

EMERGENCY OPERATIONS PLAN

AUGUST 2018



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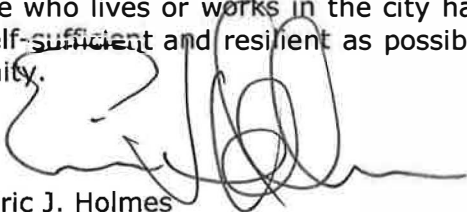
Letter of Promulgation

The Emergency Operations Plan (EOP) for the City of Vancouver is hereby promulgated, implementing the City's responsibilities assigned in the Revised Code of Washington (RCW 38.52.070) and Vancouver Municipal Code (VMC 2.012).

This EOP provides a framework for performing critical functions during an emergency or disaster that exceeds the City's normal response capabilities, and requires extensive collaboration and coordination to protect the safety and welfare of the public.

Key stakeholders have reviewed the plan and had an opportunity to provide input. Stakeholders are asked to advise the Emergency Manager of suggested changes that may improve or increase the usefulness of this plan.

Everyone who lives or works in the city has a shared responsibility to prepare for disaster and be as self-sufficient and resilient as possible in order to minimize the impact of disaster on our community.



Eric J. Holmes
City Manager

August 31, 2018
Date

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BASIC PLAN

A. INTRODUCTION

1. The City of Vancouver is susceptible to numerous natural, technological and human-caused hazards. This Emergency Operations Plan (EOP) is designed to minimize hazard impact on the community and guide well-coordinated response and recovery operations.
2. The City responds to hazards that impact our community with specific priorities and the professional skills to effectively manage a crisis and its consequences.
3. Every employee has an important role in meeting the City's commitment to continue to provide Essential Services as long as possible during emergencies.

B. AUTHORITY & REFERENCES

1. The Revised Code of Washington (RCW) 38.52.070 *Emergency Management* directs each political subdivision of this state to establish an emergency management organization to develop and maintain a comprehensive emergency management plan.
2. The City of Vancouver Municipal Code (VMC) 2.012.060 designates the City Manager as the manager of emergency services and executive head of the city government for emergency management, and lists the duties and responsibilities of the position.
3. The City Manager has directed the Emergency Manager to develop and maintain an Emergency Operations Plan as a core component of the emergency management program and to meet City commitments in the revised Clark County Comprehensive Emergency Management Plan.
4. The EOP is consistent with the Washington State Comprehensive Emergency Management Plan and embodies the principles and intent of the National Incident Management System (NIMS).
5. The City has primary incident management responsibility for incidents that occur within the city boundaries and shares responsibility for managing incidents that overlap with neighboring jurisdictions.
6. City Departments will use the national standard Incident Command System (ICS) to manage all incidents.

C. PURPOSE

1. This plan describes how the City of Vancouver intends to operate during major emergencies or disasters that exceed the City's day-to-day operational capabilities, and require extensive collaboration and coordination to protect public safety and welfare.
2. This plan is a guide and no provision is intended to be mandatory. It is impossible to anticipate every variable that may occur in an emergency situation with evolving needs and limited response resources. This plan does not replace the judgment and expertise of emergency response personnel, department directors and other key stakeholders during an incident.
3. Property owners, residents and visitors should not rely on this plan to ensure the operation or availability of any public service, or to protect their property from damage or destruction. Citizens are expected to develop their own plans for addressing a variety of potential emergency situations (See TAB 6).

4. The EOP establishes response goals and priorities; assigns responsibilities; and describes key relationships in the response coordination process.
5. Tasked departments, assisted by Emergency Management, are expected to develop implementing procedures and checklists to meet their assigned responsibilities.
6. Actions undertaken to meet the intent of this plan will integrate the needs of people with Disabilities, Access, and Functional Needs (DAFN) who may need additional support in maintaining independence, communication, transportation, support, services, self-determination, health and medical care. This may include individuals living in institutionalized settings, older adults, persons from diverse cultures, children, people with Limited English Proficiency (LEP), and others who may need special assistance.

D. TARGET AUDIENCE

1. The EOP target audience includes: elected and senior appointed officials; department directors and key staff; community and mutual aid partners; regional jurisdictions; and local special districts.

E. GOAL

1. Minimize the impact of emergencies and disasters on the community and improve resiliency.

F. PRIORITIES

1. Eliminate major threats to life and safety
2. Stabilize the incident situation
3. Provide basic human needs
4. Maintain/restore Essential Services
5. Protect critical infrastructure and the environment

G. OBJECTIVES

1. On-scene Incident Commanders will establish incident-specific objectives based on the hazard situation and available resources.
2. As an incident evolves and situational awareness improves, response efforts and strategies may be adjusted and coordinated to best meet community objectives.
3. The Emergency Operations Center (EOC) develops the City's overall strategic objectives which are used to prioritize resource allocation when resources are limited.
4. The EOC coordinates development of Public Information objectives and the dissemination of timely accurate incident information to the public.
5. The EOC also establishes benchmarks for multi-department activities such as conducting a major evacuation, establishing a commodity distribution point, activating and managing a shelter, etc.

H. SCOPE

1. This plan addresses internal city response to emergencies or disasters that exceed the City's normal response capabilities and require extensive collaboration and coordination to protect the safety and welfare of the public.
2. This EOP applies to all City departments, employees and elected officials.
3. This plan is activated on the date of promulgation and may be used in part or in whole with or without an Emergency Declaration.

I. SITUATION AND ASSUMPTIONS

1. Situation
 - a. The City of Vancouver is located in Clark County. It is the largest city in SW Washington and considered part of the Portland, OR metropolitan area. While the city has approximately 185,000 residents, it provides critical services to a population and geographic area larger than the city limits. The City has direct responsibility for emergency response to approximately 230,000 sewer and water service customers as well as the 250,000 residents who use City of Vancouver fire/EMS services.
 - b. Approximately 20% of the population speaks a language other than English in the home. Additional demographic and economic information is available in the City Manager's Office.
 - c. The City contracts with Clark Regional Emergency Services Agency (CRESA), for 9-1-1 dispatch and communication services. The City has an agreement with CRESA to augment emergency support services, including hazard identification and vulnerability analyses; county Comprehensive Emergency Management Plan; public alert and warning; 24/7 duty officer, and resource management system.
 - d. CRESA's EOC essentially functions as the Clark County EOC, providing support and coordination services to the cities in the county. The agency itself has no statutory incident management responsibility within the city.
2. Planning Assumptions
 - a. During a major emergency, mutual aid assistance and resources may be limited or unavailable because of similar hazard impact on neighboring jurisdictions.
 - b. Emergencies/natural disasters can occur without warning; the City must be prepared to respond 24/7.
 - c. Outside assistance, if available, may take 72-hours or more to arrive; the City must be prepared to conduct response operations using internal resources only.

J. EMERGENCY CONTINUUM

1. This plan is based on the premise that the increasing scope or level of emergencies can be considered an "emergency continuum," ranging from day-to-day "routine" response operations—to major incidents that require outside assistance—to catastrophic disasters that overwhelm the City's response capability.

2. "Routine" Emergency

- a. Police, fire, emergency medical, public works, and information services respond to many incidents on a recurring or "routine" basis. Routine in the sense that the relative predictability of the situation permits advanced preparation, or that we are able to apply "lessons learned" from similar occurrences in the past. Routine emergencies may involve single or multiple departments and are normally managed using internal City resources.
- b. Examples of "Routine" Emergencies include:
 - Fire, traffic collision, robbery, clogged catch basin
 - Limited residential or wildland fire requiring traffic to be detoured
 - Slight wind storm damage with some branches blocking roadways
 - Small, localized hazardous material spill

3. Major Emergency

- a. A major emergency is one where the City needs to extensively consolidate and coordinate response activities and/or seek external resource assistance in order to effectively meet incident-driven needs.
- b. Examples of Major Emergencies include:
 - Multiple reports of localized flooding
 - Significant windstorm with downed trees/utility lines blocking roadways throughout the community
 - Incident requiring evacuation/sheltering of 50 or more persons
 - Moderate hazardous material spill

4. Catastrophic Emergency

- a. A catastrophic emergency can result from a gradual expansion of response requirements (e.g., during a major winter storm), or from a hazard that may strike the city with little or no notice, such as a Cascadia earthquake or terrorist attack. The common denominator is the serious and widespread hazard impact that overwhelms City response capability. Responders can expect to encounter limited communications, power outages and shortage of critical resources.
- b. Examples of Catastrophic Emergencies include:
 - Major hazardous material spill
 - Severe or extended weather event
 - Large magnitude earthquake

K. HAZARDS

1. The matrix on the next page reflects the City's top ten all-hazard risks based on probability of the hazard occurring and the vulnerability of the city to hazard impact(s). The list also identifies the designated Lead Department responsible for leading the internal city response and incident management activities. (See TAB 3 for additional hazard cause and impact information.)

