

CITY OF BOARDMAN

EMERGENCY ACTION PLAN



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INTRODUCTION TO EMERGENCY PLAN

Boardman, like most communities across America, is continually exposed to the possibility of floods, extreme weather conditions, earthquakes, hazardous materials incidents, fires, transportation accidents, civil disturbances, utility failures, and other disastrous events that can disrupt and threaten the people, property, economy and well-being of the community.

Government at all levels has the responsibility to prepare for unforeseen emergencies in order to protect the health and safety of the citizens and prevent loss of life and property during emergencies. Local government is the first line of defense against threats to the community and has responsibility to develop and maintain the ability to take immediate protective actions within limits of resources and provide for sustained emergency activities through leadership and coordination of other available resources. This Emergency Plan describes the policies and guidelines that the City of Boardman has adopted to minimize the harmful effects from emergency events.

Emergency management is divided into four phases: MITIGATION, PREPAREDNESS, RESPONSE, and RECOVERY.

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

PREPAREDNESS- Includes actions taken to plan, equip, and train citizens and local government to respond to emergencies arising from hazards, which cannot be eliminated through mitigation. This may include preparation of emergency operations plans, guidelines, and exercises to test them. It may also include training in evacuation procedures, home fire safety and/or purchasing of equipment and supplies needed to respond to the emergency.

RESPONSE- Includes actions taken to save lives and protect property during an emergency. This may include search and rescue, fire suppression, evacuation and/or providing food and shelter. It may also include such behind the scenes activities as activating emergency plans and opening/staffing Emergency Operations Centers.

RECOVERY- Includes those processes that seek to restore vital services to the community and provide for the basic needs of the public. This could include reconstruction of roads and public facilities, securing financial aid for disaster victims and review and critique of response activities.

All departments of the City of Boardman have responsibilities in all phases of emergency management. The responsibilities of mitigation and preparedness are addressed in departmental policies, procedures, and/or operational guidelines whereas this Emergency Plan focuses primarily on Emergency Response and short-term recovery activities.

Emergency response and recovery in Boardman is based upon four fundamental principles:

- **The City of Boardman is responsible for emergency management and will lead and coordinate all resources and activities to control emergency incidents occurring in the City.** All county, state or federal resources; aid from other cities; private equipment or manpower; and/or volunteer agencies brought into an emergency control effort will be coordinated and directed by the City.
- **The City of Boardman has incorporated the National Incident Management System (NIMS) into this Plan.** To the extent that an evolving emergency creates the need for

cooperative/coordinated response from multiple disciplines and levels of government, as well as private sector and non-governmental organizations, the City of Boardman will operate within the guidance provided by NIMS.

- **The Incident Command System (ICS) will be used by the City of Boardman to systematically organize all resources and direct them towards the most effective fulfillment of the overall objectives.** The ICS is a nationally recognized emergency management structure that is used by nearly all emergency management agencies in the United States.
- **All City employees may be assigned to tasks that support the control of emergencies.** Day to day job assignments may be suspended so that all of the City's resources can be focused on minimizing the effects of the emergency. Emergency task assignments will parallel an employee's day-to-day job tasks as much as possible in recognition that people cannot be expected to safely and effectively perform tasks that are unfamiliar to them. The tasks will resemble day-to-day tasks; only the objectives will be different. For example: where on a normal day a clerk may be processing payroll and answering the telephone, during an emergency he/she may be helping earthquake victims fill out loan applications and assisting relief agencies process requests for assistance.

This plan stresses the extraordinary emergency response functions applicable to all emergencies or disasters, while recognizing the unique aspects of specific types of emergencies or disasters. The plan is based upon the fact that there are basic response functions that are necessary to manage any emergency regardless of type or magnitude.

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SECTION 1

GENERAL PROVISIONS

1-1 AUTHORITY

This Emergency Operations Plan is issued in accordance with and under the provisions of Oregon Revised Statute (ORS) Chapter 401 and the Charter of the City of Boardman.

1-2 SCOPE

This plan describes the roles and responsibilities of emergency responders within the City of Boardman. It identifies who will be in charge of an incident. It provides guidelines for coordinating emergency services. It also describes how the City of Boardman will coordinate with adjacent jurisdictions, state agencies, federal agencies, industry, and volunteer organizations.

This plan is considered a guide for managing all types of large-scale emergencies/disasters in Boardman:

- A. Weather emergencies (wind, snow/ice, and flood)
- B. Hazardous Materials Incidents
- C. Rail, air or highway accidents
- D. Fires and Conflagrations
- E. Civil Disturbances
- F. Utility Failure
- G. Earthquakes

1-3 CONTINUITY OF GOVERNMENT

To ensure the orderly continuation of leadership in an emergency, the following order of responsibility for maintaining government is established:

- A. City Manager or City Council designee
- B. Police Chief
- C. Director of Public Works
- D. Fire Chief

1-4 RELATIONSHIP TO OTHER PLANS

The City of Boardman recognizes Morrow County's Emergency Operations Plan, the Oregon State Emergency Operations Plan and the federal government's emergency response system as described in the National Response Plan. The City of Boardman incorporates these plans by reference into this Emergency Operations Plan.

This plan is also in coordination with local emergency/disaster plans of the American Red Cross, Good Shepard Hospital and local major industries.

1-5 EXERCISE/TRAINING

Exercises are a way to check procedures and coordination with other agencies before problems occur in an actual emergency. Exercises consist of the performance of duties, tasks, or operations in a manner similar to the way they would be performed in a real emergency.

The goal of exercising/training is to improve operational readiness by testing the skills and the application of techniques, policies and guidelines relating to this plan.

The Fire Chief is responsible for planning, scheduling, and conducting training for City employees at least once every two years.

SECTION 2 OPERATIONS

2-1 CONCEPT OF OPERATIONS

It is the responsibility of the City of Boardman to safeguard life and property by making maximum use of available manpower and all resources, public and private to minimize the effects of an emergency.

