



## **AGENDA**

CITY COMMISSION OF THE CITY OF WARRENTON  
REGULAR MEETING  
July 12, 2022 – 6:00 P.M.  
Warrenton City Commission Chambers – 225 South Main Avenue  
Warrenton, OR 97146

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**The City Commission will hold an Executive Session beginning at 4:30 p.m., prior to the regular meeting. The executive session is under the authority of ORS 192.660(2)(a); to consider the employment of a public officer, employee, staff member or individual agent. Executive Sessions are closed to the public. The doors will be opened for the following regular meeting.**

Public Meetings will also be audio and video live streamed. Go to <https://www.ci.warrenton.or.us/administration/page/live-stream-public-meetings> for connection instructions.

1. **CALL TO ORDER**

2. **PLEDGE OF ALLEGIANCE**

3. **CONSENT CALENDAR**

A. City Commission Meeting Minutes – 6.28.22

Items on the Consent Calendar have previously been discussed and/or are considered routine. Approval of the Consent Calendar requires a motion, a second, and no discussion, unless requested by a member of the City Commission.

4. **COMMISSIONER REPORTS**

5. **PUBLIC COMMENT**

At this time, anyone wishing to address the City Commission concerning items of interest may do so. The person addressing the Commission must complete a Public Comment Card and submit it to the City Recorder prior to the meeting. All remarks will be addressed to the whole City Commission and limited to 3 minutes per person. Public Comments may also be submitted by email to the City Recorder, at [cityrecorder@ci.warrenton.or.us](mailto:cityrecorder@ci.warrenton.or.us), no later than 4:00 p.m. the day of the meeting. The Commission reserves the right to delay any action, if required, until such time as they are fully informed on a matter.

6. **PUBLIC HEARINGS**

A. Consideration of Goal 9 Amendments (CPA 22-1, DCR 22-1); Ordinance No. 1258

**7. BUSINESS ITEMS**

- A. Consideration to Place the Library Levy on the November Ballot; Resolution No. 2631
- B. Consideration of First Amendment to Site Lease Agreement
- C. Consideration of Change Order #1 – Safe Routes to School Design Services

**8. DISCUSSION ITEMS**

- A. Safe Routes to School - Modified Scope for Main Avenue at 9<sup>th</sup> Street
- B. Emergency Operations Plan (EOP)

**9. GOOD OF THE ORDER**

**10. EXECUTIVE SESSION – 4:30 P.M.**

*Under the authority of ORS 192.660(2)(a); to consider the employment of a public officer, employee, staff member or individual agent.*

**11. ADJOURNMENT**

**Warrenton City Hall is accessible to the disabled. An interpreter for the hearing impaired may be requested under the terms of ORS 192.630 by contacting Dawne Shaw, City Recorder, at 503-861-0823 at least 48 hours in advance of the meeting so appropriate assistance can be provided.**

MINUTES  
 Warrenton City Commission  
 June 28, 2022  
 6:00 p.m.  
 Warrenton City Hall - Commission Chambers  
 225 S. Main  
 Warrenton, OR 97146

Mayor Balensifer called the meeting to order at 6:00 p.m. and led the public in the Pledge of Allegiance.

Commissioners Present: Mayor Henry Balensifer, Gerald Poe, Tom Dyer, and Rick Newton

Excused: Mark Baldwin

Staff Present: City Manager Linda Engbretson, Police Chief Mathew Workman, Finance Director April Clark, Public Works Director Collin Stelzig, Fire Chief Brian Alsbury, Planning Director Jay Blake, Public Works Operations Manager Kyle Sharpsteen, Engineering Technician Trisha Hayrynen, and City Recorder Dawne Shaw

CONSENT CALENDAR

- A. City Commission Meeting Minutes – 6.14.22
- B. Community Library Board Meeting Minutes – 3.09.22
- C. Community Library Board Meeting Minutes – 4.06.22
- D. Police Department Monthly Report – May 2022
- E. Finance Department Monthly Report – May 2022

**Commissioner Dyer made the motion to approve the consent calendar as presented. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer - aye**

COMMISSIONER REPORTS

Commissioner Poe reported the Columbia River Estuary Study Taskforce budget passed.

PUBLIC COMMENT

Mayor Balensifer reviewed the public comment policy on the agenda.

John McCall of McCall Tire Center spoke about the condition of his building and explained possible cause. He wants a process for resolution. City Manager Linda Engbretson said the situation is being handled by the City's insurance and legal. Brief discussion continued.

Carol Snell submitted written comment in support of the library levy recommendation.

David Zunkel commented in support of the library levy recommendation.

Dennis Faletti asked about the city hall door repair. Ms. Engbretson gave an update.

Tony Faletti spoke about the Carruthers Park viewing platform condition and city manager recruitment. Ms. Engbretson gave an update on the platform.

### PUBLIC HEARINGS

Mayor Balensifer opened the public hearing on the adoption of the Warrenton City Budget for FY 2022-2023. Formalities followed. No conflicts of interest or ex parte contacts were reported. Ms. Engbretson and Finance Director April Clark presented the budget. The permanent rate property tax revenue is \$1,030,000. Ms. Engbretson commented on staffing and the burden of city growth. Mayor Balensifer asked for public comments. No one spoke in favor or opposition. There being no further comments, Mayor Balensifer closed the public hearing.

**Commissioner Dyer made the motion to adopt the 2022-2023 Budget, Resolution No. 2627. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mayor Balensifer opened the public hearing on the election to receive State Revenue Sharing funds. Formalities followed. No conflicts of interest or ex parte contacts were reported. City Recorder Dawne Shaw presented the staff report. Ms. Engbretson noted state revenue sources. Mayor Balensifer asked for public comments. No one spoke in favor or opposition. There being no further comments, Mayor Balensifer closed the public hearing.

**Commissioner Dyer made the motion to adopt Resolution No. 2624; a Resolution Declaring the City of Warrenton’s Election to Receive State Revenues for Fiscal Year 2022-2023. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

### BUSINESS ITEMS

Ms. Engbretson presented the Capital Improvement Program for adoption.

**Commissioner Newton made the motion to adopt the 2023-2028 Capital Improvement Program. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

### MINUTES



Police Chief Mathew Workman presented the 2022-2023 Police Dispatch Services Agreement. There was brief discussion about Public Safety Answering Point consolidation status.

**Commissioner Dyer made the motion to approve the Police Dispatch Services Agreement with the City of Astoria for Fiscal Year 2022-2023 and the have the Mayor and City Manager sign the agreement. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Fire Chief Brian Alsbury discussed the 2022-2023 Fire Dispatch Services Agreement.

**Commissioner Newton made the motion to approve the Fire Dispatch Services Agreement with the City of Astoria for Fiscal Year 2022-2023 and the have the Mayor and City Manager sign the agreement. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Ms. Clark presented Resolution No. 2626 for second reading and adoption.

**Commissioner Poe made the motion conduct the second reading of Resolution No. 2626; by title only. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mayor Balensifer conducted the second reading of Resolution No. 2626, by title only; Adopting and Setting Rental Rates and Fees for the Warrenton Community Center, effective July 1, 2022

**Commissioner Dyer made the motion to adopt Resolution No. 2626. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Public Works Director Collin Stelzig presented Resolution No. 2628 for adoption.

**Commissioner Newton made the motion to conduct the second reading of Resolution No. 2628, by title only. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mayor Balensifer conducted the first reading of Resolution No. 2628; Adopting Sewer Department Rates, Establishing July 1, 2022, as the effective date, and repealing any other resolution in conflict.

**Commissioner Dyer made the motion to adopt Resolution No. 2628. Motion was seconded and passed unanimously.**

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**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mr. Stelzig presented Resolution No. 2629 for adoption. The rates have not increase in two years.

**Commissioner Poe made the motion to adopt Resolution No. 2629, Adopting Water Department Rates. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mr. Stelzig presented Resolution No. 2630 for adoption.

**Commissioner Dyer made the motion to adopt Resolution No. 2630, Adopting and Setting New Rates for Residential Recycling Services. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Ms. Shaw presented Ordinance No. 1257 for second reading and adoption.

**Commissioner Newton made the motion to conduct the second reading, by title only, of Ordinance No. 1257. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mayor Balensifer conducted the second reading, by title only, of Ordinance No. 1257; An Ordinance Amending Warrenton Municipal Code Chapter 1.16; Setting the Filing Fee for Declaration of Candidacy for City Commission or Mayor; Updating the Form for Making a Declaration of Candidacy; and Repealing Ordinance No. 849-A.

**Commissioner Poe made the motion to adopt Ordinance No. 1257. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mr. Stelzig reviewed a waterline easement for the Warrenton Middle School.

**Commissioner Dyer made the motion to accept the proposed water line and fire hydrant easement for access and maintenance purposes at the Warrenton Middle School. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mr. Stelzig reviewed a utility easement at the Warrenton Middle School.

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**Commissioner Poe made the motion to accept the proposed 10-foot public utility easement for access and maintenance purposes at the Warrenton Middle School. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mr. Stelzig explained a dedication deed easement for SE Warrior Way.

**Commissioner Newton made the motion to accept the proposed dedication deed easement for operation, access, and maintenance purposes of SE Warrior Way. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer – aye**

Mr. Stelzig presented a changer order for the Raw Waterline Replacement design. It is an addendum to the original.

**Commissioner Newton made the motion to approve Change Order #2 – Raw waterline replacement design services increasing the not-to-exceed contract amount from \$110,320 to \$191,981. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer - aye**

Mr. Stelzig discussed the Business Oregon Tide gate Planning Grant for tide gate #9. Mayor Balensifer asked about potential for a fish-friendly tide gate. Mr. Stelzig noted several agencies want to ensure this is not a fish passage.

**Commissioner Poe made the motion to approve advertising the Request for Qualifications for the project scoping and design services of Warrenton tide gate #9. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer - aye**

Mr. Stelzig discussed the request for proposals for a consulting firm for an internal drainage study for the diking districts in the whole city. Brief discussion followed about the figures.

**Commissioner Dyer made the motion to approve advertising the Request for Qualification for the Internal Drainage Study of the areas protected by Warrenton Diking District 1, 2, 3 and Clatsop County Diking District 11. Motion was seconded and passed unanimously.**

**Newton – aye; Dyer – aye; Poe – aye; Balensifer - aye**

## DISCUSSION ITEMS

Library Board Chair Kelsey Balensifer presented the Warrenton Community Library Advisory Board's levy recommendation. She gave a brief history of the library, progression of services and argued in support of the levy increase. The board recommends a 5-cent increase, raising the levy to \$0.38 per \$1,000 of assessed value. Supportive discussion followed. Ms. Engbretson noted a resolution will come back. There were no objections to accept the board's recommendation.

### GOOD OF THE ORDER

Commissioner Dyer was thankful for the flowers, thoughts, and prayers for his mom.

Commissioner Newton noted positive indicators in the finance numbers. He spoke about the Hammond Catholic Church fence and trail access. The Kiwanis is doing a kids parade at the movie night. They may have funds for the Forest Rim parklet. He cannot bring the 1777 Flag to Warrenton. Morgan Murray, past RARE student, is in Seward Alaska. He noted the condition of the old Hammond library building. He displayed a balloon the museum will be giving out. He noted museum photos displayed at the high school. He congratulated Chief Alsbury on a potential grant award.

Ms. Engbretson introduced new Planning Director Jay Blake. Mr. Blake introduced himself. He is excited to be here.

Mayor Balensifer is back from work travels. He met an architect in Tel Aviv and saw *meanwhile* developments in London. He met with the mayor of Tigard for the prisoner of war/missing in action motorcycle ride. He noted the cost of SDC's in Tigard. He asked Chief Alsbury about a letter to the editor in the Columbia Press. Chief Alsbury explained the letter about a recent rural fire and responded to the concerns raised. There was brief discussion about recent donations to the Warrenton Fire Department association.

There being no further business, Mayor Balensifer adjourned the meeting at 7:07 p.m.

Respectfully prepared and submitted by Deputy City Recorder Rebecca Sprengeler.

APPROVED:

ATTEST:

\_\_\_\_\_  
Henry A. Balensifer III, Mayor

\_\_\_\_\_  
Dawne Shaw, CMC, City Recorder



5.

ADDED

**WARRENTON CITY COMMISSION PUBLIC COMMENT FORM**

NAME: Tracy Wilson

ADDRESS: ~~Striped blue bag~~ PO Box 167, Hammond OR 97121

EMAIL: Stripedbluebag@yahoo.com

DOES YOUR COMMENT HAVE TO DO WITH AN AGENDA ITEM: (Y or N) \_\_\_\_\_

BRIEFLY DESCRIBE YOUR TOPIC: Succession / Confusion in planning

**PLEASE GIVE THIS CARD TO THE CITY RECORDER PRIOR TO THE MEETING**

*Once this card is submitted to the City Recorder, it becomes a part of the permanent public record.*

Prop. Looking for direction on 7<sup>th</sup> to King Solomon on Ridge.

Deputy of George. Dec. 27 Pre-App. Jan. 31 got notes  
engineer had q's - went to Linda Eng.

max q's

2<sup>nd</sup> pre-App. for Phase 2. Mark Morgan suggested variance

• Jay Blake asked to be situated on site

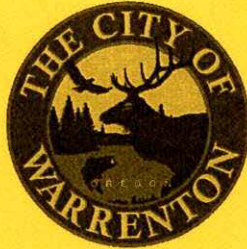
P.W. had no questions, but went for. De.

was interpreted a denial →

Jan 6/27.

Summary - no notes.





WARRENTON CITY COMMISSION PUBLIC COMMENT FORM

NAME: John Wilson

ADDRESS: POB 167, Hammond OR 97121


EMAIL: wilsonboysfishing@yahoo.com

DOES YOUR COMMENT HAVE TO DO WITH AN AGENDA ITEM: (Y or N) N.

BRIEFLY DESCRIBE YOUR TOPIC: Confusion in planning Dept.

PLEASE GIVE THIS CARD TO THE CITY RECORDER PRIOR TO THE MEETING

Once this card is submitted to the City Recorder, it becomes a part of the permanent public record.

Formal Response by 7/26. 



## **Linda Engbretson**

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**From:** Christian Jensen  
**Sent:** Tuesday, July 12, 2022 4:43 PM  
**To:** Linda Engbretson; Dawne Shaw; Rebecca Sprengeler  
**Cc:** Jay Blake  
**Subject:** Incident statement RE: Wilson meeting with Jay Blake

I am writing this note as a witness to the events that took place between the Mr. & Mrs. Wilson and Jay Blake on the afternoon of 7/12/2022, in the Planning Director's office. I, Christian Jensen, was at my workstation at the time of the meeting and was clearly able to hear the voices of all parties involved. The voice of Mr. Wilson specifically was so loud and combative it was very difficult to focus on my own work tasks.

The Wilson's arrived shortly before 3:00 for their meeting with Jay, however Jay was occupied by another group in his office at the time. Jay greeted the Wilson's warmly at approximately 3:10 and invited them into his office.

After approximately five to seven minutes of discussion regarding the Wilson's planning application, the prevailing codes at issue, and the incorrect interpretations of prior planners, Mr. Wilson became extremely agitated and began using very loud explicit language towards Jay. Jay replied in a professional manner to the effect that explicit language would not be tolerated, and the meeting would be over and they would be asked to leave if the hostility continued.

Jay and Hallie both made an effort to seek Linda to intercede in the meeting after this initial escalation by Mr. Wilson, however Linda was not available.

The meeting continued however both Mr. & Mrs. Wilson's remained combative towards Jay and the city staff in general, and as the discussion began to move toward review of the prior pre-application meetings, Mr. Wilson made the statement "if Trisha was a man, I would have popped her". At this point Jay stated that the meeting was over and asked the Wilsons to leave.

The Wilson's gathered their belongings and left. It was approximately 3:30.

## **Christian Jensen**

Building Inspector | City of Warrenton  
Office : 503-861-0920  
Mobile : 503-440-0629  
Fax : 503-861-2351  
P.O. Box 250 | 225 S Main Ave  
Warrenton, OR 97146  
[ci.warrenton.or.us](http://ci.warrenton.or.us) | [facebook.com](https://www.facebook.com)



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## **Linda Engbretson**

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**From:** Jay Blake  
**Sent:** Tuesday, July 12, 2022 4:24 PM  
**To:** Linda Engbretson; Rebecca Sprengeler; Hallie Homolac  
**Subject:** Meeting summary with John and Tracy Wilson

Note to the file.

I emailed John and Tracy Wilson today indicating that I discovered that information on the variance application was not complete and contained errors. John phoned me and yelled about the issues related to the application and that the previous planners had approved his proposal. I suggested that I could not explain what previous planners had said but that the rear yard setback is 15 feet and not 8 feet.

The submitted site plan was not accurate and did not include all of the information needed for us to do a review.

I explained that I was sorry that this information was just coming to light, but that I had just reviewed the application this week and found that there was incorrect information. They indicated that Mike M had actually filled out the application for them. I again said that I could not find justification for the setback variance to 6.5 feet. I suggested that he could shrink the size the building or rearrange it to move east-west. He stated that it was not possible and that he couldn't make any money if the building were smaller.

John swore at me or the situation and I asked them to leave my office. They calmed down some and we continued our discussion.

They asked to see Linda. I went to see if she was available, and she was at dinner before the meeting.

I asked if the garages were actually a shop or commercial use. Tracy stated that the city would make them do all sorts of other things (separate commercial uses from the upstairs residence.)

John indicated that the city sewer easement caused all of the hardship. I said that may be, but then it would be a Type III request and have to go through the Planning Commission.

I offered some options 1. reduce the size of the building. Reorient the building. Neither option was acceptable.

John and Tracy were complaining about the last pre-application meeting and that Public works didn't say anything. He commented about one of the staff and that "if she were a man, I would have popped him." I asked them to leave again.

They said that they were going to call the Mayor. I encouraged them to do so.

I am comfortable with my responses to the situation.

## **Jay Blake**

Planning Director

Office : 503-861-2233 x103

Cell: 971-286-0798

Fax : 503-861-2351

P.O. Box 250 | 225 S Main Avenue

Warrenton OR, 97146

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## AGENDA MEMORANDUM

**TO:** The Warrenton City Commission  
**FROM:** Kevin A. Cronin, Contract Planner  
**DATE:** For the Agenda of July 12, 2022  
**SUBJ: Hearing:** Goal 9 Amendments | CPA 22-1, DCR 22-1)

### BACKGROUND

The Planning Commission held a public hearing on April 12, 2022 for a Type 4 legislative amendment to the Warrenton Comprehensive Plan and Development Code to implement the Economic Opportunities Analysis (EOA) completed in September 2021 by Community Attributes, Inc. A public hearing, which is a requirement for a Type 4 Legislative Amendment, has been noticed for July 12, 2022.

The proposed Ordinance No. 1258 includes adoption of the EOA to the Comprehensive Plan - Article 9 Economic Element, suggested policy changes to Article 9, and Development Code revisions to General Commercial (GC), Commercial Mixed Use (CMU), and General Industrial (I-1). The changes to the Development Code would allow certain new uses and businesses to grow in Warrenton that would strengthen the local economy.

The completion of the Goal 9 Economic Development update is the third and final of three major updates that are the core of the Comprehensive Plan that started with the Transportation System Plan (2018) and Housing Element (2020). This significant achievement is a result of the City's partnership with DLCD and ODOT.

### RECOMMENDATION/SUGGESTED MOTION

Staff recommends opening the hearing and holding a first reading of Ordinance No. 1258. The City Commission can hold a first reading by title only. If there are no comments, close the hearing, and then deliberate.

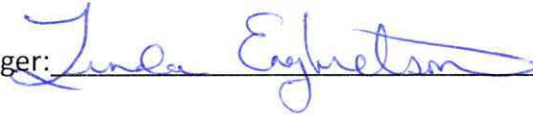
**Suggested Motion:** *I move to hold a first reading of Ordinance No. 1258 by title only.*

**Alternative Motion:** *I move to deliberate at the July 26, 2022 City Commission meeting.*

Enclosure:

PC Staff Report, Ordinance No. 1258, Comprehensive Plan Article 9 & Economic Opportunities Analysis; Development Code Revisions: General Commercial, Commercial Mixed Use, & General Industrial.

Approved by City Manager:

A handwritten signature in blue ink, reading "Linda Eghelston", is written over a horizontal line.

All supporting documentation, i.e., maps, exhibits, etc., must be attached to this memorandum.

April 7, 2022

To: Warrenton Planning Commission  
From: Kevin A. Cronin, Contract Project Manager  
Re: Amendment to Warrenton Comprehensive Plan & Municipal Code (WMC) 16.40 General Commercial Zone (C-1), 16.44 Mixed Use Commercial (CMU), & 16.60 General Industrial (I-1) (File: DCR 22-1)

The purpose of this memo is to outline a proposed amendment to the Warrenton Comprehensive Plan and Warrenton Development Code. Each amendment is intended to implement the Economic Opportunities Analysis (EOA) that was completed in 2021 and update the City's Goal 9 Economic Development policy that has not been updated significantly since the 1980s. A summary of the changes is described below along with required findings for a text amendment to the Comprehensive Plan and Development Code (DCR 22-1).

### **Background**

First, the proposed amendment to the Comprehensive Plan references the new EOA and its findings to support proposed policy and strategies contained in Article 9, which covers land use economic development policy. The EOA is a technical document required as a basis for making economic policy, including the availability of employment lands. The results of the EOA determined that the City has adequate employment lands (industrial & commercial) for a 20 year supply. Warrenton benefits from the Port of Astoria airport industrial park and private industrial holdings along Dolphin Road.

Second, in order to implement the EOA and to encourage and promote certain types of employment uses and business activity, the Development Code requires an update in particular for uses that were not contemplated decades ago. The "implementation phase" is the last phase of a multi-year three pronged project to update the Comprehensive Plan that began in 2016 with the adoption of the Transportation System Plan (Goal 12 -TSP) and code amendments in 2018 and then the development of a Housing Needs Assessment and code amendments in 2020 (HNA - Goal 10), and finally the creation of a new Economic Development Strategy. The Oregon Department of Land Conservation & Development (DLCD) was instrumental in funding this initiative and providing technical support. It is a model for other resource dependent small towns in Oregon looking to update the three core areas of a Comprehensive Plan and transition to a traded sector and skills-based economy.

### **Public Involvement**

The EOA was reviewed by a project advisory committee established by the City Commission to help guide its development. Staff sent a draft of the proposal to this committee for comment. The Planning Commission held a work session on March 9, 2022. The proposal reflects comments provided to staff. The Planning Commission can make recommendations to the City Commission over and above the proposal to improve the Development Code and overall climate for specific economic development purposes.

The original concept as described in the grant application in 2020 was to create a five year economic development strategy with an action plan to guide public investments and identify public private partnerships similar to “Advance Astoria” and counterpart adopted by the Astoria City Council. Unfortunately, this aspect was cut from the grant funded budget due to state budget constraints. However, the City Commission can continue this aspect at a later date depending on available funding sources.

### **Procedures & Public Notice**

The Community Development Director or designee has the authority to initiate a text amendment according to WMC 16.208.070(D) General Provisions. This proposal is being reviewed pursuant to Warrenton Municipal Code Sections 16.208.060 (Type IV Procedure - Legislative and Map Amendments), 16.232 (Land Use District Map and Text Amendments), Comprehensive Plan (CP), Statewide Planning Goals, Oregon Revised Statutes and the Oregon Administrative Rules. The City published notice of the Planning Commission public hearing in *The Columbia Press* on April 1, 2022. No public comments have been received to date.

## **FINDINGS**

### **Comprehensive Plan**

Comprehensive Plan Section 9.310 City Economy: (3) *Work closely with organizations and individuals to increase industrial, general commercial, and tourist commercial activities in Warrenton.* (4) *Encourage present employers to expand their operations and aid them in doing what is necessary to maintain an economic base for employment within the city.*

**Proposed Policy:** *Encourage and support local industrial development in order to diversify beyond the City's three predominant industrial sectors (wood processing, seafood processing, and commercial fishing), while maintaining strong support for these sectors. These traded sectors could include metal fabrication, fermentation, and small scale consumer product*

*manufacturing.*

Response: The above policies clearly and strongly advocate for a diversified economic base. In addition, employers such as Pacific Seafoods, Bornstein Seafoods, and Hampton Lumber are large traded sector employers making investments in career technical education to support a new skilled workforce. Other policies not listed above identify partnerships for economic development. Standard is met.

## **Compliance with Oregon’s Statewide Planning Goals and Related Rules and Statutes**

### **Goal 1, Citizen Involvement**

Goal 1 outlines policies and procedures to be used by local governments to ensure that citizens will be involved “in all phases of the planning process.”

This proposal for a development code amendment is being reviewed in accordance with the acknowledged provisions for citizen involvement in the municipal code. It does not propose any changes to those provisions. This application therefore complies with Goal 1.

### **Goal 2, Land Use Planning**

Goal 2 requires local governments to “establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.”

The proposal and applicable comprehensive land use plan policy is being reviewed by the Planning Commission who will forward a recommendation to the City Commission who will ultimately make a decision on it, which satisfies Goal 2.

### **Goal 3, Agricultural Lands**

Goal 3 deals with conservation of “agricultural lands” as defined in that goal. The goal’s provisions are directed toward counties, not cities (such as Warrenton). The goal states, “Agricultural land does not include land within acknowledged urban growth boundaries....” This goal does not apply.

### **Goal 4, Forest Lands**



Goal 4 deals with conservation of “forest lands” as defined in that goal. Details about such conservation are set forth in related administrative rules: OAR Chapter 660, Division 006. OAR 660-006-0020 states: “Goal 4 does not apply within urban growth boundaries....” This goal does not apply.

### **Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces**

The basic aim of Goal 5 is “To protect natural resources and conserve scenic and historic areas and open spaces.” Because no such natural resources, scenic and historic areas and open spaces will be affected, this goal does not apply.

### **Goal 6, Air, Water and Land Resources**

Statewide Planning Goal 6 is “to maintain and improve the quality of the air, water and land resources of the state.” It deals mainly with control of “waste and process discharges from future development.” Because no development is proposed, this goal does not apply.

### **Goal 7, Areas Subject to Natural Hazards**

Statewide Planning Goal 7 is to “to protect people and property from natural hazards.” This proposed code amendment does not address natural hazards and therefore is not applicable.

### **Goal 8, Recreational Needs**

Goal 8 is “to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.” This goal does not apply to the proposal.

### **Goal 9, Economic Development**

Goal 9 is to strengthen the ensure there is adequate land for commercial and industrial development and policies to support the type of industries that a local government wants to attract and grow. The proposal is intended to update this portion of the Comprehensive Plan by referencing a new EOA, not expanding the UGB, adding policies to encourage collaboration among community partners, and making the Development Code more flexible for additional employment uses. Standard is met.

### **Goal 10, Housing**

Statewide Planning Goal 10 is “to provide for the housing needs of citizens of the state.” The goal requires cities to assess future need for various housing types and to plan and zone sufficient buildable land to meet those projected needs. The proposal is not related to housing. Therefore, this goal is not applicable.

### **Goal 11, Public Facilities and Services**

Goal 11 is “to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.” The Astoria Warrenton regional Airport is operated by the Port of Astoria but located in the City limits. Improving the available uses in industrial zones facilitates the implementation of the Airport Master Plan. Standard is met.

### **Goal 12, Transportation**

Goal 12 is “to provide and encourage a safe, convenient and economic transportation system.” This goal is not applicable.

### **Goal 13, Energy**

Goal 13 is simply “to conserve energy” and does not apply.

### **Goal 14, Urbanization**

Goal 14 is “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” The proposal satisfies this goal by recognizing the need to infill existing lands within the UGB. Standard is met.

### **Goal 15, Willamette River Greenway**

Goal 15 deals with lands adjoining the Willamette River and does not apply to this proposal.

### **Goal 16, Estuarine Resources**

Goal 16 is “to recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.” Because the code amendment would not affect any natural estuarine characteristics, this goal does not apply.

### **Goal 17, Coastal Shorelands**

Goal 17 aims “to conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics.” This goal does not apply.

### **Goal 18, Beaches and Dunes**

Goal 18 says that “coastal areas subject to this goal shall include beaches, active dune forms, recently stabilized dune forms, older stabilized dune forms and interdune forms.” This goal does not apply.

### **Goal 19, Ocean Resources**

Goal 19 deals with management of resources in Oregon’s territorial sea (the waters bordering the state’s coastline). Goal 19 does not apply to this application.

## **CONCLUSIONS AND RECOMMENDATION**

Adoption of the amendment would fulfill a long term goal of updating the Comprehensive Plan for transportation, housing - and in this proposal - economic development. The action would also meet the applicable statewide planning goals. Most importantly, incorporating these changes to the Development Code would facilitate more investment in employment uses in the future.

Based on these findings and conclusions, staff recommends that the Planning Commission direct staff to prepare a draft ordinance and present to the City Commission with a recommendation to adopt.

*Suggested motion: Based on the findings and conclusions of the April 7, 2022 staff report, I move to recommend changes to the Comprehensive Plan and Development Code as described in DCR 22-1, draft an ordinance, and forward to the City Commission for a proposed public hearing on May 24 with a recommendation to adopt.*

*Alternative Motion: I move to continue the hearing to a date certain on May 12 to allow additional public testimony and reconsider the application.*

**Ordinance 1258**  
**Introduced by All Commissioners**

**AN ORDINANCE AMENDING ARTICLE 9 OF THE COMPREHENSIVE PLAN, ADOPTING THE ECONOMIC OPPORTUNITIES ANALYSIS AND AMENDING WARRENTON MUNICIPAL CODE CHAPTER 16.40, 16.44, and 16.60**

**WHEREAS**, the City of Warrenton received generous support from the Department of Land Conservation & Development to update Goal 9: Economic Development of the Comprehensive Plan in 2020, which needs to be updated periodically to reflect changing economic conditions in the community; and

**WHEREAS**, the City of Warrenton supports traded sector industries and small businesses while creating local economic development opportunities through sound policies, supportive regulations, quality infrastructure, and focused public private partnerships; and

**WHEREAS**, the City of Warrenton completed a required Economic Opportunities Analysis in September 2021, held multiple public meetings, open to public comment, to shape economic development policies and strategies; and

**WHEREAS**, the Planning Commission held a public hearing on April 14, 2022 and recommended it for consideration by the City Commission on May 12, 2022.

**NOW, THEREFORE**, the City of Warrenton ordains as follows: (Key: **new** ~~remove~~)

**Section 1.** Article 9 of the Comprehensive Plan shall include the Economic Opportunities Analysis by reference and the policies shall be revised with the following:

ARTICLE 9 ECONOMY ~~(2007 Buildable Lands Inventory does not apply to a developer/property owner's right to development. The Zoning and Wetland Maps apply to ability to develop.)~~

SECTION 9.100 FINDINGS

Statewide Planning Goal 9 is intended to identify existing and emerging economic opportunities within the Warrenton Urban Growth Boundary (UGB). This work includes a buildable lands inventory and an Economic Opportunities Analysis consistent with the rules and requirements of Oregon Land Use Planning Goal 9 (Economy), OAR 660-009-0015, and the “Industrial and Other Employment Lands Analysis Guidebook.” A goal is to establish a clear economic development direction for Warrenton that is consistent with local, regional, and state market trends and planning policies. **To this end, the City was awarded a grant from the Department of Land Conservation & Development in 2020 to update its Comprehensive Plan Economic Element. The Economic Opportunities Analysis was completed in 2021 hereby referenced. The EOA verified the City has an adequate supply of commercial and industrial lands. It also provided an opportunity for policymakers and stakeholders to review economic development policies, strategies, and potential implementation measures to support a more diverse economic future that is resilient to global market fluctuations.**

The following steps have been taken to ensure that the City of Warrenton meets these objectives:

- Identify employment opportunities and trends for the next 20 years.
- Ensure an adequate supply of land within the City’s urban growth boundary (UGB) to meet 20-year employment needs.

- Identify long-term (20-year) land needs for additional employment, considering the following factors:
  - Projected 20-year employment forecasts, considering population projections, current mix of employment, projected future industry trends and other factors.
  - Factors that determine land needs for specific types of employment uses.
  - Locational factors related to different types of businesses and employment areas.
  - Identify amount of land in each zoning designation needed to accommodate projected employment.
- Conduct an inventory of “buildable” land within the City’s UGB that is zoned to allow for employment development.
- Compare the supply of land in different employment zones to the estimated need for employment in each zone to ensure that there is enough land within the City’s UGB and that it is zoned appropriately to meet long term employment needs.

## SECTION 9.200 GOAL

- (1) Retain, strengthen and expand the City’s economic development activities to ensure that adequate land, capital, infrastructure, and services are available to meet the needs for jobs and industry.
- (2) Promote cooperative economic development partnerships.
- (3) Strengthen and enhance a strong commercial core **in the traditional downtown, Hammond, as well as the commercial corridor along Highway 101.**

## SECTION 9.300 POLICIES

### Section 9.310 City Economy

- (1) Ensure sufficient land is zoned for business development, expanding public facilities and services, carrying out various economic growth projects, obtaining adequate funding for activities to achieve economic gains, and undertaking other appropriate economic development actions.
- (2) Encourage and support local industrial development in order to diversify beyond the City's three predominant industrial sectors (wood processing, seafood processing, and commercial fishing), while maintaining strong support for these sectors. **These traded sectors could include metal fabrication, fermentation, and small scale consumer product manufacturing.**
- (3) Work closely with individuals and organizations to increase desired industrial, general commercial and tourist commercial activities in Warrenton. Tourist-oriented establishments shall be encouraged to locate in Warrenton **and Hammond to support a thriving and healthy downtown core.**
- (4) Encourage present employers to expand their operations and aid them in doing what is necessary to maintain an economic base for employment within the City.
- (5) Work with the local business community and community partners to strengthen the downtown commercial area as an important tourist and commercial center.