HAZARD RISK RATING

HAZARD	LEAD DEPARTMENT
1. Earthquake	Public Works
2. Severe weather	Public Works
3. Flood	Public Works
4. HAZMAT spill	Fire Department
5. Critical Infrastructure Failure	Public Works
6. Forest/wildland fire	Fire Department
7. Public Health Emergency	County Public Health
8. Energy Shortage	Public Works
9. Civil Disturbance	Police Department
10. Active Threat/Terrorism	Police Department

L. CONCEPT OF OPERATIONS

1. Lead Department Approach

- a. Lead Department responsibility for an emergency is based on:
 - Legal responsibilities, signed agreements, or past experience; and/or
 - Likelihood they will incur the most extensive hazard impact; and/or
 - Possesses the preponderance of resources needed to resolve the situation
- b. Assigned Areas of Responsibility
 - Public Works—critical infrastructure damage or system failure
 - Fire Dept.—medical, fire and HAZMAT emergencies
 - Police Dept.—law enforcement incident, domestic terrorism, evacuation
 - IT—cyber disruption/intrusion
 - Clark County Public Health—Health Emergencies per RCW 70.05

2. First Responder On-Scene

- a. The first responder to arrive at the incident location assumes the role of Incident Command (IC) and is responsible for all response activities.
- b. The first priority is to assess the situation to identify any hazards that might threaten the safety of individuals in the area. If hazards are identified, the Incident Commander will take immediate action to:
 - Remove individuals from the at-risk area, or
 - Direct them to shelter-in-place
- c. Notify a supervisor or 9-1-1 dispatcher of the emergency situation as soon as practical, and request assistance as needed.

3. Lead Department

- a. Once notified, a Lead Department will respond to the incident scene as quickly as they can. If there are multiple incidents and competing priorities at the onset of an event, it might be awhile before they arrive.
- b. If needed, arriving responders from the Lead Department will initiate a transfer of incident command and assume responsibility for subsequent incident response and recovery activities.
- c. During the response process, it is not uncommon to have multiple transfers of Incident Command take place as agencies/departments complete their portion of the response and move on to other tasking.
- d. When Lead Departments share or have overlapping responsibility, they may establish a Unified Command. Participants then coordinate their respective responsibilities and activities within a single ICS organization.
- e. Most incidents are resolved on-scene using Lead Department resources assisted by their Department Operations Center (DOC). Minor support from other departments may be needed; mutual aid, if used, is limited.
- f. Whenever a Lead or Supporting Department anticipates the possible need for EOC services, they notify the Emergency Manager (EM). At that point, the EM begins to closely monitor the incident situation while considering options and pre-emptory actions to meet anticipated needs, including early coordination with neighboring jurisdictions, utility companies, and other community partners.

4. Emergency Manager (EM)

- a. Monitors incident progress when notified by the IC or Lead DOC that response activities could potentially require EOC support.
- b. Develops a tentative EOC staffing package based on incident-specific factors and the potential need for related EOC support services.
- c. If the situation warrants, initiates a partial or full EOC activation tailored to address incident needs and assumes the role of EOC Director.
- d. If the anticipated need for EOC support services recedes and the incident is resolved, the Emergency Manager will cancel pre-emptory EOC actions.
- e. Early and frequent incident information-sharing is a critical component in gaining initial situational awareness and timely EOC activation/support.

5. Emergency Operations Center (EOC)

- a. Whenever the situation warrants, the EM may activate the City EOC to gather situation status and develop a Common Operating Picture; anticipate resource needs; coordinate internal and external resource support; and manage incident information flow.

- b. When the EOC is activated, the EM becomes the EOC Director, responsible for all EOC functions and activities.
- c. The EM will selectively staff EOC positions based on the type and quantity of resources requested and the need to coordinate support activities.
- d. The role and responsibilities of the on-scene Incident Commander do not change when the EOC is activated.
- e. The EOC Director will notify the CRESA Duty Officer of EOC activation in order for CRESA to provide timely assistance when requested.

6. Supporting Departments

- a. Provide resources as requested, including staff that may be re-tasked from their day-to-day responsibilities in order to meet higher priority needs.
- b. If a resource request jeopardizes a department's delivery of Tier 1 or Tier 2 Essential Services (as described in the City's Continuity of Operations (COOP) Plan), the Department Director will advise the EOC Director.
- c. The EOC Director, in coordination with the City Manager, will designate the priority for resource allocation based on: 1) urgency of need; 2) likelihood of timely external resource assistance; and 3) lead time needed to initiate COOP operations.
- d. Coordinate resource requests/deliveries directly with the Lead Department DOC or on-scene Incident Command Post.
- e. When the EOC is activated, each department will keep Logistics Section informed of resource request status and forward any unfilled resource requests to them.
- f. Resources assigned to the incident are under the operational control of the on-scene Incident Commander.
- g. Resource providers will check-in at the designated on-scene location or staging area to receive or update final delivery/employment instructions.

7. Incident/Resource Priority

- a. When multiple incidents requiring simultaneous response compete for the same limited resources, the City Manager/EOC Director will designate incident priority and direct resources be allocated accordingly.
- b. Supporting Departments provide resources on request unless delivery of Tier 1 or Tier 2 Essential Services is jeopardized.
- c. If a resource request jeopardizes a department's delivery of Tier 1 or Tier 2 Essential Services, the impacted Department will advise the EOC Director who, in coordination with the City Manager, will designate priority allocation based on:
 - Doing the greatest good for the greatest number of people;
 - Urgency of need;
 - Likelihood of timely external resource assistance; and
 - Lead time needed to initiate COOP operations.

- d. When an incident or disaster is multi-jurisdictional, the City Manager or EOC Director will assign a City representative to the county Multi-Agency Coordination Group (MACG) established to secure, prioritize and allocate scarce resources.

M. COMMAND AND CONTROL

1. The City Manager is the “executive head” of city government during emergencies, and has established the following Order of Succession:

- Deputy City Manager
- Director of Public Works

2. Incident Command Authority

- a. The City Manager has granted Lead Department Directors on-scene incident management authority for their respective areas of responsibility.
- b. Department Directors, in turn, have delegated Incident Command authority to designated employees, based on experience, expertise and leadership skills.
 - Vancouver Fire Department has Incident Command authority for fire/EMS operations
 - Vancouver Police Department has Incident Command authority for law enforcement-related incidents
 - Information Technical Services has Incident Command authority for cyber disruption or intrusion incidents
 - Public Works has Incident Command authority for infrastructure-related incidents, except for incidents which occur on state or federal highways within the city, where Washington State Patrol or Department of Transportation has authority.
- c. Incident Command authority is valid for incidents which threaten or occur within the city, and except for Vancouver Fire which has Incident Command authority within the District 5 service area; and Public Works, in those areas where the City has direct responsibility for sewer and water services.

2. Department Operations Centers (DOCs)

- a. DOCs are established and staffed by individual departments to coordinate and control actions specific to that department during an emergency event.
- b. Department Directors activate their respective DOC based on the department role in the incident situation.
- c. The DOC manages department owned and controlled resources; monitors department operations city-wide; maintains/restores Essential Services; and performs high priority response tasks.
- d. DOC staff shares objectives, strategies, and status updates with the EOC at regular intervals.
- e. When the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of public information countywide.

N. INCIDENT RESPONSE ROLES AND RESPONSIBILITIES

1. Mayor and City Council

- a. Inform the City Manager/EOC of their location, availability and contact information.
- b. Continue to perform policy-level duties, representing the City in regional policy groups and committees.
- c. Assist the PIO (as requested) to communicate hazard information and protective action instructions to residents
- d. Authorize financial support for emergency response and recovery activities.

2. City Manager

- a. Responsible for all emergency operations, with authority to:
 - Issue emergency declarations and invoke emergency orders.
 - Direct EOC activation and operation; assign employees to EOC positions.
 - Coordinate response and recovery actions with community partners, neighboring jurisdictions, and state agencies.
 - Implement mutual aid agreements and request county, state and federal resource assistance.
 - Release/distribute incident Situation Reports (SITREPs) and Emergency Public Information bulletins.
 - Share incident information and situation assessments with external agencies.
- b. Act as the Single-Point-of-Contact for the Mayor and City Council.

3. Lead Department Director

- a. Use the Incident Command System (ICS) to manage the incident.
- b. Designate an on-scene Incident Commander (IC) who will:
 - Assess the incident-specific situation and hazard impact.
 - Establish an on-scene Command Post and initiate actions to
 - 1) Eliminate major threats to life and safety.
 - 2) Stabilize the incident situation.
 - 3) Provide basic human needs.
 - 4) Maintain/restore Essential Services.
 - 5) Protect critical infrastructure and the environment.
 - 6) Establish and maintain situational awareness and provide the Common Operating Picture to all participants.
 - 7) Resolve the situation at the lowest practical level.
 - 8) Coordinate response actions with supporting departments/agencies.
 - 9) Notify the Emergency Manager or EOC Director if resource support or coordination is needed or anticipated.

- c. Provide ICS-trained personnel to staff the EOC when requested.
- d. Conduct after-action debriefing to identify improvement actions/lessons learned.