The City, through this Emergency Operations Plan, establishes a structured emergency response system based upon the premise that the Public Works, Police or Fire Department(s) will have primary operational responsibility for any emergency according to the anticipated level of department involvement in a given type of incident (see Assignment of Primary Operational Control)

As the magnitude of an emergency increases, other City Departments will be brought into the operations in support of the lead department as needed. This plan is based on the concept that the emergency functions for the various departments involved in emergency management will generally parallel their normal day-to-day functions. Day-to-day functions that do not contribute directly to the emergency operations may be suspended for the duration of the emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency tasks.

Emergencies may be of such magnitude and severity that assistance from volunteer organizations including, but not limited to; the private sector, county, state, and/or federal agencies is required. The City will utilize all available local resources prior to requesting aid from the county, state, or federal government. If the City determines that the resources of the City are not sufficient to meet the emergency, the City may declare a state of emergency to exist, and coordinate the use of resources from volunteer organizations, the private sector, and other governmental agencies. The City will maintain continuous leadership and command of all response and recovery operations unless specifically relinquished by the City.

2-2 PRIMARY OPERATIONAL CONTROL

Primary operational control means the department in charge of tactical operations in the field. The Director of the department with primary operational control is the Incident Commander, and as such has full and complete authority and responsibility second only to the City Manager. The department assigned primary operational control of specific emergencies and critical support functions are as follows:

EMERGENCY

Weather Emergency	Public Works
Hazardous Materials Incident	Fire Dept.
Rail, Air, or Highway Accident	Fire Dept.
Fire or Conflagration	Fire Dept.
Civil Disturbance	Police Dept.
Utility Failure	Public Works
Earthquake	Public Works

PRIMARY OPERATIONAL CONTROL

SUPPORT FUNCTIONS

Communications and Alerting	Police Dept.
Water Supply	Public Works
Human Resources	City Administration
Public Information Officer	City Administration

SUPPORT RESPONSIBILITIES

Documentation	Engineering
Purchasing.....	Finance Dept.
Legal.....	City Attorney
Emergency Operations Center.....	City Administration
Evacuation	Police Dept.
Traffic & Crowd Control.....	Police Dept.
Volunteer Coordinator/Control	City Administration

2-3 APPLICATION OF PLAN - NOTIFICATION PROCEDURES

To ensure that the city responds appropriately to all types of emergencies, the status of those emergencies or potential emergencies and the levels of those emergencies, along with action to be taken during each level are listed below.

A. LEVEL ONE: POTENTIAL EMERGENCY

At this level, there is a strong potential that the department attempting to control the emergency will exhaust its resources before bringing the emergency under control.

ACTION TO BE TAKEN: The IC will direct the Communications Center to alert the EOC Staff (City Manager, Police Chief, Fire Chief and Public Works Director), or their designees of a possible emergency.

B. LEVEL TWO: ACTUAL EMERGENCY OCCURRING

At this level, the responsible department has determined that the emergency has progressed beyond its capability to control with given resources. At this level, the department with primary operational control requires the assistance of other City personnel, equipment, and/or materials. Outside agencies, industry, and/or volunteer groups may become involved in controlling the emergency upon request and under the direction of the Incident Commander.

ACTION TO BE TAKEN: The IC will direct the Communications Center to alert EOC Staff (City Manager, Police Chief, Fire Chief and Public Works Director) of an emergency in progress. They are to notify key personnel within their departments of the situation. They should be directed to report to the Incident Field Command Post, or if activated, the Emergency Operations Center. Other department heads will be alerted and activated as needed.

The Public Works, Police or Fire Department. will have overall responsibility for any emergency progressing to Level Two. The City Manager may assume the duties of overall Incident Command, if in his judgment; emergency management will be enhanced by this action. Operational control of an incident scene will remain with the responsible department. All other City departments will function in support roles to the lead department, as needed.

C. LEVEL THREE: DECLARE STATE OF EMERGENCY

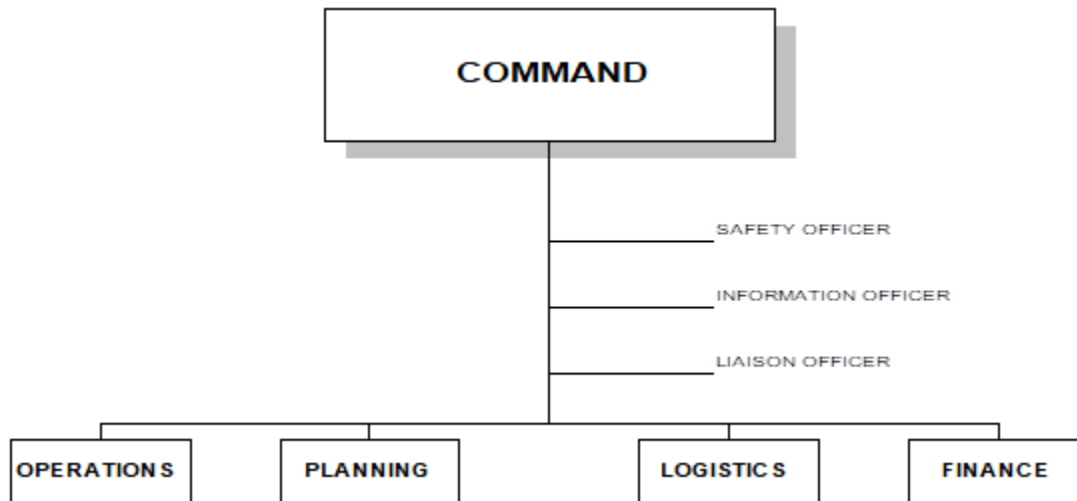
At this level, the emergency is of such magnitude that county, state, and/or federal assistance is required. Local resources, including mutual assistance response is insufficient to cope with the situation. The incident requires response from all levels of government to save lives and protect the property of a large portion of the population.

ACTION TO BE TAKEN: At this point, the normal resources of the City are not sufficient to control the emergency effectively. The City Manager will declare a provisional state of emergency to exist until the Mayor and City Council can convene and confirm the declaration.

The City Manager assumes responsibility of Incident Commander, establishing a Unified Command structure consisting of City staff and representatives from outside agencies, industry, and/or volunteer organizations as needed.