- (6) Maintain an adequate supply of vacant commercial, industrial and waterfront development property to provide for the economic growth of the community.
- (7) Work with the ~~Clatsop county Economic Development Council~~ **economic development organizations, such as Clatsop Economic Development Resources (CEDR)** and other related non-profits and agencies and to strengthen Warrenton's economy.
- (8) Encourage residents, businesses and civic organizations to shop locally.
- (9) Encourage successful home-based businesses **through sensible regulations that protect neighborhoods while encouraging cottage industries.**
- ~~(10) Institute a business license requirement for individuals and companies conducting business in Warrenton.~~
- (11) Ensure public facilities and services are available to serve existing and prospective new businesses.
- (12) Work with the Port of Astoria, community groups, and local businesses to identify and implement effective economic development strategies **to support the airport business park and other Port owned property.**
- (13) Maintain and enhance all public infrastructure to create a pleasant and convenient business environment (from signage and pocket parks to sidewalks and parking lots).
- (14) Concentrate/encourage small business and infill development in the core and not on the edges of the community.
- (15) Ensure zoning allows for higher density, mixed-use development in the commercial core.
- (16) **Continue to** protect the remaining historic resources such as downtown buildings to maintain local character and attract visitors.
- ~~(17) Support the development and maintenance of a property inventory.~~

#### Section 9.320 Strategies

- (1) Sufficient space shall be zoned for business growth and development activities and, to the extent practical, the capacity of streets and public facilities and services will be expanded to meet their needs. Expansion of water and sewer system capacity and the efficient use of the present capacity will be particularly critical for some establishments, such as fish processing firms.
- (2) The City will encourage the development of the area between East Harbor Drive, Marlin Avenue and US Highway 101 as a regional shopping center complex.
- (3) Undertake activities to provide, protect, and enhance scenic and recreational

attractions in the area. The City Commission will choose a committee or organization to help evaluate, initiate and carry out appropriate tourist-oriented projects.

(4) A group will be appointed by the City Commission to assist in selecting economic development projects for the COL-PAC sponsored federal Economic Development Administration (EDA) funding list. It should also investigate other potential sources of non-local funds for these projects.

(5) Fees from business licenses and/or transient lodging taxes should be used primarily to benefit the local economy, including helping to pay for tourist-oriented projects **and support implementation of an economic development strategy.**

(6) The City will cooperate with the Port of Astoria to improve road access, utility service levels and other infrastructure to help develop the airport industrial park **and maintain a viable and competitive master plan.**

~~(7) The City supports efforts by Clatsop County to develop a new county fairgrounds site and light industrial park at the Alumax property in the UGB.~~ **The City will support a collaborative effort by Clatsop County to master plan and develop a new light industrial park on County owned land. Any strategy developed by the County should be aligned with City economic development policies and strategies.**

(8) Prepare and keep updated a current inventory of available buildings and land with complete data, including price, features, utilities, infrastructure, maps, photos or contact information. If selected properties are known to soon be vacant, include those in the review.

(9) Determine which properties are ready for occupancy and which need renovation or complete site prep and development. Evaluate the condition, property owner tenure, price competitiveness and other factors to assess true market readiness.

(10) Select and target the top five properties for tenants and property improvements. Work with property owners on an action plan for improvement and/or to sell the property. Identify incentives for ~~rapid change~~ **new private investment using available urban renewal tools and financing.**

(11) The City will work through ~~CEDC~~ **CEDR** to achieve many **regional** economic objectives beneficial to the City and County as a whole, such as:

- (a) Increasing the emphasis on production of lumber and **value added** wood products in the County instead of log exports;
- (b) Expanding ~~CEDC and other~~ fish hatchery, **research and development, and habitat restoration programs** in the Columbia River Estuary area;
- (c) Relieving the shortage of moorage spaces, particularly moorages for commercial fishing boats;
- (d) Improving the understanding of, and commitment to, the sustained yield concept, a concept which, when applied, means that resources (forestry, fishing or others) will not be overused for short-term gains;
- (e) Increasing the number of tourists that visit Clatsop County during the off-season, including development of motels and tourist-oriented shopping facilities;



- (f) Provide and support more training opportunities for people who want to learn skills needed for local economic activities, **including Warrenton High School's Career Technical Education program;** and
  - (g) Expanding existing business operations and encouraging other firms to locate in the area.
- (12) Enhance urban design of the downtown core, while still recognizing the city's historic character through the provision of street furnishings, planters, way-finding and directional signage, paving and other features.
- (13) Continue a strong partnership with Spruce Up Warrenton to revitalize the downtown and attract more private investment and visitors.**
- (14) Develop an economic development strategy with a five year action plan based on the results of the EOA and to grow and expand specific traded sector industries.**
- (15) In general, the City will strive to support traded sector industries (export-based economy) that facilitate skill advancement and career ladder opportunities for local youth and residents as well as circulate resources back to the local community through supply chain opportunities.**
- (16) The City will strive to add a feasible conference center at the Hammond Marina to support tourism related investments and additional visitors to the Hammond neighborhood.**
- (17) The City will explore innovative strategies for wetland mitigation and enhancement to support economic development activities while protecting critical Goal 5 resources.**

**Section 2.** The Warrenton Municipal Code shall be revised with the following:

**Chapter 16.40 GENERAL COMMERCIAL (C-1) DISTRICT**

**16.40.010 Purpose.**

The purpose of the General Commercial Zone is to allow a broad range of commercial uses providing products and services in the Warrenton downtown area, the Hammond business district and marina, and along the Highway 101 corridor.

**16.40.020 Permitted Uses.**

The following uses and their accessory uses are permitted in the C-1 zone if the uses conform to the standards in Sections 16.40.040 through 16.40.060, Chapters 16.124, 16.212 and other applicable Development Code standards, and other City laws:

- A. Only the following uses and their accessory uses are permitted along Highway 101, SE Marlin, SE Ensign Drive, SE Discovery Lane, and SE Dolphin Avenues and shall comply with the above noted sections as well as Chapter 16.132:
  - 1. Personal and business service establishments such as barber or beauty shop, clothes cleaning, funeral home **and pet grooming.**
  - 2. Professional, financial, business and medical offices.
  - 3. Retail business establishments.
  - 4. Amusement enterprises such as theater or bowling alley.
  - 5. Technical, professional, vocational and business schools.
  - 6. Membership organizations such as unions, lodge hall, club or fraternal buildings.
  - 7. Eating and drinking establishment.

8. Hotel, motel or other tourist accommodation, including bed and breakfast.
9. Automobile sales, and/or service and parts establishment.
10. Boat and marine equipment sales, service or repair facilities.
11. Building material sales yard.
12. Government buildings and uses.
13. Transportation facilities and improvements subject to the standards of Section 16.20.040.
14. Dredge material disposal (DMD) subject to Section 16.40.050 (site 27S located within this area zoned C-1) and Chapter 16.104.
15. Community garden(s) (see definitions).
16. Hospital, medical offices, sanitarium, rest home, nursing or convalescent home.
17. Congregate care or assisted living facility.
18. Public utilities, including pipelines, cables, and utility crossings but not structures.
19. Commercial uses with second floor residential use(s) [apartment(s)] or on the same lot with existing single family detached built prior to April 2, 1997.
20. Homestay lodging subject to the standards in Chapter 8.24.
21. Vacation rental dwelling subject to the safety regulations in Section 8.24.030.
22. Similar uses as those stated above.

B. For all other C-1 zoned areas within the City limits of Warrenton, the following uses and their accessory uses are permitted and shall comply with the above noted sections:

1. Personal and business service establishments such as barber or beauty shop, clothes cleaning or funeral home, **and pet grooming**.
2. Professional, financial, business and medical offices.
3. Retail business establishments.
4. Amusement enterprises such as theater or bowling alley.
5. Technical, professional, vocational and business schools.
6. Membership organizations such as unions, lodge hall, club or fraternal buildings.
7. Eating and drinking establishment, **including food carts and food pods**.
8. Hotel, motel or other tourist accommodation, including bed and breakfast.
9. Automobile sales, service or repair establishment.
10. Boat and marine equipment sales, service or repair facilities.
11. Building material sales yard.
12. Residential home.
13. Residential (care) facility.
14. Home occupations (must comply with paragraph 19 of this subsection).
15. Child care center.
16. Government buildings and uses.
17. Public utilities, including structures, pipelines, cables, and utility crossings.
18. Hospital, medical offices, sanitarium, rest home, nursing or convalescent home.
19. Congregate care or assisted living facility.
20. Single-family residences existing prior to April 2, 1997 may be repaired, remodeled, expanded, or replaced if damaged.
21. Transportation facilities and improvements subject to the standards of Section 16.20.040.
22. Community garden(s) (see definitions).

23. Commercial uses with second floor residential use(s) [apartment(s)] or on the same lot with existing single-family detached built prior to April 2, 1997.
24. Homestay lodging subject to the standards in Chapter 8.24.
25. Vacation rental dwelling subject to the safety regulations in Section 8.24.030.
26. Similar uses as those stated in this section. (Ord. 1248 § 2, 2021; Ord. 1234 § 1, 2020; Ord. 1196-A § 1, 2015; Ord. 1186-A § 1, 2014; Ord. 1177-A § 2, 2013)

**16.40.030 Conditional Uses.**

The following uses and their accessory use may be permitted in the C-1 zone when approved under Chapter 16.220 and shall comply with Sections 16.40.040 through 16.40.060 and Chapters 16.124 (Landscaping) and 16.212 (Site Design Review):

A. Only the following uses and their accessory uses are permitted along Highway 101, SE Marlin and SW Dolphin Avenues, and shall comply with the above noted sections and Chapter 16.132:

1. Cabinet, carpenter, woodworking or sheet metal shops.
2. Processing uses such as bottling plants, bakeries and commercial laundries.
3. Research and development establishments, **laboratories, and similar facilities.**
4. Wholesale storage and distribution facilities, including cold storage.
5. RV Park.
6. New drive-through/drive-up facility or substantially improved as defined by 25% of assessed value.
7. Medical marijuana dispensaries and recreational marijuana retail outlets licensed by the State of Oregon and subject to Section 16.40.060(I).
8. Similar uses as those stated in this section.

B. The following uses and their accessory uses are permitted in all other C-1 zoned areas within the City limits of Warrenton:

1. Cabinet, carpenter, woodworking or sheet metal shops.
2. Building contractor shops, including plumbing, electrical and HVAC.
3. Fuel oil distributor.
4. Processing uses such as bottling plants, bakeries, **coffee roasters**, and commercial laundries.
5. Research and development establishments, **laboratories, and similar uses.**
6. Wholesale storage and distribution facilities, including cold storage.
7. Veterinary clinic, kennels.
8. Tool and equipment rental.
9. Mini-warehouses or similar storage uses, subject to the requirements in Section 16.116.030(G).
10. Church, synagogue, or other place of worship.
- ~~11. Commercial uses with 2nd floor residential use(s) [apartment(s)].~~
12. RV Park.
13. Multifamily housing development subject to the development and other applicable standards of Chapter 16.36, Section 16.124.070 generally and Section 16.124.070(C)(1) specifically, and Chapter 16.188.
14. **Cottage manufacturing that occurs in tenant spaces or structures that are less than 2,000 SF.**
15. **Fermentation enterprises, such as breweries and distillers, may also include a taproom.**

16. Similar uses to those listed in this section. (Ord. 1242 § 1, 2020; Ord. 1225 § 3, 2019; Ord. 1211-A § 1, 2017)

## **Chapter 16.44 COMMERCIAL MIXED USE (C-MU) DISTRICT**

### **16.44.010 Purpose and Applicability.**

- A. **Purpose.** A City goal is to strengthen certain established residential areas having frontage on state highways as transition areas between commercial centers and outlying residential areas. The district is intended to support this goal through elements of design and appropriate mixed-use development. Mixed-use development features design standards that allow residential and commercial uses to occur simultaneously on the same lot. This chapter provides standards for the orderly improvement of mixed-use commercial areas based on the following policies:
1. Use land and urban services efficiently;
  2. Support a mixture of land uses to encourage walking as an alternative to driving, and provide more employment and housing options; and
  3. Allow certain commercial uses amongst existing residential uses that are compatible with, and add interest to, the established residential character of the area.
- B. The Commercial Mixed-Use District applies to the following area: those properties bounded by 4<sup>th</sup> and 9<sup>th</sup> Streets along S. Main Avenue (Fort Stevens Highway/State Highway 104) extending west to, and including, the easterly half of the old railroad right-of-way and extending east to the Skipanon River's A-2 (Aquatic Conservation) Zoning District.

### **16.44.020 Permitted Uses.**

The following uses and their accessory uses are permitted in the C-MU district if the Community Development Director determines that the uses conform to the standards in Sections 16.44.040 and 16.44.050, applicable Development Code standards, and other City laws. All new sewer and water connections for a proposed development shall comply with all City regulations:

- A. **Residential.**
1. Single-family detached dwelling with covered parking in accordance with Chapter 16.180 on lots not having direct frontage on, or taking direct access from, a State highway.
  2. Duplex, townhome, triplex, multifamily and rowhouse with garage (attached or detached) in accordance with Chapter 16.180 and subject to standards of Chapter 16.184.
  3. Daycare center.
  4. Home occupation, shall comply with Section 16.44.020(A)(5).
  5. Single-family residences existing prior to April 2, 1997 may be repaired, remodeled, expanded, or replaced if damaged so long as building permits are obtained within 12 months of the date of discontinuance.
  6. Homestay lodging subject to the standards in Chapter 8.24.
  7. **Accessory dwelling subject to standards of Section 16.180.040.**
  8. Similar uses as those listed in this section.
- B. **Public and Institutional.**
1. Church, synagogue, or other place of worship.
  2. Clubs, lodges, similar uses.
  3. Government buildings and uses.
  4. Libraries, museums, community centers, and similar uses.

5. Public parking lots and garages, subject to design standards in Chapter 16.128.
  6. Public utilities, including structures, pipelines, cables, and utility crossings.
  7. Transportation facilities and improvements subject to the standards of Section 16.20.040.
  8. Community garden(s) (see definitions) **and public parks.**
  9. Similar uses as those listed in this section.
- C. Commercial.
1. Personal and business service establishments such as a barber or beauty shop, clothes cleaning or a funeral home.
  2. Professional, financial, business and medical offices. Drive-through facilities are not permitted within the C-MU district.
  3. Retail business establishments and processing uses (e.g., bakery) of goods sold on site.
  4. Amusement enterprises such as a theater or bowling alley.
  5. Technical, professional, vocational and business schools.
  6. Eating and drinking establishments. Drive-through facilities are not permitted within the C-MU district.
  7. Hotel, motel or other tourist accommodation, including bed and breakfast.
  8. **Multiple (or mixed) uses on the same lot or parcel.**
  9. **Multiple (or mixed) uses on adjoining lots or parcels.**
  10. Similar uses as those listed in this section. (Ord. 1248 § 2, 2021; Ord. 1186-A § 2, 2014)

#### **16.44.030 Conditional Uses.**

The uses listed under Section 16.44.020 and their accessory uses may be permitted in the C-MU district when approved under Chapter 16.220, Conditional Use Permits:

- A. Cabinet, carpenter, woodworking or sheet metal shops, fully enclosed in a building.
- B. Building contractor shops, including plumbing, electrical and HVAC.
- C. **Cottage manufacturing that occurs in tenant spaces or structures that are less than 2,000 SF.**
- D. Research and development establishments, **laboratories, and similar facilities.**
- E. ~~Drive through/drive up facility.~~
- F. Accessory dwelling subject to standards of Section 16.180.040.
- G. Vacation rental dwelling subject to the safety regulations in Section 8.24.030.
- F. **Fermentation enterprises, such as breweries and distillers, may also have a taproom.**
- G. **Food carts and pods.**
- H. Similar uses as those listed in this section. (Ord. 1248 § 2, 2021; Ord. 1225 § 4, 2019)

### **Chapter 16.60 GENERAL INDUSTRIAL (I-1) DISTRICT**

#### **16.60.010 Purpose.**

The purpose of the General Industrial Zone is to provide sites **for employment related industries such as** light, heavy, and airport-related industrial activities in the City of Warrenton. These areas are suitable for uses involving manufacturing, fabrication, processing, transshipment and bulk storage. General Industrial areas are near or adjacent to arterial transportation corridors.

### **16.60.020 Permitted Uses.**

The following uses and activities and their accessory uses and activities are permitted in the I-1 zone if the Community Development Director determines that the uses conform to the standards of Section 16.60.040, applicable Development Code standards, and other City regulations:

- A. Production, processing, assembling, packaging or treatment of such products as food **and beverage** products, pharmaceutical, hardware and machine products. **Retail of products made on site is permitted as an accessory use.**
- B. Production, processing, assembling, packaging or treatment of articles and products from previously-prepared or semi-finished materials, such as paper, wood, rubber, plastics, fibers and sheet metal.
- C. Research and development laboratories **and similar uses.**
- D. Printing facilities.
- E. Public utility facilities such as power stations, sewage and water treatment plants.
- F. Storage and distribution services and facilities (i.e., truck terminals, warehouses and storage buildings and yards, contractor's establishments, lumber yards and sales) or similar uses.
- G. Vehicle repair (welding, painting and service, and parts facilities).
- H. Airport support structures: hangars, weather stations, fuel terminals and storage buildings, etc.
- ~~I. Mini-warehouses or similar storage uses.~~
- J. Contractor shop or equipment storage yard for storage and rental of equipment commonly used by a contractor.
- K. Cabinet, carpenter, woodworking, metal **fabrication** shops or similar establishments.
- L. Professional, financial, medical, or business offices.
- M. Public utilities, including structures, pipelines, cables, and utility crossings.
- ~~N. Government buildings and uses.~~
- O. Passive restoration.
- P. Government buildings and uses.
- Q. Transportation facilities and improvements subject to the standards of Section 16.20.040.
- R. Dredge material disposal (DMD) subject to Section 16.60.040 (site 20S), and Chapter 16.104.
- S. Community garden(s) (see definitions).
- T. Food and/or beverage trucks or carts.
- U. Similar uses to those listed in this section. (Ord. 1605-A § 1, 2016; Ord. 1196-A § 3, 2015; Ord. 1186-A § 5, 2014)

### **16.60.030 Conditional Uses.**

The following uses and activities and their accessory uses and activities may be permitted in the I-1 zone when approved under Chapter 16.220, and subject to the provisions in Section 16.60.040, Development Standards:

- A. Heavy fabrication of finished or semi-finished products from raw materials.
- B. Airport runway extensions or relocations.
- C. One caretaker unit for each primary industrial use on a lot or parcel subject to the following conditions:

1. The unit shall be served with public water and sanitary sewerage disposal, in conformance with City engineering and public works requirements.
  2. The unit shall meet all applicable fire, safety, and building code requirements.
  3. The unit shall be located no closer than 10 feet to any property line.
- D. New hospital, community college, or similar campus type facilities subject to institutional master plan standards in Section 16.224.**
- E. New mini warehouse or similar storage facilities.**
- F. Recreational marijuana production, recreational marijuana processing, or recreational marijuana wholesale activities, subject to Section 16.60.040(N).
- G. Similar uses as those listed in this section.**

**Section 3.** This Ordinance being necessary for the immediate protection of the health, safety and welfare of the citizens and residents of the City of Warrenton, an emergency hereby is declared to exist and this Ordinance shall take full force and effect immediately upon its adoption by the Commission of the City of Warrenton.

**First Reading: July 12, 2022**  
**Second Reading: July 26, 2022**

**ADOPTED by the City Commission of the City of Warrenton, Oregon this \_\_\_ day of \_\_\_\_\_ 2022.**

APPROVED

\_\_\_\_\_  
Henry A. Balensifer, Mayor

Attest:

\_\_\_\_\_  
Dawne Shaw, City Recorder

# All-In Warrenton

## FINAL DRAFT Economic Opportunities Analysis

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## BACKGROUND AND PURPOSE

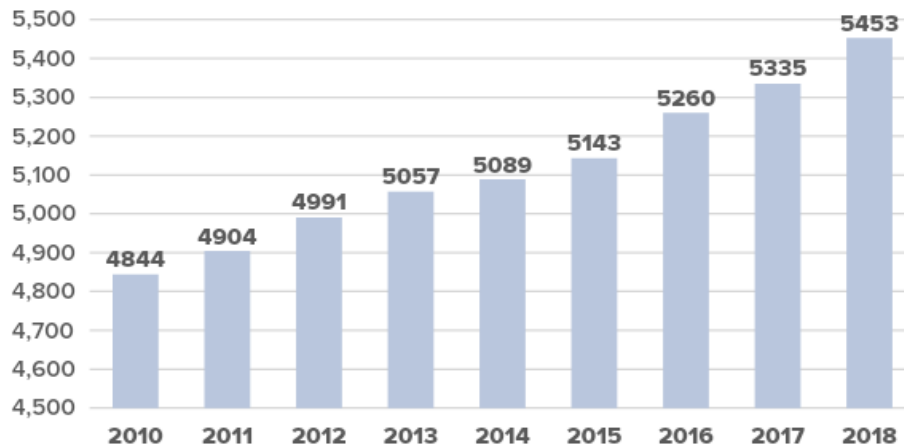
This Economic Opportunities Analysis (EOA) for the City of Warrenton evaluates global, national and regional economic trends to inform a forecast-based estimate of the demand for developable and redevelopable employment land. This estimate of demand is compared with an estimate of the supply based on the City of Warrenton's inventory of parcels. In synthesizing economic trends and reconciling the supply and demand of employment land, this document helps to prepare Warrenton to seize critical economic development opportunities as they arise in the future.

### About Warrenton

Warrenton is a town of about 5,400 people (**Exhibit 1**) in northwest Oregon, situated at the confluence of the Skipanon and Columbia Rivers, near where the Columbia enters the Pacific Ocean. U.S. Highway 101 runs through Warrenton and connects it, across Youngs Bay, to Astoria (population: 10,000). The area boasts historic resources, such as Fort Stevens State Park and the Lewis and Clark National Historical Park, as well as natural amenities, including vast ocean beaches, that draw tourists to the region.

Warrenton's population has been growing steadily, along with Clatsop County's population as a whole.

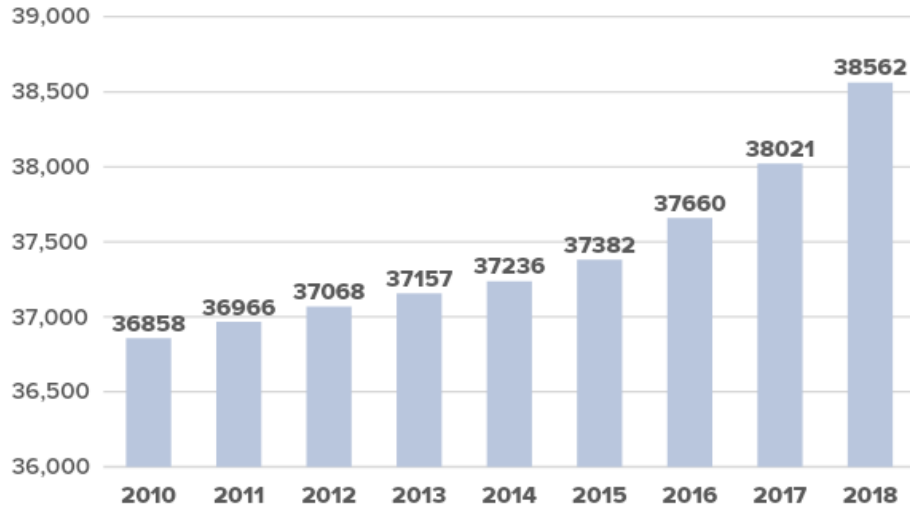
**Exhibit 1. Population, City of Warrenton, 2010-2018**



*Source: US Census Bureau, 2020*

The town has grown slightly every decade since 1970, and its average annual growth rate since 2010 (1.49%) is higher than Clatsop County's average annual growth rate (.57%) over that period.

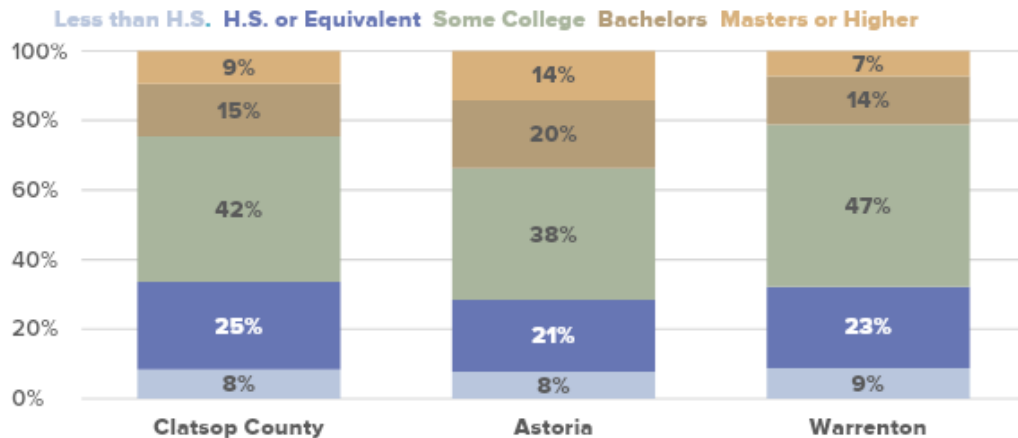
**Exhibit 2. Population, Clatsop County, 2010-2018**



Source: US Census Bureau, 2020

A larger portion of Warrenton’s residents have taken some college courses than in Clatsop County or Astoria. However, Warrenton has a lower percentage of residents with a bachelors or higher than the County and Astoria. Though Warrenton lags behind Astoria in the portion of residents with higher levels of educational attainment, this may not be a critical economic development constraint given that Warrenton employers can easily access labor in either city.

**Exhibit 3. Educational Attainment, Cities of Astoria and Warrenton and Clatsop County, 2018**



Source: US Census Bureau, 2020

Warrenton has generated momentum in economic development through recent efforts by groups like the Warrenton Urban Renewal Authority, Spruce Up Warrenton, and City staff. The City now seeks a strategic assessment of new economic

opportunities and an action plan for economic development. This document meets the State of Oregon's requirements in Statewide Planning Goal 9, while also informing this broader strategic planning effort.

## Summary of Findings

The following are key findings from the analysis.

Warrenton is a small, growing community that has grown, and is expected to continue growing, faster than the broader Clatsop County and Northwest Oregon rates.

Retail is the largest industry sector in Warrenton and is expected to grow faster than most industry sectors based on projected population growth (which drives consumer spending and retail demand). Warrenton's Urban Renewable District covers its downtown area and its Urban Renewal Agency is active in business and economic development.

Extractive and resource-related industries, including forestry, commercial fishing, seafood processing and boat building, are legacy industries that, while not expected to grow rapidly, are culturally significant for Warrenton and the region and may offer opportunities for innovation.

Warrenton's supply of land is heavily impacted by wetlands, making development challenging in certain locations due to additional costs associated with mitigation and the complexity of the regulatory arena. Nonetheless, the available land to meet the needs of growing employment is sufficient; the City has significantly more industrial, commercial and mixed-use land than is likely to be needed based on forecasted employment growth.

## Existing Plans and Policies

### *Warrenton Comprehensive Plan*

Goal 9 of the Warrenton Comprehensive Plan pertains to Warrenton's economy. The stated goal is "to diversify and improve the economy and of the state and Clatsop County." To fulfill this goal, the Plan emphasizes the following:

**Forest Products.** The Plan Emphasizes coordination toward continued forestation, reforestation and forest management. There is an extensive focus on small woodlot owners and identified roles for local, regional, state and federal actors.

**Marine Resources.** The Plan identifies the maritime sector as broadly significant, with a focus on commercial fishing, expansion of fisheries, and on-shore facilities like cold storage, land and moorage, and boat building.

**Travel Industry.** The Plan recognizes the importance of tourism for the local economy and intends to concentrate tourism-related development in the existing Urban Growth

Boundary (UGB). It emphasizes the need to improve seasonal balance and develop new, indoor offseason activities and to provide technical assistance to small businesses in the travel and hospitality sector.

**Human and Community Resources.** The Plan contains a variety of policies and potential actions related to coordination amongst regional stakeholders and potential partners. These include workforce development partnerships with Clatsop Community College (CCC) and coordination for industrial development with the Port of Astoria.

### *Warrenton Urban Renewal District*

Warrenton has an urban renewal district that encompasses 875 acres in downtown Warrenton. The district is managed by the Warrenton Urban Renewal Agency (WURA), which was created in 2007 with a mission to revitalize downtown. In 2019, the City approved a new urban renewal plan and increased WURA's maximum indebtedness from \$1.7M to \$4.8M. Also in 2019, the WURA revamped an existing façade improvement program, resulting in four façade improvement grants given to downtown businesses. Other initiatives potentially within the purview of the WURA include:

- Downtown branding and marketing
- Gateway improvements
- Physical upkeep and street and building improvements
- Property acquisition for redevelopment
- Signage and wayfinding
- Planning and coordination

To the extent that downtown Warrenton is and will continue to be an economic anchor for the town, the WURA will be a critical economic development partner.



*Above: a building renovation in downtown Warrenton, funded in part by funds from the WURA.  
Source: City of Warrenton*

### *Clatsop County Comprehensive Plan*

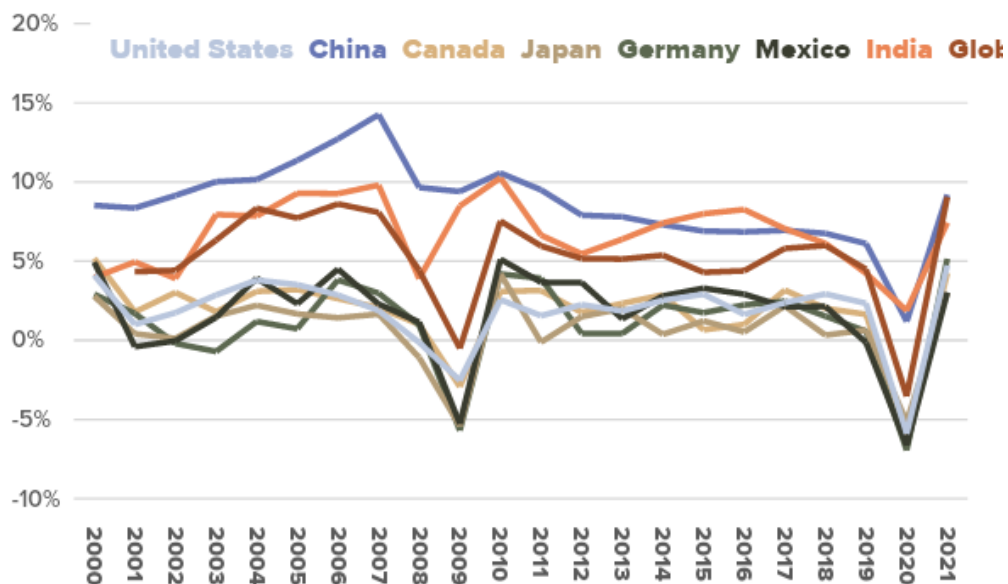
The Clatsop County Comprehensive Plan guides growth and development in the unincorporated areas of Clatsop County. Goal 9 of the Comprehensive Plan pertains to the economy, but the goal has not been updated since the Plan was adopted in the early 1980s. A full update of the Plan is currently underway.

## ECONOMIC TRENDS

### The Global Economy

Global gross domestic product (GDP) growth held steady around 5% per year following the Great Recession before contracting by 3.5% in 2020 (**Exhibit 4**). The International Monetary Fund (IMF) projects global GDP will bounce back with 9% growth in 2021. This level of economic growth is partially dependent on the course of the COVID-19 pandemic and government policies aimed at controlling it, making predictions difficult. In general, countries that were poorer per capita grew faster than the U.S. and most other Organization for Economic Co-operation and Development (OECD) economies. The United States' GDP grew slower than the global rate at 2.3% annually from 2010 to 2019 before contracting an expected 5.9% this year. China and India averaged 7.7% and 7% growth, respectively, over that span, and did not enter recession in 2020.

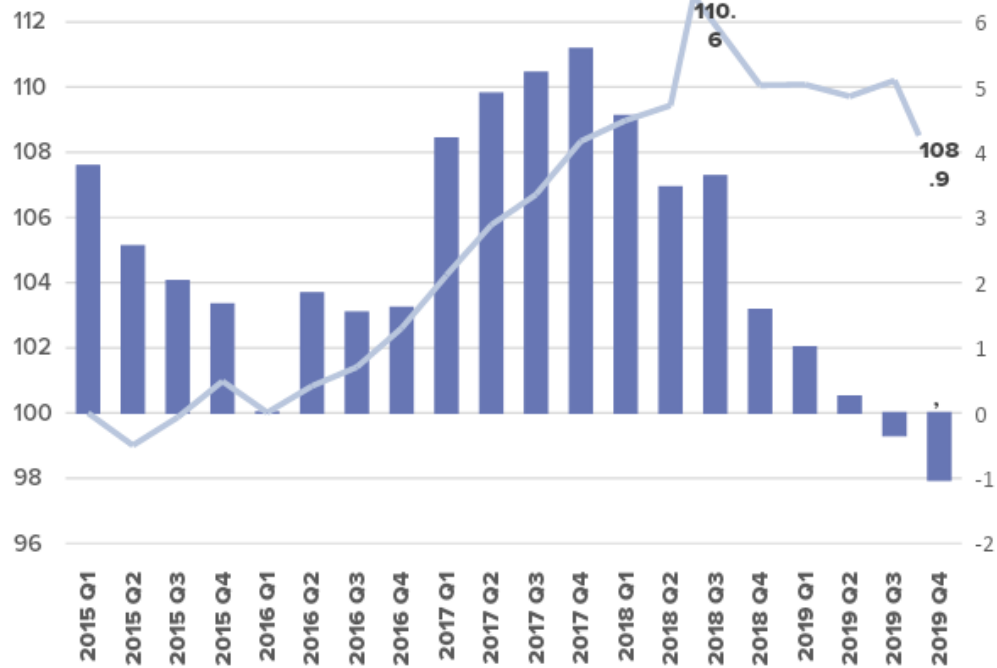
**Exhibit 4. GDP Growth, Select Large Economies**



Source: International Monetary Fund, 2020

Global trade growth has fallen since the end of 2017. **Exhibit 5** shows that growth turned negative midway through 2019. This contraction preceded the pandemic's onset, and negative growth has likely continued in 2020 given the pandemic's impact.

**Exhibit 5. Global Merchandise Trade Volume**

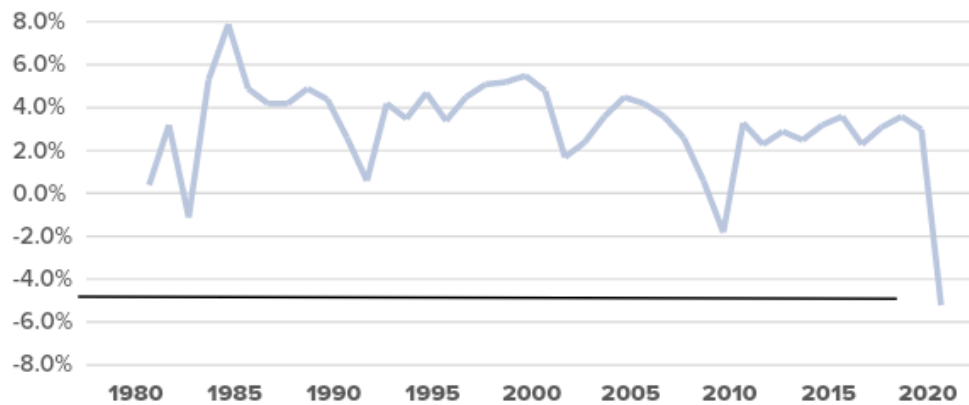


Source: World Trade Organization, 2020

## National and Regional Trends

The United States' economy's long run of consistent growth has been significantly disrupted by the impacts of COVID-19. Growth has turned sharply negative. **Exhibit 6** shows the IMF has projected a 5.9% drop in U.S. GDP in 2020, which would represent the largest contraction since the Great Depression. The IMF predicts some recovery in 2021 with 4.7% growth, but the exogenous nature of the recession makes the pace of recovery difficult to predict.