4. Supporting Department Directors

- a. Provide support/resources requested by the Incident Commander.
- b. When requested, designate an on-scene IC to participate in Unified Command or to assume IC responsibilities when a transfer of command is appropriate.
- c. Continue delivery of Essential Services as long as conditions permit.
- d. Provide ICS-trained personnel to staff the EOC when requested.
- e. Conduct after-action debriefing to identify lessons learned and potential improvement actions.

5. Emergency Manager

- a. Establish and maintain an EOC capability (facility, equipment, staff, communications, and procedures) that can be operational within 1 hour of notification during normal working hours and within 2 hours at all other times.
- b. Establish and maintain situational awareness of incident and hazard status.
- c. Selectively activate and staff the EOC as needed.
- d. Direct EOC operations
 - Coordinate internal and external incident information flow.
 - Develop and maintain a Common Operating Picture of incident situational awareness for stakeholders.
 - Identify any Essential Services interrupted or potentially at-risk and activate appropriate portions of the Continuity of Operations (COOP) Plan.
- e. Keep City Manager/Deputy City Manager informed.
- f. Conduct EOC debriefing to identify potential EOP/EOC improvements.

6. All Departments—Common Roles and Responsibilities (See TAB 5 for department-specific responsibilities)

- a. Account for the safety and welfare of on-duty employees.
- b. Provide resource support when requested.
- c. Develop internal procedures to implement the tasking assigned in this plan and train designated personnel in their use.
- d. Provide ICS-trained personnel to staff the EOC when requested.
- e. Encourage department personnel to serve in EOC positions and allocate them time for EOC training and exercises.

- f. Continue to deliver Essential Services to the community as long as conditions permit.
- g. Establish policies/procedures to promote employee and customer safety during emergencies.
- h. Encourage each employee to develop household emergency plans and emergency supply kits to facilitate at-home safety and self-sufficiency, enabling employees to rapidly return to or remain at work.

7. Community Partners

- a. The City embraces the “Whole Community” concept to increase participation in preparedness and response activities of a wide range of private, nonprofit stakeholders and private citizens.
- b. Improving coordination and working relationships with community partners during preparation, response, and recovery will help optimize survivability, improve quality of life, and build community resiliency.
- c. The City engages community partners in both the private and public sectors in emergency preparedness, response, and recovery activities.
- d. Community partners are encouraged to coordinate their emergency plans with the City.
- e. Community roles are discussed in more detail in TAB 6.

O. FINANCE/ADMINISTRATION

1. The ability to recover eligible costs incurred during a declared emergency starts at the onset of the event by establishing a cost tracking system.
2. Each department that provides resources in support of emergency response or recovery will track expenses using the incident-specific cost code assigned by the Finance Director.
3. FEMA determines the costs that are eligible for reimbursement, which may include: overtime for personnel; emergency contracting and other procurements; debris removal; emergency protective measures; repair, restoration or replacement of roads and bridges; water control facilities; buildings, water treatment plants and delivery systems; power generation and distribution facilities (generators, substations, power lines); telecommunications; wastewater collection systems; treatment plants; parks; and playgrounds.
4. A Presidential Declaration is required in order to access federal resources and to receive reimbursement of eligible incident response and recovery costs.
5. FEMA reviews the Governor’s request on its way to the White House, using as one of its considerations a county/state per-capita dollar threshold to measure disaster impact. The threshold is adjusted annually based on CPI and meeting the FEMA-established county/state disaster impact threshold significantly improves the likelihood of approval for a Presidential Declaration.

6. A Presidential Declaration will:
 - a. Specify federal agencies that will provide assistance.
 - b. Identify the type(s) of disaster assistance to be provided.
 - c. Establish the federal/local cost share (normally 75%/25%).
 - d. List the specific counties eligible to receive federal disaster assistance.
 - e. Designate the disaster response activities eligible for reimbursement.
7. Public Assistance (PA) is the most common type of federal disaster assistance authorized in a Presidential Declaration. The declaration describes the types of PA that the federal government will provide. PA shares costs to repair, replace and recover damage to local infrastructure (most commonly roads, bridges, critical facilities, etc.). The cost share is normally 75% federal and 25% local, but may vary. Public Assistance does not provide any disaster support for individuals.
8. Individual and Household Assistance (IHA) is another federal assistance program that must be specifically authorized in a Presidential Declaration and focuses on victim needs. IHA is infrequently authorized, and when it is, only provides limited financial support to help individuals with their immediate need for housing, food and basic human needs. Damage to property is only covered to the extent that the damage is not covered by insurance.
9. The EOC Finance Section will consolidate incident damage and cost information, as well as collate, prepare and submit documentation for federal reimbursement if eligible. Finance will also coordinate federal disaster assistance activities in the city with county and state officials.
10. The City Manager or designee may make emergency procurements consistent with the provisions of Section 2 of Ordinance M-2129 codified at VMC 3.05.030.

P. LOGISTICS

1. The EOC Logistics Section provides equipment, services, facilities, personnel, supplies, equipment maintenance and fuel to support response operations. Logistics staff, working with Department Operations Centers, ensures that food and medical services are available for incident personnel.
2. When City resources are overwhelmed or unavailable, the Logistics Section contacts mutual aid partners for resource support. Mutual aid agreements describe procedures for requesting assistance; participant responsibilities; liability issues; reimbursement and operating guidelines. The City has multiple mutual aid agreements including the Washington Intrastate Mutual Aid System (WAMAS).
3. The City also maintains a list of vendors that may be queried for supplies and equipment. City pre-approved vendors are given first priority because they have already met all standards for working with the City. Additional providers may be used based on qualification and emergency procurement guidelines.
4. State and federal resources can be requested upon declaration of an emergency. State resources can be accessed as authorized in a Governor's declaration. A Presidential Declaration will designate the type of federal resources that are authorized to provide local disaster assistance.

5. The Emergency Management Assistance Compact (EMAC) is a congressionally ratified process that provides interstate mutual aid. States and regions that have signed onto the EMAC have agreed on liability and reimbursement procedures, allowing for expedited sharing of resources. To access EMAC assistance, the Governor must first declare a state of emergency and then request resources through the signatories of the compact. FEMA has no functional role in EMAC.

Q. PLAN DEVELOPMENT AND MAINTENANCE

1. City departments will develop and maintain implementing procedures and checklists for achieving their assigned emergency management responsibilities as outlined in this plan.
2. The Emergency Manager is responsible for coordinating and updating this plan, assisting departments to develop action plans/checklists to implement the plan, and for training and evaluating department/city capabilities.
3. The EOP will be exercised or activated annually with subsequent review and updates as lessons are learned.
4. The Emergency Manager, in coordination with affected departments, may make changes to TABs and non-substantive changes to the Basic Plan without City Manager approval. Notification of changes will be provided to all stakeholders.
5. The entire EOP will be formally reviewed and promulgated at least every two years.

R. DISTRIBUTION AND RECORD OF CHANGES

1. The Master EOP will be maintained by the Emergency Manager. Electronic versions of the EOP will be posted on-line and made available on request.
2. Emergency Management will maintain a current list of individuals and organizations receiving printed copies of the EOP on the Record of Distribution in the Master EOP. When plan holders receive updates and revisions, they are expected to post and record the changes in their respective EOP document.

TABs

TAB 1—Glossary and Acronyms

TAB 2—Authorities and References

TAB 3—Hazard Causes and Potential Impacts

TAB 4—Emergency Operations Center (EOC)

TAB 5—Department Roles and Responsibilities

TAB 6—Community Role and Responsibilities

TAB 1 GLOSSARY AND ACRONYMS

All-Hazards: A grouping classification encompassing all conditions, environmental or human-caused, with the potential to cause injury, illness, or death; damage to or loss of equipment, infrastructure services, or property; or cause functional degradation to social, economic, or environmental conditions.

Basic Human Needs: Shelter, food, water and medical/health services.

Common Operating Picture: The core situational awareness capability for effective decision making and timely staff actions by collecting, sharing and displaying multi-dimensional information that facilitates collaborative planning.

Continuity of Operations Plan (COOP): A plan designed to enable federal, state and local agencies to continue delivery of Essential Services to their customers under a broad range of emergency conditions and circumstances.

CRESA: Clark Regional Emergency Services Agency, a regional public safety agency that provides 9-1-1 dispatch, radio technology services and emergency management support. The CRESA EOC functions essentially as the Clark County EOC, although the agency has no statutory incident management responsibility within the city.

Department Operations Center (DOC): A specially equipped facility and staff established by individual departments to coordinate and control actions specific to that department during an emergency. DOC's focus on support of on-scene operations, but they also monitor incident impact on other department activities, re-allocating resources as necessary to continue delivery of Essential Services. When the EOC is activated, DOCs hold a subordinate position in allocating resources and managing incident information citywide.

Disability, Access, and Functional Needs (DAFN): People who may need additional assistance in maintaining health, independence, communication, transportation, support, services, self-determination, and medical care. This may include people with disabilities, individuals living in institutionalized settings, older adults, persons from diverse cultures, children, people with Limited English Proficiency (LEP) or non-English speaking, or are transportation disadvantaged.