Due to the potential complexity of any Level Three Emergency, including the need to coordinate/cooperate with multiple governmental, non-governmental and private sector organizations, the IC/City Manager will require EOC staff to relocate to the Boardman Rural Fire EOC, located at 911 Tatone Ave.

2-4 INCIDENT COMMAND



The City of Boardman uses the National Inter-Agency Incident Management System - Incident Command System (NIIMS - ICS) for management and control of resources.

It is the policy of the City of Boardman to establish the appropriate level of the Incident Command System on all emergency operations.

As provided in the National Incident Management System (NIMS), the City of Boardman will consider the need to incorporate in "Intelligence" function within its ICS system. The Intelligence function will either function as the Intelligence Officer as part of the Command Staff, as an Intelligence Unit as part of the Planning Section or as the Intelligence Section, part of the General Staff. The placement of this function within the Command and General Staff will be determined by the needs and complexity of the incident.

Incident Command of an emergency in Boardman, which involves assistance from county, state, and/or federal agencies, will remain with the City of Boardman until emergency operations, including stabilization and control activities are completed unless:

- A. The local resources are overwhelmed, and the incident commander requests one of the other on-scene agency heads to assume control.
- B. The incident occurs in areas of federal jurisdiction, in which case the federal government may assume incident command.
- C. If necessary, Oregon statute grants the Governor authority to assume command of emergency operations (ORS 469.671 and ORS 401.115)

2-5 EMERGENCY OPERATIONS CENTER (EOC)

The City of Boardman's City Hall is designated as the EOC. The Administration section (Offices of City Manager, Personnel, and reception) will be used for the Command Staff. City Council Chambers, City Conference Room will be reserved for public information and news media. According to the extent and duration of the emergency, other portions of the City Hall complex can be used as needed to support the emergency operations center. For example, the Field House can be used for assembly of family members of victims; the RHS gymnasium can be set up for temporary housing/sheltering - especially for EOC staff; the Finance office could serve as a rumor control center; Sam Boardman gymnasium could be designated as office space for FEMA, Red Cross, etc.

During Level Two incidents, there may be a need for coordination of activities/resources in support of, or as a result of the incident (e.g. sheltering/housing evacuees, acquiring heavy equipment); therefore, the City Manager or his/her designee, will assume command of the incident and activate the Emergency Operations Center. The Incident Commander and his/her staff will meet at the Emergency Operations Center (EOC) to coordinate off-scene support to on-scene operations.

During Level Three incidents, there may be a need to coordinate all of the above, as well as incorporate and manage multiple governmental, non-governmental and private sector organizations, the Incident Commander/City Manager shall cause ***the EOC staff to relocate to the Boardman Rural Fire EOC, located at 911 Tatone.***

Command of on-scene operations will remain with the Department with primary operational control.

When activated, the EOC, whether at City Hall or the *Boardman Rural Fire* EOC, shall be staffed, at a minimum, by the following:

- A. City Manager or designee
- B. Fire/Ambulance representative (Fire Chief or designee)
- C. Police representative (Police Chief or designee)
- D. Public Works representative (Director or designee)
- E. Public Information Officer appointed by City Manager

Representatives of county, state, or federal agencies; or industry; or volunteer organizations or others involved in emergency operations may be included in the EOC staff as part of the Unified Command Staff or in support functions.

2-6 HOUSING, SHELTER AND FOOD

Housing, shelter, and food for displaced people during an emergency are provided by the American Red Cross (ARC). Shelters will be opened and managed by the ARC. The Incident Commander will appoint a Liaison between the City and ARC Shelters.

Besides sheltering and feeding, the Red Cross can perform a variety of other valuable emergency services, including other support for disaster victims, coordination of other volunteer agencies, assistance to local governments in damage assessment and dislocated welfare inquiries to help out of town families locate their family members.

The local Red Cross has purchase agreements with many restaurants; these may be used to provide sack lunches, etc.

For incidents of short duration, the Red Cross may be able to furnish coffee and snacks to on-scene emergency workers.

2-7 PUBLIC INFORMATION

Experience has shown that an informed community can assist local government in expedient response to emergencies. It is also true that a disaster organization, which is not a center of information, will find it difficult to remain a center of control. Orchestrating a response from the entire community can best be accomplished by establishing a procedure, which provides complete and accurate information before, during and after an emergency. In addition, effective public information can enhance respect and understanding of local government, as well as aid in response to emergencies.

It is the City's desire to provide complete information to the media as rapidly as possible. To assure accurate and complete information is released, the news media and public should be referred to the Information Officer. The Incident Commander is the Information Officer until that function is assigned to a specific person, which should occur early during a major incident.

During routine operations, public information concerning the activities of specific Departments, such as Police or Fire, is the responsibility of the Police Chief or Fire Chief. This section of the Emergency Plan is intended to be placed in effect when the EOC is activated, or when the City determines that the interests of the City and the public are better served by its implementation.

During an emergency that involves the activation of the Emergency Operation Plan, the City Manager, or his/her designee, will serve as the Information Officer for the City. The overall Incident Commander (City Manager) will coordinate the dissemination of information about the incident, via the Information Officer. The Information Officer will speak on behalf of the City regarding the incident. All inquiries concerning the incident are to be referred to the Information Officer.

MEDIA BRIEFING FACILITIES - The following areas have been designated for media briefings during emergencies:

- ☐ City Hall Council Chambers - Media Briefing
- ☐ City Hall Conference Room - Information Officer conference room
- ☐ Community Conference Room - Media Work Room
- ☐ *Boardman Rural Fire* EOC (Level Three event)

RUMOR CONTROL - The Information Officer is responsible for rumor control. He/she may establish a "Rumor Control" group as part of the public information staff within the EOC. Under the direction of the Public Information Officer, the Rumor Control staff will receive inquiries and requests for non-emergency assistance from the public.

Rumor Control numbers should be publicized in the media with the objective of: to reduce the number of non-emergency calls to 911 and to the EOC general staff; to aid in information gathering; and to offer the public a means of getting information about the incident, rather than potentially harmful rumors.