**Exhibit 6. Gross Domestic Product Growth, United States, 1980-2020**



Source: International Monetary Fund, 2020

The pandemic-induced recession has also caused a sharp rise in unemployment this year. Furthermore, varying shutdown and opening strategies around the country as well as other pandemic response policies have caused unemployment to become extremely erratic in 2020. The U.S. unemployment rate spiked from a 50 year low of 3.5% at the year's outset to 14.7% in April (**Exhibit 7**), and the rate has since fallen to 6.9% as of October. The pace of both job loss and re-hiring is unprecedented in the postwar era, and the timetable for a return to full employment is difficult to predict.

**Exhibit 7. Unemployment Rate, United States, 1950-2020**

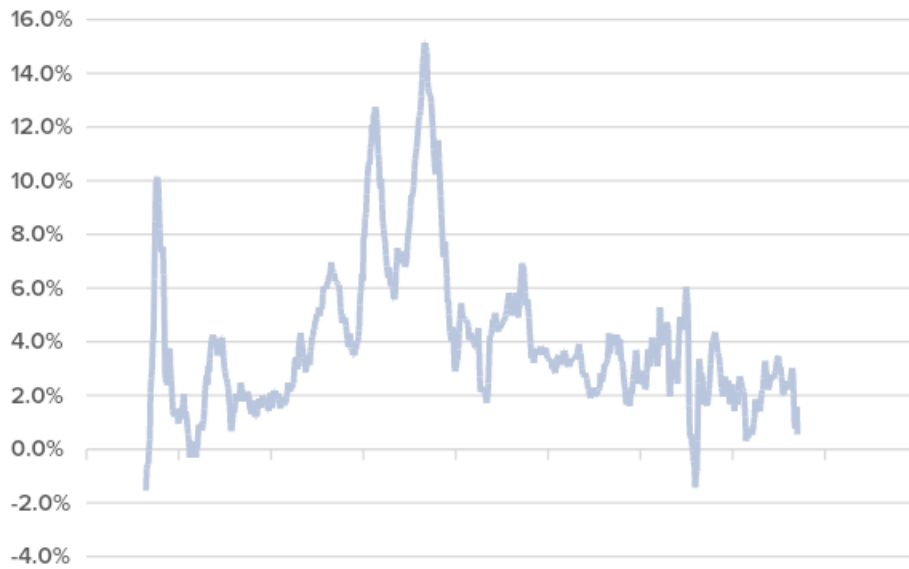


Source: Federal Reserve Economic Data (FRED), 2020

**Exhibit 8** shows that inflation has fallen below 2% and is currently near zero despite the Federal Reserve maintaining interest rates at .25%, near its historic low.



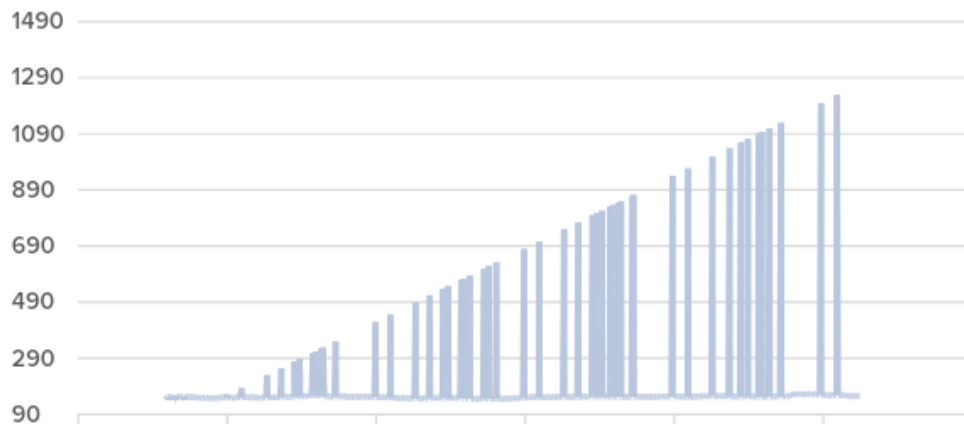
**Exhibit 8. Inflation Rate, United States, 1950-2020**



*Source: Federal Reserve Economic Data (FRED), 2020*

Through the recession, the U.S. Dollar has largely maintained its strength against a basket of major currencies. This is in large part due to the Dollar's status as a reserve currency. The 2020 spike seen in **Exhibit 9** shows that investors have invested in U.S. Treasury securities as a safe haven during the recession, keeping the currency strong.

**Exhibit 9. US Dollar Strength Index, 2016-2020**



*Source: Federal Reserve Economic Data (FRED), 2020*

Overall trade volumes are down since the pandemic began, with exports of goods and services having fallen by 33% from their 2019 peak to their April low and imports down 24% over the same span. **Exhibit 10** shows that like unemployment, trade

volume has partially reverted to pre-pandemic levels since their April floor. Exports and Imports are still 21% and 12% below their 2019 peaks, respectively.

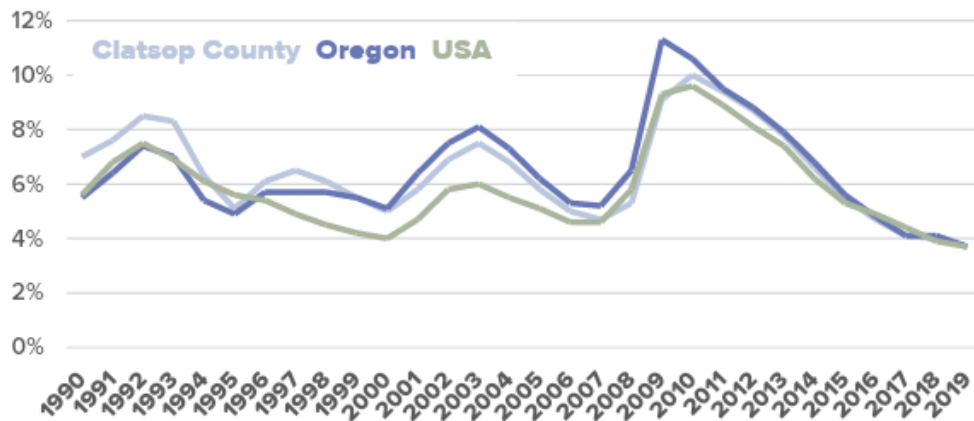
**Exhibit 10. Trade Volume, United States, 2019-2020**



Source: Bureau of Economic Analysis, 2020

**Exhibit 11** shows that the national unemployment rate was consistently lower than in Clatsop County and Oregon as a whole from the mid-1990s until the Great Recession, when Clatsop started to track very closely to the national rate. The Oregon unemployment rate spiked above the national and Clatsop County rates in 2009, and then all three unemployment rates declined steadily through the 2010s and converged at about 4% in 2019. Rates have increased since then, but annual 2020 data is not yet available.

**Exhibit 11. Clatsop, Oregon, and National Unemployment Rate, 1990-2019**



Source: Bureau of Labor Statistics, 2020

State, regional, and local unemployment rates have risen in 2020 because of the COVID-19 pandemic and the multiple measures taken against it at the state and county

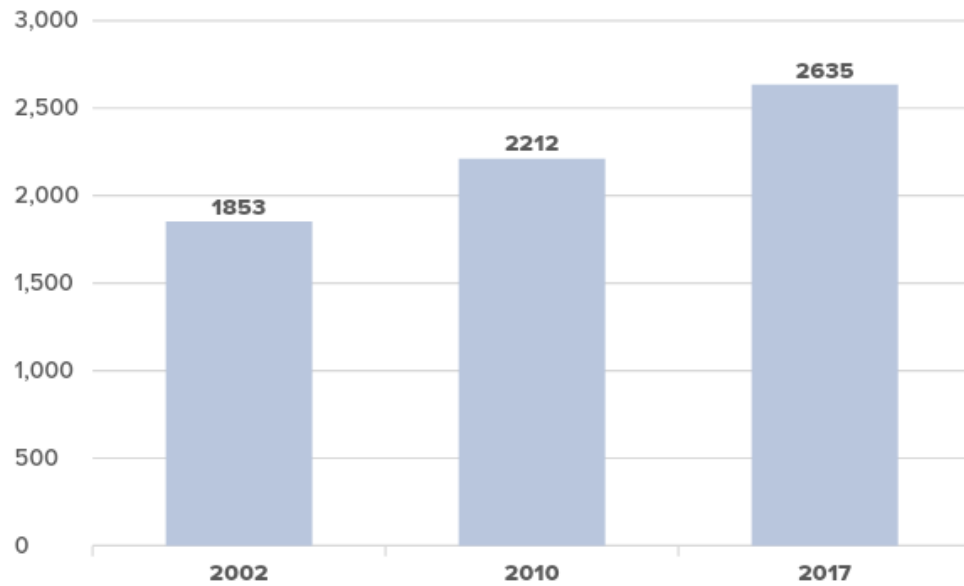
levels. On March 23, Governor Kate Brown declared a statewide stay at home order, which Clatsop County remained under until entering Phase 1 reopening on May 15<sup>th</sup>. Phase 1 allowed for restaurants and bars, barber shops, salons, spas, tattoo parlors, and gyms to reopen provided mask wearing and social distancing were enforced. Clatsop County entered Phase 2 reopening on June 6<sup>th</sup>, which allowed for sports facilities, theaters, and churches to reopen and removed the remote office work requirement. Phase 2 also allowed hotels, campgrounds, and short-term vacation rentals to reopen at 60% capacity. It permitted gatherings of up to 50 people indoors and 100 people outdoors. Travel Astoria created a page on its website with a video promoting area outdoor attractions and instructions on businesses' operating status and what to expect through the summer. Travel Astoria still sought visitors but also tried to educate people coming to the County on local safety rules. They also reported that all lodging in Astoria and Warrenton was operating at 100% capacity as of July 23<sup>rd</sup>.

After a spring and summer of relatively low case numbers, cases began rising in late October and November. Oregon entered a "Two-Week Statewide Freeze" on November 18<sup>th</sup>. This limits social gatherings to six people and caps faith-based organization gatherings at 25 people indoors and 50 people outdoors. It requires offices to close, restaurants to operate take-out and delivery only, and limits grocery stores and retail to 75% capacity. Gyms, indoor recreational facilities, zoos, venues that host events, and other similar businesses have been forced to close. Further restrictions are possible in the coming weeks and months.

## Local Economic Trends

Employment has been steadily increasing in Warrenton, and the City added nearly as many jobs (423) as it added residents (609) between 2010 and 2017. Job growth from 2010 to 2017 also outpaced job growth in the previous eight years (total new jobs) while nearly equaling it in percentage terms (**Exhibit 12**).

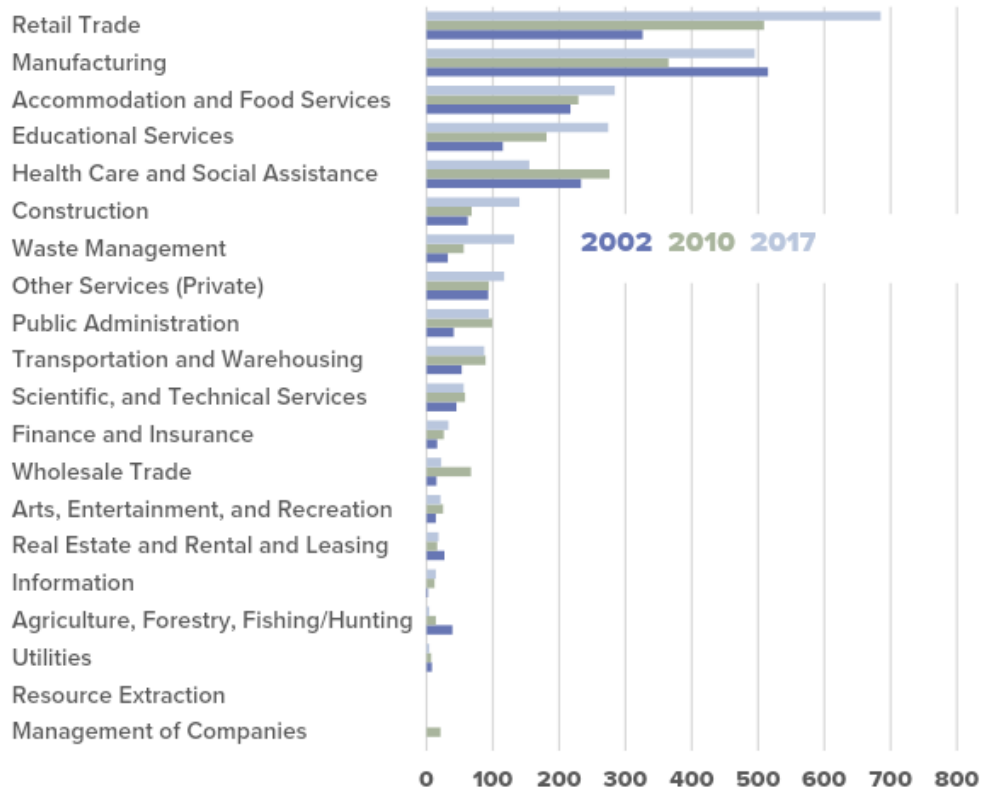
**Exhibit 12. Total Employment, City of Warrenton, 2002-2017**



*Source: LEHD OnTheMap, 2017 (accessed 2020)*

The City's top industries are Retail and Manufacturing. Accommodation and Food Services and Educational Services are also major drivers of employment, as shown in **Exhibit 13**. Educational Services and Retail have grown rapidly, with the two sectors combined accounting for about 64% of the decade's new jobs.

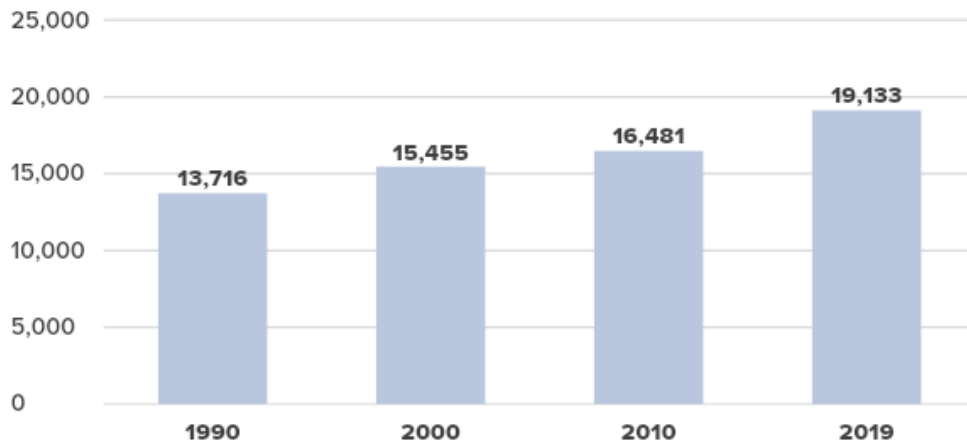
**Exhibit 13. Employment by Industry, City of Warrenton, 2002-2017**



Source: LEHD OnTheMap, 2020

Clatsop County’s job base has also grown steadily over time, but Warrenton’s employment growth has outpaced Clatsop County’s in the past decade.

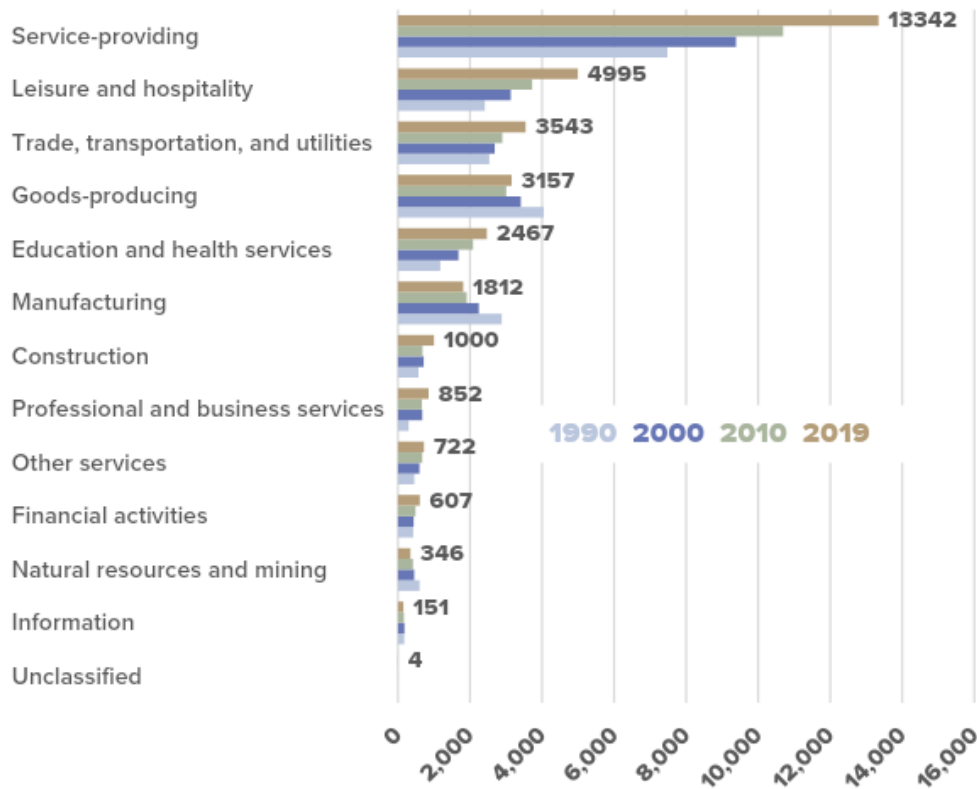
**Exhibit 14. Total Employment, Clatsop County, 1990-2019**



Source: Bureau of Labor Statistics, 2020

Employment growth in Clatsop County bears some significant differences with Warrenton. As seen in **Exhibit 15**, Services and Leisure and Hospitality are the two largest growth-drivers. Conversely, employment in Goods-Producing, Manufacturing and Natural Resources-related sectors have been steadily declining since 1990.

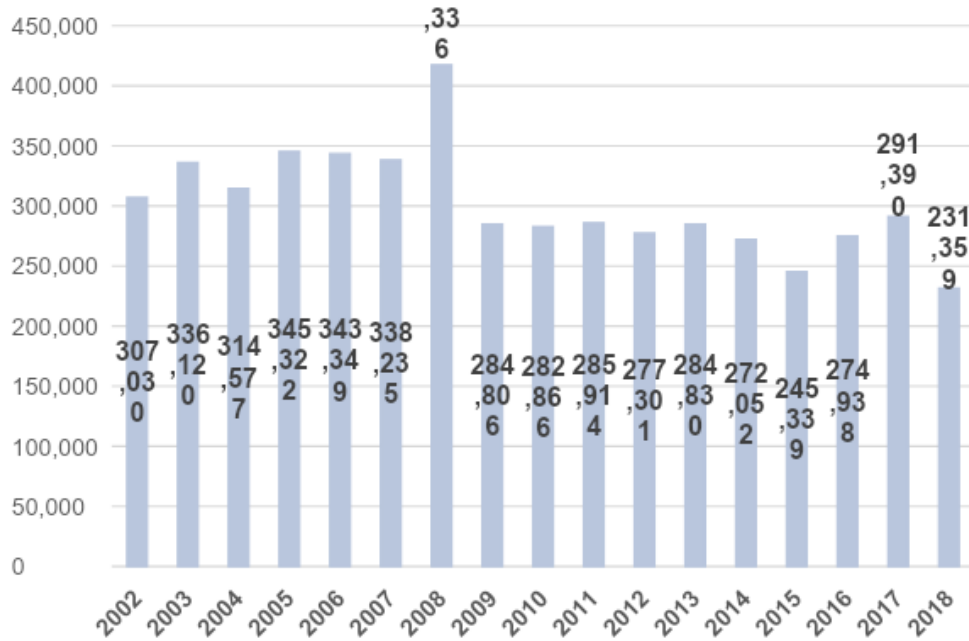
**Exhibit 15. Private Employment by Sector, Clatsop County, 1990-2019**



Source: Bureau of Labor Statistics, 2020

Resource-related industries, including in forestry and commercial fishing, have traditionally been important industry sectors for northwest Oregon. The Clatsop County timber harvest has been slowly declining since its peak of 417,336 thousand board feet in 2008 as seen in **Exhibit 16**. The latest reported harvest was 231,359. The harvest will likely decline to some extent in 2020 due to the COVID-19 pandemic, but timber may have been less impacted than other industries due to the relative persistence of construction activity through the year.

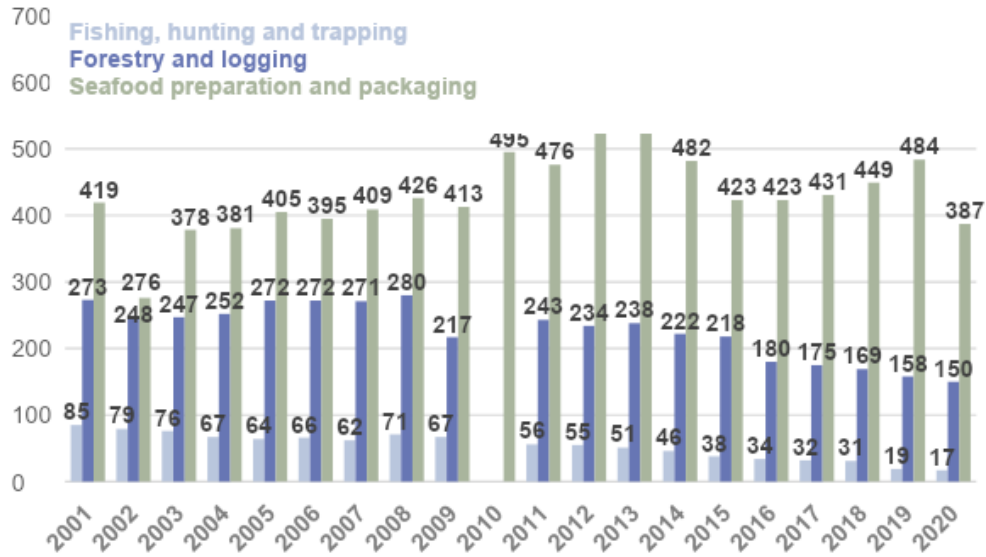
**Exhibit 16. Timber Harvest, Clatsop County, 2002-2018**



Source: University of Montana, 2020

Employment levels in Oregon’s resource related industries appear to be diverging, with **Exhibit 17** showing seafood preparation oscillating but generally higher in the past decade than the 2000s while forestry and logging and fishing, hunting and trapping both declining steadily. Overall resource related employment has fallen nearly 25% from 877 in 2013 to 661 in 2019. Only 554 jobs were recorded in 2020, but it should be noted that the data only covers the first two quarters of 2020 and is in the midst of the pandemic.

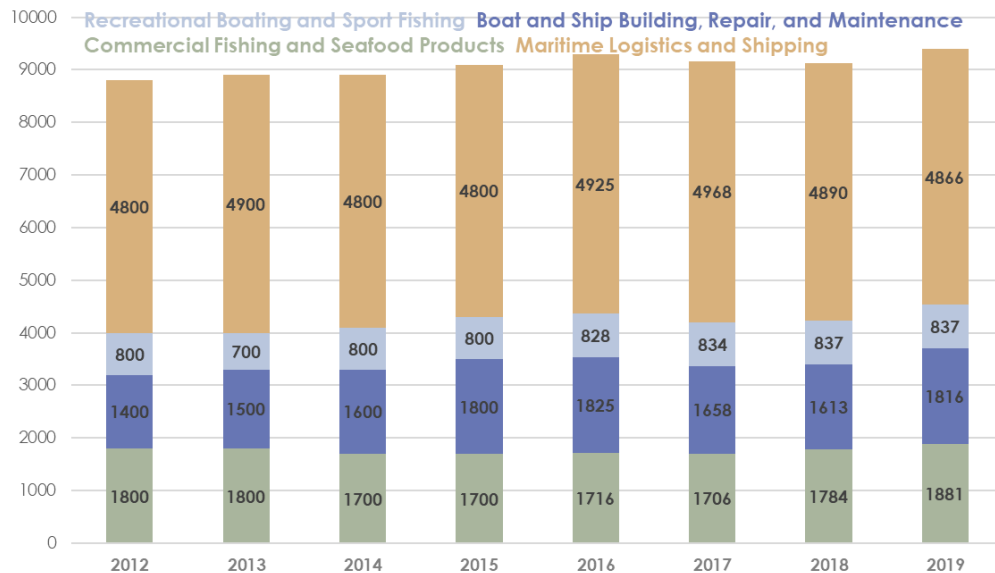
**Exhibit 17. Historical Employment in Resource Related Industries, Oregon, 2001-2020**



Source: Bureau of Labor Statistics, 2020

Maritime related employment has been slowly growing since 2012. All four major sub-industries grew slightly, with boat and ship building, repair, and maintenance growing the fastest at 30% over the 8-year period as seen in **Exhibit 18**. The industry overall grew from 8,800 to 9,400 jobs or 7%.

**Exhibit 18. Maritime Related Employment by Sector, 2015-2019**



Source: Bureau of Labor Statistics, 2020



## *Local Employment Forecast*

A local employment forecast is a required component of an Economic Opportunities Analysis. This section summarizes the forecast methodology and outputs.

### **Methodology**

Employment forecasts for Warrenton through 2040 involved a multistage approach, leveraging updated baseline employment data by industry, population projections, and forecasts for the broader Northwest Oregon region. The latest data by industry for Warrenton, Oregon is for 2017 and published by the U.S. Census Bureau's *Longitudinal Employer-Household Dynamics (LEHD)* data series, available through the Census Bureau's OnTheMap webtool. These employment figures by industry were estimated for 2019 by applying the Clatsop County countywide covered employment growth rates from 2017 to 2019 by matching industry available through the *Quarterly Census of Employment and Wages (QCEW)* series, published by the U.S. Bureau of Labor Statistics.

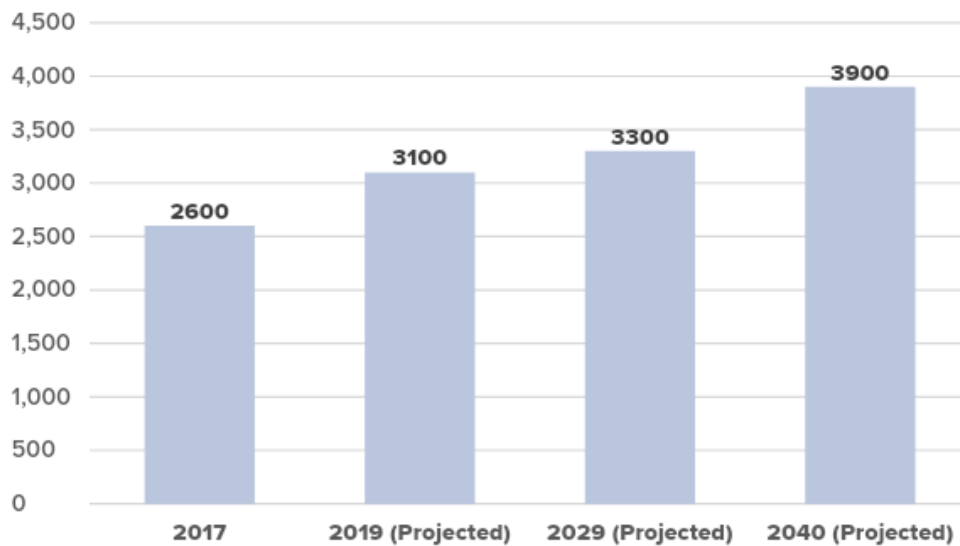
Forecast growth rates through 2029 were determined from existing employment forecasts by matching each industry to the same or nearest industry in the baseline. These growth rates came from two sources: 1) State of Oregon Employment Department's *Northwest Oregon Industry Employment Projections 2019-2029*; and 2) population projections for Warrenton included in the most recent Warrenton comprehensive plan, for 2027. Regional employment growth rates were applied to the non-consumer-based industries, such manufacturing, the belief being that industry growth among these industries in Warrenton should not meaningfully diverge from industry growth rates in the region overall. For so-called "non-basic" industries, i.e., industries that depend on local consumer spending, instead the imputed Warrenton population growth rate was applied. This was based on the assumption that, because these industries—such as retail—rely on household spending, they should grow at or near the same rate as population. The imputed compound annual growth rate for the Warrenton population was then applied for two more years to arrive at 2029 employment estimates for these industries.

Further projections through 2040 were based on the same growth rates extended from 2029 to 2040. These estimates thus represent a scenario whereby growth does not change between the first and second decade into the future.

### **Forecast Details**

Warrenton has seen steady job growth from a low base over time, and **Exhibit 16** points toward this trend continuing over the long term. It should be noted that COVID-19 related economic impacts are ongoing and difficult to fully assess as they occur. Whatever the full extent of the damage, the region's economy will eventually return to growth, and pre-COVID trends may reassert themselves.

**Exhibit 16. Warrenton Projected Employment Through 2040**



*Source: LEHD OnTheMap, 2020; Oregon Employment Department, 2020; Community Attributes, Inc., 2020*

Warrenton’s location near Astoria and recent planning initiatives such as at Chelsea Gardens are likely to affect how the community grows going forward. With Astoria becoming supply-limited, second home buyers from outside the region may increasingly look to Warrenton.<sup>1</sup> They could become a significant demand driver for local businesses, but housing prices could rise faster than wages if large numbers of second home buyers begin looking to Warrenton. The Chelsea Gardens neighborhood’s use of varying housing typologies and sizes in a relatively dense, mixed use setting may allow housing that meets the price requirements of both second home and local buyers.<sup>2</sup> It will likely also support retail growth downtown and in the neighborhood itself.

Warrenton’s population growth will likely support concomitant growth in retail, and **Exhibit 17** demonstrates how that reality should allow retail to outperform its projected regional growth rate. Warrenton’s other industries are more dependent on regional conditions than local ones, and so they will probably grow similarly to the rest of northwest Oregon. This may cause retail trade to expand its position as the City’s leading employer by 2040.

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<sup>1</sup> The Daily Astorian, “Population Growth Slows with Economy: Jobs, Housing Costs are Factors.” December 24, 2019. [Population growth slows with economy: Jobs, Housing Costs are Factors](#)

<sup>2</sup> The Daily Astorian, “Warrenton Approves Chelsea Gardens Neighborhood: Project Rebranded from Spur 104.” February 12, 2020. [Warrenton Approves Chelsea Gardens Neighborhood: Project Rebranded from Spur 104](#)

## Exhibit 17. Projected Periodic and Cumulative Employment Growth by Industry Sector, City of Warrenton, 2019-2040

Industry Sector	2017	2019	2029	2040	CAGR, '19-'29	CAGR, '29-'40	Net New Jobs '19-'40
Accommodation and Food Services	284	294	318	345	0.8%	0.8%	51
Administration & Support, Waste Management...	132	137	140	143	0.2%	0.2%	6
Agriculture, Forestry, Fishing and Hunting	4	4	4	5	0.4%	0.4%	0
Arts, Entertainment, and Recreation	21	22	26	32	1.8%	1.8%	10
Construction	140	145	164	187	1.2%	1.2%	42
Educational Services	274	284	310	342	0.9%	0.9%	58
Finance and Insurance	33	34	36	38	0.5%	0.5%	4
Health Care and Social Assistance	155	161	176	193	0.9%	0.9%	33
Information	14	15	15	15	0.0%	0.0%	0
Management of Companies and Enterprises	0	0	0	0	0.0%	0.0%	0
Manufacturing	495	513	521	530	0.2%	0.2%	17
Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0	0.0%	0.0%	0
Other Services (excluding Public Administration)	117	121	125	129	0.3%	0.3%	8
Professional, Scientific, and Technical Services	56	58	64	72	1.0%	1.0%	14
Public Administration	94	97	102	107	0.4%	0.4%	10
Real Estate and Rental and Leasing	18	19	21	23	1.0%	1.0%	4
Retail Trade	1,035	1,073	1,283	1,561	1.8%	1.8%	488
Transportation and Warehousing	87	90	92	94	0.2%	0.2%	4
Utilities	4	4	4	4	0.2%	0.2%	0
Wholesale Trade	22	23	23	24	0.3%	0.3%	1
<b>Total</b>	<b>2,990</b>	<b>3,100</b>	<b>3,420</b>	<b>3,840</b>	<b>1.0%</b>	<b>1.1%</b>	<b>740</b>

Source: LEHD OnTheMap, 2020; Oregon Employment Department, 2020; Community Attributes Inc., 2020

### Key Trends and Forecasts Findings

The data points to several trends going forward, but it is important to first note that the COVID-19 pandemic will likely have significant impacts in the short and perhaps medium term. Some of Warrenton's top industries like Retail, Accommodation and Food Services, and Educational Services have been significantly impacted nationally by shutdowns and lost business. While Oregon has weathered the pandemic better than many states, those industries are still likely to contract this year, and it will take some time for them to recover.

Beyond the pandemic, the regional economy is projected to grow, but at a modest rate, while Warrenton's population is projected to grow at a steady clip. This divergence between local population growth and regional economic performance means that local industries that are population dependent, such as Retail, are likely to outperform industries tied more closely to the regional economy, such as manufacturing. Retail is therefore likely to extend its lead in jobs significantly and possibly become the predominant source of local employment.

Even though retail is likely to add more jobs than other sectors, current major jobs providers like manufacturing and construction are expected to remain viable and grow slowly. Warrenton's economy should continue to see some diversity in its job base going forward.



## SUPPLY AND DEMAND OF EMPLOYMENT LAND

Employment lands in Warrenton consist of parcels located within six different commercial, industrial and mixed-use zoning categories, and impacted by various constraints such as wetlands, flood zones, and steep slopes. This section of the report surveys these lands to quantify the supply of vacant, partially vacant, and redevelopable parcels (or portions of parcels) that could reasonably accommodate future economic and spatial growth in the City of Warrenton for the 20-year planning time horizon and attempts to quantify the impact of various constraints.