Emergency: "Civil emergency" means a riot, unlawful assembly, insurrection, enemy attack, sabotage, or other hostile action; or a natural or human caused disaster, (e.g., fire, flood, storm, explosion, earthquake, volcanic disturbance or other natural cause).

Emergency Operations Center (EOC): A centralized, specially equipped facility and staff that serves as the hub of incident information and from which emergency operations are directed and coordinated.

Emergency Operations Plan (EOP): A comprehensive plan that describes how an organization intends to operate during response and recovery from a wide variety of potential threats and hazards.

Essential Services: Services provided to the public (based on law or policy) that establish and maintain civil authority, public safety and welfare, and other vital services.

Exercise: An orchestrated, scheduled event used to train for, assess, practice, and improve performance in incident prevention, response, and recovery capabilities.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome; natural or man-made source or cause of harm or difficulty.

Incident: An occurrence, caused by either human action or natural phenomena that may cause harm and may require an emergency response.

Incident Command System (ICS): A standardized approach to the command, control and coordination of on-scene emergency response activities. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure during incidents.

Incident Management: The broad spectrum of organizations and activities providing effective and efficient operations, coordination, and support at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

Individual and Household Assistance (IHA): A program that provides financial and/or direct assistance to eligible applicants who, as a result of a major disaster or emergency, have necessary expenses and serious needs that are unmet through insurance or other means. IHA requires specific authorization through a Presidential Declaration.

Lead Department: Department designated to lead internal city response and incident management based on: 1) legal responsibilities, signed agreements, or past experience; and/or 2) likelihood they will incur the most extensive hazard impact; and/or 3) possess the preponderance of resources needed to resolve the situation. Lead departments may have the EOC coordinate with external stakeholders and community partners.

Limited English Proficiency (LEP): A term used to describe a person who is not fluent in the English language, often because it is not their native language.

Mitigation: The actions and investments taken to prevent or reduce future damage or injury from hazards by lessening their impact.

Multi-Agency Coordination Group (MACG): A framework enabling stakeholder representatives to coordinate a variety of incident management support activities, including critical resource allocation.

National Incident Management System (NIMS): A systematic, proactive approach guiding government agencies, nongovernmental organizations, and private sector partners to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents. The primary NIMS components are Public Information, the Incident Command System, and the Multi-agency Coordination System.

Prevention: Capabilities needed to prevent, or stop a threatened or actual act of terrorism.

Public Assistance (PA): Federal assistance provided under the Stafford Act to states, tribes, local governments, and certain private nonprofit organizations (PNPs) to help them recover from disasters as quickly as possible; requires authorization through a Presidential Declaration.

Public Information: Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Recovery: The capabilities and processes necessary to assist communities affected by an incident to recover effectively.

Regional Disaster Preparedness Organization (RDPO): A partnership of government agencies, non-governmental organizations, and private-sector stakeholders in Clackamas, Columbia, Multnomah, and Washington counties in Oregon and Clark County in Washington collaborating to increase the region's resiliency to disasters.

Region IV: A 4-county (Clark, Cowlitz, Skamania, Wahkiakum) region created by Washington State Emergency Management to facilitate planning and implementation of programs and projects funded by Homeland Security grants.

Resources: Personnel and major items of equipment, supplies, facilities, and services available or potentially available for assignment to incident operations.

Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

Risk: The potential for an unwanted outcome resulting from an incident or event, as determined by its likelihood of occurrence and the resulting consequences.

Risk Assessment: A product or process which collects information and assigns values to risks for the purpose of informing priorities, developing or comparing courses of action, and informing decision making.

Security: The protection of the nation and its people, vital interests, and way of life.

Stafford Act: The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, describes how the federal government will provide disaster support to state and local jurisdictions.

Threat: A natural or manmade occurrence, individual, entity, or action that has or indicates the potential to pose violence or danger to life, the environment, and/or property.

Tier System: A ranking system used to reflect the relative importance of individual Essential Services and to guide prioritization of continuity and/or restoration actions.

Vulnerability: A physical feature or operational attribute that renders an entity open to exploitation or susceptible to a given hazard.

Whole Community: A focus on participation in preparedness and response activities of a wide range of private, nonprofit stakeholders, including nongovernment organizations, the general public, and local governmental partners in order to foster better coordination and working relationships.

TAB 2 AUTHORITIES AND REFERENCES

1. City of Vancouver

The City has legal responsibility for responding to emergencies within its boundaries and in those areas outside the city limits where it is directly responsible for sewer, water, and fire/EMS services. The city shares responsibility with adjoining jurisdictions when an incident or hazard overlaps common boundaries.

- a. Vancouver Municipal Code 2.12 *Emergency Operations*
- b. EOC Operations Plan (Aug 2018)
- c. Continuity of Operations Plan—COOP (Aug 2012)

2. Clark County

The County has responsibility for managing incidents in the unincorporated area and a shared responsibility with adjoining jurisdictions when an incident or hazard overlaps common boundaries. Public Health has incident management responsibility for Health Emergencies throughout the county.

- a. Comprehensive Emergency Management Plan (CEMP-Dec 2013)
- b. Public Health Emergency Plan
- c. Natural Hazard Mitigation Plan (2017)
- d. Disaster Debris Management Plan (2018)

3. Regional

- a. Emergency Transportation Routes (2005)
- b. Mt St. Helens – Mt Adams Volcanic Region Coordination Plan (Oct 2014)
- c. Portland Metropolitan Region Emergency Public Information Concept of Operations Plan (Mar 2016)
- d. Regional Multi-Agency Coordination System (MACS) Concept of Operations Plan (Jun 2014)

4. Washington State

- a. Revised Code of Washington (RCW) 38.52.070
- b. Comprehensive Emergency Management Plan (CEMP) (Jun 2016)

5. Federal

- a. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
- b. Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
- c. Code of Federal Regulations (CFR), Title 44. *Emergency Management Assistance*
- d. Homeland Security Act of 2002
- e. Homeland Security Presidential Directive (HSPD) 5: *Management of Domestic Incidents*
- f. Presidential Policy Directive 8: *National Preparedness*
- g. U.S. Department of Homeland Security, *National Incident Management System (NIMS)* and *National Response Framework (NRF)*

TAB 3 HAZARD CAUSES AND POTENTIAL IMPACTS

Hazard Identification and Vulnerability Risk Rankings

1. Earthquake

- a. Caused by tectonic plate movement or crustal fault activity; intensity varies from minor to catastrophic (as in the case of a Cascadia Subduction Zone earthquake).
- b. Potential impact:
 - Infrastructure damage (collapsed buildings/bridges/utilities).
 - High risk of multiple injuries/deaths.
 - Major transportation/economic disruptions/fuel shortages.
 - Need for shelter/mass care.
 - Extended period of power outages/utility systems failure.
 - Secondary hazards such as landslides, flooding, or energy shortages resulting from liquefaction, dam failures and system disruptions.

2. Severe Weather

- a. Caused by prolonged duration cold weather events with ice or snow; periods of excessive heat; or short-duration events with winds/gusts 50+mph, including the potential for tornadoes.
- b. Potential impact:
 - Power outages.
 - Infrastructure damage (buildings/roads/bridges/traffic signals).
 - Transportation/property damage/economic disruptions.
 - High risk of injury/loss of life.
 - Need for shelter/mass care.
 - School closures may impact employee availability.

3. Flooding

- a. Caused by short-duration, heavy rain sometimes compounded by saturated or frozen soils, or by rapid melting snow/ice.
- b. Potential impact:
 - Property damage in low-lying areas.
 - Impacts concentrated along creeks/streams.
 - Transportation/economic disruptions.

4. HAZMAT (Hazardous Material) Spill

- a. Caused by the release or spillage of hazardous chemicals or chemical wastes. Most commonly associated with equipment failure, human error, or sabotage; can occur during transport (highway, rail, waterway, or pipeline) or while stored or in use at fixed facilities.
- b. Potential impact:
 - Life-threatening contamination from airborne or surface hazards.
 - Major explosion/fire hazard (e.g., natural gas lines, train derailments).
 - Need for specially-trained/equipped response teams.
 - Immediate need to evacuate or shelter-in-place at-risk population.

5. Critical Infrastructure Failure

- a. Caused by single or sequential incidents such as earthquakes; extreme hot or cold temperatures; sabotage; or severe storms that damage or limit capacity of power grids, cyber networks, and transportation or communications systems.
- b. Potential impact:
 - Widespread loss of life-sustaining community services.
 - Major interruption to air and surface transportation systems.
 - Limited capability to communicate among responders or with public.
 - Civil unrest due to limited/lack of services and/or allocation priorities.
 - Extensive time for system repair/restoration.

6. Forest/Wildland Fire

- a. Uncontrolled burning of grasslands, brush or woodland area; caused by lightning or human activity that sparks an increasingly dry, hazardous fuel supply brought about by a decline in forest health.
- b. Potential impact:
 - Rapidly changing threat due to fire behavior factors, particularly weather.
 - Life safety threat to residents in wildland/urban interface area.
 - Need to evacuate within days or hours.
 - Property damage/economic impact.