2-8 ALERT AND WARNING

The City of Boardman has developed an alert and warning system that utilizes:

- ☐ Local Emergency Alert System (EAS)
- ☐ Police and Fire mobile PA (public address) systems
- ☐ Door to door contact.

Upon evaluation of the emergency condition, the Incident Commander will decide if there is a need for immediate citywide alert.

If the emergency is localized, City resources will alert the public in the area via mobile PA

systems, door-to-door contact.

If there is an immediate citywide public safety threat, the Emergency Alert System (EAS), will be activated.

A. EMERGENCY ALERT SYSTEM (EAS)

The Emergency Alert System (EAS) consists of a designated local radio broadcast station with special equipment to provide emergency alert and warning information and instructions to the public. KUMA is designated as the local EAS broadcast station.

This system can be utilized by contacting KUMA with the alert information. Only designated City officials are authorized to initiate EAS activation. In Boardman, the designated officials are the City Manager, Fire Chief, Police Chief and Public Works Director. Designated officials will provide preliminary public safety information and instructions to the EAS radio station for immediate broadcast.

PROCEDURES TO ACTIVATE THE EMERGENCY ALERT SYSTEM (EAS)

1. Designated Officials will contact the Local Primary Broadcaster (KUMA) and activate the Emergency Alert System using whatever method is available.
2. Designated Officials will limit their messages to two minutes, the recording time limit of EAS digital equipment.
3. KUMA will authenticate the EAS activation by calling the Morrow County 911 Dispatch Center, so make sure they are aware of the situation.

The entire Emergency Alert System plan for Morrow EAS Local Area as prepared by the Local Emergency Communications Committee is hereby incorporated into this Emergency Plan

B. MOBILE PUBLIC ADDRESS (PA) SYSTEMS

Most Police and Fire/Ambulance vehicles are equipped with mobile public address systems that may be used for alert and warning.

Direction of these Alert and Warning resources shall be the responsibility of the Incident Commander through the on-scene Police Commander.

Unless there is a need for immediate evacuation, the usual message will be to advise the public to tune in to the EAS radio station for information and instructions.

C. DOOR-TO-DOOR ALERT

Door to door alert may be necessary in the event of a rapidly emerging emergency incident that poses a clear threat to public safety. Residents will be directed to stay in place and tune to the EAS station for more information; or to evacuate to a temporary shelter depending upon the weather, and the expected duration of the emergency.

Direction of this activity shall be the responsibility of the Incident Commander through appropriate and available City resources.

SECTION 3

RESPONSIBILITIES AND TASKS

The following is a list of those task assignments each City department is responsible for carrying out in the event of an emergency/disaster in Boardman. The task assignments are written in broad general terms. Details are left up to individual department heads to be included in their own internal plans and procedures.

3-1 CITY COUNCIL

1. Assume ultimate responsibility to the citizens of Boardman for the state of emergency preparedness and the capability of the city to cope with and recover from an emergency.
2. Declare an official state of emergency to clear the way for state/federal assistance. The City Manager may declare a state of emergency, but the decision to do so must be confirmed by City Council within 5 days.
3. Authorize major expenditures if needed to deal with an emergency.
4. Keep abreast of an emergency and maintain contact with their constituents.

3-2 CITY MANAGER

1. Assume overall responsibility for the City's state of emergency preparedness and capability to cope with and recover from an emergency.
2. If it should be determined that the normal functions of the City are not sufficient to meet the emergency effectively, the City Manager may declare a provisional state of emergency to exist until the Mayor and City Council can confirm the emergency declaration within 5 days.
3. Assure that local government officials are kept current on emergency operations.
4. Activate the EOC and assume primary operational control of it.
5. May assume overall control of emergency operations through the appropriate director with primary operational control.
6. Activate the information office and assign an information officer.
7. Initiate formal requests for county, state or federal assistance and coordinate the use of these resources.
8. Approve initial damage assessments and revisions to it.
9. Monitor the entire incident by situation reports and data coming into the EOC. Visit the various sectors of the incident as desired and deemed necessary.
10. Provide clerical personnel and aides as needed to staff the EOC.
11. Terminate the emergency.

3-3 CITY ATTORNEY

1. Prepare standby emergency legislation and proclamations.
2. Provide legal counsel to city officials
3. Provide assistance in negotiating contracts for emergency services.
4. Prepare damage claims.

3-4 FINANCE DEPARTMENT

1. Provide financial statistics as may be required.
2. Authorize emergency purchases as required.
3. Protect major data files by whatever means necessary.
4. Provide personnel for assistance in other emergency duties if required.

3-5 ADMINISTRATION/PERSONNEL

1. Recruit or transfer personnel for emergency employment.
2. Establish and operate a registration point for unassigned volunteer workers by skills and qualifications.

3. Coordinate with Finance Dept. as needed to provide payroll and other employee materials.

3-6 FIRE/AMBULANCE DEPARTMENT

1. Assume primary operational control of fires/conflagrations; hazardous materials incidents; and transportation accidents (rail, air, and highway).
2. Respond to EOC or command post when alerted of an implementation of the Emergency Plan.
3. Provide emergency medical services and ambulance transportation.
4. Implement mutual aid agreements and/or State of Oregon Conflagration Act as may be necessary to bring in fire/rescue manpower and equipment.
5. Assist in initial assessment as to the number of dead and/or injured.
6. Assist police in evacuation.
7. Transport injured to hospital and assist with handling the dead.
8. Assure that fire suppression, rescue and emergency medical services are provided for unaffected areas of City.
9. Provide back-up equipment for pumping water.

3-7 POLICE DEPARTMENT/COMMUNICATIONS

1. Assume primary operational control of civil disturbances.
2. Primary functional operational control of evacuations and traffic/crowd control; alerting and notifications; and emergency communications systems.
3. Respond to EOC or command post when alerted of an implementation of the Emergency Plan.
4. Secure the emergency site.
5. Prescribe evacuation routes to follow.
6. Notify Red Cross to open shelters.
7. Assist in search and rescue operations.
8. Prevent looting and pilfering.