### Land Supply Methods and Analysis

Any analysis of buildable lands requires an estimate of the supply of land to meet expected growth. This EOA focuses only on employment lands, and therefore provides an estimate of the supply of land available to house employment-generating uses. To prepare this estimate, CAI assessed the City of Warrenton's zoning code to identify the subset of zones that allow for commercial and industrial enterprises and other employment-generating uses. Of the City's 16 zoning categories (**Exhibits 18 and 19**), six were selected based on their allowable uses and other factors as those that could accommodate "employment" uses. Non-employment zones, such as residential or conservation and habitat zones, were excluded. This selection process is summarized in **Exhibit 18**.

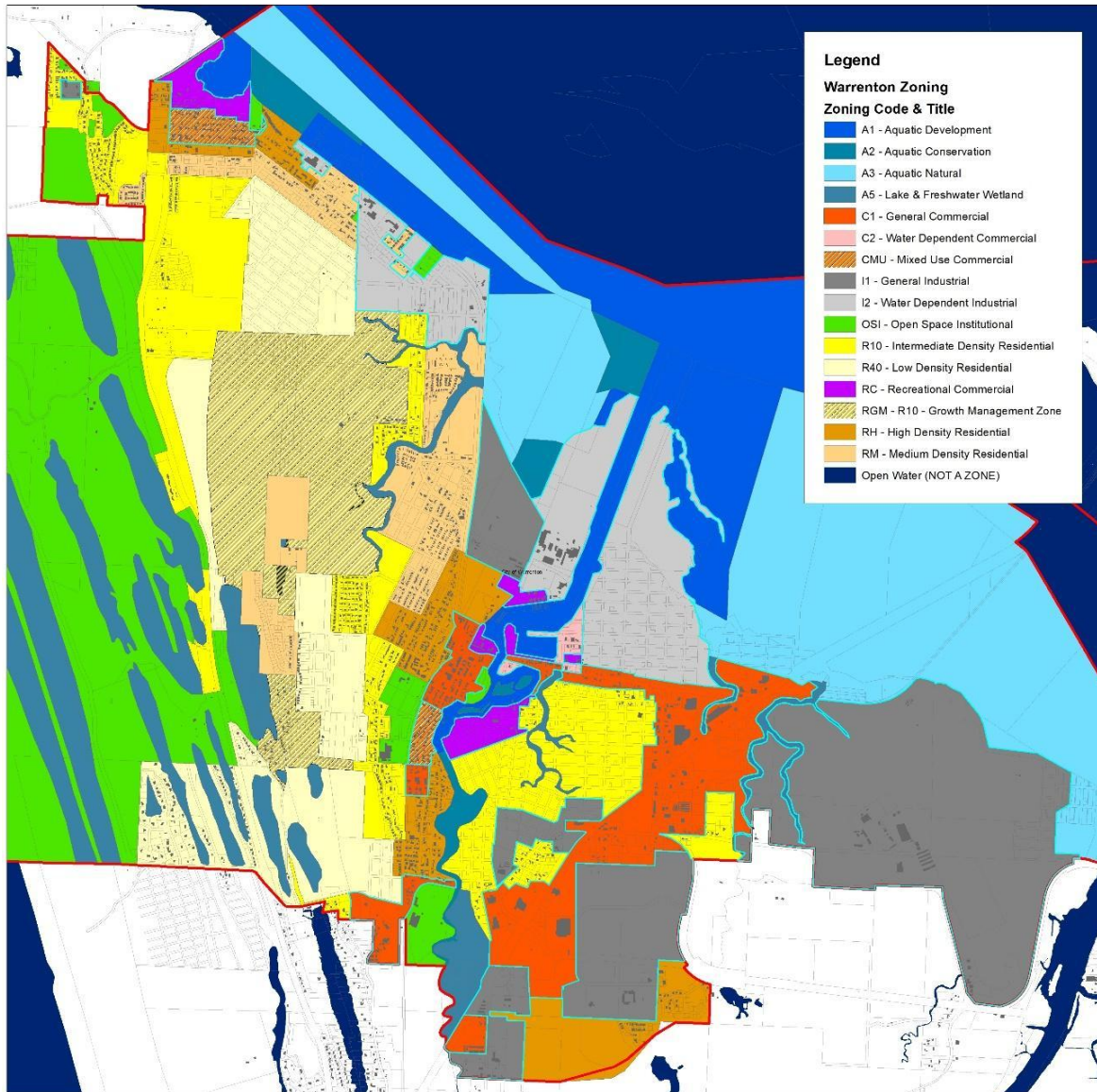
**Exhibit 18. Warrenton Employment Zone Selection, 2020**

<b>Zone Code</b>	<b>Zoning Category</b>	<b>Acres</b>
A1	A1 - Aquatic Development	987.2
A2	A2 - Aquatic Conservation	160.6
A3	A3 - Aquatic Natural	1,725.6
A5	A5 - Lake & Freshwater Wetland	1,031.6
C1	C1 - General Commercial	552.2
C2	C2 - Water Dependent Commercial	20.6
CMU	CMU - Mixed Use Commercial	55.4
I1	I1 - General Industrial	1,275.1
I2	I2 - Water Dependent Industrial	570.2
OSI	OSI - Open Space Institutional	1,746.3
R10	R10 - Intermediate Density Residential	960.8
R40	R40 - Low Density Residential	709.5
RC	RC - Recreational Commercial	102.2
RGM	RGM - R10 - Growth Management Zone	614.9
RH	RH - High Density Residential	376.8
RM	RM - Medium Density Residential	417.5



<b>Type</b>	<b>Selected "Employment" Zones</b>	<b>Zoned Acres</b>
<b>Mixed Use Zones</b>	CMU - Mixed Use Commercial	55.4
<b>Commercial Zones</b>	C1 - General Commercial	552.2
	C2 - Water Dependent Commercial	20.6
	RC - Recreational Commercial	102.2
<b>Industrial Zones</b>	I1 - General Industrial	1,275.1
	I2 - Water Dependent Industrial	570.2
		<b>2,575.6</b>

Exhibit 19. Map of City of Warrenton Zoning Districts, 2020



Source: Clatsop County, 2020; Community Attributes, Inc., 2020

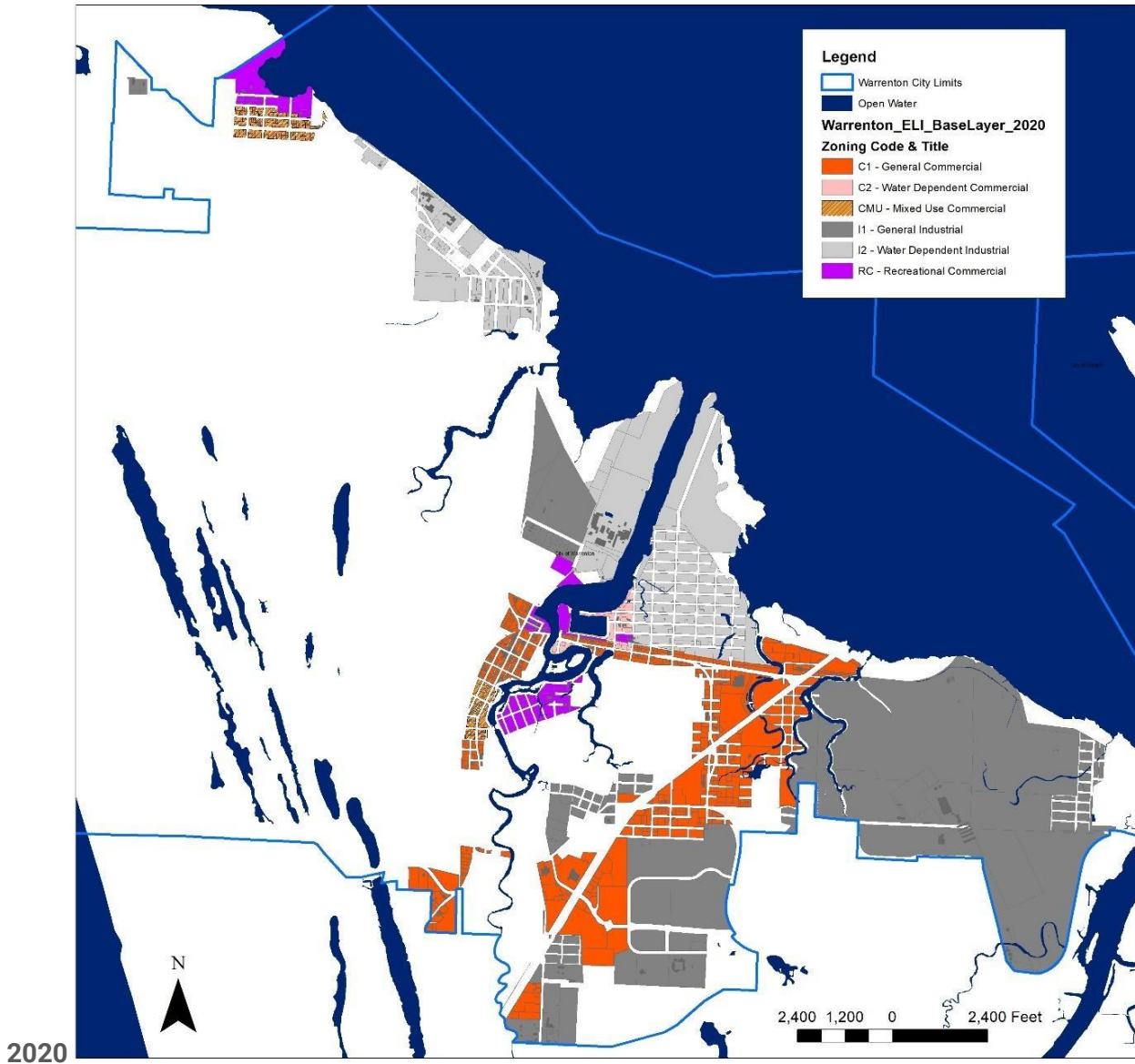
### *Employment Zones*

The six selected “employment” zones include the: General Commercial, Water Dependent Commercial, and Recreational Commercial zones; the General Industrial and Water Dependent Industrial zones; and the Mixed-Use Commercial Zone.

Industrial employment lands are located predominantly along the Columbia riverfront, and along the southern border of the City; while commercial and mixed-use commercial zones are found in central Warrenton along the Skipanon River waterway, and in Hammond. The map and table in **Exhibits 20 and 21**,

respectively, illustrate and summarize all parcels comprising these employment lands, including both built and unbuilt or potentially redevelopable parcels.

**Exhibit 20. Map of All (Built and Unbuilt) Employment Land Parcels by Zone, City of Warrenton,**



Source: Clatsop County, 2020; Community Attributes, Inc., 2020



**Exhibit 21. Summary of All Employment Land Parcels by Zone, City of Warrenton, 2020**

<b>Warrenton Zoning Category</b>	<b>Square Feet</b>	<b>Acres</b>	<b>Number of Parcels / Portions</b>
I1 - General Industrial	51,439,015	1,180.9	180
I2 - Water Dependent Industrial	19,891,931	456.7	217
C1 - General Commercial	18,155,211	416.8	671
RC - Recreational Commercial	4,406,478	101.2	110
CMU - Mixed Use Commercial	1,485,464	34.1	211
C2 - Water Dependent Commercial	581,907	13.4	44
<b>All Employment Zones</b>	<b>95,960,005</b>	<b>2,202.9</b>	<b>1,433</b>

*Source: Clatsop County, 2020; Community Attributes, Inc., 2020*

*Gross Buildable Land Supply*

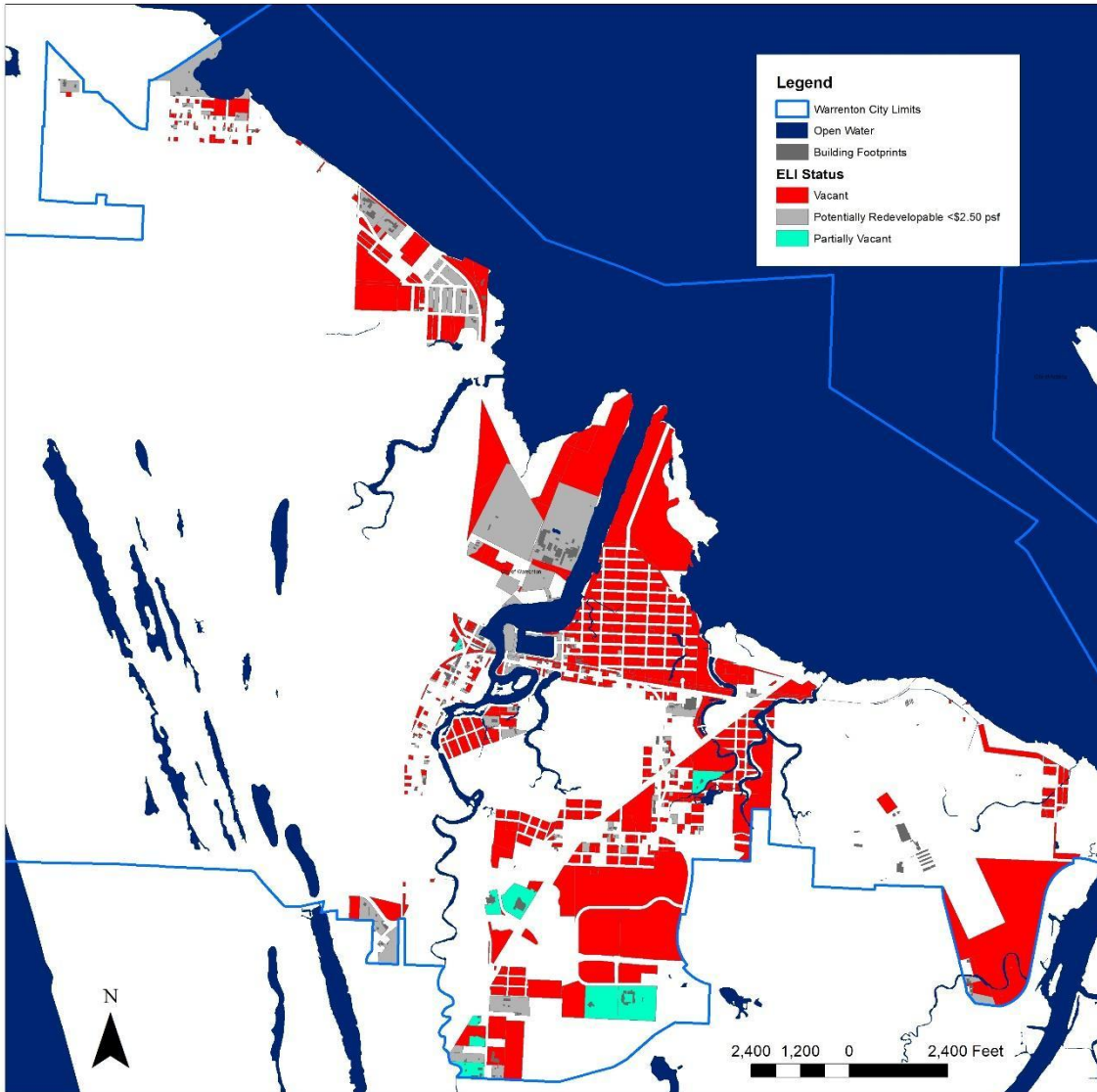
Of the employment lands identified in **Exhibit 20**, many parcels have already been developed, or are otherwise encumbered by critical areas, such that they cannot support additional employment. Other parcels are either vacant, partially vacant, or potentially redevelopable.

Using parcel-based data from the Clatsop County Assessor, CAI identified these vacant, partially vacant, and redevelopable employment lands from the six zones selected for the employment land inventory. The different categories were defined as such:

- **Vacant** lands are completely or almost completely unbuilt. Vacant lands were defined as parcels with very little or no improvement value per the Clatsop County assessor and are identified within the data by selecting parcels with \$.001 or less Real Market Improvement Value per square foot of land.
- **Partially Vacant** lands are identified on parcels that, while built, still contain significant unbuilt portions of land that could be further developed or subdivided and developed. These were manually identified parcels using a current building footprints layer, and checking against satellite imagery.
- **Potentially Redevelopable** lands are defined as parcels with limited improvements in terms of building value per square foot of land and are identified within the data by selecting parcels with \$.001 to \$2.50 Real Market Improvement Value per square foot of land.

Rights-of-way, parks, condominiums, and parcel remnants were removed the employment lands inventory, as were lands comprising the active use areas of the Astoria Regional Airport. The parcels resulting from this tiering and analysis are summarized and mapped in **Exhibits 22 and 23**.

**Exhibit 22. Buildable Employment Lands Inventory by Type, City of Warrenton, 2020**



Source: Clatsop County, 2020; Community Attributes, Inc., 2021

**Exhibit 23 Buildable Employment Lands Inventory by Zoning Category, City of Warrenton, 2020**

Source: Clatsop County, 2020; Community Attributes, Inc., 2021



The resulting parcels, in aggregate, were additionally segmented by size to further characterize the supply of buildable employment lands in Warrenton. **Exhibit 24** illustrates the total number of vacant, partially vacant, and potentially redevelopable parcels segmented by size and current City of Warrenton zoning designation. Most of the City’s medium-large and large buildable employment land sites are found in the industrial zones. While sub-one-acre sites can be found in every commercial and industrial zone in the City, and 1-5 acre sites can be found in all zones but CMU, Warrenton has only 11 large (20 acre +) sites and these are located in the I1, I2, and RC zones.

**Exhibit 24 Buildable Employment Lands by Parcel Size, City of Warrenton, 2020**

	Parcel Size				Total
	<1 Acre	1-5 Acres	5-20 Acres	>20 Acres	
C1 - General Commercial	310	40	12		<b>362</b>
C2 - Water Dependent	26	5			<b>31</b>
CMU - Mixed Use Commercial	63				<b>63</b>
I1 - General Industrial	68	36	15	6	<b>125</b>
I2 - Water Dependent Industrial	93	72	12	3	<b>180</b>
RC - Recreational Commercial	58	18	1	2	<b>79</b>
<b>Total</b>	<b>618</b>	<b>171</b>	<b>40</b>	<b>11</b>	<b>840</b>

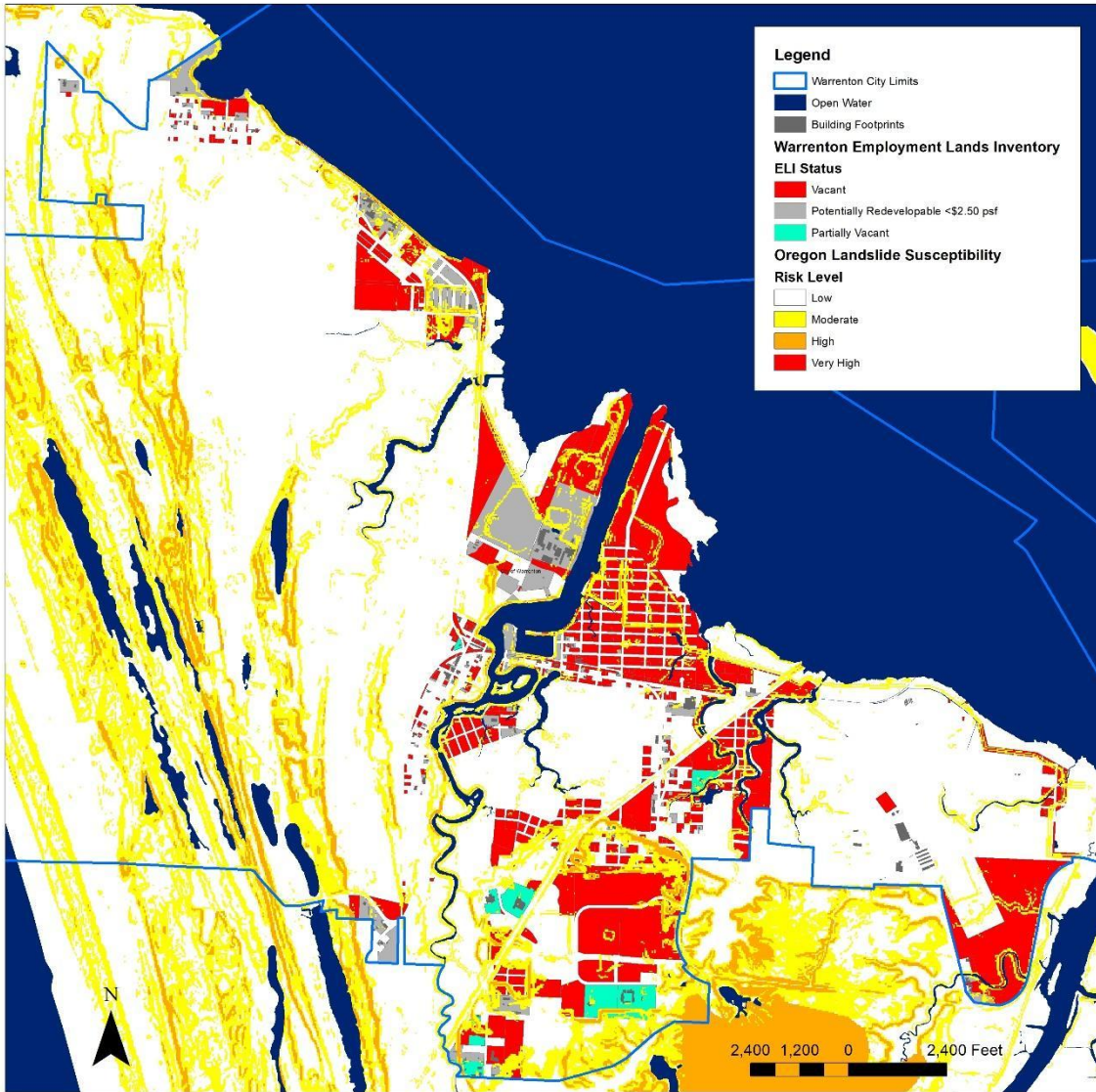
Source: Clatsop County, 2020; Community Attributes, Inc., 2021

### *Deductions from Buildable Employment Lands*

Using geographic information systems (GIS) a calculated “gross supply” figure (in terms of number of parcels, and parcel acres) of Vacant, Partially Vacant, and Potentially Redevelopable employment lands was converted to a “net supply” figure by deducting all or portions of land area that may not be buildable.

Deductions were made for critical areas including wetlands, steep slopes, and landslide prone areas. As it happened, the City of Warrenton contained no significant steep slope or landslide susceptibility encumbrances of the inventoried buildable employment lands (**Exhibit 25**), so only wetland deductions were made.

**Exhibit 25. Buildable Employment Lands Inventory and Landslide Susceptibility, City of Warrenton, 2020**



Source: Clatsop County, 2020; Community Attributes, Inc., 2020

In the City of Warrenton, inventoried wetlands are categorized as either locally significant, or non-locally significant wetlands. While for the most part new development is not permitted on locally significant wetlands (exceptions are possible with a City of Warrenton Hardship Variance (see Section 16.156.080)), development is permitted, with conditions, on non-locally significant wetlands. To develop such areas, the following are required:

1. A State of Oregon Wetland Removal-Fill Authorization.
2. Written verification from the Warrenton Community Development Director, or designee, that the affected wetland area is classified as “non-significant”

per the City of Warrenton Locally Significant Wetland Map dated October 17, 1997.

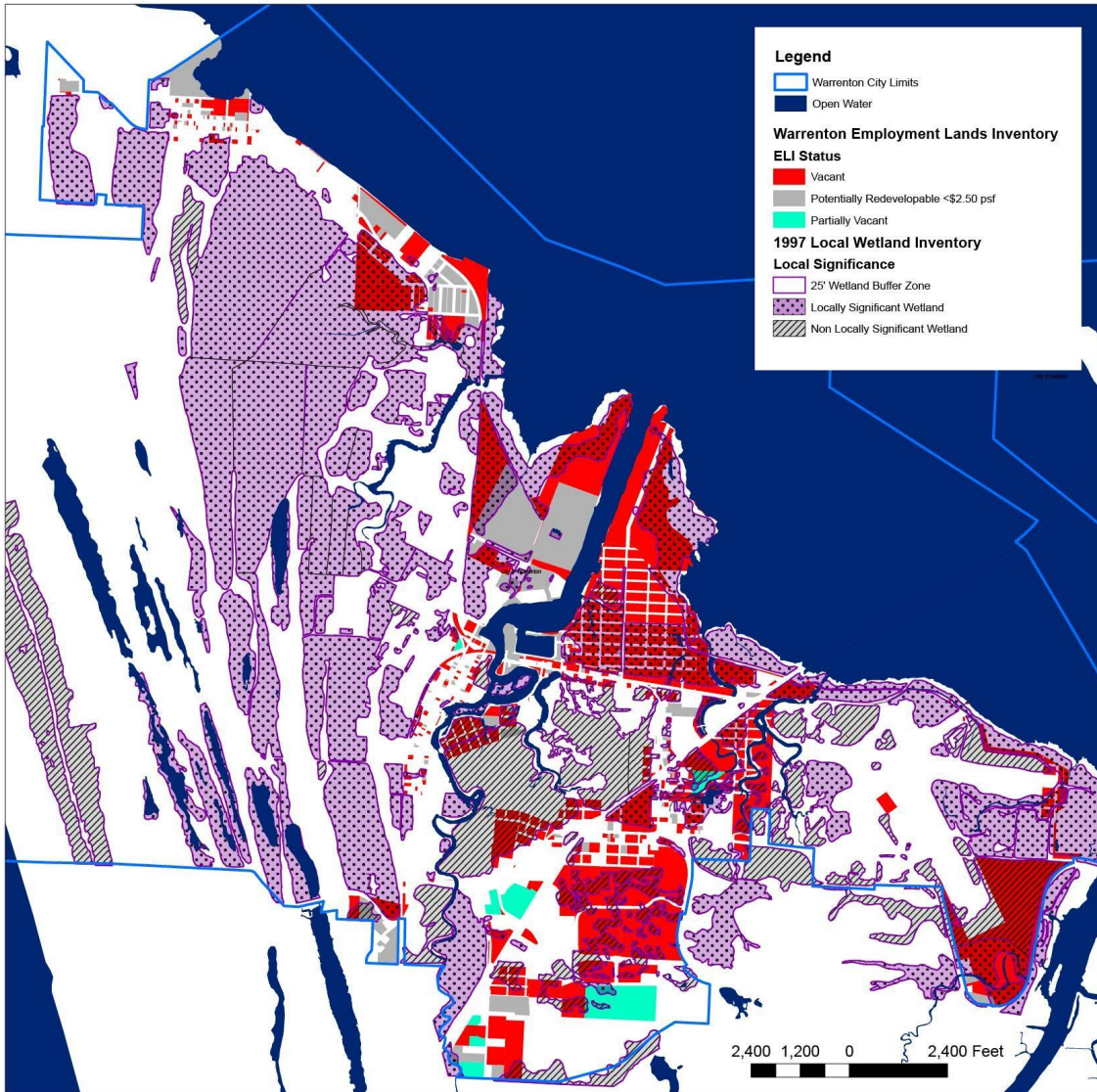
In addition, development within a 25' buffer around any wetland is also subject to:

1. A delineation of the wetland boundary, approved by the Oregon Division of State Lands.
2. A to-scale drawing that clearly delineates the wetland boundary, the proposed setback to the wetland area (if any), and existing trees and vegetation in the mapped wetland area.

For the purposes of this analysis, the additional expense imposed on a developer due to the encumbrances on development within non-locally significant wetlands was approximated by applying a 25% reduction to gross buildable parcel area lying within them, as calculated using GIS-based spatial analysis. Wetland buffers, developable with a wetland delineation only, were not reduced. **Exhibit 26** illustrates where the buildable employment lands overlap with wetlands and wetland buffers.



**Exhibit 26. Buildable Employment Lands Inventory and Wetland Status, City of Warrenton, 2020**



Source: Clatsop County, 2020; Community Attributes, Inc., 2020

Once all applicable wetlands-related deductions were made, an additional deduction of 17.5% (in line with County averages of 15%-20%) of the remaining parcel area was applied to account for the development of future public facilities and rights-of-way that would be required for new development.

*Net Land Supply by Zone*

After deductions, a net land supply is expressed in acres and represents an estimate of the amount of land within each set of zones that can accommodate additional employment through new, greenfield development or redevelopment of lower-intensity or lower-value uses. A summary of net land supply for each zone,

including an overview of the deductions applied to gross land supply to arrive at the final figure, is provided in **Exhibit 27**.

**Exhibit 27. Gross & Net Buildable Employment Lands by Employment Zone, City of Warrenton,**

1 Zoning Category			Tier 1	Tier 2	Tier 3	Total
			Vacant	Partially	Potentially	Vacant + Partially
			Lands***	Vacant	Redevelopable	Vacant + Potentially
				Lands***	Lands***	Redevelopable Lands
<b>CMU - Mixed Use Commercial</b>						
Total Zone Area (Acres)	55.39	Total Parcel Area (Acres)	6.89	0.00	2.45	9.34
Rights-of-Way / Parks /						
Condos / Slivers (Acres)**	21.29	a. Portion in Locally-Significant Wetlands****	2.09	0.00	0.00	2.09
Total Parcel Area, Exclusive of R.O.W.,	34.10	b. Portion in Non Locally-Significant Wetlands	0.00	0.00	0.00	0.00
Parks, Condos, Slivers (Acres)		c. Portion in Wetland Buffer Areas (25' around all wetlands)	0.23	0.00	0.00	0.23
		d. Portion Unencumbered / No Wetland or Buffer	4.57	0.00	2.45	7.02
		e. Portion in Steep Slopes and Slide Areas	0.00	0.00	0.00	0.00
		Total Gross Developable Area (d. + (b.-25%) + c.)	4.80	0.00	2.45	7.25
		Less Future Public Facilities & Infrastructure Set-Aside (17.5%)	0.84	0.00	0.43	1.27
		Total Net Buildable Parcel Area (Acres)	3.96	0.00	2.02	5.98
		Percent of Total Net Parcel Area in Zone (Acres)	12%	0%	6%	18%
		Number of Net Buildable Parcels (or portions if split-zoned)	47	0	16	63
<b>2 Zoning Category</b>						
			Tier 1	Tier 2	Tier 3	Total
			Vacant	Partially	Potentially	Vacant + Partially
			Lands***	Vacant	Redevelopable	Vacant + Potentially
				Lands***	Lands***	Redevelopable Lands
<b>C1 - General Commercial</b>						
Total Zone Area (Acres)	552.16	Total Parcel Area (Acres)	202.48	20.01	29.98	252.48
Rights-of-Way / Parks /						
Condos / Slivers (Acres)**	135.37	a. Portion in Locally-Significant Wetlands****	63.74	0.47	0.36	64.57
Total Parcel Area, Exclusive of R.O.W.,	416.79	b. Portion in Non Locally-Significant Wetlands	22.30	2.57	3.50	28.37
Parks, Condos, Slivers (Acres)		c. Portion in Wetland Buffer Areas (25' around all wetlands)	13.06	0.51	0.10	13.67
		d. Portion Unencumbered / No Wetland or Buffer	103.38	16.46	26.02	145.87
		e. Portion in Steep Slopes and Slide Areas	0.00	0.00	0.00	0.00
		Total Gross Developable Area (d. + (b.-25%) + c.)	133.17	18.90	28.75	180.81
		Less Future Public Facilities & Infrastructure Set-Aside (17.5%)	23.30	3.31	5.03	31.64
		Total Net Buildable Parcel Area (Acres)	109.86	15.59	23.72	149.17
		Percent of Total Net Parcel Area in Zone (Acres)	26%	4%	6%	36%
		Number of Net Buildable Parcels (or portions if split-zoned)	309	6	47	362
<b>3 Zoning Category</b>						
			Tier 1	Tier 2	Tier 3	Total
			Vacant	Partially	Potentially	Vacant + Partially
			Lands***	Vacant	Redevelopable	Vacant + Potentially
				Lands***	Lands***	Redevelopable Lands
<b>C2 - Water Dependent Commercial</b>						
Total Zone Area (Acres)	20.56	Total Parcel Area (Acres)	8.71	0.00	3.99	12.70
Rights-of-Way / Parks /						
Condos / Slivers (Acres)**	7.20	a. Portion in Locally-Significant Wetlands****	2.70	0.00	0.00	2.70
Total Parcel Area, Exclusive of R.O.W.,	13.36	b. Portion in Non Locally-Significant Wetlands	0.00	0.00	0.00	0.00
Parks, Condos, Slivers (Acres)		c. Portion in Wetland Buffer Areas (25' around all wetlands)	0.50	0.00	0.01	0.51
		d. Portion Unencumbered / No Wetland or Buffer	5.51	0.00	3.98	9.49
		e. Portion in Steep Slopes and Slide Areas	0.00	0.00	0.00	0.00
		Total Gross Developable Area (d. + (b.-25%) + c.)	6.01	0.00	3.99	10.00
		Less Future Public Facilities & Infrastructure Set-Aside (17.5%)	1.05	0.00	0.70	1.75
		Total Net Buildable Parcel Area (Acres)	4.96	0.00	3.30	8.25
		Percent of Total Net Parcel Area in Zone (Acres)	37%	0%	25%	62%
		Number of Net Buildable Parcels (or portions if split-zoned)	24	0	7	31

2020

**4 Zoning Category**

**RC - Recreational Commercial**

		<b>Tier 1</b>	<b>Tier 2</b>	<b>Tier 3</b>	<b>Total</b>
		Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Vacant + Potentially Redevelopable Lands
Total Zone Area (Acres)	102.24	Total Parcel Area (Acres)	33.40	0.00	62.52
Rights-of-Way / Parks / Condos / Slivers (Acres)**	1.08	a. Portion in Locally-Significant Wetlands****	1.12	0.00	2.50
Total Parcel Area, Exclusive of R.O.W., Parks, Condos, Slivers (Acres)	101.16	b. Portion in Non Locally-Significant Wetlands	16.56	0.00	5.20
		c. Portion in Wetland Buffer Areas (25' around all wetlands)	1.65	0.00	1.06
		d. Portion Unencumbered / No Wetland or Buffer	14.07	0.00	53.76
		e. Portion in Steep Slopes and Slide Areas	0.00	0.00	0.00
		Total Gross Developable Area (d. + (b.-25%) + c.)	28.14	0.00	58.72
		Less Future Public Facilities & Infrastructure Set-Aside (17.5%)	4.93	0.00	10.28
		Total Net Buildable Parcel Area (Acres)	23.22	0.00	48.45
		Percent of Total Net Parcel Area in Zone (Acres)	23%	0%	48%
		Number of Net Buildable Parcels (or portions if split-zoned)	64	0	15
				11%	79

**5 Zoning Category**

**I1 - General Industrial**

		<b>Tier 1</b>	<b>Tier 2</b>	<b>Tier 3</b>	<b>Total</b>
		Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Vacant + Potentially Redevelopable Lands
Total Zone Area (Acres)(See NOTE)	683.05	Total Parcel Area (Acres)	432.02	34.37	76.53
Rights-of-Way / Parks / Condos / Slivers (Acres)**	94.17	a. Portion in Locally-Significant Wetlands****	89.74	2.25	21.26
Total Parcel Area, Exclusive of R.O.W., Parks, Condos, Slivers (Acres)	588.88	b. Portion in Non Locally-Significant Wetlands	154.82	1.15	18.84
		c. Portion in Wetland Buffer Areas (25' around all wetlands)	47.17	1.15	3.37
		d. Portion Unencumbered / No Wetland or Buffer	140.29	29.82	33.06
		e. Portion in Steep Slopes and Slide Areas	0.00	0.00	0.00
		Total Gross Developable Area (d. + (b.-25%) + c.)	303.57	31.83	50.56
		Less Future Public Facilities & Infrastructure Set-Aside (17.5%)	53.13	5.57	8.85
		Total Net Buildable Parcel Area (Acres)	250.45	26.26	41.71
		Percent of Total Net Parcel Area in Zone (Acres)	43%	4%	7%
		Number of Net Buildable Parcels (or portions if split-zoned)	111	3	11

NOTE: The area zoned General Industrial comprising the Astoria Regional Airport has been removed from this figure.