7. Public Health Emergency (Clark County Public Health Department has Lead Department responsibility)

- a. Caused by disease outbreaks, including food borne illnesses and respiratory diseases.
- b. Potential impact:
 - Tendency to affect vulnerable populations.
 - Multiple deaths in the community.
 - Illnesses that require hospitalization, quarantines, or cause people to miss work, resulting in closure of restaurants, schools, and businesses and subsequent economic impact.

8. Energy Shortage

- a. Caused by limited supplies of petroleum, electrical, or natural gas due to natural-occurring events, political situations, or increased demand during periods of extreme hot or cold weather.
- b. Potential impact:
 - Request for voluntary consumer fuel conservation.
 - Odd/even rationing of gas/diesel fuel at gas stations.
 - State "set-aside" fuel supplies for continuation of Essential Services.
 - Reduced availability of goods and supplies—including food and water.

9. Civil Disturbance

- a. A demonstration, riot, or strike that disrupts our community and requires intervention to maintain public safety.
- b. Potential impact:
 - Unlawful violence and injury
 - Property damage
 - Disruption of transportation routes
 - Impact to critical infrastructure

10. Active Threat/Terrorism

- a. Caused by groups or individuals who actively engage in killing or attempting to kill people in a confined or populated area, or who direct unlawful force or violence at elements of our government or population in furtherance of political or social objectives.
- b. Potential impact:
 - Ranges from massive loss of life and property damage to nuisance service interruptions.

Potential terrorist targets include: power grids, water supply and treatment, public transportation, critical facilities, events, communications, public safety, etc.

Emerging Threats

1. **Climate change**, including sea level rise, is not a specific hazard but a broad environmental change that will affect many of our hazards. For example, sea level rise combined with larger floods may cause some areas to become unusable for living and working. Climate change is expected to have wide ranging impacts that will intensify over decades. Hazards most affected are weather related: flooding, heat, water shortages, wind, snow and landslides.
2. **Cyber disruption** is a growing threat as computer-driven controls have become the norm for systems that allow modern cities to thrive. Widespread intrusion or prolonged outages can disable critical public safety, utility and transportation systems leading to severe consequences for our citizens. Protection and prevention programs focus on minimizing cyber disruptions, while response planning addresses the potential impact of cyber disruption on individual infrastructure components.

TAB 4—EMERGENCY OPERATIONS CENTER (EOC)

A. EOC Mission

1. The mission of the City EOC is to minimize the impact of incidents on the community through coordinated planning, information sharing and resource management between all City departments, partnering agencies and the public.
2. The EOC, using the flow of incident information from multiple sources, establishes and maintains an assessment of the incident situation—a Common Operating Picture—for all stakeholders. The EOC also monitors potential hazard impacts city-wide, using advance planning to minimize impact on the public by anticipating and preventing interruption of Essential Services. The Incident Commander may also delegate support actions to a Department Operations Center or to the EOC.

B. Relationship with On-Scene Operations and Department Operations Centers

1. During normal operations, the EOC does not direct incident operations in the field nor communicate directly with on-scene units. Instead, responders communicate directly with their Department Operations Center (DOC) on incident status and when they need resource assistance or support. The DOCs provide the EOC current incident information and request EOC resource support when needed. The EOC provides strategic policy guidance; maintains the Common Operating Picture for all stakeholders; coordinates incident activity among department DOCs; and establishes allocation priority for critical resources.
2. Lead Departments activate their DOC as needed to support their on-scene Incident Commander and to ensure continuity of critical department operations.
3. Support Departments may activate their own DOC or may choose to co-locate with the Lead Department DOC to facilitate incident coordination.
4. The DOC focuses on supporting department activities at the incident location while monitoring potential incident impact on other department activities. The DOC re-allocates non-committed department resources as necessary to continue delivery of Essential Services.
5. When the EOC is activated, DOCs coordinate resource allocation citywide through the EOC.

C. Coordination among Response Elements

The on-scene Incident Commander (IC) establishes incident objectives and manages response activities from the Incident Command Post (ICP) using resources from the Lead and supporting departments. The IC/ICP keep department DOCs informed with periodic situation updates. The IC, ICP, and DOCs are the primary sources of incident information for the EOC.

1. Emergency response operations with different objectives may be conducted at multiple locations within the city. If that were to occur, more than one on-scene Incident Command operation may be established and may compete for limited resources. It is critical that the allocation of scarce resources to specific field operations be coordinated through the DOCs and prioritized by the EOC.

2. Information and resource needs will be coordinated between DOCs as necessary to effectively manage the incident. Once the EOC is activated, information and resource needs must be coordinated through the EOC.
3. The EOC will coordinate with the DOCs and/or on-scene ICP/IC to determine optimal allocation of internal and external resources; the need for technical support; and to gather incident information needed by senior managers in order to make critical resource management decisions.
4. If a DOC is unable to fill a resource request, they forward the requirement to the EOC.
5. Timely, accurate incident information flow is an absolutely essential element in effectively managing incidents at all levels.

D. Purpose of the EOC

1. Gain and Maintain Situational Awareness

- a. Initial situational awareness is based on the answers to three key questions:
 - What happened?
 - What are current/potential impacts to people, infrastructure, and services?
 - What response operations are needed, underway or anticipated?
- b. From this information, an initial **Common Operating Picture** (COP) is developed and continually updated for accuracy as the incident evolves.
- c. Sharing incident information is crucial to building and sustaining an effective COP, and to verify and correct what is known. It supports unity of effort by establishing a common view of the incident—responders can't coordinate effectively if they hold different opinions of what happened and its impacts.
- d. Individual departments share incident information with the EOC, where the Planning Section collects, analyzes and disseminates information reflecting the Common Operating Picture.
- e. The EOC issues an abbreviated Situation Report (SITREP) to all stakeholders at the beginning of the response to establish initial situational awareness. As the situation evolves, the EOC issues a comprehensive report every 6-12 hours to convey the current Common Operating Picture and resource information.

2. Develop Plans of Action

- a. The EOC helps City departments develop response strategies by bringing together decision-makers to assess, problem solve, and coordinate strategic activities. This process integrates incident response needs, considerations and capabilities among City departments along with other stakeholders.

3. Activate and Deploy Resources

- a. Responders at all levels must balance available resources against the needs of the incident, using priorities established in the Incident Action Plan (IAP) when deciding which resources to activate and where to deploy them. City-level strategic goals are reflected in the EOC Action Plan, and provide guidance to assist responders at all levels in developing a comprehensive plan for response and recovery.

4. **Keep the Public Informed**

- a. A Joint Information Center (JIC) within the EOC is staffed with public information officers from departments and managed by a JIC Supervisor.
- b. When the EOC is activated, all public messaging by City departments and Incident Commanders in the field is coordinated through the JIC, creating one central point of citywide messaging.
- c. The focus is on providing timely and accurate information to the public about:
 - The cause of the disaster and its impacts.
 - Hazard and protective action information.
 - Status of response operations.
 - Instructions on how to obtain assistance.
 - How to volunteer or assist in the response and recovery.

5. **Develop the EOC Action Plan (AP)**

- a. The EOC AP guides EOC operations by defining strategies, objectives and tasks that will need to be accomplished to meet that strategy. The Planning Section develops the AP through a collaborative process involving all stakeholders in the EOC.
- b. The initial phase of AP planning occurs during EOC activation and identifies the specific actions that will be used to guide EOC operations during the first few hours of an event. This includes notification of partners and responders that the EOC is activated.
- c. Objectives for initial EOC action planning come from one of three sources:
 - Event-specific objectives developed before the first activation period for known or projected incident conditions/situations. For example, a political event, demonstration, or 4th of July celebration.
 - Hazard-specific objectives for winter storms or energy emergencies that can be pre-developed in advance of EOC activation.
 - Standing EOC objectives can be used for no-notice activations until there is sufficient time to develop incident-specific objectives.

6. **EOC Action Plan Standing Objectives**

- a. Develop and maintain situation awareness.
 - The first objective is to gather incident information (rapidly incorporate social media), and make an initial situation assessment.
 - This initial assessment, along with the EOC objectives, will drive EOC operations during the initial hours of activation.
 - Issue initial and follow-on Situation Reports
 - Coordinate incident-related mapping.

- b. Develop and execute a City-wide strategy for response and recovery.
 - Establish and maintain the EOC Action Plan (AP) planning cycle.
 - Identify impacts to vulnerable populations and the city-at-large.
 - Ensure areas of operation and responsibility are clearly defined.
 - Provide logistical support to field operations.
 - Support restoration of critical services such as utilities and healthcare.
 - Conduct advanced contingency planning.
 - Anticipate the need to staff and operate local Points of Distribution, Staging Areas, Donation Centers and other facilities and functions.
- c. Coordinate communication between City departments, external agencies and the community.
 - Establish and maintain communications with all partners.
 - Participate in a Joint Information System (JIS) with CRESA.
 - Establish liaison with CREOC (CRESA EOC).
- d. Promote unity of effort with City departments and external agencies.
 - Leverage all available resources based on City goals, priorities, and strategy.
 - Support a regional approach to meeting the needs of vulnerable populations and restoration of Essential Services.
 - Consider assigning an EOC liaison to CRESA EOC.
 - Wherever practical, provide support to neighboring jurisdictions.
- e. Address impacts to the community in a comprehensive manner.
 - Use advanced planning to identify potential challenges and opportunities.
 - Initiate recovery plans/actions as soon as practical.
 - Coordinate impact analysis and response needs with regional partners.