3-8 PUBLIC WORKS DEPARTMENT

1. Assume primary operational control of floods, weather emergencies (snow, ice, wind) and earthquakes.
2. Transport and erect barricades at the request of the police.
3. Clear streets and remove debris.
4. Perform damage assessment of streets, bridges, and waterways. Including condemnation and posting of unsafe structures.
5. Provide for emergency water supply and sewage disposal.
6. Coordinate with local contractors to obtain additional equipment and operators.
7. Provide emergency lighting.
8. Conduct snow/ice removal operations.
9. Provide heavy equipment and operators as required.
10. Provide diking materials as required.
11. Provide engineering services.
12. Respond to the EOC or command post when alerted of an implementation of the Emergency Plan
13. Coordinate emergency repairs and fuel supplies for apparatus and equipment in use during the emergency.
14. Maintain liaison with all utility providers to assure that these services are continued.

3-9 PLANNING/BUILDING CODES DEPARTMENT

1. Set up emergency operations status boards and maps in the EOC and plot data on them.
2. Assist in damage assessment.

3. Furnish population data, charts and development plans as needed.
4. Serve as city photographer and record incidents on film.
5. Inspect buildings for structural, electrical, gas plumbing and mechanical damage before permitting re-occupancy.
6. Conduct necessary inspections to assure the integrity of structures following an incident and that there is no danger of additional damage.
7. Establish and maintain contact with local building, electrical, plumbing, and mechanical contractors to obtain their services when required.

3-10 ALL CITY DEPARTMENTS

Those departments not assigned a specific disaster function under this plan will make their personnel, equipment and facilities available for emergency assignments as directed by the City Manager or his designee.

All City Departments have the following common tasks:

A. BEFORE AN EMERGENCY

1. Alert personnel of an emergency
2. Provide protection for personnel and property.
3. Establish and maintain lines of succession so there will always be someone in charge of the department.
5. Maintain alert roster of department personnel.
6. Maintain inventory and sources of supply for emergency equipment and supplies.
7. Maintain a roster of contacts for outside assistance.
8. Conduct personnel emergency training and familiarize all personnel with emergency duties.
9. Plan, prepare, maintain, and implement internal departmental emergency operating procedures.

B. DURING AN EMERGENCY

1. Provide food, appropriate clothing, supplies, equipment, and facilities for emergency workers.
2. Rotate emergency workers to avoid fatigue.
3. Perform specific tasks assigned by proper authority.
4. Document all activities, especially costs and expenditure in connection with emergency operations.

SECTION 4

HAZARDOUS MATERIALS EMERGENCY RESPONSE PLAN

4-1 PURPOSE

This Section of the City of Boardman Emergency Operations Plan describes in detail how the City of Boardman will respond to and operate during emergencies involving hazardous materials.

This plan is specifically intended to satisfy the planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA), Title III. It is in conformance with Annex O of the Oregon State Emergency Operations Plan and with the Hazardous Materials Annex of Morrow County's Emergency Operations Plan.

4-2 GENERAL

- A. Hazardous Materials (Haz-Mat) means any substance, element compound, mixture, or solution which, when spilled or released into the air or into, or on, any land or waters, may present a danger to the health, safety, or welfare of the public, or to the environment.
- B. A Haz-Mat incident is any fire spill, leak, release, or potential problem involving hazardous materials.
- C. This plan is intended to establish an organizational structure and operational procedures for the most practical utilization of the resources of the City in the event of a Haz-Mat incident in the City.
- D. If a Haz-Mat incident is of such magnitude to require action beyond the capabilities of local resources, the structure and procedures provided in this plan will be blended with the Emergency Operations Plan.

4-3 APPLICATION

The procedures detailed in this plan should be implemented for any Haz-Mat incident occurring in the city. A Haz-Mat incident is any fire, spill, leak release, or potential problem involving flammable liquids, flammable gas, toxic chemicals, compressed gas, radioactive material, or unidentified substance.

EXAMPLES

- A. Bulk Fuel - Any incident involving or threatening to involve bulk storage or transport of hydrocarbon fuels (gasoline, diesel, etc.), but does not include automobiles, pick-ups, small trucks, etc., unless requested by the Incident Commander.
- B. Natural Gas - Any incident of leaking natural gas in residential, commercial, industrial, or institutional occupancies, but does not include outside leaks/odors unless requested by the Incident Commander.
- C. Liquefied Petroleum Gas (LPG) - Any incident of leak, spill or fire involving LPG in transport, storage, or dispensing.
- D. Incidents involving compressed gases.
- E. Any incident involving a highway truck or trailer; railroad boxcar or container car where the contents are unknown.
- F. Any leak, spill, fire, or potential situation involving any substance or material placarded by DOT or other regulating agency as being a hazardous material.

4-4 LEVELS OF EMERGENCIES

- A. **MINOR INCIDENT** - A fire, spill, release, or a potential fire, spill or release involving hazardous materials. Most minor incidents will be handled by the initial emergency responders.

EXAMPLES

- 1. Mechanical breakdown of a vehicle carrying high-level radioactive shipment,

- Class A explosives or highly toxic materials requiring it to be parked at one location for a long period.
- 2. Fire at a facility storing or utilizing hazardous materials where the materials are not initially involved in the fire.
- 3. Abandoned drums discovered, with no release or small spill.
- 4. Vehicle or fixed site incident with a small spill or release of hazardous materials.
- 5. Vehicle accident with potential release of Haz-Mat.
- 6. Fire or explosion involving small quantities of Haz-Mat.

B. MEDIUM INCIDENT - An incident resulting in a localized release of hazardous materials (e.g., within several hundred feet). The health and safety of people and emergency responders in the immediate area may be threatened if protective actions are not taken. A probable environmental impact exists. It may require notification and response of more than initial response teams and/or other agencies. It may result in implementation of Emergency Operations Plan.