**6 Zoning Category**

**I2 - Water Dependent Industrial**

		<b>Tier 1</b>	<b>Tier 2</b>	<b>Tier 3</b>	<b>Total</b>
		Vacant Lands***	Partially Vacant Lands***	Potentially Redevelopable Lands***	Vacant + Partially Vacant + Potentially Redevelopable Lands
Total Zone Area (Acres)	570.21	Total Parcel Area (Acres)	355.54	0.00	90.99
Rights-of-Way / Parks / Condos / Slivers (Acres)**	113.55	a. Portion in Locally-Significant Wetlands****	185.25	0.00	1.90
Total Parcel Area, Exclusive of R.O.W., Parks, Condos, Slivers (Acres)	456.66	b. Portion in Non Locally-Significant Wetlands	3.39	0.00	0.00
		c. Portion in Wetland Buffer Areas (25' around all wetlands)	11.27	0.00	1.37
		d. Portion Unencumbered / No Wetland or Buffer	155.63	0.00	87.72
		e. Portion in Steep Slopes and Slide Areas	0.00	0.00	0.00
		Total Gross Developable Area (d. + (b.-25%) + c.)	169.44	0.00	89.09
		Less Future Public Facilities & Infrastructure Set-Aside (17.5%)	29.65	0.00	15.59
		Total Net Buildable Parcel Area (Acres)	139.79	0.00	73.50
		Percent of Total Net Parcel Area in Zone (Acres)	31%	0%	16%
		Number of Net Buildable Parcels (or portions if split-zoned)	167	0	13

**Total Parcel Area Exclusive of R.O.W,  
Parks, Condos, Slivers & Airport (Acres)** 1,610.94

**Total Net Supply** 766.77  
**Total Net Supply as Percentage of Total Parcel Area** 48%

\* See Methodology for Collapsed Zone definitions.  
 \*\* Rights-of-Way include roads, highways, etc. as delineated in the source data.  
 \*\*\* See Methodology for definitions of "Vacant", "Partially Vacant", and "Potentially Redevelopable" lands.  
 \*\*\*\* Not Developable. See Methodology for detailed explanation of Critical Deductions.

Source: Clatsop County, 2020; Community Attributes, Inc., 2020



## Land Demand Methods and Analysis

Translating a growth forecast into demand for employment land requires an understanding of how much square footage can be built on any given parcel and an understanding of how many square feet are required to house each employee. These variables are expressed below in a series of equations, each of which is explained to clarify the process of calculating demand for employment land.

$$(new\ employment\ by\ zone) \times (square\ feet\ per\ employee) = (built\ square\ feet\ demanded\ by\ zone)$$

New employment is given in the forecast. **Exhibit 28** illustrates the allocation of new jobs from each industry sector to an aggregate zone category used in the land supply analysis. Because mixed-use zones are designed to capture a broad array of uses, and because the City does not have a significant amount of developable mixed-use-zoned land, it is assumed that the majority of all jobs will be accommodated on either commercial or industrial lands.

**Exhibit 28. Allocation of Forecasted Jobs to Zone Categories**

Industry Sector	2019	2040	Net New Jobs '19-'40	Zone Category
Accommodation and Food Services	294	345	51	Commercial
Administration & Support, Waste Management...	137	143	6	Commercial
Agriculture, Forestry, Fishing and Hunting	4	5	0	Industrial
Arts, Entertainment, and Recreation	22	32	10	Commercial
Construction	145	187	42	Industrial
Educational Services	284	342	58	Commercial
Finance and Insurance	34	38	4	Commercial
Health Care and Social Assistance	161	193	33	Commercial
Information	15	15	0	Commercial
Management of Companies and Enterprises	0	0	0	Commercial
Manufacturing	513	530	17	Industrial
Mining, Quarrying, and Oil and Gas Extraction	0	0	0	Industrial
Other Services (excluding Public Administration)	121	129	8	Commercial
Professional, Scientific, and Technical Services	58	72	14	Commercial
Public Administration	97	107	10	Commercial
Real Estate and Rental and Leasing	19	23	4	Commercial
Retail Trade	1,073	1,561	488	Commercial
Transportation and Warehousing	90	94	4	Industrial
Utilities	4	4	0	Industrial
Wholesale Trade	23	24	1	Commercial
<b>Total</b>	<b>3,100</b>	<b>3,840</b>	<b>740</b>	

Source: U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD), 2020; Community Attributes, Inc., 2020

The number of built square feet per employee varies greatly across industry sectors and geographies. For example, office uses in major metropolitan areas are seeing

reductions in the number of square feet needed per employee due to changes in office design and employee preference; an assumption for the square footage needed per office employee in downtown Portland may range from 200-300 square feet, while smaller or rural communities, where high-rise, technology-centered offices and tenants are less common, may require a higher and more traditional number of square feet. Other commercial uses, such as retail, generally require a more moderate 500-700 square feet per employee, while some industries, like wholesale trade, may need more than 1,000 square feet per employee. Because of this broad range, and because Warrenton's employment forecast shows significant increases in retail jobs, the assumption used in this study is 500 square feet per employee as an average across all commercial uses.

Multiplying new employment in each industry by the square footage required to house an average employee across the industries in each zone category yields the number of building square feet needed to accommodate the forecasted employment growth.

$$(built\ square\ feet\ demanded\ by\ zone) / (FAR) = (land\ square\ feet\ demanded\ by\ zone)$$

To obtain an estimate of how much square footage can be built on any given parcel, a representative floor-to-area ratio (FAR) is applied to each zone category. FAR is the ratio of total built square footage to total land square footage, and is expressed as a decimal. For the purposes of this analysis, broadly representative assumptions are used for FAR, informed by a literature review and past buildable lands experience. This study estimates commercial FAR at .25, with a lower FAR for industrial development, and a higher FAR for mixed-use (which, if present, may be more likely to feature two- or three-story buildings as a means to integrate the different uses).

Dividing the built square feet demanded by the FAR yields the number of land square feet needed to accommodate the forecasted employment growth.

$$(land\ square\ feet\ demanded\ by\ zone) / 43,560 = (acres\ demanded\ by\ zone)$$

There are 43,560 square feet in each acre. Dividing the land square feet demanded by zone by 43,560 converts the land demand estimate into acres needed to accommodate the forecasted employment growth in each zone category. **Exhibit 29** provides a summary of land demand, based on forecasted employment growth, by the general commercial and industrial zone categories used in the land supply analysis.

### Exhibit 29. Employment Land Demand Summary

Zone Category	Net New Jobs '19-'40	Assumed SF per Job	Assumed FAR	Land Demand (acres)
Commercial	686	500	0.25	31.5
Industrial	63	1,500	0.15	14.5
Mixed-Use	0	500	0.35	0

Source: U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD), 2020; Community Attributes, Inc., 2020

### Reconciling Land Supply With Demand

In total, the foregoing analyses indicates indicate a supply of **767 acres** of vacant, partially vacant, or redevelopable employment land spread across 840 parcels in Warrenton to accommodate future employment growth for the 20-year planning time horizon. This represents about 48% of the total current land area in Warrenton's six employment-supporting zones.

The total projected demand for all types of employment land for the same period totals only **46 acres**. These analyses indicate that the City of Warrenton has more than enough land – a total surplus of **649 acres** – to meet its forecast growth and would have enough even if growth were to significantly outpace current forecasts. **Exhibit 30** compares this demand with supply by commercial and industrial zone categories, indicating the surpluses for each.

### Exhibit 30. Comparison of Employment Land Demand with Supply

Zone Category	Net New Jobs '19-'40	Assumed SF per Job	Assumed FAR	Land Demand (acres)	Land Supply (acres)	Surplus (Shortage)
Commercial	686	500	0.25	31.5	157.4	125.9
Industrial	63	1,500	0.15	14.5	531.7	517.2
Mixed-Use	0	500	0.35	0	6.0	6.0

Source: U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD), 2020; Community Attributes, Inc., 2020

While it would appear that Warrenton has more than sufficient supply in terms of raw land acreage to accommodate forecasted growth, wetlands and infrastructure provision represent significant challenges to real-world development of these lands. Given the additional regulatory complexity around development in non-significant wetland areas and wetland buffers (including oversight by multiple federal and state agencies such as the Army Corps of Engineers and the Oregon Department of State Lands (DSL)), the City of Warrenton would do well to consider specific policies or regulatory changes in the future to address these constraints and other barriers to development.

## *Site Size Considerations*

In addition to wetlands, infrastructure and other constraints, site size and configuration are also important factors to consider when assessing the suitability of Warrenton’s employment land supply for projected demand for the 20-year planning period.

In order to model the segmentation of demand for Warrenton’s employment land by site size, a job density figure was first calculated for each zone category (commercial and industrial) based on existing employment and developed parcel statistics for Warrenton as of 2019 (**Exhibit 31**).

**Exhibit 31. Job Density by Zone Category, City of Warrenton, 2019**

Zone Category	Total Jobs (2019)	Total Developed Parcel Area per Category, 2019 (Ac)*	2019 Job Density (Jobs per Developed Acre)
Commercial (& CMU)	8,275	195.0	42.4
Industrial	94	56.1	1.7

*\* Total developed parcel area is exclusive of rights-of-way, parks, condominiums, and parcel remnants.*

*Source: U.S. Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD), 2020; Clatsop County Assessor, 2019; Community Attributes, Inc., 2020*

In **Exhibit 32**, this job density figure by category was combined with a measure of the average size of developed sites by zone to estimate the number of new sites needed at that average size for each zone. Forecast employment was apportioned by zone based on land supply available for each. As an example, the average size of developed sites in Warrenton’s C1 General Commercial Zone was .61 acres in 2019. To accommodate a growth of 554 jobs in that zone at an average commercial job density of 42.4 jobs per acre, Warrenton would need around 21 sites of that size.

**Exhibit 32. Existing Average Site Size & Projected New Sites Needed**

Existing Zone	Average Size of Developed Sites (Ac)	Net Employment Land Supply (%)*	New Employment by Zone*	2019 Job Density (Jobs per Developed Ac)	Number of New Sites Needed
<b>Commercial</b>					
C1 - General Commercial	0.61	63%	554	42.4	21
C2 - Water Dependent Commercial	0.22	4%	31		3
CMU - Mixed Use Commercial	0.18	3%	22		3
RC - Recreational Commercial	0.51	30%	266		12
<b>Industrial</b>					
I1 - General Industrial	0.77	60%	2	1.7	2
I2 - Water Dependent Industrial	1.66	40%	2		1

\* Percent figure refers to percent of total commercial or industrial net employment land inventory acreage for each zone. See Exhibit 27.

\*\* Apportioned by zone according to proportions of net employment land inventory supply available to accommodate remaining growth for the period 2019-2040.

Source: U.S. Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD), 2020; Clatsop County Assessor, 2019; Community Attributes, Inc., 2020

The average size of developed sites ranges from .18 acres for the CMU Commercial Mixed-Use zone up to .61 for the General Commercial zone, and from .77 acres for I1 General Industrial sites up to 1.66 acres for I2 Water Dependent sites. In total, the exercise estimates a demand of almost 40 parcels under one acre in size for Warrenton’s commercial zones, compared with a supply of almost 457 (see **Exhibit 24** in the Land Supply section) commercially-zoned parcels of that size. For industrial lands, two three-quarter acre sites and one 1.66 acre site could be easily accommodated given the supply of 68 and 72 sites of those sizes in Warrenton’s land supply, respectively (**Exhibit 24**).

Average parcel sizes are, of course, based on a range of developed parcel sizes and this too can be illustrative in considering the size of sites likely to be needed for future growth. **Exhibit 33** illustrates demand by a range of sizes based on the actual distribution (histogram) of currently developed site sizes. For commercially-zoned (including CMU) lands in Warrenton in 2019, developed site sizes ranged from .04 to 17.3 acres. For industrially-zoned lands, developed site sizes ranged from .03 to 4.7 acres. If the aggregate demand of 39 commercial sites and 3 industrial sites were mapped to the current distribution of site sizes, the results would approximate those in **Exhibit 33** – again with a significant surplus of each site size in supply.

**Exhibit 33. Land Demand by Current Developed Site Distribution, City of Warrenton, 2019**

Zone Category	Range of Site Sizes				Total
	<1 Acre	1-5 Acres	5-20 Acres	>20 Acres	
Commercial Demand	36	2	1	0	39
Commercial Supply	457	63	13	2	535
<b>Surplus (Shortage)</b>	421	61	12	2	496
Industrial Demand	2	1	0	0	3
Industrial Supply	161	108	27	9	305
<b>Surplus (Shortage)</b>	159	107	27	9	302

Source: U.S. Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD), 2020; Clatsop County Assessor, 2019; Community Attributes, Inc., 2020

### Commercial Zones Discussion

Demand for commercial land is forecast to total 31.5 acres through 2040. That is a small percentage of all vacant and redevelopable commercial land in Warrenton and

suggests that Warrenton has more than 204 acres of surplus potentially buildable commercial land available (plus some mixed-use land that could accommodate commercial uses) should commercial employment increase faster than the forecast suggests. One consideration is the availability of water-dependent commercial land; if a significant portion of the commercial demand requires water access, then it may exceed the number of water-dependent acres available, even if there are other non-water-dependent commercial lands available.

- **Commercial Mixed-Use Zone** includes about 55 acres of parcel area. Of that sum, 21 acres are excluded from gross land supply due to rights of way, parks and other parcel limitations, resulting in 34 acres of total parcel area. After deductions for critical areas and future public facilities (described in Methods section, above), a net supply of 63 parcels totaling approximately 6 acres is buildable – either vacant, partially vacant, or potentially redevelopable.
- **General Commercial Zone** includes about 552 acres of parcel area. Of that sum, 135 acres are excluded from gross land supply due to rights of way, parks and other parcel limitations, resulting in 417 acres of total parcel area. After deductions for critical areas and future public facilities (described in Methods section, above), a net supply of 362 parcels totaling approximately 149 acres is buildable – either vacant, partially vacant, or potentially redevelopable.
- **Water Dependent Commercial Zone** includes about 21 acres of parcel area. Of that sum, 7 acres are excluded from gross land supply due to rights of way, parks and other parcel limitations, resulting in 13 acres of total parcel area. After deductions for critical areas and future public facilities (described in Methods section, above), a net supply of 31 parcels totaling approximately 8.25 acres is buildable – either vacant, partially vacant, or potentially redevelopable.
- **Recreational Commercial Zone** includes about 102 acres of parcel area. Of that sum, 1 acre is excluded from gross land supply due to rights of way, parks and other parcel limitations, resulting in 101 acres of total parcel area. After deductions for critical areas and future public facilities (described in Methods section, above), a net supply of 79 parcels totaling approximately 72 acres is buildable – either vacant, partially vacant, or potentially redevelopable.

### *Industrial Zones Discussion*

Demand for industrial land is anticipated to total 14.5 acres through 2040. That is a small percentage of all vacant and redevelopable industrial land in Warrenton and suggests that Warrenton has more than 532 acres of surplus potentially buildable industrial land available should industrial employment increase faster than the forecast suggests. As with the commercial categories, a consideration is the availability of water-dependent industrial land; if a significant portion of the industrial demand requires water access, then it may exceed the number of water-dependent acres available, even if there are other non-water-dependent industrial lands available.

- **General Industrial Zone** includes about 1683 acres of parcel area. Of that sum, 94 acres are excluded from gross land supply due to rights of way, parks and other parcel limitations, resulting in 589 acres of total parcel area (the presently active Astoria Regional Airport parcels were also removed from this analysis). After deductions for critical areas and future public facilities (described in Methods section, above), a net supply of 125 parcels totaling approximately 318 acres is buildable – either vacant, partially vacant, or potentially redevelopable.
- **Water Dependent Industrial Zone** includes about 570 acres of parcel area. Of that sum, 114 acres are excluded from gross land supply due to rights of way, parks and other parcel limitations, resulting in 456 acres of total parcel area. After deductions for critical areas and future public facilities (described in Methods section, above), a net supply of 180 parcels totaling approximately 213 acres is buildable – either vacant, partially vacant, or potentially redevelopable.

### *Land Supply and Demand Summary*

**Warrenton’s available lands span a range of site sizes.** For commercial uses, most of the employment forecasted is in retail or accommodation and food services. Warrenton has expressed a desire to focus growth in these sectors on smaller-footprint, non-big box retail in downtown. To that end, there are no fewer than 19 parcels of less than one acre and zoned for commercial use in downtown Warrenton alone. Larger retail development can be accommodated as well, as Warrenton has several contiguous redevelopable commercial parcels of three to five acres, which could be assembled for larger projects. Only 14.5 acres of commercial land are projected to be needed to meet demand, and Warrenton has multiple industrial sites of less than five acres, five to 10 acres, and more than 10 acres, many of which are contiguous and could be assembled to accommodate larger projects.

## COMMUNITY ECONOMIC DEVELOPMENT POTENTIAL

Initial stakeholder engagement – including advisory committee meetings, stakeholder interviews, and four industry focus group meetings – conducted in the first months of 2021 generated a broad array of insights and ideas around the direction and types of economic growth that may be possible for the City of Warrenton.

The following major themes derive from a synthesis of the foregoing data-driven analysis of economic opportunities, as well as from these rich discussions with area stakeholders, residents, officials, and businesses.

### Infrastructure is both a challenge and an opportunity.

Water, water, everywhere. Parts of Warrenton are undevelopable or present challenges due to the extensive presence of wetlands and flood zones and related cost burdens associated with mitigation and / or new infrastructure provision. At the same time, wetlands confer incalculable benefits to the city and its economy via the provision of valuable ecosystem services and as eco-tourism and recreation assets. In addition, proximity to maritime industry infrastructure, access to supplies of pristine freshwater, and related economic assets and anchors in the shipping, fishing, tourism and other industries represent tremendous, underutilized potential for sustainable economic growth in legacy and emerging industries.

### Creative solutions to revenue can drive unique growth.

Tax revenues for the City of Warrenton are not sustainable. Significant growth may be difficult to achieve through new development alone. Warrenton cannot build its way out of a fiscally constrained tax structure (1.6 tax rate) However, creative development solutions such as licensing, payment in lieu of taxes, and public-private partnerships could yield both new sources of revenue, as well as result in unique, creative economic assets to further differentiate the City's offerings from those of its neighbors in Clatsop County.

### Development should provide for visitors while remaining focused on residents.

We heard time and again that while tourism, hospitality, and entertainment are key and valued pieces of the local economy and represent important avenues of growth, it is imperative that economic development in Warrenton also remain focused on local residents and businesses and what they value most about their communities. This may also include a shift away from big-box retail growth in favor of opportunities in other industries with broader benefits to local residents.



## Local workforce development and retention is key.

Local industries, including commercial fishing and processing, logging and timber, retail, and tourism / hospitality all speak of the need to better transition and retain increasingly skilled workers from local educational institutions into needed roles in their sectors – and to find ways to retain them. Strengthening partnerships among Career Technical Education programs and Clatsop Community College is a key opportunity for the region to be economically competitive.

Apart from strengthening the linkages between schools or training and industry, housing is a key part of the puzzle for greater Warrenton.

## Local natural resources provide quality of life *and* economic sustenance.

While half of Warrenton's economy is still "fish and trees," these same resources are also at the source of the region's tremendous and unique quality of life. As such, they must be both closely managed for sustainability, and effectively leveraged to attract and retain new and expanded economic opportunities in the form of skilled workers, residents, new companies, entrepreneurs, and private investment.

# Goal 9 Update: Economic Development

City Commission | Public Hearing  
July 12, 2022



# Why do we need to update?

- Comprehensive Plan Elements should be updated every **~10 years**
- Capture regional and global market changes
- Re-engage with the community to ensure policies are current and strategic
- Position for future grant funding and public private partnership development

# What were the results?

- Consultant conducted a required Economic Opportunities Analysis (Sept 2021)
- Analyzed data sources for state, regional and local market changes
- Inventoried industrial and commercial land supply
- Initiated conversation about economic development strategies and potential projects

# What was the public process?

- Project Advisory Committee reviewed consultant work
- After a break due to staffing issues; consultant hired to finalize for adoption phase
- 1) EOA, 2) Comp Plan & 3) Development Code revisions
- Planning Commission work session (March 2022) and Hearing (April 2022)
- City Commission Hearing Noticed: July 12, 2022

# Request

- Open hearing to take testimony
- Close the hearing and deliberate
- If there is consensus, hold a first reading of the proposed ordinance; otherwise provide direction to staff on suggested changes to bring back at next meeting



## AGENDA MEMORANDUM

TO: The Warrenton City Commission  
 FROM: Dawne Shaw, City Recorder  
 DATE: July 12, 2022  
 SUBJ: Consideration to Place the Library Levy on the November Ballot  
 (Resolution No. 2631)

### SUMMARY

At its June 28, 2022, meeting, the City Commission approved a \$0.05 increase to the library levy, as recommended by the Warrenton Community Library Advisory Board. The last library levy approved by voters in 2017 levied \$0.33 per \$1,000 of assessed value for library operations. The proposed increase up to \$0.38 per \$1,000 of assessed value will raise an estimated total of \$1,482,130 over the five-year period to library operations.

### RECOMMENDATION/SUGGESTED MOTION

*"I move to adopt Resolution No. 2631; Authorizing an Election on November 8, 2022 and adopting the Ballot title: Five Year Library Operations Local Option Serial Levy."*

### ALTERNATIVE

Other action as deemed appropriate by the City Commission

### FISCAL IMPACT

Without the levy, library operations will cease as of June 30, 2023.

Approved by City Manager:

All supporting documentation, i.e., maps, exhibits, etc., must be attached to this memorandum.

RESOLUTION NO. 2631

Introduced by: All Commissioners

AUTHORIZING AN ELECTION ON NOVEMBER 8, 2022, IN THE CITY OF WARRENTON FOR THE PURPOSE OF VOTING ON A FIVE-YEAR LOCAL OPTION SERIAL LEVY TO FUND THE OPERATIONS OF THE CITY OF WARRENTON COMMUNITY LIBRARY FOR FISCAL YEARS 2023/2024 THRU 2027/2028.

The Warrenton City Commission resolves as follows:

SECTION 1. That an election be held on November 8, 2022, for the purpose of voting on a local option serial levy for library operations. The local option serial levy will be a five-year levy of \$ 0.38 per \$1,000 of assessed property value and, over the five-year period, it is estimated that a total of \$1,482,130. will be raised and expended for the purpose of funding library operations.

SECTION 2. The ballot title, submitted directly to the people, shall be as follows:

**CAPTION: FIVE YEAR LIBRARY OPERATIONS LOCAL OPTION LEVY**

**QUESTION:** Shall Warrenton levy \$0.38 per \$1,000 of assessed value for library operations for five years beginning FY 2023-2024? This measure may cause property taxes to increase more than three percent.

**SUMMARY:** The purpose of this local option tax is to continue City of Warrenton library operations for a period of five years. The proposed tax is \$0.38 per \$1,000 of assessed property value, or \$95.00 per year on a \$250,000 house. The levy will begin in the tax year starting July 1, 2023, and will end in the tax year ending June 30, 2028. The City will use the money to fund library staff, expand hours of operation, add funds for community programs and outreach, and fund operations. The money raised can only be used for library operations.

It is estimated that this tax will raise \$279,166 in FY 2023-2024 \$287,541 in FY 2024-2025; \$296,167 in FY 2025-2026; \$305,052 in FY 2026-2027; and \$314,204 in FY 2027-2028; for a total of \$1,482,130 over the five-year period.

SECTION 3: The City Elections Officer is hereby directed to give notice of said elections, as required by law.

SECTION 4: This resolution shall take effect immediately upon its passage.

ADOPTED by the City Commissioner of the City of Warrenton this 12<sup>th</sup> day of July 2022.

APPROVED

\_\_\_\_\_  
Henry A. Balensifer III, Mayor

ATTEST

\_\_\_\_\_  
Dawne Shaw, CMC, City Recorder



# City of Warrenton Board Recommendation

June 8, 2022  
Warrenton Community Library Advisory Board

## **Summary**

The Library Board has discussed and deliberated on the upcoming five-year local option levy that funds library operations. The current levy rate is \$0.33 per \$1,000 of assessed value. The Board weighed the library's need for additional funding with the economic concerns of the voting public, arriving at a slight increase of 5 cents from the previous levy rate.

## **Fiscal Impact**

The local option levy imposes a tax on property owners within the City of Warrenton. For a home assessed at \$500,000, the owner would pay approximately \$25 more per year under the new recommended levy rate. This levy is the sole source of funding for the Warrenton Community Library.

## **RECOMMENDATION(S):**

For the ballot this November, the Library Board recommends that the City Commission increase the five-year local option levy rate to \$0.38 per \$1,000 of assessed value.

Respectfully submitted,

Kelsey Balensifer  
Chair  
Warrenton Community Library Advisory Board



## AGENDA MEMORANDUM

TO: The Warrenton City Commission  
FROM: Linda Engbretson, City Manager  
DATE: July 12, 2022  
SUBJ: FIRST AMENDMENT TO SITE LEASE AGREEMENT

### SUMMARY

The City of Warrenton has a site lease agreement with Crystal Communications for a small parcel located at 825 NE 1<sup>st</sup> Court. The current lease expires December 2024. Crystal Communications has been in negotiations with the City to extend their lease beyond 2024 for an additional 25 years.

Terms negotiated and previously discussed with the Commission are as follows:

- *22-year lease extension (4, five-year automatic renewals + 2 years to get out to March 31, 2047);*
- *Rent increase to \$900/month beginning in April 2025 in lieu of the 3% increase that year;*
- *Restate the 3% annual rent increase;*
- *Add Crown right to terminate the lease for any reason with 1 years' notice;*
- *Crown right of first offer limited to our leasehold (allows Crown to match any offer the City accepts to buyout our lease); and*
- *\$10,000 signing bonus paid within 60 days of full execution of an amendment to lease*

### RECOMMENDATION/SUGGESTED MOTION

"I move to authorize the Mayor's signature on the *Memorandum of First Amendment to Site Lease Agreement and the First Amendment to Site Lease Agreement.*"

## ALTERNATIVE

Staff has negotiated the amendment in consultation with the City Commission under Executive Session authority ORS 192.660(2)(e); *To conduct deliberations with persons designated by the governing body to negotiate real property transactions.*

No alternative is recommended.

## FISCAL IMPACT

A \$10,000 signing agreement has been negotiated and a new rent schedule beginning in 2024.

## FIRST AMENDMENT TO SITE LEASE AGREEMENT

**THIS FIRST AMENDMENT TO SITE LEASE AGREEMENT** (“First Amendment”) is made effective this \_\_\_\_ day of \_\_\_\_\_, 2022 (“Effective Date”), by and between THE CITY of WARRENTON, a municipal corporation (the “Landlord”) and New Cingular Wireless PCS, LLC, a Delaware limited liability company, by and through its Attorney in Fact, CCATT LLC, a Delaware limited liability company, successor in interest to Crystal Communications, Inc., an Oregon corporation (“Tenant”).

### RECITALS

**WHEREAS**, Landlord and Crystal Communications, Inc., an Oregon corporation (“Original Tenant”), entered into that certain Site Lease Agreement dated December 30, 1994 (“Lease”), whereby Landlord leased to Tenant a portion of real property located at 825 NE 1<sup>st</sup> Court, Warrenton, Clatsop County, Oregon (“Property”) more particularly described as a 3,000 SF parcel, together with all access and utility easements and rights of way (“Premises”); and

**WHEREAS**, New Cingular Wireless PCS, LLC is currently the Tenant under the Lease as successor in interest to Original Tenant; and

**WHEREAS**, Landlord and Tenant desire to extend the Term of the Lease and amend the Lease as described herein.

**NOW THEREFORE**, for good and valuable consideration, the receipt and sufficiency of which are acknowledged, Landlord and Tenant agree as follows:

1. **Defined Terms.** Any capitalized terms not defined herein shall have the meanings ascribed to them in the Lease.

2. **Term.** Commencing on April 1, 2025, the Term of the Lease shall be extended by four (4) automatically renewing five-year terms and one (1) two- year term (each a “Renewal Term”). The Lease will automatically extend for each Renewal Term unless Tenant sends written notice of non-renewal to Landlord at least ninety (90) days prior to the end of any Renewal Term.

3. **Rent.** Commencing on April 1, 2025, Tenant shall pay Landlord, as rent, the sum of Nine Hundred and No/Dollars (\$900.00) per month (“Rent”). Commencing on April 1, 2026 (“Adjustment Date”) and on each anniversary of the Adjustment Date, Tenant’s Rent shall increase by three percent (3%) over the rent payable during the month immediately preceding the Adjustment Date.

4. **Signing Bonus.** Tenant will pay to Landlord a one-time amount of Ten Thousand and No/100 Dollars (\$10,000.00) for the full execution of this First Amendment (and any applicable memorandum of lease and/or amendment) within sixty (60) days of the full execution of this First Amendment (“Conditional Amendment Signing Bonus”). In the event that this First

Amendment (and any applicable memorandum of lease and/or amendment) is not fully executed by both Landlord and Tenant for any reason, Tenant shall have no obligation to pay the Conditional Amendment Signing Bonus to Landlord.

5. Tenant Termination. Section 7 of the Lease shall be revised to include:

“(g) by Tenant upon at least one (1) year prior written notice to the Landlord for any reason or no reason.”

6. Right of First Refusal. If Landlord receives an offer that it intends to accept from any person or entity that owns towers or other wireless telecommunications facilities (or is in the business of acquiring Landlord’s interest in the Lease) to purchase fee title, an easement, a lease, a license, or any other interest in the Property, or Landlord’s interest in the Lease, or an option for any of the foregoing, Landlord shall provide written notice to Tenant of said offer, and Tenant shall have a right of first refusal to acquire such interest, including all of Lessor’s right, title and interest in the Lease, on the same terms and conditions in the offer, excluding any terms or conditions that are (i) not imposed in good faith; or (ii) directly or indirectly designed to defeat or undermine Tenant’s possessory or economic interest in the Property. If Landlord’s notice covers portions of Landlord’s parent parcel beyond the Property, Lessee may elect to acquire an interest in only the Property, including all of Landlord’s right, title and interest in the Lease, and the consideration shall be pro-rated on an acreage basis. Landlord’s notice shall include the prospective buyer’s name, the purchase price and/or other consideration being offered, the other terms and conditions of the offer, the due diligence period, the proposed closing date and, if a portion of Landlord’s parent parcel is to be sold, leased or otherwise conveyed, a description of said portion. If the Landlord’s notice shall provide for a due diligence period of less than sixty (60) days, then the due diligence period shall be extended to be sixty (60) days from exercise of the right of first refusal and closing shall occur no earlier than fifteen (15) days thereafter. If Tenant does not exercise its right of first refusal by written notice to Landlord given within thirty (30) days, Landlord may convey the property as described in the Landlord’s notice. If Tenant declines to exercise its right of first refusal, then the Lease shall continue in full force and effect and Tenant’s right of first refusal shall survive any such conveyance. Tenant shall have the right, at its sole discretion, to assign the right of first refusal to any person or entity, either separate from an assignment of the Lease or as part of an assignment of the Lease. Such assignment may occur either prior to or after Tenant’s receipt of Landlord’s notice and the assignment shall be effective upon written notice to Landlord.

7. Notices: The notice addresses for Tenant shall be revised to the following:

Notice Address: New Cingular Wireless, PCS, LLC  
Legal Department  
Attn: Network Legal  
208 S. Akard Street  
Dallas, TX 75202-4206

With a copy to:

CCATT LLC  
Attn: Legal - Real Estate Department  
2000 Corporate Drive  
Canonsburg, PA 15317  
RE: BUN #855945/WARRENTON

8. Remainder of Lease Unaffected. Except as otherwise provided for in this First Amendment, the Lease shall remain in full force and effect in accordance with the original terms of the Lease. In the event of any conflict or inconsistency between the terms of this First Amendment and the Lease, the terms of this First Amendment shall govern and control.

9. Counterparts. This First Amendment may be executed in counterparts, each of which will be deemed an original document, but all of which shall constitute a single document. This document will not be binding on or constitute evidence of a contract between the parties until such time as a counterpart of this document has been executed by each party and a copy thereof delivered to the other party. A facsimile or electronic signature of a party is and shall be deemed to be an original execution and is binding.

10. Recordation. Tenant, at its cost and expense, shall have the right to record a memorandum of this First Amendment in the Official Records at any time following the execution of this First Amendment by all parties hereto.

**(SIGNATURE PAGES FOLLOW]**

**IN WITNESS WHEREOF**, Landlord and Tenant have caused this First Amendment to be duly executed on the day and year first written above.

**LANDLORD:**

THE CITY of WARRENTON

BY: \_\_\_\_\_

PRINT NAME: \_\_\_\_\_

TITLE: \_\_\_\_\_

**IN WITNESS WHEREOF**, Landlord and Tenant have caused this First Amendment to be duly executed on the day and year first written above.