7. **Determining Subsequent EOC Action Plan Objectives**

- a. EOC staff coordinates resources, plans of action, and share information as they work to solve issues and problems.
- b. Section Chiefs, PIO, and Planning Section collaborate to establish objectives for the next operational period, which are then approved by the EOC Director.
- c. The Planning Section coordinates with EOC staff to develop strategies, missions and tasks needed to meet the EOC objectives.
- d. At the planning meeting, the EOC planning team reviews, deconflicts, and finalizes the Action Plan for the next operational period and distributes to all stakeholders.

D. EOC Activation

1. **EOC Activation Process** Any Department Director or Incident Commander will request EOC activation when they see a need to develop plans of action, coordinate resources, gather information, or seek assistance in resolving strategic issues during events.
 - a. The Emergency Manager serves as the single point of contact for any request to activate the Emergency Operations Center and becomes the EOC Director.
 - b. EOC staffing levels are based on incident-specific need depending on:
 - The nature, scale, and severity of the hazard and known or possible impacts.
 - The degree and extent of support needed to achieve response objectives.
 - The amount of media or public attention.
 - Benefit achieved through centrally coordinating departmental operations.
 - Other unrelated incidents underway or planned events scheduled.
 - c. The Emergency Manager consults with the City Manager/Deputy Manager on EOC activation level and staffing.
 - d. The Emergency Manager becomes the EOC Director; notifies Team members to report to the EOC; and tracks any issues, problems, or potential EOC requests until such time as the EOC is operating.
 - e. EOC Director responsibilities:
 - Activate and staff the EOC.
 - Coordinate citywide strategic response.
 - Advise the City Manager on incident status.
 - Facilitate resolution of incident-related policy issues.
 - Notify CRESA Duty Officer of EOC activation.
 - Resolve conflicts over jurisdiction and authority.
 - Oversee development and termination of Emergency Declarations/Orders.
 - City point-of-contact for regional, state and federal emergency agencies.
 - Designate alternate EOC Directors and appoint EOC Section Chiefs.
 - Provide for demobilization of staff and EOC facility.
2. **EOC Operating Levels.** EOC operating levels communicate the level of response by the City and help organize EOC position staffing and planning efforts.
 - a. **Level 1: Monitoring and Assessment**—Incident or events where there is a period of warning or the impacts are limited. The Emergency Manager closely monitors the situation and briefs stakeholders that may potentially be impacted by the incident or event or play a role in response. The Emergency Manager is available to provide assistance to the responding departments but EOC activation is unlikely. Some examples of possible triggers include:
 - National Weather Service forecast and/or storm watch or warning.
 - Intelligence indicating that violence is anticipated at a planned event.

- Large structural fire.
 - Isolation/quarantine ordered for an individual or group which may have contracted or been exposed to a serious disease that poses a potential public health risk.
- b. **Level 2: Partial Activation**—Incident or event has the potential for, or causes, major impacts that are expected to be of relatively short duration and can be managed using City resources. Mutual aid assistance, if needed, is limited. EOC activation is likely, with the Emergency Manager becoming the EOC Director and selectively staffing the EOC to meet incident-specific needs. Possible triggers include:
- Large structural fire with significant disruption to the surrounding area.
 - Evacuation of a hospital.
 - Passenger airplane crash.
 - Winter storm of limited duration and severity.
 - Earthquake with limited damage.
 - Terrorist attack, using conventional weapons and directed against one target with limited impacts.
- c. **Level 3: Full Activation**—Incident or event has the potential for, or causes, significant and extensive impacts such as large numbers of injured, loss of life, wide-spread damage to structures or loss of utility services. City resources and capabilities are not sufficient to meet emergency needs. Restoration of basic services might take several weeks/months. Mutual aid, State and Federal assistance will be required. EOC will activate and Declaration of Civil Emergency will be issued. Triggers include:
- Strong earthquake with structural collapse, fires, injuries and fatalities.
 - Widespread infectious disease outbreak that threatens the delivery of Essential Services or continuity of city authority.
 - Terrorist attack involving multiple targets using conventional weapons.
 - Widespread outage of utility services and/or limitations on key transportation routes for an extended period of time.
 - Fatalities and/or injured exceeds the capacity of the healthcare system.
 - Several multiple alarm fires within the city.

E. Direction and Control

3. City Manager The City Manager is the “executive head” of city government during emergencies and has been granted extraordinary emergency authority over all City resources by the Council per City Code (VMC 2.012).
- a. City Manager Order of Succession
- Deputy City Manager
 - Director of Public Works

4. Emergency Declaration

- a. Whenever a civil emergency or the imminent threat thereof, occurs in the city and requires extraordinary and immediate measures to protect the public peace, safety and welfare, the City Manager may declare a "Civil Emergency." (VMC 2.012)
- b. If the Council is in session the City Manager requests the Council declare the existence or threatened existence of a civil emergency. If the Council is not in session, the City Manager signs the emergency declaration and issues any orders.
- c. Once signed by the City Manager, the declaration and any orders must be filed with the City Clerk as soon as practical and presented to the City Council for ratification and confirmation, modification, or rejection by a majority of Council then present and voting.
- d. Declarations shall be considered in full force and effect until the Council shall act.
- e. Declarations which are rejected, after vote, shall be void.
- f. The City Manager or Council shall terminate the declaration when order has been restored in the affected area of the city.
- g. Under the declaration of emergency, the City Manager may issue one or more of the following Emergency Orders:
 - Impose a curfew.
 - Require any or all businesses to close.
 - Require closure of businesses that sell alcoholic beverages.
 - Stop the sale, distribution or giving away of alcoholic beverages.
 - Stop the sale, distribution or giving away of gasoline or other flammable liquid or combustible products.
 - Close public places.
 - Establish economic controls.
 - Direct the use of public and private health, medical and convalescent facilities and equipment.
 - Shut off, restore and operate utility services in accordance with priorities established for combating the civil emergency.
 - Provide for the evacuation and reception of the population of the city or any part thereof.
 - Other such orders as are necessary for the protection of life and property.
- h. The City Attorney's Office is responsible for providing legal advice to the City Manager and EOC Director, and for drafting and coordinating Emergency Declarations and Orders.
- i. Once an Emergency Declaration is made, if the incident exceeds the City's response capability, the EOC Director can request assistance through the State Emergency Operations Center (SEOC).

5. Department Directors, senior staff and the EOC Director advise the City Manager on policy issues; steps to improve coordination between departments; and resource allocation.

G. EOC Locations

1. Primary EOC: 415 W. 6th Street, Vancouver, WA 98668 (City Hall).
2. Alternate EOC: To be determined.

H. EOC Organization and Staffing

1. The EOC is organized using the Incident Command System model, with an EOC Director instead of the incident command position. The EOC Director has both command and general staff positions that can be selectively activated.
2. Department Directors approve selection and assignment of employees to EOC positions. The Emergency Manager organizes the EOC Team, provides position and section training, and monitors staff availability.
3. The Command Staff includes Public Information, Safety, Legal and Liaison functions, and are staffed by personnel trained and experienced in performing these special functions.
4. The General Staff performs a coordinating role in support of incident response and recovery in the areas of Operations, Planning, Logistics and Finance/Admin.
 - Operations Section is comprised of an Operations Section Chief and four branches representing the primary Lead Departments (Police, Fire, Public Works, and IT). The Ops Section provides discipline-specific expertise and resource support to on-scene responders.
 - Planning Section is staffed by employees assigned from Community and Economic Development and various other departments. The section focuses on maintaining incident situational awareness by providing a Common Operating Picture for all stakeholders. Planning also provides GIS and advance planning services.
 - Logistics Section is staffed with representatives from multiple disciplines with functional expertise in human resource management; IT technical services; vehicle and equipment services; emergency communications; and facility operations and maintenance.
 - Finance/Admin Section is comprised of subject-matter experts who conduct the more formal resource actions of contracting and procurement; managing compensation and claims; collecting and maintaining incident documentation; providing EOC security; and maintaining the EOC facility, including material support to EOC staff.

I. Public Information

1. The EOC Lead PIO will utilize a Joint Information System (JIS) to organize, integrate, and coordinate emergency information activities among Department PIOs, regional partners, and community stakeholders to ensure timely, accurate, and consistent messaging.