EXAMPLES

- 1. Accident involving transport of hazardous materials, which results in release of substance to air, ground, or water in amounts sufficient to pose threat to public health or the environment.
- 2. Package or container containing radioactive materials crushed or damaged during handling.
- 3. A fire or explosion at a facility which utilizes Haz-Mat.
- 4. An incident which results in a significant amount of uncontrolled radioactive material.
- 5. Discovery of abandoned oil or hazardous materials being released to the environment and posing a threat to public health or the environment.

C. MAJOR INCIDENT - An incident resulting in a spill or release of Haz-Mat, which requires evacuation, or sheltering of nearby residents, businesses, or which causes a serious environmental threat. It will probably involve activation of the Emergency Operations Plan and the Emergency Operations Center.

- 1. Truck, rail or fire incident with radiological contaminated smoke or toxic fumes.
- 2. Radioactive material directly involved in fire or explosion at a fixed facility, resulting in spread of material, or significant accidental exposure to radiation.
- 3. A fixed facility or transport incident resulting in a major release of toxic fumes to air or hazardous materials to public waters used for drinking water or important to fish and wildlife or other beneficial uses; or, resulting in serious public health and/or environmental impacts.

4-5 EMERGENCY RESPONSE SYSTEM

OVERVIEW: Hazardous materials incidents are reported to 911 Emergency Dispatch Center located in the Morrow County Sheriff's Office, Heppner, OR. The senior fire officer becomes the Incident Commander and establishes the first level of the Incident Command System. All Boardman Fire Dept. personnel are trained to the "First Responder Operations Level," who may only respond to releases or potential releases of hazardous substances for protecting nearby persons, property, or the environment from the effects of the release. Their objectives are to identify the material; secure the scene; establish perimeters of unprotected entry; and call for technical help. If the incident requires entry for stabilization, they will request assistance of the State's Regional Haz-Mat Response Team - one is located at Hermiston. Once the incident is stabilized, the incident is turned over to either the DEQ or the firm responsible for the hazardous

material for clean-up.

A. NOTIFICATIONS

1. Notification of initial emergency response is through 911.
2. According to the determination of Incident Commander, Dispatch Center will initiate notifications as outlined in Emergency Operations Plan as scope of incident demands.
3. Incident Commander will direct dispatch center to notify the responsible party (e.g., PGE, UPRR, etc.)
4. If site entry is required, or for other on-scene technical assistance, IC may request a response of the State Fire Marshal's Regional Haz-Mat Team to the incident. Calls may be made directly to the Office of the State Fire Marshal at 503-278-2473, or to OERS (Oregon Emergency Response System) 1-800-452-0311. As a practical matter, it is advisable to notify Hermiston Fire, who is the local Regional Haz-Mat Response Team, as quickly as possible so they can begin mobilizing.
4. Depending upon the quantity and type of release, IC will direct dispatch center to notify local DEQ office through OARS, 1-800-452-0311. Depending on the type of incident the OERS operator will notify the appropriate lead state agency and others, as necessary.
5. Some spills, depending on quantity and type of material released, also require the spiller to notify federal agencies. Notification shall be through the National Response Center (NRC) 1-800-424-8802

B. INCIDENT MANAGEMENT

1. EMERGENCY RESPONSE
 - a. The Fire Dept. is assigned primary operational control of hazardous materials incidents in Boardman.
 - b. The Boardman Police Dept., Public Works Dept. and City Manager's Office will provide support to the Fire Dept. during the emergency phase of an incident.
 - c. State agencies will provide technical support to the City during emergency operations on request and under the direction of the City.
 - d. State or federal agencies will assume the lead role for directing clean-up and site restoration on request of the city.
 - e. Private industry is responsible for reporting incidents; assisting emergency responders in control of incidents; performing clean-up or hiring a clean-up contractor and disposing of spilled materials.
 - f. Volunteer organizations, hospitals, clinics, funeral homes, schools and other private or public agencies will be requested by the city as needed.

C. INCIDENT COMMAND

1. The Incident Command System as described in the Emergency Operations Plan will be established by the first arriving Fire Dept. Officer.
2. The Fire Dept. will retain command throughout most Haz-Mat incidents, except the City Manager may assume overall Incident Command from the Fire Dept. when more than one department or outside agency is involved in the incident. When this occurs, the City Manager usually will activate the Emergency Operations Center.
3. Incident Command will remain with the City of Boardman during all phases of emergency operations unless the Incident Commander requests one of the other on-scene representatives to assume command.

D. CLEAN-UP AND RESTORATION

Once the emergency is terminated, the Incident Commander should turn clean-up and restoration activities over to the appropriate state agency. The City may retain control of the incident during clean-up and restoration according to the situation. Clean-up and restoration activities include:

- Compliance with clean-up standards
- Restoration of environment and site
- Investigate cause
- Assessment of damage
- Enforcement actions
- Cost recovery

E. EMERGENCY OPERATIONS CENTER (EOC)

The EOC will be activated by the City Manager when there is a significant need for coordinating off-scene support and resources for on-scene operations.

During major incidents, the Incident Commander will coordinate with the state EOC in Salem.

4-6 TECHNICAL ASSISTANCE

Technical assistance on hazardous materials is available locally from representatives of local industries and/or businesses. For example: Morrow County Grain Growers can provide expertise on agricultural chemicals, UPRR could describe the construction of tank cars, etc.

A. 24- hour technical assistance from state agencies is available through OERS at 1-800-452-0311 (refer to Annex O). The lead state agencies during the initial phases of a chemically hazardous materials incident are:

1. STATE FIRE MARSHAL
 - a.) Community Right to Know Hazardous Materials Reporting Program - For guidance and information on the presence and quantities at fixed sites, characteristics of, hazards to property and the public, and the controls needed for hazardous materials.
 - b.) Regional Hazardous Materials Teams - SFM contracts with about 10 teams around Oregon operating from Fire Depts. OSFM provides Haz-Mat equipment and training, and in return, Fire Dept. Haz-Mat Team agrees to respond to other jurisdictions to provide technical assistance. SFM authorizes the response, so calls must go to the state directly.
2. DEQ - For clean-up and restoration following the initial phase of an emergency chemically hazardous materials response. During initial phases can also provide with the OSFM information on chemical characteristics, environmental effects, control, clean-up and disposal of hazardous materials.
3. STATE HEALTH DEPT. - For all incidents involving radioactive materials other than transportation incidents and for all communicable disease agents.
4. OREGON DEPT. OF ENERGY - For radioactive materials transportation incidents.

