinion, will most effectively meet the identified standard of care, and,

WHEREAS; The study will:

- a) Identify recommended standard of local preparedness.
- b) Identify recommended organizational structure.
- c) Identify whether current quality and levels of service will be improved.
- d) Analyze whether accessibility and accountability to the public and jurisdictions served will be improved.

- e) Analyze whether program costs will be maintained or reduced from current levels for each organization.
- f) Include performance objectives and evaluation measures to assess the success of the organizational structure in meeting the identified standard of care.
- g) Address individual needs of the communities.
- h) Present recommended option for service delivery.
- i) Present recommended implementation plan and schedule.

WHEREAS; All state statutes, charter provisions, codes and other legal mandates will be followed in the formation of the recommended organizational structure; and the implementation plan will be developed in consultation with counsel, and,

WHEREAS; The proposal will be in support of, not in conflict with, the overall regional goals of the REMG, and,

WHEREAS; Representatives from the following governments will be responsible for developing the proposal: City of Portland (Chief Bob Wall), City of Gresham (Chief Joe Parrott), and the Northeast Cities (Councilor Marge Schmunk). The group will be chaired by Multnomah County Commissioner, Tanya Collier, and,

WHEREAS; REMG participants, Customers, employees, business and community representatives, and representatives of other governmental agencies who wish to impact this proposal will be consulted in this service delivery proposal, and,

AND BE IT FURTHER RESOLVED THAT; A Proposal will be presented to the Parties no later than December 31, 1994, at which time a decision will be made whether to confirm the recommended organizational structure and proceed with implementation.

Approved this 1st day of September, 1994



Board of County Commissioners
For Multnomah County, Oregon

Beverly Stein
Beverly Stein, Chair of Multnomah County

Reviewed by

Laurence Kressel
Laurence Kressel
Multnomah County Counsel