2. The EOC Lead PIO will determine whether it is necessary to establish a Joint Information Center (JIC) during an emergency or disaster. The JIC is a physical location where public affairs professionals from involved agencies come together to coordinate information to be released to the public and to the media.
 - a. The JIC will normally be co-located with the EOC and staffed by the Communications Department and PIOs from Public Works, Police or Fire. Other stakeholder agencies may also assign PIO representatives to participate in JIC operations.
 - b. JIC staff will coordinate all information to be released internally and externally to ensure consistency and accuracy.
 - c. The JIC is the central point for media access to the latest developments and emergency information.
3. The Lead PIO will:
 - a. Participate in all EOC briefings and planning meetings.
 - b. Review all Situation Reports before they are published.
 - c. Ensure the EOC Director approves press releases prior to release.

TAB 5—DEPARTMENT ROLES AND RESPONSIBILITIES

ALL CITY DEPARTMENTS

Common Roles and Responsibilities

1. Develop policies and procedures prescribing actions employees should take during a major emergency or disaster to optimize their and customer safety and welfare.
2. Establish and maintain their portion of the City's Continuity of Operations Plan (COOP) to provide Essential Services to the community during an emergency or major disaster.
3. Support and participate in emergency training and exercises.
4. Account for on-duty personnel and report results to EOC Logistics
5. Develop procedures and checklists to implement department responsibilities outlined in this and other emergency plans.
6. Activate a Department Operating Center (DOC) or alternate work site when necessary.
7. Review and approve employee assignments to the City Emergency Operations Center (EOC).
8. Communicate and coordinate with the City EOC when activated.
9. Keep the City EOC informed of department operational status.
10. Train select departmental staff in the Incident Command System (ICS) and National Incident Management System (NIMS).
11. Nurture a culture of preparedness by encouraging employees to maintain a personal emergency supply kit in their office, car, and at home.
12. Provide initial damage assessment for department facilities and equipment to EOC Planning.
13. Document incident activities and costs.
14. Ensure department plans and procedures are developed, current, exercised, and implemented when directed.

MAYOR and CITY COUNCIL

Roles

1. Ratify Emergency Proclamations and Emergency Orders.
2. Provide policy guidance to City Manager.
3. Represent the City on county and regional policy councils/task forces.

Responsibilities

1. Contact City EOC or City Manager with location, contact information, and availability as soon as practical during a major emergency or natural disaster.
2. Promptly review and approve or disapprove Emergency Proclamation and/or Emergency Orders.
3. Coordinate community outreach/public appearances with the City Manager/PIO prior to event.
4. Provide liaison with local, regional, state and Federal elected officials as required.
5. Establish emergency spending authorities/appropriate funds as needed.
6. Support adoption and implementation of mutual aid plans and agreements.
7. Support implementation of Continuity of Operations (COOP) Plan.

CITY MANAGER/DEPUTY

Roles

1. Assume role as “executive head” with duties as prescribed in VMC 2.012.
2. Provide overall direction and control of City emergency plans and operations.
3. Ensure continuity of government authority and delivery of Essential Services.
4. Keep Mayor and City Council informed.

Responsibilities

1. Issue Emergency Proclamations/Emergency Orders.
2. Evaluate effectiveness of emergency response activities.
3. Seek ratification of Emergency Proclamations/Orders from City Council as soon as practicable.
4. Ensure Continuity of Operations (COOP).
5. In coordination with the PIO, provide emergency information to the public.

CITY ATTORNEY'S OFFICE

Role

1. Provide legal advice to the City Manager, EOC Director, Incident Commander, Mayor, City Council, and City staff.

Responsibilities

1. Provide and coordinate legal advice to the City Manager, EOC Director, Incident Commander and Department Directors, Mayor and City Council as it pertains to emergency response operations.
2. Review agreements, contracts, and other incident/emergency-related documents for form and content.
3. Prepare Emergency Proclamations, Executive Orders and other incident-related ordinances and resolutions.
4. Provide legal review of incident plans and supporting documents to ensure compliance with local, state and federal requirements.
5. Provide liability releases for volunteers.

COMMUNICATIONS

Roles

1. Lead agency for public information for the City.
2. Coordinates department-assigned PIO activities.
3. Manages CTV, City website and City social media platforms.

Responsibilities

1. Provide qualified staff to perform EOC Public Information Officer (PIO) duties.
2. Utilize the Joint Information System to collect, analyze and distribute timely and accurate incident information, both internally and to the public.
3. Coordinate PIO activities with CRESA EOC.
4. Determine whether a Joint Information Center is needed.
5. Coordinate communications activities needed for the development and implementation of emergency preparedness programs for City employees and the public.
6. Coordinate communications activities relating to Individual and Household Assistance programs, Disaster Assistance Center operations, and related activities with county, state and federal counterparts.

COMMUNITY AND ECONOMIC DEVELOPMENT DEPARTMENT

Roles

1. Conduct initial and subsequent damage assessments to both public and private properties.
2. Coordinate City recovery efforts.

Responsibilities

1. Account for on-duty personnel and report results to EOC Logistics.
2. Provide initial preliminary damage assessment (PDA) for residential, institutional, and business structures, including City-owned buildings using Applied Technology Council ATC-20 and ATC-45 guidance. This effort should be integrated with damage reports from field units, in-depth structural/safety assessments, and dangerous building condemnation follow-up.
3. Manage initial damage assessment of City infrastructure and critical facilities in coordination with Public Works.
4. Ensure emergency preparedness planning is included in building permitting and inspection process.
5. Develop plans to manage land use, environmental impact, and related mitigation issues before and following disasters.
6. Provide expertise and recommendations for construction, demolition, and mitigation before and after a disaster.
7. Determine building safety of City facilities and recommend evacuation as appropriate (coordinate with Police/Fire/Public Works).
8. Coordinate activation and operation of Disaster Assistance Centers.
9. Plan for recovery of City facilities and critical infrastructure.

FINANCE DEPARTMENT

Roles

1. Manage the identification and tracking of outside resources required for incident response.
2. Provide guidance and funding for emergency resource procurement.
3. Establish incident-specific cost code and track incident-related expenses.
4. Provide for the preservation of historical records.

Responsibilities

1. Account for on-duty personnel and report results to EOC Logistics.
2. Train departments on incident expense tracking and federal reimbursement documentation criteria.
3. Provide cost code(s) and track the status of incident related expenses.
4. Coordinate with other departments to identify resource shortfalls.
5. Provide a budget for supplies and equipment for incident related spending.
6. Document and submit incident related spending for state and federal reimbursement.
7. Keep up-to-date with the FEMA process for reimbursement of disaster-related expenses.
8. Coordinate the reimbursement process with other departments.
9. Preserve City historical records.

FIRE DEPARTMENT

Roles

1. Serve as Lead Department for
 - a. Fire suppression.
 - b. Emergency Medical Service (EMS).
 - c. Hazardous materials response.
 - d. Technical rescue operations.
 - e. River response.
2. Serve as Primary City Liaison with County Public Health Department for Health Emergencies.

Responsibilities

1. Account for on-duty personnel and report results to EOC Logistics.
2. Assess and report operational status of Fire facilities/equipment/crews to EOC Planning.
3. Report damage to critical infrastructure to EOC Planning.
4. Respond to fire and hazardous materials incidents.
5. Provide basic and advanced life support.
6. Coordinate transport of ill or injured persons.
7. Assist in emergency road clearing.
8. Support EOC and JIS/PIO staffing requirements.
9. Coordinate EOC 800 MHz and HAM radio communications with CRESA.

HUMAN RESOURCES DEPARTMENT

Roles

1. Facilitate effective use of City staff during emergencies including re-tasking of existing staff needed to support response and/or recovery operations.
2. Coordinate use of emergency/temporary workers and volunteers with EOC Operations.

Responsibilities

1. Account for on-duty personnel and report results to EOC Logistics.
2. Develop plans and procedures for employee notification and support during major incidents or disasters.
3. Coordinate use of available employees, including re-tasking, with EOC Operations.
4. Coordinate City employee family locator information.
5. Encourage employees to establish an out-of-area contact to reach family members when usual methods fail.
6. Coordinate the registration of emergency/temporary workers and volunteers.
7. Develop procedures to call back current employees on vacation or days off.
8. Develop procedures whereby on-duty employees can request HR assistance in determining safety/welfare of family/household members.
9. Establish procedures to track personnel costs during emergencies, to include FEMA special conditions for salaried employees for long duration incidents (i.e. re-assigned or utilizing overtime).

INFORMATION TECHNOLOGY

Roles

1. Serve as Lead Department for cyber disruption incidents.
2. Develop and manage a robust, resilient telecommunications and information systems infrastructure.

Responsibilities

1. Conduct damage assessment of City infrastructure: network, servers, internet, computers, phone system, and backup site.
2. Advise EOC Director on status and capability of emergency communications systems.
3. Assure that communication networks provide links from or to the EOC for key stakeholders.
4. Develop and operate employee alert and notification capabilities.
5. Establish and maintain out-of-area data backup.
6. Coordinate repair/restoration of information technology and phone services.
7. Develop redundant infrastructure (network, communications, data backup, etc.) in advance to help ensure functionality in a disaster.
8. Develop processes for system recovery and data restoration in case of failure.

PARKS AND RECREATION DEPARTMENT

Role

1. Coordinate the use of department facilities and properties in support of emergency operations (e.g., sheltering, feeding, and mass care of persons and animals).