B. Other state resources for technical assistance are:

1. 24-hour toxicological information and medical treatment advice is available from the POISON CONTROL CENTER at 1-800-452-7165.
2. Hazardous substance survey information is available from the STATE FIRE MARSHAL at 503-378-2885.
3. THE PESTICIDE ANALYTICAL RESPONSE CENTER (PARC) at 503-378-3793 provides information on pesticide related health concerns (not treatment related) and environmental exposure from drift or contaminated water.
4. THE OREGON DEPT. OF TRANSPORTATION (ODOT) for information on motor

carrier and rail shipments of hazardous materials at 503-378-6204, or OERS after hours.

- C. Technical Assistance by Federal specialists:
 - 1. For incidents involving radioactive materials, response teams may be dispatched from the US Dept. of Energy, Richland Operations, or from adjacent states. The Oregon DOE or Health Division will activate this help.
 - 2. For public health information, the Agency for Toxic Substances and Disease Registry provides 24-hour service at 1-404-452-4100.
- D. Technical assistance for certain types of hazardous materials incidents is available from industry:
 - 1. CHEMTREC, an off-scene 24-hour information service operated by the Chemical Manufacturers Association Chemical Transportation Emergency Center. 1-800-424-9300. CHEMTREC can supply chemical and safety data as well as contacts to product manufacturers. It can activate a number of industry-based response actions including:
 - (a) The CHLOREP team for chlorine incidents, which is currently fielded by the Pennwalt Corp in Portland.
 - (b) CHEMNET - An industry wide mutual aid program activated by the shipper.
 - (d) Response teams for Pesticides, Hydrogen Cyanide, Hydrogen Fluoride, Phosphorus, and Liquefied Petroleum Gas.
 - 2. The Association of American Railroad's Bureau of Explosives for incidents involving the railroads. 1-800-826-4662 (24 hours)

4-7 VOLUNTEER SERVICES

- A. American Red Cross - can offer emergency relief in the form of food, shelter, and clothing.
- B. Salvation Army - can provide emergency food, shelter, and clothing.
- C. Amateur Radio Emergency Service - can provide radio communications through a network of amateur radio operators.

4-8 COORDINATION OF PUBLIC INFORMATION

The news media can provide an important public service by distributing information about the nature of an incident. Successful emergency operations require accurate and timely public information. Public information will be coordinated between on-scene and off-scene operations. An Information Officer will be designated by the Incident Commander to issue information about the incident. The Information Officer will issue information provided by the Incident Commander and in coordination with the lead state agency information representatives. The lead state agency will see to it that the IO has accurate public health information. The lead state agency will issue information in coordination with the IO.

4-9 RESPONSIBILITIES OF CITY DEPARTMENTS

A. FIRE/AMBULANCE DEPT.

- 1. Provide on-scene command using the Incident Command System.
- 2. Assume primary control of rescue, fire suppression and containment operations.
- 3. Assume primary control of first aid and emergency medical operations.
- 4. Activate notifications and request technical assistance.
- 5. Assist with radiological monitoring and decontamination.

B. POLICE DEPARTMENT

- 1. Coordinate activities with Incident Commander.
- 2. Provide crowd and traffic control.
- 3. Direct evacuation procedures.

C. PUBLIC WORKS DEPARTMENT

1. Coordinate activities with Incident Commander.
2. As requested by the Incident Commander, provide and place material to dike, block, or absorb spilled material to stop or limit its run-off.
3. Facilitate repair and restoration of roadways, bridges, and vital facilities.
4. Initiate debris clearance as needed.
5. Assist with utility restoration and road closures, blockades and/or detours as needed.

4-10 HAZARDS ASSESSMENT

Hazardous Material (HAZ-MAT) means any element, compound, mixture, solution, or substance, which, when spilled or released into the air, or into, or on, any land, or waters, may present a substantial danger to the health, safety, or welfare of the public or to the environment.

Although Boardman does not have a concentration of industries using large quantities of hazardous materials, there are many users of common dangerous materials typical of a City this size. For example: there are large volumes of gasoline, diesel, propane, and similar, common, but potentially dangerous materials stored, dispensed and transported on a daily basis. In addition, because of the large agricultural industry, there are extensive agricultural chemicals used, stored and transported.

While the characteristics of Boardman seem to keep the City at a relatively low risk from Haz-Mat incidents, its location on a major east-west interstate freeway and a main east-west railroad line significantly increases the risk.

A. FIXED SITE FACILITIES

The City of Boardman relies on the State Fire Marshal's hazardous substance survey as its major source of identification of facilities that manufacture, generate, use, store or dispose of hazardous materials.

This reference is supplemented by regular on-site surveys and fire safety inspection by fire department employees.

This information is maintained by the Fire Dept. and compiled into pre-incident emergency response plans for immediate use by emergency responders.

B. HAZARDOUS MATERIALS TRANSPORTED IN BOARDMAN

1. **INTRA-CITY VEHICLE TRANSPORTATION** - There are many common hazardous materials such as gasoline, propane and agricultural chemicals transported on the arterial streets of Boardman on a daily basis. Although there is no recent history of transportation accidents resulting in significant releases of these materials in Boardman, the risk is considered ever present.

The arterials most frequently used by vehicles transporting hazardous materials within the City are Main and Columbia.

An accident with a release of Haz-Mat in most any section of these arterials can expose schools, retail, office apartments, motels, residential or combinations of virtually any type of occupancy found in Boardman.

2. **INTERSTATE FREEWAY VEHICLE TRANSPORTATION** - Interstate 84 literally bi-sects Boardman, however, there is relatively little exposure to high value or dense population, except for a small section near the 164 Exit.

From surveys conducted by the State Highway Dept., there are between 50 and 100 Haz-Mat shipments transported on I-84 through Boardman each day. The most common commodities were gasoline, paint, diesel, and corrosives.