**TENANT:**

New Cingular Wireless PCS, LLC,  
a Delaware limited liability company,

By: CCATT LLC,  
a Delaware limited liability company,  
Its: Attorney in Fact

BY: \_\_\_\_\_

PRINT NAME: \_\_\_\_\_

TITLE: \_\_\_\_\_



**WHEN RECORDED RETURN TO:**

**Prepared by:**

Space above this line for Recorder's Use

A.P.N.#

Prior recorded documents:

None

**MEMORANDUM OF FIRST AMENDMENT TO  
SITE LEASE AGREEMENT**

This document is exempt from the \$75 Building Homes and Jobs Act Fee (per Government Code §27388.1) because:

- Document is a transfer of real property subject to the imposition of transfer tax
- Document is a transfer of real property that is a residential dwelling to an owner-occupier
- Document is recorded in connection with an exempt transfer of real property (i.e., subject to transfer tax or owner-occupied). If not recorded concurrently, provide recording date and document number of related transfer document:  
Recording date \_\_\_\_\_ Document Number \_\_\_\_\_
- The \$225 per transaction cap is reached
- Document is not related to real property

**This Memorandum of First Amendment to Site Lease Agreement** (“First Amendment”) is made effective this \_\_\_\_\_ day of \_\_\_\_\_, 2022 (“Effective Date”), by and between THE CITY of WARRENTON, a municipal corporation (the “Landlord”) and New Cingular Wireless PCS, LLC, a Delaware limited liability company, by and through its Attorney in Fact, CCATT LLC, a Delaware limited liability company, successor in interest to Crystal Communications, Inc., an Oregon corporation (“Tenant”).

1. Landlord and Crystal Communications, Inc., an Oregon corporation (“Original Tenant”), entered into that certain Site Lease Agreement dated December 30, 1994 (“Lease”), whereby Landlord leased to Tenant a portion of real property located at 825 NE 1st Court, Warrenton, Clatsop County, Oregon (“Property”) as described on Exhibit A attached hereto and more particularly described as a 3,000 SF parcel, together with all access and utility easements and rights of way (“Premises”).

2. New Cingular Wireless PCS, LLC is currently the Tenant under the Lease as successor in interest to Original Tenant.

3. Term. Commencing on April 1, 2025, the Term of the Lease shall be extended by four (4) automatically renewing five-year terms and one (1) two-year term (each a “Renewal Term”). The Lease will automatically extend for each Renewal Term unless Tenant sends written notice of non-renewal to Landlord at least ninety (90) days prior to the end of any Renewal Term.

4. Right of First Refusal. If Landlord receives an offer that it intends to accept from any person or entity that owns towers or other wireless telecommunications facilities (or is in the business of acquiring Landlord’s interest in the Lease) to purchase fee title, an easement, a lease, a license, or any other interest in the Property, or Landlord’s interest in the Lease, or an option for any of the foregoing, Landlord shall provide written notice to Tenant of said offer, and Tenant shall have a right of first refusal to acquire such interest, including all of Lessor’s right, title and interest in the Lease, on the same terms and conditions in the offer, excluding any terms or conditions that are (i) not imposed in good faith; or (ii) directly or indirectly designed to defeat or undermine Tenant’s possessory or economic interest in the Property. If Landlord’s notice covers portions of Landlord’s parent parcel beyond the Property, Lessee may elect to acquire an interest in only the Property, including all of Landlord’s right, title and interest in the Lease, and the consideration shall be pro-rated on an acreage basis. Landlord’s notice shall include the prospective buyer’s name, the purchase price and/or other consideration being offered, the other terms and conditions of the offer, the due diligence period, the proposed closing date and, if a portion of Landlord’s parent parcel is to be sold, leased or otherwise conveyed, a description of said portion. If the Landlord’s notice shall provide for a due diligence period of less than sixty (60) days, then the due diligence period shall be extended to be sixty (60) days from exercise of the right of first refusal and closing shall occur no earlier than fifteen (15) days thereafter. If Tenant does not exercise its right of first refusal by written notice to Landlord given within thirty (30) days, Landlord may convey the property as described in the Landlord’s notice. If Tenant declines to exercise its right of first refusal, then the Lease shall continue in full force and effect and Tenant’s right of first refusal shall survive any such conveyance. Tenant

shall have the right, at its sole discretion, to assign the right of first refusal to any person or entity, either separate from an assignment of the Lease or as part of an assignment of the Lease. Such assignment may occur either prior to or after Tenant's receipt of Landlord's notice and the assignment shall be effective upon written notice to Landlord.

1. The terms, covenants and provisions of the First Amendment shall extend to and be binding upon the respective executors, administrators, heirs, successors and assigns of Landlord and Tenant.
2. This Memorandum does not contain the social security number of any person.
3. A copy of the First Amendment is on file with Landlord and Tenant.

*(Signatures and Acknowledgments are on the following pages)*





**EXHIBIT A**  
**(Legal Description of the Property)**

**Legal Description**

**The Premises is legally described as follows:**

**A portion of Section 22, Township 8 North, Range 10 West, Willamette Meridian, Clatsop County, Oregon, more specifically described as :**

**THE SOUTH 60 FEET of LOT 11, BLOCK 36, FIRST EXTENSION of EAST  
WARRENTON, CITY of WARRENTON, CLATSOP COUNTY, OREGON**



## AGENDA MEMORANDUM

TO: The Warrenton City Commission  
 FROM: Collin Stelzig P.E., Public Works Director  
 DATE: July 12, 2022  
 SUBJ: Change Order #1 for Safe Routes To School design

### SUMMARY

In July of 2021, the City awarded a contract to Otak, Inc. for design, construction oversight and management of the Main Ave Safe Routes To School project. This project has received ODOT grant monies for construction. The design is almost complete and ready for bid.

The design work had to expand more than originally assumed, due to stormwater conveyance required by ODOT, unforeseen utility impacts and proximity of delineated wetlands. Otak is requesting a budget adjustment of \$25,000 for a total not-to-exceed contract amount of \$163,959.04.

A memorandum from Otak is attached explaining the request for increased budget.

### RECOMMENDATION/SUGGESTED MOTION

*"I move to approve Change Order #1 – Safe Routes To School design services, increasing the not-to-exceed contract amount from \$138,959.04 to \$163,959.04."*

### ALTERNATIVE

1) None recommended

### FISCAL IMPACT

This change order is within the budgeted amount for this project fund.

Approved by City Manager:

*Linda Englebert*

All supporting documentation, i.e., maps, exhibits, etc., must be attached to this memorandum.

## Change Order No. 1

Date of Issuance: \_\_\_\_\_ Effective Date: \_\_\_\_\_

Owner: <b>City of Warrenton</b>	
Project: <b>Main Ave - Safe Routes to School</b>	City Project #: 040-431-620028
Engineer: Otak	Engineer's Proj #: 19996
Contractor:	Contractor's #:
Original Contract: \$138,959.04	Notice to Proceed Date:
City Project Manager: Collin Stelzig P.E., Public Works Director	
Project Location: <b>S Main Ave from 9th St to 11th St</b>	

*The Contract Documents are modified as follows upon execution of this Change Order*  
 Description: Increasing the original contract not-to-exceed price from \$135,959.04 to \$163,959.04

**Work shall include:**

1. Additional tasks outlined in 5/5/2022 memo from OTAK

Original contract times:                     Working days                     Calendar days  
 Extend contract days \_\_\_\_\_ Original contract time                    n/a New contract days                    n/a  
 Substantial Completion Date:  
 This will require substantial completion by:

<b>Attachments: Memorandum May 5, 2022</b>	
Current Contract Price:	\$ 138,959.04
Increase of this Change Order:	\$ 25,000.00
Contract Price incorporating this Change Order:	\$ 163,959.04

The above prices and specifications of the change order are satisfactory and are hereby accepted. This change order amount and extension of time constitutes total compensation for the change, including compensation for all impacts and delays relating to the change and their cumulative effect on the project to date. All work shall be performed under same terms and conditions as specified in original contract unless otherwise stipulated.

**RECOMMENDED:                    ACCEPTED:                    ACCEPTED:**

Engineer signature	Contractor signature	Owner Signature/Title
Date:	Date:	Date:

Approved by Funding Agency (if applicable): \_\_\_\_\_

Agency:	Title:	Date:
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**Project Status Form**

Owner: **City of Warrenton**

Project: **Main Ave - Safe Routes to Schol**

0

City Project #: 040-431-620028

Engineer: Otak

0

Engineer's Proj #: 19996

Contractor: 0

0

Contractor's #: 0

Original Contract: \$138,959.04

0

Notice to Proceed Date:


City Project Manager: Collin Stelzig P.E., Public Works Director

Project Location: **S Main Ave from 9th St to 11th St**

CO	Change Order Amount/ Allowance Amt.	C.O. Days	Commission Date	REASON FOR CHANGE
	New Contract Amount	New Total	New Comp. Date	
#1	\$ 25,000.00	0	July 27, 2021	Increase in tasks required to complete the design.
	\$163,959.04	n/a	n/a	
#2		n/a	n/a	
#3				
#4				
#5				
#6				
#7				
#8				
<b>Project Summary</b>				
	Contract amount	Contract days	Completion Date	
	\$ 163,959.04	n/a	n/a	



## Memorandum

**To:** Collin Stelzig, Warrenton Public Works Director  
**From:** Chuck Green, PE, Otak Senior Project Manager   
**Date:** May 5, 2022  
**Subject:** Otak Request for Contract Budget Amendment, Warrenton Main Avenue Safe Routes to School Project  
**Project No.:** Otak #19996

Collin:

Otak is requesting a budget amendment to add \$25,000 to the design budget to cover additional, unforeseen costs in several areas of the project design. If approved, it would increase our not-to-exceed contract amount to \$163,959.04.

As design work has progressed, direction from ODOT on stormwater conveyance and treatment, unforeseen utility impacts on the east side of Main Avenue, close proximity of delineated wetlands and obstructions and obstacles to designing an east side walkway have contributed to a design effort which is substantially more significant than we originally assumed.

Otak designers have spent several dozen hours consulting with ODOT on treatment options, conveyance design, hydraulic analysis and design alternatives to determine a stormwater system design that they would accept along OR 104 with a state-funded project. Our initial assumption was simple conveyance of stormwater to the 24-inch storm drain running along 9<sup>th</sup> Street. As we progressed our west side walkway design and developed an acceptable access management concept with the commercial businesses on the west side, and the close proximity of wetlands, what was originally assumed to be a separated walkway ended up contiguous with the existing Main Avenue/ OR 104 roadway. That, combined with the additional impervious surface being added by the intersection improvements, triggered stormwater runoff treatment requirements, which, after several back-and-forth options discussed with the City and ODOT, ended up being a filter strip along the east side of Main Avenue.

In order to design the filter strip and walkway along the east side of Main Avenue, Otak needed to work with the city to pothole the gas line and communications line depths as they were not identified in the databases of either the utilities, City or ODOT. In clarifying the gas line depth, ODOT has indicated we need to look at a potential relocation of the gas line to a deeper elevation to provide a standard clearance between the filter strip and the gas line. Additional information yielded by the potholing indicates clearing large trees and other obstacles that are in the way of an east side walkway may impact the utilities, which requires additional design and contractor specification information.

Specifically, the additional effort needed to complete the final design would cost up to \$25,000 and consists of the following tasks that were not included in the original scope and budget assumptions:

- Potholing along the entire length of the east side of Main Avenue.
- Stormwater design and hydraulic analysis to develop alternative conveyance and treatment options along the entirety of the route, including the intersection at 9<sup>th</sup> Street.
- Plan and profile analysis of stormwater pipe and catch basins along the west side of Main Avenue to convey stormwater to the storm drain running along 9<sup>th</sup> Street.
- Alternative treatment options and agreeing on a filter strip design to treat an equivalent amount of impervious surface being added by the project.
- Design and contractor specifications to address removal of obstacles to the east side walkway being built, while protecting existing utilities.
- Analysis of potentially relocating the NW Natural gas line deeper to achieve increased vertical separation between the filter strip and gas line.

Thank you in advance for considering our request.

If you have questions, please contact me at 360.906.6795 (Teams office number, also rings to mobile) or [Chuck.Green@otak.com](mailto:Chuck.Green@otak.com).

## ARTICLE 6 - COMPENSATION

**6.1 Wages.** Employees shall be compensated in accordance with Appendix A, which is made a part of this Agreement by this reference. The salary scale will reflect steps with a differentiation of five percent (5%) between steps up to Step 6.

Effective and retroactive to July 1, 2020, the City will increase Step A for each classification by two percent (2%). Steps are five percent (5%) apart. (*Bargaining note: This is the only retroactive provision of the CBA.*)

Effective July 1, 2021, the City will increase Step A for each classification by two percent (2%). Steps are five percent (5%) apart.

Effective and retroactive to July 1, 2022, the City will increase the wages for all classifications by five percent (5%).

~~The parties agree to reopen this article in January 2022 to negotiate a potential wage increase for July 2022.~~

Effective since July 1, 2015, the salary scale includes a Step 7 that is two and one-half percent (2.5%) above Step 6 applicable for officers with at least eight (8) years (ninety-six (96) months) of continuous service as a sworn officer as eligible under this article.

Salary steps are based on yearly satisfactory performance evaluations. Denial of a step increase is grievable, however, by mutual agreement of the parties on a case by case basis, the City will allow a ninety (90)-day period for reevaluation. If the employee successfully meets expectations in the second review, the employee will be eligible for the increase for the next nine (9) months, in efforts to maintain yearly steps.

**6.2 Starting Salary.** New employees will be hired at Step 1 or Step 2, at the discretion of the City. For purposes of recruitment of lateral hires, the City may hire a lateral officer at a higher step on the wage scale based on the years of service as a certified police officer. For example, an officer with four (4) years of service as a certified officer may not be hired at more than Step 5.

**6.3 Probationary Period and Steps.** New employees will serve an eighteen (18)-month probationary period and are not eligible for step increase until satisfactorily completing the probationary period.

Upon successful completion of the eighteen (18)-month probationary period, employees will receive the next step on the wage scale. Employees are eligible for additional steps upon their anniversary date from date of hire upon satisfactory evaluation. (*Note: An employee who successfully completes probation is eligible for an additional step at twenty-four (24) months of hire.*) Employees may receive yearly evaluations regardless of step status.

Employees on probation serve at the discretion of the City and may be terminated without recourse to the grievance process.

Reopener TA

6-9-22

**ALL OTHER CONTRACT PROVISIONS REMAIN UNCHANGED**

**6.4 Probationary Period for Lateral Hires and Non-Sworn Employees.** Lateral hires and non-sworn employees shall serve a twelve (12)-month probation. A lateral hire must be Oregon DPSST certified or eligible for certification. In the event the employee is not DPSST certified, the employee must be certified within one hundred eighty (180) days and probation starts after certification. The City retains discretion upon hiring for all qualifications and years of experience for the position.

At the Chief of Police's sole discretion, the City may grant a lateral hire a step increase after twelve (12) months of employment with the City regardless of whether the lateral hire has obtained an Oregon DPSST certificate if the delay in achieving the certificate is—in the Chief's sole opinion—out of the lateral hire's control.

Employees on probation serve at the discretion of the City and may be terminated without recourse to the grievance process.

**6.5 Senior Patrol Officer Pay.** Employees who have completed seven (7) years' service and who hold an advanced certificate shall receive the designation of Senior Patrol Officer (SPO) and will also have five percent (5%) added to the officer's base rate per month. SPO pay does not impose any change in rank or classification from police officer.

**6.6 Pay Date.** The City may change the pay date with notice to the Association. The parties shall negotiate the impact of the change.

**6.7 Certification Pay.**

- A. All employees who possess a DPSST intermediate certificate shall receive one hundred seventy-five dollars (\$175) monthly. Certification pay shall be added to the monthly salary.
- B. All employees who possess a DPSST advance certificate shall receive two hundred dollars (\$200) monthly, non-accumulative to intermediate certificate pay. Certification pay shall be added to the monthly salary. (*Note: see also Article 6.5.*)

**6.8 Field Training Officer Premium.** Officers assigned as Field Training Officer (FTO) shall receive a five percent (5%) differential in pay upon his/her base wage for each shift serving as FTO. The officer shall be paid for a full shift for any assignment of more than four (4) hours. The officer must complete the FTEP class to be qualified as a FTO.

**6.9 Canine Officers.** The City, at the discretion of the Chief and City Manager, may utilize a police canine. The assignment of canine patrol is an assignment that may be transferred or stopped at the discretion of the Chief. An officer assigned to the canine program is responsible for the routine care of their animal. The parties agree that at the discretion of the agency, the employee may be relieved from duty for the equivalent of four (4) hours per work week or be assigned a full shift and receive compensation for those four (4) hours beyond their regularly scheduled shift as adequate time for weekly care, prorated daily with shift schedules. When compensation is received, the employee may elect compensatory time off or payment.

Reopener TA

6-9-22

**ALL OTHER CONTRACT PROVISIONS REMAIN UNCHANGED**

Canine patrol duties require specialized training and experience. Officers assigned to canine patrol will receive an additional incentive of five percent (5%) base pay per pay period during the period of the assignment.

**6.10 Travel, Mileage and Meals.**

- A. Travel requests, for any purpose, must be approved by the employee's supervisor and the City Manager in advance of the travel. Travel shall be by the least expensive mode as feasible.
- B. Vehicle travel should be as follows:
  - 1. If a City car is available, it should be used. A gas credit card is available from the cashier.
  - 2. If a City car is not available, the employee may use his or her own car. Reimbursement will be equal to the Internal Revenue Service allowance for mileage.
  - 3. Reimbursements for lodging and meals shall be paid only if the amounts are not included in the conference or meeting package, however breakfast per diem will be provided to employees on travel status.
  - 4. Meals will be by GSA per diem.
  - 5. Motel/hotel reimbursements shall be the actual value of the accommodation and shall not exceed the conference rate. If conference rates are not available, advance approval is required from the City Manager.

The employee may request an advance to pay for lodging expenses. Upon return, the employee will turn in receipts for accommodations.

**6.11 Detective Assignment:** The Chief retains the discretion to assign work duties including focused work on investigations in a Detective capacity. A police officer assigned in writing to the assignment of Detective will receive the additional premium of five percent (5%) of base pay for each month of the assignment, or as prorated. This assignment does not create a new classification and the term of the assignment or removal from the assignment is at the sole discretion of the Chief of Police.


**6.12 Longevity Pay.** Employees' longevity pay shall be based on a percentage of the per pay period base wage of the employee as follows:

- 1% after 15 years of continuous service (180 months)
  - 2% after 20 years of continuous service (240 months)
  - 3% after 25 years of continuous service (300 months)
- Longevity steps are not cumulative.





## Memorandum

**To:** Collin Stelzig, Warrenton Public Works Director  
**From:** Chuck Green, PE, Otak Senior Project Manager   
**Date:** July 5, 2022  
**Subject:** Recommended Modified Scope for Main Avenue at 9<sup>th</sup> Street Safe Routes to School Project  
**Project No.:** Otak #19996

Collin:

After a review of the advanced plan level cost estimates, grant amount budgeted for the construction from the Safe Routes to School (SRTS) grant submitted in 2020, and obstacles and constraints for building a walkway on the east side of Main Avenue, we are recommending a modified scope for the project. This modified scope would still build a complete west side walkway and would still provide safe routes to school for students from the residential areas east of Main Avenue to Warrenton Grade School.

The modified scope is recommended due to the following issues:

- The project construction cost estimate is now approximately \$200,000 to \$250,000 over the \$360,000 to \$370,000 included in the SRTS grant. This is due primarily to a substantial increase in construction costs being experienced in the area, within Oregon and nationally in the past two years that have seen costs for materials escalate as much as 20%-25% since 2020. Additional cost pressures to the project are due to additional stormwater facilities requested by Oregon Department of Transportation (ODOT) that were not assumed in the original grant.
- There are two high-pressure gas lines underneath the surface on the east side of Main Avenue that the contractor would need to work around. With the current plans for a stormwater filter strip and the east side walkway, the contractor would be working within a foot or less of these gas lines, which requires the contractor to use extreme caution and have NW Natural gas crews on-hand when they are doing this work.
- There are large trees along the east side of Main that encroach in the area where utilities are buried. These trees would need to be removed to build the east side walkway. It is probably that the root systems of these trees have entangled themselves along these utilities pipelines/ conduits, which increases the risk of damage to these utilities (including the gas lines) when their root systems are removed.
- Storm drainage and ADA pedestrian ramp improvements accompanying the east side walkway on the southeast corner on Main at SE 9<sup>th</sup> Street require work that is outside of the current public right-of-way, requiring acquisition that is not included in the current grant.

There is no additional SRTS grant funding to cover cost increases such as this; the City would be responsible for covering the additional costs.

The proposed modified scope is as follows:

- Remove east side walkway along Main Avenue between SE 10<sup>th</sup> Place and SE 9<sup>th</sup> Street from the plans. The west side sidewalk would still be part of the project.
- Add an enhanced crosswalk crossing Main Avenue on the north leg of the Main/SW 10<sup>th</sup> Place intersection to allow pedestrians to use 10<sup>th</sup> Place to the crosswalk, crossing over to the west side of Main Avenue and then traveling north to SW 9<sup>th</sup> Street. See attached graphic. The enhanced crosswalk would consist of high visibility pedestrian crossing warning signs and “Continental Style” crosswalk markings.
- The stormwater treatment filter strip would still be included on the east side of Main Avenue but would shift slightly to the east. The contractor would still need to take caution in their excavation and installation work but will be a few feet from the gas lines, rather than less than a foot.

The stormwater treatment filter strip on the east side of Main Avenue would still be included, but would be shifted to the east side of the right-of-way to move it away from the gas line.

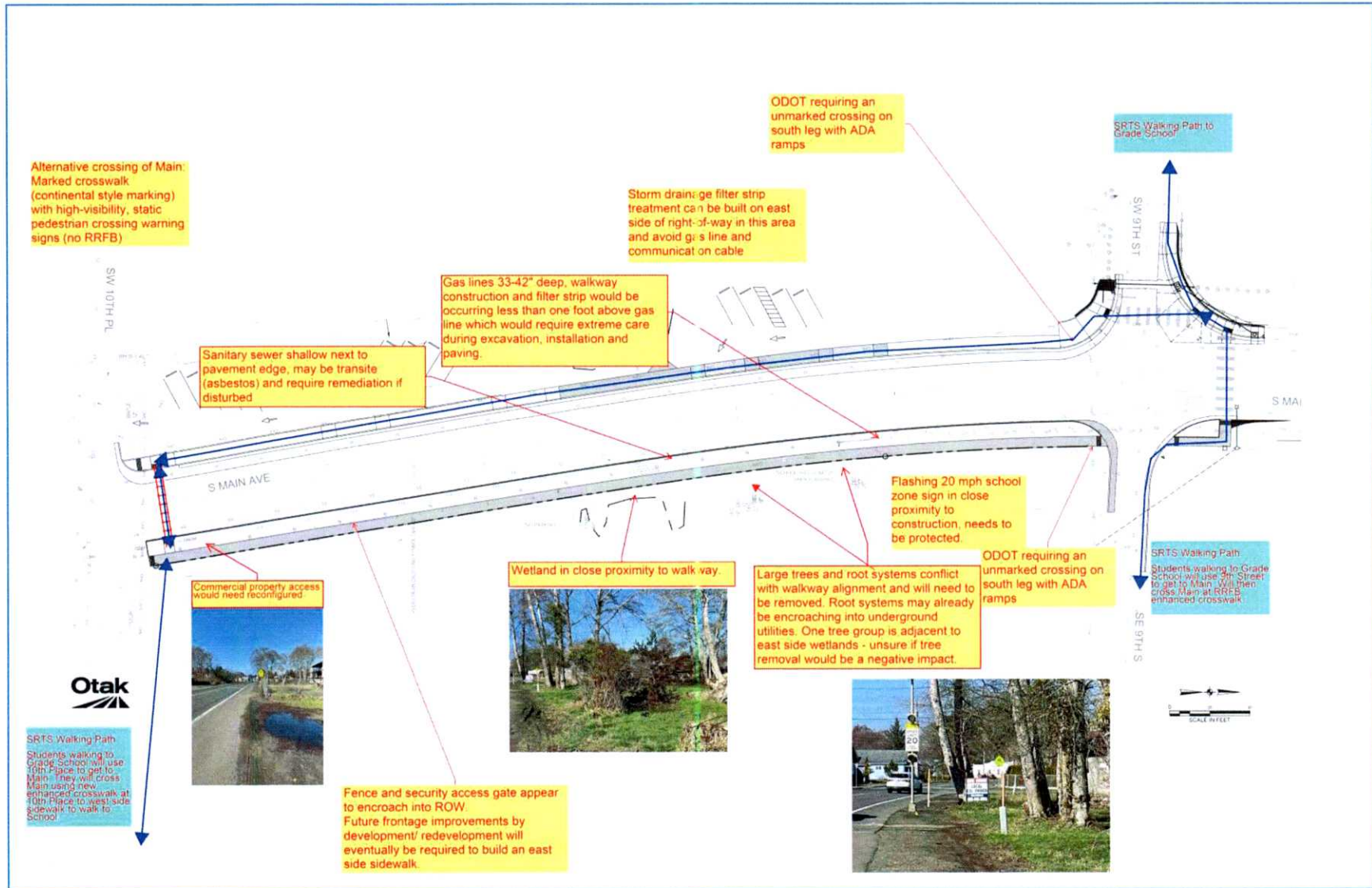
By removing the east side walkway from the project, a cost savings of \$150,000 to \$200,000 is expected, closing the construction budget gap substantially. The intent of the SRTS project would still be met with the enhanced crossings of Main Avenue and the west side sidewalk.

ODOT as the granting agency would have ultimate approval authority for this proposal. The proposal would be routed through LeeAnne Ferguson, ODOT’s Safe Routes to School Program Manager.

It should be noted that Warrenton is not unique with these considerations and requests as discussions with ODOT indicate several other SRTS project sponsors are having similar issues and scope decisions.

If you have questions, please contact me at 360.906.6795 (Teams office number, also rings to mobile) or [Chuck.Green@otak.com](mailto:Chuck.Green@otak.com).







## AGENDA MEMORANDUM

TO: The Warrenton City Commission  
FROM: Linda Engbretson, City Manager  
DATE: July 12, 2022  
SUBJ: Emergency Operations Plan

### SUMMARY

The attached Emergency Operations Plan was updated/completed through a State Homeland Security Program grant through Clatsop County. A consulting firm, Stantec, specializing in this work was engaged through a selective process through the County. They completed both Warrenton and Gearhart's updates. The City's EOP was last adopted in 2010.

### RECOMMENDATION/SUGGESTED MOTION

No action is required at this time. We are presenting the plan at this meeting to give you plenty of time to review prior to consideration of adoption at your July 26 meeting.

### ALTERNATIVE

Other action as deemed appropriate by the City Commission.

### FISCAL IMPACT

N/A



**City of Warrenton**

# **Emergency Operations Plan**

Clatsop County, Oregon

Last Updated: MAY 2022



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# PLAN ADMINISTRATION

The regular update and maintenance of the City of Warrenton (City) Emergency Operations Plan (EOP) is delegated by the City Commissioner to the City Administrator or their designee as Plan Administrator.

Responsibilities of the Plan Administrator include:

- Coordinate regular review and update of the EOP including coordination with Clatsop County Emergency Management.
- Facilitate permission-based access to the EOP and make sure that the most current version is available to City employees, emergency services agency cooperators, and community partners.
- Serve as a primary point of contact questions or feedback on the EOP.
- Coordinate education, training, and exercise efforts designed to build capability to execute the EOP with confidence.

*See Section 8.0, Program Sustainment for additional information on plan maintenance and capability and capacity building efforts related to the EOP.*

## DOCUMENT SECURITY DIRECTIVE

The City of Warrenton (City) Emergency Operations Plan (EOP) is classified as 'For Official Use Only'. It is intended for use by elected officials and city department heads and their senior staff members, emergency management staff, emergency services agency cooperators, and community and private sector partners that support emergency operations.

Though intentionally designed to not be a highly technical document, the EOP should only be used by individuals who have familiarized themselves with the plan and have the authority and appropriate training to implement the procedures it contains or references.

## PLAN DISTRIBUTION

Digital copies of this EOP will be made available to primary agencies identified in this plan and updates will be provided electronically through a shared network, when available. Hard copies will be kept in a secure location for ease of access when electronic copies are not available. Each recipient is responsible for updating their copy of the EOP when changes are received.

Portions of the EOP may be made available to the public to support understanding of how the whole community of partners in the City of Warrenton work together during an emergency and the City reserves the right to redact elements of the EOP that contain





sensitive information in accordance with Oregon public records law (Oregon Revised Statute 192.501).

## **PUBLIC RECORDS LAW**

Portions of the EOP may be made available to the public to support understanding of how the whole community of partners in the City of Warrenton work together during an emergency and the City reserves the right to redact elements of the EOP that contain sensitive information in accordance with Oregon public records law (Oregon Revised Statute [ORS] 192, Records; Public Reports and Meetings) under appropriate exemptions (ORS 192.345).

## **LEGAL DISCLAIMERS**

The EOP does not supersede the Warrenton City Code or any other local, state, or federal law or regulation.

## **GRANT FUNDING AND ELIGIBILITY**

The 2022 update of the EOP was prepared in partnership with Clatsop County Emergency Management with funding accessed through the State Homeland Security Grant Program (SHSP). The SHSP places an emphasis on updating and maintaining a current EOP that follows the guidelines outlined in Comprehensive Preparedness Guide (CPG) 101 v.2.

Agencies receiving SHSP funds to create a plan (e.g., EOP, annex, standard operating procedure) must validate the plan through no less than a tabletop exercise. The exercise must be conducted within the performance period of the grant, be facilitated and documented using the Homeland Security Exercise Evaluation Program (HSEEP) process.

## **ACKNOWLEDGMENTS**

The EOP was prepared under the direction of the City Manager and with the active participation of City personnel. Contract support for facilitation of the EOP planning process and preparation of the EOP was prepared by Stantec Consulting Services Inc.



## PLAN CONTROL RECORD

All updates and revisions to the plan will be tracked and recorded in the following table. The City Manager is responsible for disseminating the most current version of the EOP.

Date	Change No.	Purpose of Update
2009	000	Original Release
2010	001	Crosswalk for NIMS Complete
2022	002	Global Plan Update



# LETTER OF TRANSMITTAL

The City of Warrenton Emergency Operations Plan (EOP) is an all-hazards plan that describes how the City and its whole community of partners, will organize and respond to emergencies and disasters in the community. The EOP provides a framework for coordinated response and recovery activities during circumstances that exceed local capabilities and describes how various agencies and organizations in the City and its communities will coordinate resources and activities with other federal, State, local, tribal and non-governmental organizations.

While local government has an important responsibility in the management of emergencies that impact the City, it is also the responsibility of residents of, and visitors to, the City to adopt a personal preparedness mindset and utilize local government response and resources in combination with proactive action to maintain individual, household, and business readiness before, during, and after an emergency.

The EOP is consistent with federal, State of Oregon, Clatsop County, and other applicable laws and regulations including use of the National Incident Management System and the Incident Command System.

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[NAME], City Mayor

May 2022

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[NAME], City Manager  
(\*City Recorder can attest if City Manager is  
deemed unavailable)

May 2022





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# PLAN ORGANIZATION

## BASIC PLAN

The City of Warrenton Emergency Operations Plan (EOP) is organized as a Basic Plan supported by a series of functional annexes and appendices that contain supporting information and tools to aid in plan implementation.

Plan Section	Description
<b>1</b> Introduction	Describes the purpose and scope of the EOP; the authorities on which it is based; and how it relates to other plans at the local, state and federal levels. This section also establishes the City Emergency Management Organization (EMO) and describes the processes for a local declaration of emergency.
<b>2</b> Community Risk and Resilience	Provides a profile of the community and the hazards and threats that it faces. While an all-hazards plan, this EOP is designed to be responsive to the conditions that are unique to the City of Warrenton as well as the capabilities of its community of partners in emergency management.
<b>3</b> Jurisdictional Authority and Emergency Powers	Describes the responsibility and authority of local government to establish and maintain an emergency management program including the ability to declare a local state of emergency and need to maintain continuity of government during a disaster.
<b>4</b> Local Emergency Management Agency Coordination	Establishes the role of jurisdictional emergency management agencies as a primary support for operational readiness and coordination before, during, and an emergency or disaster including operation and maintenance of the Emergency Operations Center (EOC) and coordination of the EOC Team.
<b>5</b> Partner Organization and Cooperation	Identifies the key emergency service agencies and community partners that are tasked with performing function-specific roles during an emergency and organizes them into Emergency Support Functions that align with how support for emergency operations will be conducted in the EOC.
<b>6</b> Concept of Operations	Provides a framework for how the City will manage an emergency from initial assessment through transition to recovery. The concept of operations is consistent with the principles of the National Incident Management System (NIMS).
<b>7</b> EOC Management	Provides guidance on how operational coordination during an emergency will be facilitated by the City EOC and details use of the Incident Command System (ICS) by the EOC Team.
<b>8</b> Program Sustainment	Establishes procedures for ongoing maintenance of the EOP and sustainment of the City’s EMO through capability and capacity building activities.



## FUNCTIONAL ANNEXES

The Basic Plan is supplemented by four Functional Annexes that provide additional detail specific to the range of functions that may need to be performed during an emergency or disaster. Each annex addresses several Emergency Support Functions (ESFs) that have been grouped to align with the partners involved, the organizational structure of the City Emergency Operations Center (EOC), and the ESFs used by State of Oregon (State) and federal partners.

### City of Warrenton Emergency Operations Plan Functional Annexes

Management Services
<ul style="list-style-type: none"><li>ESF 5 Information and Planning</li><li>ESF 7 Resource Support</li><li>ESF 14 Public Information</li><li>ESF 15 Volunteers and Donations</li><li>ESF 18 Business and Industry</li></ul>
Emergency Services
<ul style="list-style-type: none"><li>ESF 2 Communications</li><li>ESF 4 Firefighting</li><li>ESF 9 Search and Rescue</li><li>ESF 10 Hazardous Materials</li><li>ESF 16 Law Enforcement</li></ul>
Health and Human Services
<ul style="list-style-type: none"><li>ESF 6 Mass Care</li><li>ESF 8 Health and Medical</li><li>ESF 11 Food and Water</li><li>ESF 17 Agriculture and Animal Protection</li></ul>
Infrastructure Services
<ul style="list-style-type: none"><li>ESF 1 Transportation</li><li>ESF 3 Public Works</li><li>ESF 12 Energy</li></ul>

NOTE: ESF 13, Military Support, is not included above.



## EOP ACTION GUIDE

As used in this EOP, emergency operations refer to the actions taken to support pre-incident operational readiness, response operations to save lives and protect property and the environment, stabilization of community lifelines, and short-term actions that support the transition to recovery.

The following crosswalk provides an action-based overview of the operational concepts included in the EOP and directs the plan user to the relevant section of the plan where additional information can be found. Every emergency is unique, and these actions may be adapted based on the situation. If you are not qualified to implement this plan, contact the City Manager. If the situation poses an immediate threat to life, property, or the environment, call 9-1-1.