Responsibilities

1. Account for on-duty personnel and report results to EOC Logistics.
2. Coordinate mass care activities, including operation of emergency shelters with support agencies and with volunteer organizations such as Red Cross, Medical Reserve Corps (MRC), Community Emergency Response Team (CERT), County Public Health, and faith-based community teams.
3. Coordinate food, meals, water and ice at fixed feeding locations and mobile feeding requirements with other response agencies.
4. Coordinate emergency first aid and health care with County Public Health, private providers/hospitals and Fire Department/EMS in designated mass care locations.
5. Coordinate animal evacuation and sheltering during an incident with Clark County Animal Control and Humane Society for SW Washington.
6. Coordinate Points of Dispensing for treatment/pharmaceuticals with County Public Health and health care providers.
7. Coordinate commodity points of distribution locations and operations.
8. Coordinate use of P & R facilities, including park properties or auxiliary sites for use as Disaster Recovery Centers, logistics staging areas, casualty collection points, temporary debris collection/handling sites, etc.
9. Assist other City departments to obtain equipment and personnel needed for emergency response.

POLICE DEPARTMENT

Roles

1. Serve as Lead Department for
 - a. Law enforcement-related incidents.
 - b. Known or suspected acts of domestic terrorism.
 - c. Civil unrest.
 - d. Evacuations.

Responsibilities

1. Account for on-duty personnel and report results to EOC Logistics.
2. Coordinate emergency traffic control.
3. Prevent and control civil disorder.
4. Establish incident command; activate DOC as needed.
5. Coordinate search and rescue operations with fire agencies and CCSO.
6. Provide security to EOC, shelters, food and water distribution/staging areas, evacuated areas.
7. Support public health isolation/quarantine plans and activities.
8. Report damage to critical infrastructure to EOC Planning.
9. Support EOC and JIS/PIO staffing requirements.

PUBLIC WORKS DEPARTMENT

Roles

1. Serve as Lead Department for
 - a. Earthquake.
 - b. Severe Weather.
 - c. Flood.
 - d. Energy Emergency.
 - e. Landslides.
 - f. Incidents involving critical infrastructure damage or system failure, including bridges and transportation routes.

Responsibilities

1. Establish incident command; activate DOC as needed and participate with the PIO/JIS to develop timely messages to the public addressing impacts to infrastructure and utility services.
2. Account for on-duty personnel and report results to EOC Logistics; monitor safety compliance for all field personnel throughout response and recovery.
3. Assess damage to city facilities, utility systems, transportation, and other critical infrastructure, and report findings to EOC Planning.
4. Deploy resources for traffic control, evacuations, time-sensitive repairs (e.g., signals, water supply, wastewater collection/treatment; facility security), sandbagging, preliminary debris clearance or other immediate response requirements.
5. Develop and maintain an Emergency Fuel Plan to ensure the capability to provide Essential Services (vehicle operation, emergency generator operation, etc.) during fuel shortage situations.
6. Develop a plan, in collaboration with CED, to assess infrastructure operational status; conduct facility damage assessments; determine if city facilities are safe for occupancy/operation; and coordinate priorities for facility repair and utilization.
7. Coordinate and perform/contract major recovery operations work for roads, bridges, signal and lighting systems, public utilities, and buildings.
8. Coordinate incident-related traffic issues with Police and Fire responders; designate alternative routes and deploy signage for detours.
9. Coordinate Emergency Transportation Routes in and out of the city with Clark County and WSDOT; ensure access to critical facilities within the city.
10. Report road conditions, closures, and use limitations to EOC Planning on a continuous basis.

PUBLIC WORKS DEPARTMENT (cont'd)

11. Assess overall status of the transportation system; identify potential needs and resources; track capability of rail, river, air and road systems to move people and goods in and out of the city.
12. Monitor potential contamination of water systems and disruption of storm water and wastewater systems.
13. Provide mitigation measures for short term restoration of city utility services.
14. Coordinate disaster debris clearing, temporary storage, processing, and disposal operations.
15. Assess and recommend response to environmental damage to streams, bluffs, shorelines, wetlands and riverbanks or other environmentally sensitive areas in coordination with CED and regulatory partners.

RISK MANAGEMENT

Roles

1. Primary city agency for employee and incident-related public safety during major emergencies or natural disasters.
2. Coordinate compensation and claims issues/processes.

Responsibilities

1. Coordinate incident safety issues and practices with on-scene Safety Officer and provide assistance as requested.
2. Determine if appropriate level of personal protective equipment (PPE) is being used and that personnel have been trained in their use.
3. Monitor/coordinate incident-related safety issues to promote public safety and welfare.
4. Provide analysis of injuries and liaison with OSHA.
5. Administer financial matters relating to incident injuries, death, or equipment/property damage.
6. Ensure appropriate documentation and evidence-gathering for any injury- or damage-causing event that could result in claim against the city.
7. Establish procedures with Logistics/HR to receive prompt notification of employee injury or death.
8. Confirm that Logistics/HR has made arrangements for timely notification of next-of-kin for serious injuries or deaths.

TAB 6—COMMUNITY RESPONSIBILITIES

Everyone who lives or works in the city of Vancouver has a shared responsibility to prepare for disaster and be as self-sufficient and resilient as possible in order to minimize the impact of disaster on our community.

The community plays an enormously important role before, during and after an incident. A major disaster is likely to quickly overwhelm City resources and it will take time before outside assistance can arrive to help us. Because we will not have the resources needed to meet the increased demand, we will need to allocate our limited resources to service core priorities. Resource allocation will be based on providing the “most good for the most people.”

1. Eliminate and reduce major threats to life and safety.
2. Stabilize the incident situation.
3. Provide basic human needs.
4. Maintain/restore Essential Services.
5. Protect critical infrastructure and the environment.

You can help by being informed, making a plan, and taking action to be ready for any emergency. Knowledgeable citizens who are prepared to take care of themselves and their families, and assist neighbors in the early phases of a major emergency or disaster make a significant contribution toward survival and community resiliency.

Citizen Responsibilities

1. Be aware of hazard risks and reduce hazards in their homes.
2. Know the appropriate protective actions.
3. Prepare emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
4. Sign-up for emergency alerts and monitor emergency communications closely.
5. Volunteer with established community and neighborhood organizations; participate in “Map Your Neighborhood” efforts.
6. Enroll in emergency preparedness, response, and recovery training courses such as the Community Emergency Response Team (CERT) program.
7. Include child participation in preparedness activities.

Additional Considerations for Citizens with Disability, Access, and Functional Needs

1. Create a support network, inform them where your emergency supplies are, and consider giving one member a key to your house of apartment.
2. Discuss your emergency plan with those who can assist you and/or your dependents; keep a contact list.
3. Check with services, public transportation or paratransit to identify accessible transport options; plan ahead for evacuation or medical transport needs.
4. Identify your options for medical equipment if a power outage occurs.

5. Wear medical alert tags or bracelets.
6. Make note of the best way to communicate with you in an emergency if you have a communications disability.
7. If you are deaf or hard of hearing,
 - a. Have an emergency radio that provides text display and a flashing alert.
 - b. Include extra hearing-aid batteries and a TTY.
 - c. Take pen and paper to communicate with people who don't know sign language.
8. If you are blind or vision-impaired,
 - a. Mark emergency supplies with Braille labels or large print. Keep a list of your emergency supplies on a portable flash drive, or make an audio file that is kept in a safe place where you can access it.
 - b. Keep a Braille or Deaf-Blind communications device in your emergency kit.
9. If you have a mobility disability,
 - a. If you use a power wheelchair, have a lightweight manual chair available as a backup. Show others how to operate your wheelchair.
 - b. Know the size and weight of your wheelchair, and if it is collapsible for transportation.
 - c. Keep an extra mobility device such as a cane or walker, if you use one.
 - d. If you use a seat cushion to protect your skin or maintain your balance, and you evacuate without your wheelchair, take your cushion with you.
10. If dialysis is part of a health maintenance plan or routine or other life-sustaining treatment, know location and availability of more than one dialysis facility.
11. Plan to evacuate with assistive devices and to replace equipment if lost or destroyed.
 - a. Keep model information and note where the equipment came from such as Medicaid, Medicare or private insurance.

Non-Government and Faith-Based Organizations

1. Promote community preparedness activities.
2. Coordinate preparedness, response and recovery activities with the City.
3. Train and manage volunteer resources.
4. Establish and operate shelters.
5. Provide critical emergency services to those in need, such as cleaning supplies, clothing, food shelter, and assistance with post-emergency cleanup.
6. Identify those whose needs have not been met and help coordinate assistance.
7. Support the distribution of public information.

Business Community

1. Promote employee hazard awareness and knowledge of protective actions.
2. Develop a Continuity of Business Plan.
3. Develop an emergency response plan.
 - a. Describe policies and procedures.
 - b. Assign roles and responsibilities.
 - c. Train employees to take action.
 - d. Exercise your response plan.
4. Develop alert and notification procedures.
5. Promote family and household preparedness among employees.
6. Participate in community emergency response and disaster recovery planning.