3. **RAILROAD TRANSPORTATION** - The Union Pacific Railroad main line passes through Boardman in a generally east-west direction paralleling the Columbia River. Characteristically, most of Boardman's industrial and manufacturing facilities are built close to the railroad line creating a nearly unbroken chain of exposures the full length of the line as it passes through Boardman. These are direct exposures; if a one-half mile radius is used as the exposure/evacuation area, a majority of Boardman is exposed.

The UPRR maintains records on the volume and types of commodities transported over its line and provides an annual report of hazardous materials passing through each jurisdiction. In calendar year 1996, UPRR reported between 8,000 and 77,000 loads of hazardous materials were shipped over the rails. The method of reporting produces the wide difference between high and low volume - i.e., they report in quantities of 1 to 50 loads; 51 to 500 loads; 501 to 1000; and 1001 to 10,000. The actual shipments through Boardman are estimated at around 25,000 annually. LPG, Chlorine, Anhydrous Ammonia, Ammonium Nitrate, Phosphoric Acid, and Sodium Hydroxide are the most frequent shipment with at least 500 loads annually of each material.

Boardman is not a major destination for UPRR hazardous materials loads, so there are relatively few switching operations to compound the probability of accidents within the City.

Historically there have been very few accidents where derailments resulted and there have been no major incidents in Boardman. The UPRR has a good record and reputation for maintaining their trains and tracks in a safe condition, a major contributor to train wrecks in the nation.

However, there are several grade crossings for traffic inside the City, creating a great probability of an accident where derailments and consequent hazardous materials release could result.

The large volume of hazardous materials being transported through Boardman by train and extensive exposure along the rail line represents the greatest threat to the City of an accident where hazardous materials could become a serious emergency.

4. **NATURAL GAS PIPELINES** - PGE Natural Gas has an extensive underground network of natural gas pipelines throughout the City. They are fed from a main 30" line traveling north south located on the west side of Boardman. This main line does not pass near any significant built on portion of the City and would not present a severe problem in the event of a rupture.

Probably the greatest risk from natural gas would be in the aftermath of a severe earthquake where numerous lines are broken, causing or contributing to fires at several locations.

SECTION 5

EVACUATION ANNEX

5-1 PURPOSE

This Evacuation Annex establishes the authority, decision-making framework, and operational procedures for the orderly, safe, and effective evacuation or sheltering of residents, businesses, and visitors when conditions threaten life safety within the City of Boardman. This annex applies to all hazards and supports coordinated actions by City departments, partner agencies, and assisting jurisdictions.

5-2 EVACUATION AUTHORITY

A. Authority to Order Evacuation

The authority to order an evacuation or protective action rests with:

- The Incident Commander, typically the Police Department, for localized or rapidly developing incidents; or
- The City Manager, Chief of Police, or Unified Command during large-scale or prolonged incidents.

Evacuation orders may be issued verbally, in writing, or through public alerting systems and are effective immediately upon issuance.

B. Legal Basis

Evacuations are conducted pursuant to:

- Oregon Revised Statutes (ORS) Chapter 401
- The City of Boardman Charter
- Emergency powers activated during declared emergencies

5-3 EVACUATION TRIGGERS

Evacuations or protective actions may be ordered when conditions present an imminent or developing threat to life safety, including but not limited to:

- Hazardous materials releases (rail, highway, or fixed facility)
- Flooding or potential dam or levee failure
- Fire, explosion, or wildland-urban interface threats
- Earthquake damage or structural instability
- Severe weather events
- Transportation accidents involving mass casualties
- Any incident where remaining in place presents a greater risk than relocation

5-4 EVACUATION LEVELS

The City uses a three-level evacuation framework to provide clear, consistent messaging to the public.

LEVEL 1 – BE READY

- A potential or developing threat exists.
- Residents should stay informed, prepare essential items, and be ready to evacuate.
- No immediate movement is required.

LEVEL 2 – BE SET

- There is a significant danger in the area.
- Voluntary evacuation is strongly recommended.
- Residents should leave if they have special needs, require extra time, or feel unsafe.

LEVEL 3 – GO NOW

- There is an immediate and life-threatening danger.
- Mandatory evacuation is in effect.
- Residents must leave immediately and follow official instructions.

5-5 TRANSPORTATION ASSISTANCE FOR VULNERABLE POPULATIONS

Priority Populations

The City will provide evacuation assistance to individuals who:

- Have disabilities or mobility limitations
- Are elderly or medically fragile
- Lack access to personal transportation
- Reside in congregate care, school, or assisted-living facilities

Transportation Resources

Transportation assistance may include:

- School buses
- City-owned vehicles
- Mutual aid resources
- Partner agencies and volunteer organizations

Police, Fire, and Public Works will coordinate assisted evacuation efforts and prioritize life safety.

5-6 SHELTER-IN-PLACE PROCEDURES

When evacuation is unsafe or impractical, the City may issue shelter-in-place instructions.

Shelter-in-place guidance may include:

- Remaining indoors
- Closing and sealing doors and windows
- Shutting down HVAC systems
- Moving to interior rooms or upper levels as appropriate
- Monitoring official alerts and instructions

Shelter-in-place orders will be lifted once conditions are determined safe.

5-7 CONTROLLED RE-ENTRY

Re-Entry Authorization

Re-entry into evacuated areas will occur only after:

- The hazard has been mitigated or stabilized
- Infrastructure and utilities are determined safe
- Approval is granted by the Incident Commander or Unified Command

Re-Entry Management

Law enforcement will manage controlled re-entry and may require:

- Identification or proof of residency
- Staggered access to prevent congestion
- Compliance with safety restrictions

Unauthorized entry into evacuated areas may be restricted or prohibited until official clearance is provided.

5-8 PUBLIC INFORMATION

All evacuation and re-entry information will be communicated using:

- Wireless Emergency Alerts (WEA)
- Emergency Alert System (EAS)
- Local media
- City website and social media
- Door-to-door notifications when necessary

Messaging will clearly identify evacuation levels, affected areas, routes, and protective actions.