	Emergency Operations	Associated EOP Section
<b>1</b>	<p><b>Receive alert of incident</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Alerts may be received through dispatch, responding agencies, the Incident Commander, the public or media, direct scene sourcing and/or through spontaneous events (i.e., earthquake).</li> <li><input type="checkbox"/> Alerts should be directed to the City Manager.</li> <li><input type="checkbox"/> If the City Manager is not available, alerts should be made based on the established line of succession.</li> </ul>	<ul style="list-style-type: none"> <li>• Section 3.4, Continuity of Government</li> <li>• Section 6.0, Concept of Operations</li> <li>• Management and Emergency Services Annexes</li> </ul>
<b>2</b>	<p><b>Assess situation and determine need to activate operational elements of the Emergency Management Organization.</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> In coordination with responding agencies or the Incident Commander (if Incident Command has been established), determine what level of support is needed from the City for the incident. This may range from the City Manager being on stand-by, to full activation of the EOC.</li> <li><input type="checkbox"/> Identify key personnel who will be needed to support emergency operations, including EOC staff and Emergency Support Function (ESF) partners.</li> </ul>	<ul style="list-style-type: none"> <li>• Section 3.0 Concept of Operations</li> <li>• Section 7.0 Emergency Operations Center Management</li> </ul>
<b>3</b>	<p><b>Notify key personnel and response partners.</b></p> <p>Utilize the emergency notification system, or other available tools to disseminate a message to:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Public Safety leadership groups (includes local, regional state and federal partners)</li> <li><input type="checkbox"/> EOC Team members</li> <li><input type="checkbox"/> Departmental leadership and policy group</li> </ul>	<ul style="list-style-type: none"> <li>• Section 6.5 Activation and Mobilization</li> </ul>



	Emergency Operations	Associated EOP Section
<b>4</b>	<p><b>Activate the EOC as appropriate.</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> The City will utilize the ICS to manage EOC operations.</li> <li><input type="checkbox"/> <b>Primary EOC Location:</b> Warrenton City Hall, 225 South Main, Warrenton, Oregon 97146</li> <li><input type="checkbox"/> <b>Alternate EOC Location:</b> TBD</li> <li><input type="checkbox"/> The City Manager maintains resource and contact rosters for the EOC.</li> </ul>	<ul style="list-style-type: none"> <li>• Section 6.4, Operational Coordination</li> <li>• Appendix D</li> </ul>
<b>5</b>	<p><b>Establish communications with the Incident Commander/Dispatch.</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Identify primary and back-up means to stay in contact with the Incident Commander in the field.</li> <li><input type="checkbox"/> The Incident Commander may assign a radio frequency that the EOC can use to communicate with the scene.</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Services Annex</li> </ul>
<b>6</b>	<p><b>Identify, in coordination with the Incident Commander, key incident needs including public safety leadership support.</b></p> <p>Consider coordination of the following, as required by the incident:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Support for the safety of emergency responders.</li> <li><input type="checkbox"/> Emergency public information and coordination with the media.</li> <li><input type="checkbox"/> Protective action measures, including evacuation and shelter-in-place.</li> <li><input type="checkbox"/> Shelter and housing needs for displaced residents.</li> <li><input type="checkbox"/> Provisions for Access and Functional Needs populations, including unaccompanied children</li> <li><input type="checkbox"/> Provisions for animals in disaster.</li> </ul>	<ul style="list-style-type: none"> <li>• Health and Human Services Annex</li> </ul>
<b>7</b>	<p><b>Inform Oregon Emergency Response System (OERS) of Emergency Operations Center activation and request support as needed.</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> OERS: 800-452-0311</li> <li><input type="checkbox"/> If there is an oil or chemical spill to report, responsible parties should make notification to the National Response Center at 800-424-8802.</li> </ul>	<ul style="list-style-type: none"> <li>• Section 3.3.2 City Declaration and Request for State Assistance</li> </ul>



	Emergency Operations	Associated EOP Section
<b>8</b>	<p><b>Declare a Local State of Emergency, as appropriate.</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> If the incident has overwhelmed, or threatens to overwhelm the City’s resources to respond, the City should declare a State of Emergency.</li> <li><input type="checkbox"/> A declaration may be made by the City Commission.</li> <li><input type="checkbox"/> The declaration should be submitted to Clatsop County Emergency Management.</li> </ul>	<ul style="list-style-type: none"> <li>• Appendix A</li> </ul>



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## LIST OF ACRONYMS AND ABBREVIATIONS

AAR	After Action Report
ASPR	Assistant Secretary for Preparedness and Response
AuxComm	Clatsop County Auxiliary Communications
City	City of Warrenton
CCP	Crisis Counseling Program
COOP	Continuity of Operations Plan
County	Clatsop County
CWPP	Community Wildfire Protection Plan
DAS	Department of Administrative Services
DBH	Disaster Behavior Health
DOC	Department Operations Center
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPCRA	Emergency Planning and Community Right to Know Act
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HHS	Health and Human Services
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
LEPCs	Local Emergency Planning Committees
MAA	Mutual Aid Agreement
MAC Group	Multi-Agency Coordination Group
MOU	Memorandums of Understanding



NGO	Nongovernmental organization
NHMP	Natural Hazard Mitigation Plan
NIMS	National Incident Management System
NWSDS	Northwest Senior and Disability Services
ODF	Oregon Department of Forestry
OFB	Oregon Food Bank (Network)
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OHCS	Oregon Housing Community Services
OLCC	Oregon Liquor Control Commission
ORCAA	Oregon Resource Coordination Assistance Agreement
ORS	Oregon Revised Statutes
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PIO	Public Information Officer
SAR	Search and Rescue
SERC	State Emergency Response Commission
SOPs	Standard Operating Procedures
State	State of Oregon
TEFAP	Temporary Emergency Food Assistance Program
USAR	Urban Search and Rescue
WSAC	Water Supply Availability Committee



# 1.0 INTRODUCTION

Plan Section	Section Outline
<b>1</b> Introduction	1.1 Purpose and Scope 1.2 Plan Authority 1.3 Emergency Management Foundations 1.4 Assumptions

## 1.1 PURPOSE AND SCOPE

The City of Warrenton Emergency Operations Plan (EOP) establishes an all-hazards framework for management of local emergencies. It is a key element of the City's legally required emergency management program and is organized around the objectives presented in Table 1-1.

**Table 1-1 Emergency Operations Plan Objectives**

EOP Objectives	EOP Reference
✓ Memorialize the establishment of an emergency management agency for the City.	<i>Section 1.0</i>
✓ Describe community conditions including community lifelines, the threats and hazards that can impact them, and the capabilities needed to effectively respond to and recover from emergencies.	<i>Section 2.0</i>
✓ Clearly describe the City legal responsibilities during an emergency and provide guidance on use of emergency powers including the ability to declare a local state of emergency.	<i>Section 3.0</i>
✓ Guide local emergency managers in their responsibilities as the delegated leads for City emergency management programs including maintenance of an Emergency Operations Center (EOC).	<i>Section 4.0</i>
✓ Advance a whole community approach to emergency management by integrating jurisdictional, community, and private sector partners into a shared framework that includes mutually understood roles and responsibilities.	<i>Section 5.0</i>
✓ Describe a concept of operations that is consistent with the National Incident Management System (NIMS) and supports effective operational coordination, resource management and information sharing	<i>Section 6.0</i>
✓ Support consistent use of the Incident Command System (ICS) in the EOC and procedures for EOC management and staffing by an EOC Team.	<i>Section 7.0</i>
✓ Support a sustainable emergency management program through ongoing capability and capacity building through flexible planning	<i>Section 8.0</i>



### 1.1.1 Scope and Applicability

Local emergency services agencies respond to emergencies on an almost daily basis and in most cases, they can be managed through routine organization and coordinated procedures and will not require implementation of the EOP.

This EOP is intended for use in extraordinary situations that exceed day-to-day capabilities to meet the requirements of the situation or where the need for enhanced coordination requires implementation of modified organizational structures to facilitate effective movement of information and resources.

The organizational concepts and strategies included in the EOP are designed to be modular, scalable, and, ultimately, the strategies used to manage an emergency will be selected based on the real-time needs of the situation and the professional judgment of the City Manager in consultation with the Incident Commander and other key resources. These actions may include some or all elements described in the EOP and will be conducted in a manner consistent with National Incident Management System (NIMS) which establishes a national standard for incident management.

All partners identified in this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how emergency tasks will be performed. Training and equipment necessary for response operations should be maintained by City departments and agencies.

## 1.2 PLAN AUTHORITY

This EOP is issued in accordance with, and under the provisions of, ORS Chapter 401 which establishes the authority for the City to establish an Emergency Management Organization (EMO) and designate a City Manager who will be responsible for the organization, administration, and operation of the EMO.

*See Section 4.0 for additional detail on the emergency management function and the role of the City Manager within the whole community approach.*

This EOP establishes a cooperative approach for emergency management coordination and, upon adoption by the City Commission, the plan remains in effect and should be considered the controlling document for emergency management coordination for all jurisdictional partners within the City's territorial limits.

### 1.2.1 Key Authority-Related Definitions

To facilitate consistency in usage and establish a shared understanding of key terms, the City, and this EOP, uses certain definitions established by federal and state law. Select definitions used frequently in this EOP are provided in Table 1-2.



Table 1-2 Key Definitions

Term and Regulatory Citation	Definition
<b>Emergency</b> ORS 401.025 (1)(a)-(b)	<p>(1) A human created or natural event or circumstance that causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss, including but not limited to:</p> <p>(a) Fire, explosion, flood, severe weather, landslides or mud slides, drought, earthquake, volcanic activity, tsunamis or other oceanic phenomena, spills or releases of oil or hazardous material as defined in ORS 466.605, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, acts of terrorism and war; and</p> <p>(b) A rapid influx of individuals from outside this state, a rapid migration of individuals from one part of this state to another or a rapid displacement of individuals if the influx, migration or displacement results from the type of event or circumstance described in paragraph (a) of this subsection.</p>
<b>Emergency Services Agency</b> ORS 401.025(2)	<p>(2) organization within a local government that performs essential services for the public's benefit before, during or after an emergency, such as law enforcement, fire control, health, medical and sanitation services, public works and engineering, public information and communications.</p>
<b>Emergency Services</b> ORS 401.025 (3)	<p>(3) Activities engaged in by state and local government agencies to prepare for an emergency and to prevent, minimize, respond to or recover from an emergency, including but not limited to coordination, preparedness planning, training, interagency liaison, firefighting, oil or hazardous material spill or release cleanup as defined in ORS 466.605, law enforcement, medical, health and sanitation services, engineering and public works, search and rescue activities, warning and public information, damage assessment, administration and fiscal management, and those measures defined as "civil defense" in 50 U.S.C. app. 2252.</p>
<b>Major Disaster</b> 42 U.S. Code § 5122	<p>"Major disaster" means any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this chapter to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby</p>

See Appendix C for a Glossary of Terms used in the EOP.

## 1.3 EMERGENCY MANAGEMENT PROGRAM FOUNDATIONS

### 1.3.1 Emergency Management Cycle

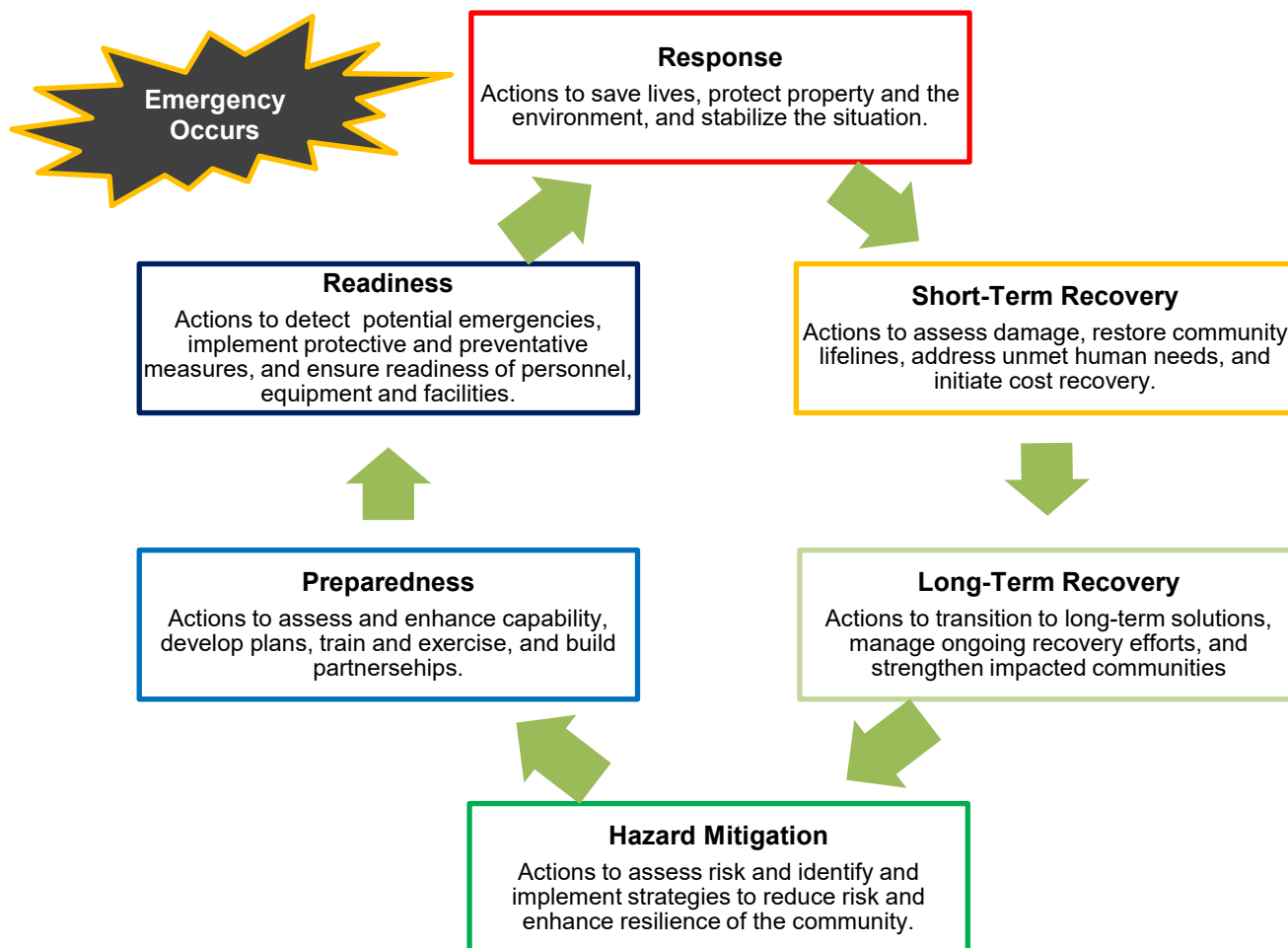
This EOP is primarily focused on how the City and its cooperators and community partners will manage the consequences that arise when an emergency or disaster occurs through readiness, response and short-term recovery actions. However emergency





operations influence and are influenced by actions taken throughout the emergency management cycle and this EOP incorporates elements of mitigation and long-term recovery that are interconnected and should be considered with the bigger picture in mind, recognizing that the actions taken during response will impact how the community recovers.

Figure 1-1 Emergency Management Cycle



### 1.3.2 Whole Community Approach

While the City has the ultimate legal obligation for maintaining a local emergency management organization, this EOP is designed with the recognition that it takes all members of a community to effectively navigate an emergency or disaster.

Using a whole community approach to emergency management, the EOP is designed to guide integrated operations, and to inform education and outreach tactics, between the City, its jurisdictional partners, and special districts within the planning area, emergency services agency cooperators, and community and private-sector partners. The plan structure reflects the jurisdictional authority and responsibility for public safety of local government during an emergency, while respecting the importance and necessity of partnerships with the community and private sector and the need for coordinated operations in a resource limited environment.

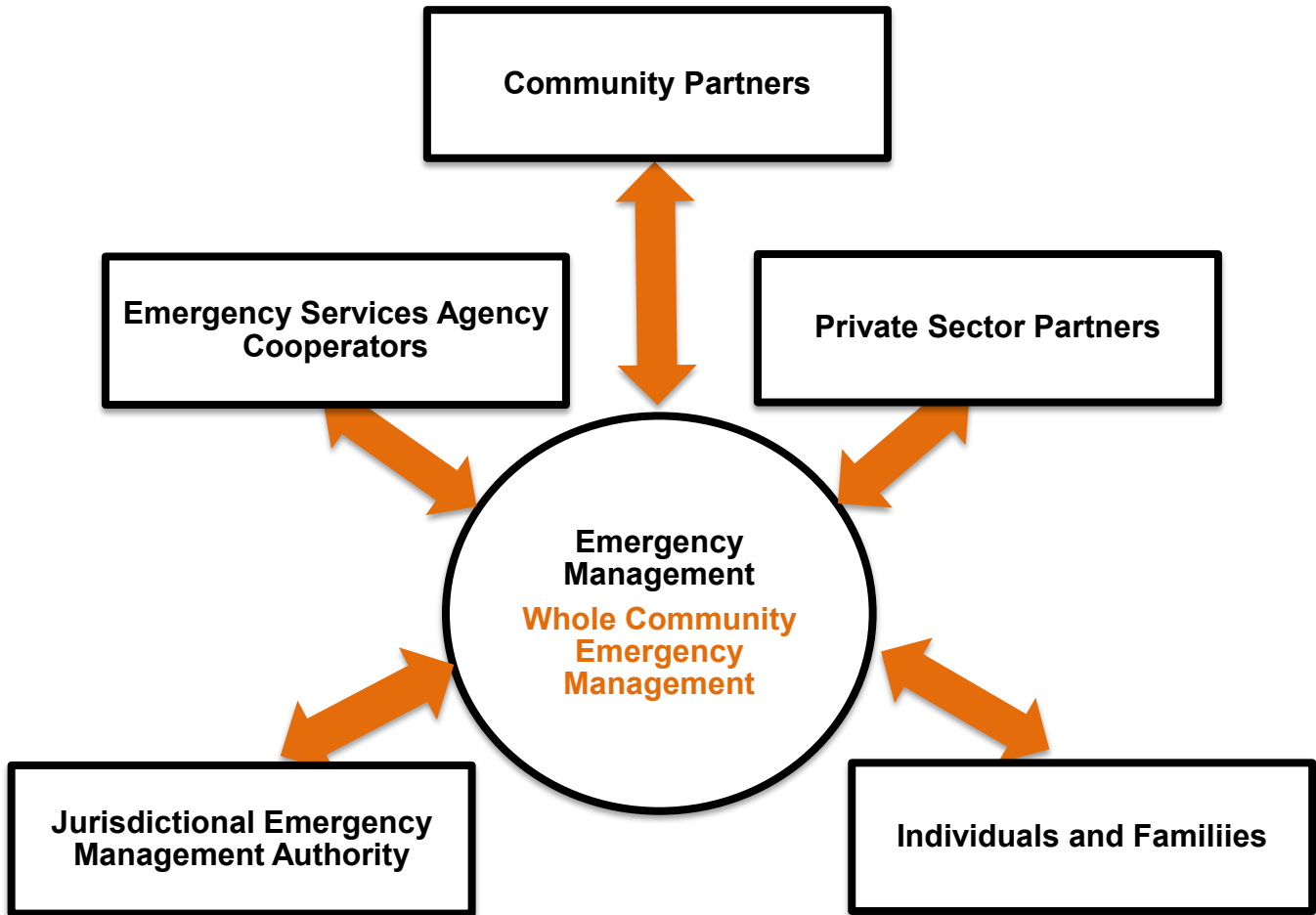
Because of the unique responsibilities and needs of the whole community of partners this EOP uses the following terms when referring to specific aspects of whole community emergency management:

- **Jurisdictional Emergency Management Authority.** Refers to the local government partners who have the legal responsibility to provide for management of emergencies at the local level and the emergency powers they can exercise during an emergency including the legal authority to declare an emergency.
- **Emergency Management.** Refers generally to the emergency management function responsible for coordination of support for emergency operations and maintenance and operation of an EOC. This function will be performed at the lowest government level required by the emergency.
- **Emergency Management Cooperators.** Refers the emergency services agencies and other key organizational partners who are tasked with primary and supporting functional roles in support of emergency management. Emergency Management Cooperators are organized into four primary functional branches that align with how the EOC will be operated.
- **Community Partners.** Refers to the diversity of community-based, faith-based, and private sector organizations and entities that, while not directly responsible for emergency management under this EOP, play a key role in the whole community approach by connecting community members with services and information or provide other support as the situation warrants. Community partners may be organized under the leadership of the area Chambers of Commerce or other community networks.
- **Individuals and Households.** Refers to the residents of the City who have a responsibility to be accountable for their own safety during an emergency by staying informed, developing individual and family emergency plans, and preparing for self-sufficiency for up to two weeks in a catastrophic disaster.

Figure 1-2 presents a simplified graphic of the whole community approach and directs plan users to additional information on its different elements.



Figure 1-2 Whole Community Approach to Emergency Management



### 1.3.3 Use of the National Incident Management System

NIMS provides a consistent nationwide approach for federal, state, local, and tribal governments to work effectively and efficiently together to prepare for, prevent, respond to and recover from domestic incidents, regardless of cause, size or complexity. Oregon adopted NIMS as its Incident Management System through legislative statute 401.092.

The City has adopted the NIMS to guide its approach to community emergency operations in a manner that is flexible, standardized and unified (NIMS was adopted on July 28, 2009 by the City of Warrenton under Resolution no. 2275). Table 1-3 identifies

some key features of NIMS and describes where related information can be found in this EOP.

**Table 1-3 NIMS Compliance Overview**

Key NIMS Features	Description	EOP Section for Further Reference
<b>Command and Coordination</b>	The City manages incidents using tools that may include the ICS in a City EOC to support assistance to impacted.	<ul style="list-style-type: none"> <li>Section 4.3, Emergency Operations Center</li> <li>Section 6.3, Incident Command System</li> <li>Section 6.4, Operational Coordination</li> <li>Management Services Annex</li> </ul>
<b>Communications</b>	The City uses a range of communications tools to support interoperable, reliable and redundant communications during a disaster. Additionally, information sharing is facilitated through an Incident Action Planning Process and incident documentation.	<ul style="list-style-type: none"> <li>Section 6.7, Communications</li> <li>Emergency Services Annex</li> </ul>
<b>Information Management</b>	The City maintains a range of tools to support situational awareness and uses the principles of a Joint Information System to facilitate accurate and timely release of public information.	<ul style="list-style-type: none"> <li>Section 6.8, Information Management</li> <li>Management Services Annex</li> </ul>
<b>Resource Management</b>	The City applies a consistent approach to resource management during an incident and use of mutual aid, including the Oregon Resources Coordination Assistance Agreement (ORCAA), to support resource needs when City resources are overwhelmed.	<ul style="list-style-type: none"> <li>Section 6.9, Resource Management</li> <li>Management Services Annex</li> </ul>

### 1.3.4 Alignment and Integration of Effort

#### 1.3.4.1 Relationship to Other Plans

This EOP is part of a suite of plans that support activities across all phases of emergency management. While the EOP is focused on short-term recovery, other plans address the City's approach to mitigation, continuity of operations and longer-term aspects of emergency management. These plans work in concert with the EOP and include:



Table 1-4 Relationship to Other Plans

Plan Title	Description
<b>Clatsop County Multi-Jurisdictional Hazard Mitigation Plan</b>	The HMP identifies the specific hazards and their associated risks to the city. The plan also outlines proposed mitigation strategies which may reduce risks and/or enhance the effectiveness of city response.
<b>Clatsop County Community Wildfire Protection Plan</b>	The Wildfire Protection Plan identifies specific vulnerabilities the city faces to wildfire risk. In addition, the Wildfire Protection Plan identifies activities to be taken to address critical wildfire needs.
<b>Clatsop County Emergency Operations Plan</b>	Clatsop County is a critical partner and resource to the city. The County's EOP outlines activities and roles and responsibilities of county and regional partners that may also support emergency operational needs of the city.

#### 1.3.4.2 Partner Plans and Procedures

Emergency Services Agency Cooperators and Community and Private Sector Partners identified within this EOP are encouraged to align their agency and organizational plans and procedures with the EOP and to the extent practicable and appropriate, contribute to the ongoing maintenance of the EOP and assist in tracking changes in law, regulation, standards, or practice that may have impacts the emergency management function and should be addressed during the next update.

#### 1.3.4.3 Consistency with State and Federal Plans

This EOP is designed to complement operational plans at the state and federal levels including the State of Oregon Emergency Operations Plan and the National Response Framework through application of NIMS and use of an Emergency Support Function (ESF) structure to organize information.

*See Appendix B for additional information on plans and procedures that may support implementation of the EOP.*

### 1.3.5 Individual Accountability and Self Sufficiency

To the greatest extent possible, the City will assist its community members in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster.

However, every person who lives or works in the City (including populations with access and functional needs) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated



hazards and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the City will assist its community members in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster.

Additionally, visitors to the City, and the businesses that serve them, have a responsibility for understanding what actions they can take to be prepared during an emergency and to mitigate the burden on local emergency services.

However, a major disaster is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable community members prepared to take care of themselves, their families, to follow direction from emergency responders and to assist neighbors in the early response or late recovery phases of an emergency can make a significant contribution towards survival and community resiliency.

### 1.3.6 Equitable Response and Recovery

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, sexual orientation (or other protected class) or functional needs. Access and Functional Needs Populations (also referred to as Vulnerable Populations and Special Needs Populations) are members of the community who experience physical, mental or medical care needs and who may require assistance before, during and after an emergency incident after exhausting their usual resources and daily support network.

Considerations for community members with access and functional needs should be included in all activities conducted by the City EMO and, to the greatest extent possible, the City EMO will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in formats accessible to access and functional needs populations.

Examples of individuals who have access and functional needs include, but are not limited to:

- Individuals who are deaf or hard of hearing.
- Individuals with limited English proficiency.
- Children and the elderly.
- Individuals without vehicles or sufficient housing
- Individuals with special dietary needs.
- Individuals who experience physical disabilities.




## 1.4 ASSUMPTIONS

This EOP presents a framework for emergency operations that is supported by the current capabilities of the City as it is currently resourced. The following assumptions should be considered by a plan user prior to implementation:

- All community members share the primary responsibility for minimizing the impact of disasters through personal preparedness activities.
- City and community partners have reviewed the EOP, understand their role in the City EMO, and have developed plans and procedures to execute their assigned roles and responsibilities.
- Partners within the City EMO retain authority over their own personnel and resources. Resource sharing between partners will be conducted in accordance with existing mutual aid agreements.
- The City is responsible for utilizing all available local resources, including mutual aid, before requesting assistance from the State.
- Emergencies may be regional in scale and will require close coordination with neighboring jurisdictions.
- Outside assistance may not be immediately available and the community should be prepared to carry out response on an independent basis for at least 72 hours.
- City and partner personnel will be provided with appropriate and regular training on their assigned roles and responsibilities including NIMS/ICS.



## 2.0 COMMUNITY RISK AND RESILIENCE

Plan Section	Section Outline
<div style="text-align: center;">    <b>Community Risk and Resilience</b> </div>	2.1 Community Conditions 2.2 Community Lifelines 2.3 Hazards and Threats 2.4 Capability Assessment

This EOP adheres to the emergency management principle of all-hazards planning, establishing a framework for emergency operations that can be implemented no matter the situation. However, the community's approach to managing emergencies needs to be specific to the situation and informed by knowledge of:

- Conditions of the community that serve as supports or pose potential barriers to emergency operations.
- Community lifelines that serve as a foundation for prioritizing resources to repair and restore key systems and services.
- Hazard and threats that pose the greatest threat to the community and have the greatest potential to disrupt those lifelines.
- Capabilities of the community to effectively manage emergencies.

### 2.1 COMMUNITY CONDITIONS

#### 2.1.1 Governance and Jurisdictional Considerations

The City has an established government structure of five-member City Commission who oversee City operations including a myriad of departments. Its departments provide social services, public safety, planning/permitting, natural resources management, information systems, public health and public works. The City also has existing plans, policies and regulatory documents that guide land use/development, infrastructure, capital improvement plans, public spending and other services. The established government structure, staff/personnel and regulatory/policy documents are instrumental to successful hazard mitigation and emergency preparedness.

#### 2.1.2 Human Environment Considerations

In 2020, the City of Warrenton's population was 6,277 with an annual growth rate of 1.17%. The location, composition, and capacity of the population within the community defines its vulnerability to natural hazards. The demographic makeup and geographic location, in combination with its significant tourist industry, should guide the City's hazard





mitigation plan and emergency preparedness. Some populations may require additional considerations and approaches to protect them from hazards will be required (e.g., the youth, elderly, and individuals with limited understanding of English). The City will use demographic characteristics to identify key vulnerable populations.

### 2.1.3 Natural Environment Considerations

The City of Warrenton is a coastal community and is flanked by the Pacific Ocean to the west with the terminus of several rivers occurring to the north and east into the Pacific Ocean (Columbia River, Youngs River, Skipanon River, and Lewis and Clark River). Several lakes occur throughout much of the north and western portions of the City. Beaches largely occur in the western portion of the City, whereas the eastern edge of the City contains estuary and wetland type environments. Elevations throughout the City remain relatively static, ranging from sea level to about 25 feet above sea level.

Highway 101 enters the City at the southern end and runs northeast through the City where it then crosses Youngs Bay. Most City businesses are near this corridor with residents nearby and along Fort Stevens Highway. Highway 101 is a scenic byway (i.e., the Pacific Coast Scenic Byway) and is often used by travelers visiting the area and passing through the area.

### 2.1.4 Built Environment Considerations

Much of the City is publicly owned, with undeveloped natural resource areas such as Delaura Beach and Fort Stevens State Park. Critical facilities (e.g., hospitals, police, fire and rescue stations, school districts and higher education institutions) are essential to government response and recovery activities. Clatsop County's NHMP includes an inventory of its critical facilities.

Physical infrastructure such as roads, bridges, and an airport support the City communities and economies. Utility systems such as potable water, wastewater, natural gas, telecommunications and electric power are all networked systems that provide essential services. These facilities/services are vulnerable to natural hazards and impacts in one area can affect the larger system. Due to the fundamental role that physical infrastructure plays both in pre- and post-disaster, they deserve special attention in the context of creating resilient communities.

### 2.1.5 Economic Considerations

Business activity in the City consists mostly of small businesses, and with a steady population growth the City's unemployment rate in the City has declined from 15.4% in 2020 to 5.7% in 2021. The City relies on both basic and non-basic sector industries, and it is important to consider the effects each may have on the economy following a disaster.



Because education, health services, and manufacturing are key to post-disaster recovery efforts, the region is bolstered by its major employment sectors. Different industries face distinct vulnerabilities to natural hazards, and should be included in coordinated efforts. Identifying key industries in the region enables communities to target mitigation activities towards those industry's specific sensitivities. The top five industry sectors in the City with the most employees are Construction (12.2%), Accommodation and Food Services (11.2%), Health Care (7%), Educational Services (6.9%), and Public Administration (5.5%). The most common occupations include sales, management building and grounds cleaning and maintenance, and retail sales workers.

Pursuant to 2020 census figures, the median household income is \$62,119 and the estimated median household value is \$289,291 with approximately 6% of residents living in poverty. This latter population is assumed to have proportionally fewer resources and less flexibility for alternative investments in times of crisis, may live paycheck to paycheck and are extremely dependent on their employment; in the event their employer is also impacted by a natural hazard, it can further the short and long-term detriment experienced by these individuals and families.

## 2.2 COMMUNITY LIFELINES

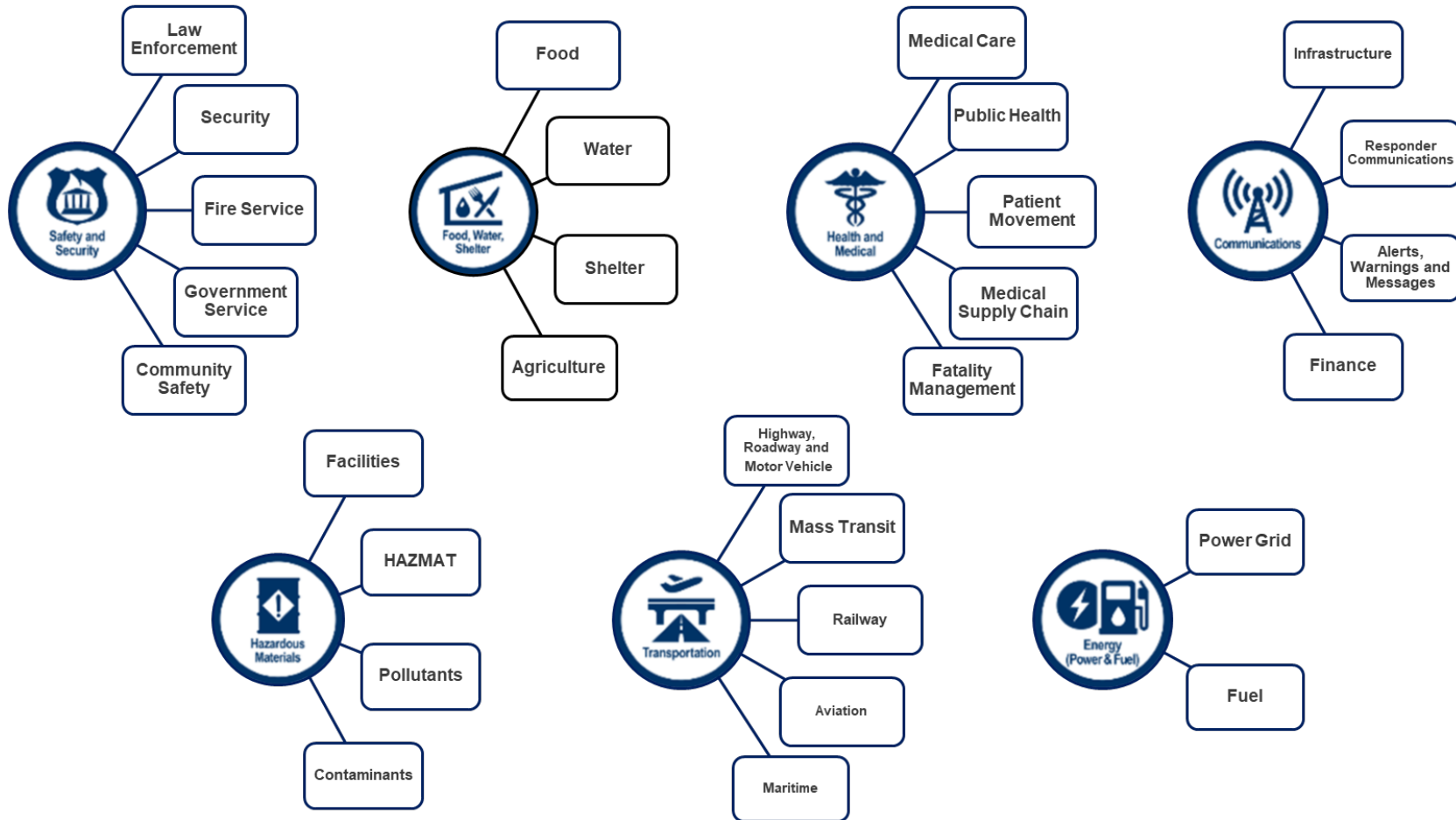
A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security.

- Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.
- FEMA has developed a construct for objectives-based response that prioritizes the rapid stabilization of Community Lifelines after a disaster.
- The integrated network of assets, services, and capabilities that provide lifeline services are used day-to-day to support the recurring needs of the community and enable all other aspects of society to function.
- When disrupted, decisive intervention (e.g., rapid re-establishment or employment of contingency response solutions) is required to stabilize the incident.



Figure 2-1 Community Lifelines

### FEMA Community Lifelines



## 2.3 HAZARDS AND THREATS

### 2.3.1 Risk Assessment and Potential Threats

The City's risk profile changes over time due to a variety of factors including: changing climate conditions are increasing the length of wildfire season and severity of wildfires; new structural development creates exposure where there was none prior; and changing demographics impact how the City approaches response and recovery (e.g., translation of public information materials, strategies to assist older adults).

Table 2-1 presents the hazards and threats that have been identified for the City. These threats form the basis for the multi-hazard approach to emergency operations contained in this EOP.

**Table 2-1 City of Warrenton Hazards and Threats Vulnerability, Probability and Risk Level**

Natural Hazards	Vulnerability	Probability	Risk Level
Coastal Erosion	5	7	Low
Drought	15	14	Medium
Earthquake	20	7	Medium
Flood	50	35	High
Landslide	-	-	N/A
Tsunami	50	35	High
Volcanic Event	25	7	Medium
Wildfire	5	28	Low
Windstorm and Winter Storm	40	56	High

Source: Clatsop County NHMP 2021.

*NOTE: The list of hazards and threats provided in Table 2-1 is focused on natural hazards, but the City also faces risk from human-caused hazards and threats which will be addressed in future updates to the risk assessment. These include contagious disease outbreaks or pandemics, civil unrest or terrorism, transportation accidents, and hazardous materials releases or spills.*

### 2.3.2 Hazard Mitigation

The City's risk to hazards and threats is captured in the Clatsop County Multi-Jurisdictional NHMP which profiles each hazard and presents a strategy to reduce risk and mitigate against their potential consequences. The NHMP is updated, at a minimum, once every five years to comply with FEMA requirements. This update will be coordinated by the Clatsop County Emergency Manager, but each participating partner has a



responsibility to fully engage to ensure actions that are responsive to their unique risk profile are included.

Following an emergency this strategy will guide the identification of specific projects to restore damaged property, facilities, or infrastructure, and an approved NHMP is required for those projects to be eligible for post-disaster funding from the federal government.

In addition to implementation of the strategies it contains, the NHMP can be used to inform emergency management activities in other ways including:

- Support selection of meaningful scenarios for exercises to test the EOP.
- Provide situational context for advance planning of tactics to address potential consequences of identified hazards.
- Inform education and outreach strategies that are reflective of the whole community.

Emergency operations also inform hazard mitigation and the EOP provides for an after-action review following any emergency to capture lessons learned and possible mitigation actions. These actions should be included in the strategy and the after-action review should also serve as an opportunity to revisit existing actions and make appropriate changes based on changed conditions.

## 2.4 CAPABILITY ASSESSMENT

The National Preparedness Goal identifies five mission areas that make up a comprehensive approach to community preparedness and the Federal Emergency management Agency (FEMA) has established a series of core capabilities that a community should maintain to respond to the threats and hazards it faces.

<b>Mission Area</b>	<b>Core Capability</b>
<b>Common Capabilities</b>	Planning Public Information and Warning Operational Coordination
<b>Prevention</b> Prevent, avoid or stop an imminent, threatened or actual act of terrorism.	Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection
<b>Protection</b>	Access Control and Identity Verification



Mission Area	Core Capability
<p>Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations and way of life to thrive.</p>	<p>Physical Protective Measures                      Cybersecurity                      Supply Chain Integrity and Security                      Risk Management for Protection Programs and Activities</p>
<p><b>Mitigation</b>                      Reduce the loss of life and property by lessening the impact of future disasters.</p>	<p>Risk and Disaster Resilience Assessment                      Community Resilience                      Long-term Vulnerability Reduction                      Threats and Hazards Identification</p>
<p><b>Response</b>                      Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.</p>	<p>Environmental Response/Health and Safety                      Critical Transportation                      Situational Assessment                      Fatality Management Services                      Fire Management and Suppression                      Infrastructure Systems                      Logistics and Supply Chain Management                      Mass Care Services                      Mass Search and Rescue Operations                      On-Scene Security, Protection, and Law Enforcement                      Operational Communications                      Public Health, Healthcare, and Emergency Medical Services</p>
<p><b>Recovery</b>                      Recover through a focus on the timely restoration, strengthening and revitalization of infrastructure, housing and a sustainable economy, as well as the health, social, cultural, historic and environmental fabric of communities affected by a catastrophic incident.</p>	<p>Infrastructure Systems                      Health and Social Services                      Economic Recovery                      Housing                      Natural and Cultural Resources</p>



## 3.0 JURISDICTIONAL AUTHORITY AND EMERGENCY POWERS

Plan Section	Section Outline
<div style="display: flex; align-items: center;"> <div style="border: 2px solid black; border-radius: 50%; width: 30px; height: 30px; display: flex; align-items: center; justify-content: center; margin-right: 10px;">3</div> <div> <p><b>Jurisdictional Authority and Emergency Powers</b></p> </div> </div>	<ul style="list-style-type: none"> <li>3.1 Jurisdictional Emergency Management Authority</li> <li>3.2 Emergency Powers</li> <li>3.3 Declaration Process</li> <li>3.4 Continuity of Government</li> </ul>

### 3.1 JURISDICTIONAL EMERGENCY MANAGEMENT AUTHORITY

One of the fundamental principles of emergency management, as well as a legislative directive under Oregon law, is that the management of emergencies is, in the first instance, the responsibility of local government and the Oregon Revised Statutes (ORS) 401.023(2) directly specifies that the State “shall not assume authority or responsibility for responding to an emergency unless the appropriate response is beyond the capability of the city and county in which the emergency occurs, the city or county fails to act, or the emergency involves two or more counties.” Because of this responsibility, the City and its jurisdictional partners play a unique role in how the community works during an emergency or disaster including the responsibility to establish an emergency management program and maintain an EOC.

#### 3.1.1 Responsibilities of Elected Officials

As the elected representatives of the residents of City play a role during an emergency with both direct authority as well as influence and standing within the community that be used as strategy for achieving objectives, but also more generally, elected official responsibilities during an emergency may include:

- Declare and terminate a State of Emergency in their respective jurisdiction.
- Establish policy including establishing and supporting enforcement of protective actions.
- Assume immediate control of resources if the emergency requires prioritization of limited resources.
- Make decisions related to emergency funding and expenditures.
- Confer with local, state and federal officials, as required.
- Communicating incident status and subsequent response activities with the general public.



### 3.1.2 Special Districts

Special districts exist to provide specific services to the community. Their placement or proximity to the city requires coordination to ensure city residents and visitor emergency-related needs are fully addressed, even if not directly provided by the city.

Within the City of Warrenton, fire districts provide fire protection resources, search and rescue operations and hazardous material response within the City. Each district is governed by state law and an elected Board of Directors and has policies separate from City government. In areas outside of fire protection districts or cities, the BCC and/or Oregon Department of Forestry (ODF) is the local fire authority. Fire fighters may serve as primary responders to emergencies within their service districts. In areas that are not covered by a jurisdictional authority private fire service companies may operate and should be considered in coordination of fire prevention and suppression activities.

## 3.2 LOCAL DECLARATION OF STATE OF EMERGENCY

A Local Declaration empowers the governing body to assume centralized control and have authority over all departments and offices of the jurisdiction for the purposes of responding to the emergency (ORS 401.309). A declaration also supports EMO partners in carrying out appropriate functions and duties, including implementation of this EOP.

Emergency powers that may be implemented under a local declaration could include:

- Activating emergency purchasing and/or contracting provisions.
- Implementing wage, price and rent controls.
- Establishing rationing of critical resources.
- Establishing curfews.
- Restricting or denying access to areas (i.e., conducting evacuations).
- Specifying routes of egress and ingress.
- Limiting or restricting use of water or other utilities.
- Using any publicly or privately-owned resource with payment to the owner.
- Removing debris from publicly or privately-owned property.

<b>Local Declaration Requirements</b>
<p>A local declaration of state of emergency must:</p> <ul style="list-style-type: none"> <li>• Limit the duration of the state of emergency to the period of time during which the conditions giving rise to the declaration exist or are likely to remain in existence Describe the conditions required for the declaration ordinance (ORS 401.309(1)).</li> <li>• Describe the conditions required for the declaration ordinance (ORS 401.309(2)).</li> </ul>





- Closing taverns or bars and prohibiting the sale of alcoholic beverages or other substances controlled by the Oregon Liquor Control Commission (OLCC).

The resolution declaring a state of emergency is to be signed by the City Manager, or designee as outlined in the orders of succession. A courtesy copy should be sent to the Clatsop County City manager and Oregon Emergency Management (via OERS) to alert them to the local situation.

### **3.3 DECLARATION PROCESS**

The Oregon Disaster Declaration Process establishes the procedures and protocols for the City (i) to request a State of Emergency, and (ii) to request state assistance for emergency response, management or recovery. Under this program, the County will coordinate directly with the State on behalf of the cities and other agencies within its geographic boundaries. Upon declaration, the City will transmit the declaration to the Clatsop County Emergency Manager who will provide it to the County Board of Commissioners. Any request for State assistance under an emergency declaration must be submitted through the County Board of Commissioners. In most cases the County Emergency Manager will prepare and submit the declaration under delegated authority.

This declaration process is also the mechanism for the City (and the properties within its geographic boundaries) to receive federal assistance. Most federal resources are processed through the State (See Appendix A for supporting information and applicable forms). A declaration may also be used to create public awareness of a local disaster threat or emergency situation, or in any other situation deemed appropriate by the governing body. Jurisdictions also have the power to delegate their authority over an emergency response to a different jurisdiction. The most common local example of this a county commissioners' delegation of authority transferring response to a State or Federal Fire Agency in unprotected lands (meaning not covered under an existing fire district) during a Wildfire Conflagration request.

*Examples of Disaster Declaration forms are provided in Appendix A.*

#### **3.3.1 City Declaration and Request for State Assistance**

The City Commissioner may issue a Local Declaration of a State of Emergency in the event of a local emergency that warrants County, State (and/or federal) assistance in terms of funding, staff, technical advising and response activities.

The City may also adopt its declaration as a resolution. The declaration shall include:

- The type of emergency or disaster.



- The location(s) affected.
- Deaths, injuries and/or population that is still at risk.
- The current emergency conditions or threat.
- An internal estimate of the damage and impacts.
- Specific information about the assistance being requested.
- Actions taken and resources committed by other governments (cities and the County).

**Oregon Office of Emergency Management (OEM) Submittal** – When a City declaration is issued through the County, the County will then contact the Oregon Emergency Response System (OERS) through the OpsCenter and provide a copy of its declaration to OEM to initiate state assistance in emergency management. The County will designate a liaison (authorized individual) to coordinate state emergency response resources and related activities at the impacted area. OEM will route the declaration to the Governor for State resource allocation.

The City may utilize OERS through the County to formally request State and/or interjurisdictional assistance to respond to an emergency event. OERS is a state program to receive requests for emergency assistance and to lead coordination activities amongst the applicable jurisdictions. The County Emergency Manager can access OERS 24 hours a day via telephone.

In the event of an emergency that warrants state and/or interjurisdictional assistance, the County will designate specific individuals that are authorized to utilize OERS on its behalf. Upon contacting OERS, the authorized county representative will provide the required information in the table. This is typically the County Emergency Manager or if not available, designee from line of succession.

### **3.3.2 State Declaration and Request for Federal Assistance**

The City's requests for State assistance must be done through the County who then must make requests for federal disaster assistance through the State of Oregon Office of Emergency Management. The Governor may then request a Federal Disaster Declaration. A Federal Disaster Declaration makes extensive disaster response and recovery assistance available, including financial support to governments, businesses and to individual community members.



### 3.3.3 Termination of Declaration of Emergency

After the emergency has passed, the City Manager will notify the governing body and forward a resolution terminating the Declaration of Emergency for official action. The governing body must decide whether to terminate the State of Emergency at a regular public meeting. As a courtesy, OEM will also be notified of such decisions affecting active declarations.

### 3.3.4 Other Declarations

Other declarations such as through the Emergency Conflagration Act, and public health emergency, and a drought emergency can be made through the County on behalf of the City.

## 3.4 CONTINUITY OF GOVERNMENT

### 3.4.1 Continuity of Government

The following lines of succession have been established to support continuity of government during an emergency:

Emergency Operations	Emergency Policy and Governance
1. City Manager	1. Mayor
2. Police and Fire Chiefs	2. City Commissioner
3. Director of Public Works	3. City Manager

All City departments are responsible for identifying the line of succession of authority in management's absence. Additionally, each City department must provide for the protection, accessibility and recovery of the agency's vital records, systems and equipment. These include records, systems and equipment that, if irretrievable, lost or damaged, will materially impair the agency's ability to conduct business or carry out essential functions. Each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should consider the cost of protecting or reconstructing records weighed against the necessity of the information for achieving the agency mission.



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## 4.0 LOCAL EMERGENCY MANAGEMENT COORDINATION

Plan Section	Section Outline
<div style="display: flex; align-items: center;"> <div style="background-color: black; color: white; border-radius: 50%; width: 40px; height: 40px; display: flex; align-items: center; justify-content: center; margin-right: 10px;">4</div> <div> <p><b>Local Emergency Management Coordination</b></p> </div> </div>	<p>4.1 City Emergency Management Organization</p> <p>4.2 Role of the City Manager</p> <p>4.3 Emergency Operations Center</p> <p>4.4 Emergency Operations Center Team</p>

### 4.1 CITY EMERGENCY MANAGEMENT ORGANIZATION

#### 4.1.1 City Requirements

The responsibility of the City and its jurisdictional partners to manage local emergencies, set forth by ORS 401 and described in Section 3.0 of this EOP, is coupled with an implementation requirement that each City shall establish an agency with the primary intent of coordinating and executing the efforts required, maintain an approach to coordination and communication. Where ORS 401 directs the City to establish an emergency management agency, the same statutory provision sets a voluntary standard for cities, allowing for flexibility in scaling municipal approaches to emergency management that are aligned with the approach taken by the City and reflective of the resource constraints faced by smaller communities.

Specifically, ORS 401.306 requires local governments to ensure the following functions are part of any emergency management agency established for the purpose managing local emergencies:

- Coordinate planning activities necessary to prepare and maintain the City EOP.
- Maintain operational readiness of an EOC from which City officials can coordinate support for emergency operations. See Section 4.2 for information on jurisdictional EOCs and staffing of the EOC Team.
- Establish a common incident command structure to be used by all EMO partners. See Section 7 for information on how incidents will be managed including use of ICS in both field and EOC settings.
- Coordinate with City, county, and state agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.



## 4.2 CITY EMERGENCY PROGRAM MANAGER (CITY MANAGER)

Though many partners may have Emergency Managers, this section focuses first on the position within local government. This focus is due to both the fact that local government Emergency Managers hold positions that are specific to the requirements of, and powers granted by, ORS 401. Additionally, jurisdictional Emergency Managers typically are the community's primary support to the jurisdictional emergency management authority and have the responsibility for maintaining an EOC that serves as a critical resource and key link to state and federal partners during an emergency. The role of other organizational and community-specific positions tasked with the emergency management function is addressed at the end of this section with a highlight on the role of emergency management as connector, convener, and motivator of community preparedness, organizational capability and capacity building, and operational readiness.

For the City, the role of Emergency Manager is delegated to the City Manager.

### 4.2.1 Role and Responsibilities of the City Manager

The City Manager (the City Emergency Program Manager) has the day-to-day authority and responsibility for coordination of the jurisdiction's emergency management program and maintaining a state of readiness. During an emergency, the City Manager will facilitate implementation of the City EMO in coordination with the Incident Commander or direction from the City Commissioners. Unless otherwise assigned, the City Manager will serve as the EOC Manager and facilitate coordination of efforts to establish and execute incident objectives.

Responsibilities of the City Manager include:

- Maintain operational readiness of the City primary EOC and manage EOC activation and operations.
- Serve as a staff advisor to the Policy Group and Incident Commander including assistance in preparing a local Declaration of Emergency.
- Assist in coordination of situational awareness activities and incident documentation.
- Serve as a liaison between the City EMO and the Clatsop County EOC, when activated.
- Facilitate after-action review activities as soon as possible after an emergency and help to implement improvements with partners where requested.



## 4.3 EMERGENCY OPERATIONS CENTER

The EOC, when activated, serves as a location from which support for emergency operations can be coordinated. The EOC does not assume control over most tactical decision making but serves as a central location to support the information and resource requirements of the emergency. The EOC will function based on operational periods established by the EOC Manager. If required, it may remain operational on a 24-hour basis. Like an Incident Command Post (ICP) (*See Section 6.4.1 Field Operations*), the EOC can take on different forms and locations, scaling up or down to meet the incident's impact.

### 4.3.1 Physical Location

In most instances, the EOC will be established at a physical location that will be staffed by the EOC Team.

**Table 4-1 Emergency Operations Center Locations**

Primary Location	Alternate Location
Warrenton City Hall, 225 South Main, Warrenton, Oregon 97146	High ground (no building), SE 19 <sup>th</sup> and Ensign

If necessary, City Emergency Management may designate additional alternate locations for the EOC, which may be a Public Works facility, Public Health office or a fire station.

#### 4.3.1.1 Virtual Operations

In situations where it is not practical or is unsafe to establish a physical location, EOC operations may be conducted virtually using available technology.

#### 4.3.1.2 Activation

The EOC will be activated by the City Manager (or designee), who may assume or designate the role of EOC Manager. While the on-scene Incident Commander retains tactical control of the incident, the EOC Manager and/or the City Manager may assume responsibility for coordinating and prioritizing City resources in support of emergency operations and implements decisions in support of field operations.

Upon activation of the EOC, the EOC Manager will make appropriate notifications to members of the Policy Group as well as notify the State through the OpsCenter. Periodic updates will be issued appropriately for the duration of EOC activation.



#### **4.3.1.3 Access and Security**

During an emergency, access to the EOC will be limited to the EOC Team and personnel approved by the EOC Manager. Appropriate security measures will be in place to identify and document personnel who are authorized to be present.

#### **4.3.1.4 Deactivation**

The EOC Manager and/or the City Manager has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened, and emergency operations re-initiated at any time.

### **4.4 EMERGENCY OPERATIONS CENTER TEAM**

When the EOC is activated, it will be staffed by a cadre of City personnel who will fill positions required by the situation as assessed by the City Manager in coordination with the Incident Commander. For the purposes of this EOP, the Primary EOC Team is comprised of the positions that make up the management, command, and general staff functions in the EOC. Each position will have at least one identified City employees who have been approved by their organizational chain of command and that have received appropriate position-specific training. When possible, additional employees will be assigned and at the direction of the EOC Manager.

*See Section 7.0 for more information on ICS and the roles and responsibilities of EOC Team members.*





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## 5.0 PARTNER ORGANIZATION AND COOPERATION

Plan Section	Section Outline
<b>5</b> Partner Organization and Cooperation	5.1 Whole Community Cooperators and Partners 5.2 Partner Organization 5.3 Responsibilities by Functional Area

The primary coordination mechanism between the City and its cooperators and community and private sector is the EOC which is organized using the Incident Command System with a representatives of key cooperator groups serving as liaisons to a designated position or branch within the EOC.

Successful implementation of the EMO is based on the following assumptions for City and community partners:

- Partners have reviewed, understand and accept their assigned roles and responsibilities.
- Though partners retain ultimate authority over their own personnel, management of emergency operations may require assigned personnel (e.g., EOC team) to take direction from outside of their normal chain of command.
- Partners should remain flexible during emergencies and be prepared to adapt as situation evolves.

### 5.1 WHOLE COMMUNITY COOPERATORS AND PARTNERS

#### 5.1.1 City Departments

The departments, offices, and programs of local governments in the City play a key role as the entities tasked with both delivering essential services to the community and carrying out local government’s responsibility to manage emergencies that impact the community.

During an emergency the role of local government departments will generally parallel their normal day-to-day activities and, to the extent possible, the same personnel and resources will be employed in both cases. Day-to-day activities that do not contribute directly to the emergency response may be suspended for the duration of the emergency.

Departments that have not been assigned a specific function in this EOP should be prepared to make their staff and other resources available for emergency duty at the direction of the EOC Manager.



**Responsibilities of All Departments**

All departments and organizations with tasks assigned in this EOP are responsible for the following:

- Maintain operational readiness to support emergency operations including participation in planning, training and exercise activities.
- Implement procedures to sustain essential operations to extent possible.
- Manage notifications to, and ongoing communications with, department staff throughout the duration of the emergency.
- Assist in damage assessment for department facilities and systems.
- Provide regular updates to the City EOC regarding operational status, available resources and needs.
- Assign personnel to the City EOC as requested.
- Maintain proper documentation of incident activities and expenditures to support requests for reimbursement.
- Participate in post-incident hot wash and after-action processes.

**5.1.2 Community and Private Sector Partners**

Private sector businesses, volunteer organizations and Nongovernmental Organizations (NGOs) may also assist in emergencies and can include the American Red Cross, Salvation Army, and UCAN according to need and availability. Hospitals, nursing homes and other institutional facilities are required by law to have disaster plans. The City Manager will work with private sector businesses and volunteer and service organizations to provide services in emergency situations.

**Responsibilities of Community and Private Sector Partners**

Prior to an incident, a Mutual Aid Agreement (MAA), Memorandum of Understanding (MOU), or other agreed upon contracts will signed with identified community and private sector partners. Partners will be involved in planning processes, and responsibilities may include:

- Train and manage volunteer resources.
- Identify shelter locations and needed supplies.



- Provide critical emergency services to those in need, such as clothing, food and shelter cleaning supplies and assistance with post-emergency cleanup.
- Plan for the protection of employees, customers, clients, infrastructure and facilities.
- Plan for the protection of information and the continuity of business operations.
- Collaborate with EMO personnel before an incident occurs to determine what assistance may be necessary and how private sector organizations can help.
- Develop and exercise emergency plans before an incident occurs.
- Establish mutual aid and assistance agreements to provide specific response capabilities.
- Provide assistance and volunteers to support local emergency management and public awareness during response and throughout the recovery process.

### **5.1.3 State and Federal Agencies**

State and Federal roles and responsibilities are established in the State of Oregon Emergency Operations Plan (EOP) and National Response Framework (NRF), respectively. The Governor is responsible for assigning the State agencies or departments best suited to respond to the emergency. Some State agencies may call upon their federal counterparts to provide additional support and resources.

Additionally, the State Emergency Response Commission (SERC) (i.e., the Oregon State Fire Marshal), which is a requirement of the Emergency Planning and Community Right to Know Act (EPCRA), is responsible for establishing local emergency planning districts within the state and overseeing state emergency response commissions for each planning district. The SERC shall appoint Local Emergency Planning Committees (LEPCs) within those planning districts to create emergency plans. The SERC provides administrative oversight and assistance to the LEPC's in accomplishing their requirements.

### **5.1.4 Individuals and Households**

The City EMO will assist individuals and community organizations by conducting emergency training programs and providing emergency preparedness information. Individuals and households can assist in emergency response by the following actions:

- Reduce hazards in their homes.
- Prepare emergency supply kits and household emergency plans.



- Monitor emergency communications carefully.
- Volunteer with established organizations.
- Enroll in emergency preparation training courses.

## 5.2 PARTNER ORGANIZATION

To support cooperators in maintaining effective coordination with jurisdictional partners and each other, they are organized into functional groupings that align with the ESFs used by the State of Oregon and federal partners and provide a mechanism for carrying out the range of activities that may be required during an emergency or disaster. Each ESF is led by a primary agency tasked with carrying out or facilitating assignment of function-specific responsibilities to supporting cooperators and serving as a conduit for information from cooperators to the City EOC. ESFs also serve as the primary connection point for community partners to interface with the local government authorities and Emergency Services Agency Cooperators.

## 5.3 SCOPE AND RESPONSIBILITIES BY FUNCTIONAL GROUP

Table 5-1 provides a summary of the four functional groups established to support coordination both during response and recovery and in the steady state. Sections 5.3.2 through 5.3.5 provide additional detail on the scope of activities that fall within the responsibility of each group and identifies the primary City departments responsible for coordinating with partners to carry out those activities.

**Table 5-1. Whole Community Functional Groups and Emergency Support Functions**

Functional Group	Cooperators and Partner Types	Related ESFs
<b>Management Services</b>	Planning Resource Support Finance Human Resources Public Information	ESF 5 – Information and Planning ESF 7 – Resource Support ESF 14 – Public Information ESF 15 – Volunteers and Donations ESF 18 – Business and Industry
<b>Emergency Services</b>	Fire Services Law Enforcement Emergency Medical Services 911/Dispatch Telecommunications	ESF 2 – Communications ESF 4 – Firefighting ESF 9 – Search and Rescue ESF 10 – Hazardous Materials ESF 16 – Law Enforcement
<b>Health and Human Services</b>	Public Health Healthcare Providers Behavioral Health Environmental Health Community Assistance Providers Agriculture	ESF 6 – Mass Care ESF 8 – Health and Medical ESF 11 – Agriculture and Animal Protection
<b>Infrastructure Services</b>	Transportation	ESF 1 – Transportation



	Water and Wastewater Electric Natural Gas Waste Management and Sanitation	ESF 3 – Public Works ESF 12 - Energy
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**5.3.1 Management Services**

<b>Table MGT-2 Management Services Emergency Support Functions</b>				
<b>ESF 5 Information and Planning</b>	<b>ESF 7 Resource Support</b>	<b>ESF 14 Public Information and External Affairs</b>	<b>ESF 15 Volunteers and Donations</b>	<b>ESF 18 Business and Industry</b>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Facilitate EOC planning Meetings and facilitate the EOC action planning process.</li> <li>Manage EOC data gathering and management activities.</li> <li>Process and analyze incident data, generate information products, and facilitate their availability to partners.</li> <li>Manage requests for information including coordination with the media.</li> <li>Disseminate timely and accurate public information.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Coordinate resource support to fulfill emergency operations requirements.</li> <li>Monitor and track all requests for local and outside resources and coordinate acquisition, delivery and release of resources.</li> <li>Monitor and document the financial costs of providing resources to include costs if providing State</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Establish policies for internal review and approval of public information prior to its release to the community and/or media partners.</li> <li>Coordinate and distribute pre-emergency preparedness public awareness information.</li> <li>Maintain a reliable alert and warning system.</li> <li>Control the spread of</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Coordinate the identification and vetting of volunteer resources.</li> <li>Match volunteer resources and donations with the unmet needs of impacted communities.</li> <li>Maintain a donations management system to ensure the effective utilization of donated cash, goods, and services.</li> <li>Provide guidance to personnel coordinating the management of</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Coordinate with business and industry partners to facilitate private sector support to response and recovery operations.</li> <li>Identify immediate and short-term, recovery assistance to businesses and industry partners</li> <li>Facilitate communication between businesses and industry partners and local and county Emergency Management</li> </ul>



<ul style="list-style-type: none"> <li>Facilitate coordination between internal and external emergency management, planning, geospatial, and information technology leads.</li> </ul>	agency support, purchasing or contracting goods and services, transportation and above normal staffing.	rumors, correct misinformation and public information needs.	undesignated cash donations, unsolicited goods, and emergent volunteers.	organizations (ESF 5).
<p style="text-align: center;"><b>City Manager</b></p>	<p style="text-align: center;"><b>City Manager</b></p>	<p style="text-align: center;"><b>City Building/Planning</b></p>	<p style="text-align: center;"><b>City Manager</b></p>	<p style="text-align: center;"><b>City Building/Planning</b></p>

*See the Management Annex for additional detail.*





**5.3.2 Emergency Services**

**Table 5-3 Emergency Services Emergency Support Functions**

<b>ESF 2 Communications</b>	<b>ESF 4 Firefighting</b>	<b>ESF 13 Search and Rescue</b>	<b>ESF 10 Hazardous Materials</b>	<b>ESF 16 Law Enforcement</b>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Establish and maintain an effective communication system for use in a disaster.</li> <li>• Coordinate the provision of temporary communications capability to first responders and City departments, and partner agencies.</li> <li>• Maintain information technology infrastructure including provision of cybersecurity measures.</li> <li>• Maintain a reliable alert and warning system.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Support local assessment and identification of public impact and needs</li> <li>• Conduct fire and rescue operations for wildfires.</li> <li>• Provide fire detection services and coordinate warning systems.</li> <li>• Perform fire hazard inspections for residential and commercial structures and provide public information regarding defensible space and other fire safe measures.</li> <li>• Maintain and coordinate fuel breaks in strategic areas in the City.</li> <li>• Coordinate emergency evacuations for large wildfires with law enforcement and transportation resources.</li> <li>• Assist in urban, oceanic and wilderness search and rescue efforts.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Deploy resources in both urban and non-urban search and rescue during a major disaster or incident.</li> <li>• Coordinate with ESF 8 for emergency medical services.</li> <li>• Coordinate Search and Rescue (SAR) with Clatsop County and within the city.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Establish and coordinate strategies for actual or potential discharge or release of hazardous materials resulting from a natural, human-caused, or technological disaster.</li> <li>• Address hazardous materials incidents including chemical, biological, and radiological substances, whether accidentally or intentionally released.</li> <li>• Coordinate the appropriate response to secondary or tertiary environmental protection issues.</li> <li>• Provide guidelines for the public notification and alerts.</li> <li>• Coordinate with County and State for nuclear/radiological response activities.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Coordinate additional law enforcement resources as needed (i.e., Oregon National Guard, Oregon State Police, etc.).</li> <li>• Provide access control and site security to support local efforts to control access to the incident site, critical facilities, and/or critical infrastructure.</li> <li>• Provide crowd and traffic control services related to emergency events.</li> <li>• Coordinate site security and access control, such as security at public shelters, EOCs, bulk distribution sites, feeding sites and point of dispensing sites.</li> <li>• Manage evacuation operations and/or shelter in place orders.</li> <li>• Provide urban and wilderness search and rescue (SAR) services as requested.</li> </ul>



Lead City Departments				
City Police Department	City Fire Department City Police Department	City Police Department	City Fire Department City Police Department	City Police Department

*See the Emergency Services Annex for additional detail.*



**5.3.3 Health and Human Services**

**Table 5-4 Health and Human Services Emergency Support Functions**

<p><b>ESF 6</b> Mass Care</p>	<p><b>ESF 8</b> Health and Medical</p>	<p><b>ESF 11</b> Food and Water</p>	<p><b>ESF 11</b> Agricultural and Natural Resources</p>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Assess the impact of an emergency or disaster on the community and support efforts to address unmet human needs.</li> <li>• Provide shelter for individuals and households displaced by an emergency or disaster.</li> <li>• Provide mass feeding operations and distribute bulk supplies.</li> <li>• Facilitate assistance to connect displaced individuals and households with temporary and longer-term housing solutions.</li> <li>• Ensure that persons with access and functional needs are provided appropriate supports during an emergency or disaster.</li> <li>• Provide emergency first aid assistance for large numbers of people.</li> <li>• Gather and make available disaster welfare information on impacted individuals and households.</li> <li>• Connect individuals and households in the community with assistance programs.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Assess the impact of an emergency or disaster to public health, emotional well-being and healthcare, and the support efforts to stabilize those systems.</li> <li>• Identify persons with medical needs and coordinate the appropriate care and required movement of those persons within impacted areas or shelters.</li> <li>• Monitor, investigate and control potential threats to human health through proactive and ongoing surveillance and response measures.</li> <li>• Distribute medical countermeasures and/or non-medical interventions.</li> <li>• Provide mental health supports for the community including first responders and impacted individuals and communities.</li> <li>• Conduct mass casualty and mass fatality operations when the number of injured or deceased that result from an emergency exceed local capabilities.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Provide nutrition assistance and coordinate to obtain needed food and water supplies.</li> <li>• Provide environmental health services including food and water safety, foodborne disease surveillance and investigations, water quality testing and surveillance</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Assess the impact of an emergency or disaster on agriculture, animals and natural and cultural resources.</li> <li>• Assist in the care and shelter of service animals, pets and livestock.</li> <li>• Protect natural and cultural resources including efforts to preserve, conserve and rehabilitate those resources.</li> </ul>



	<ul style="list-style-type: none"> <li>• Provide public health and medical information in coordination with the Public Information Officer (PIO).</li> </ul>		
<b>Lead City Departments</b>			
<b>City Manager</b>	<b>City Fire Department</b>	<b>City Manager City Public Works</b>	<b>City Manager</b>

*See the Health and Human Services Annex for additional detail.*



**5.3.4 Infrastructure Services**

<b>Table 5-5 Infrastructure Services Emergency Support Functions</b>		
<b>ESF 1 Transportation</b>	<b>ESF 3 Public Works</b>	<b>ESF 12 Energy</b>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Monitor and report status of, and damage to transportation system and critical infrastructure as a result of the incident.</li> <li>• Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged, unavailable or overwhelmed.</li> <li>• Coordinate access to transportation routes including snow and ice removal and debris management.</li> <li>• Coordinate the emergency repair and restoration of the transportation network.</li> <li>• Provide logistical transportation of evacuees, personnel, equipment, materials and supplies.</li> <li>• Partner with law enforcement (ESF 13) efforts to monitor, control and coordinate traffic.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Address the coordination of assessments of energy and water/wastewater systems, components and utilities for damage, operability, supply, demand and the requirements to restore such systems.</li> <li>• Coordinate engineering and construction management support for response and recovery operations.</li> <li>• Prioritize and initiate emergency work to clear debris and obstructions from emergency transportation routes and removal of debris from public property.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Assist City departments and agencies in obtaining fuel for transportation (ESF 1), communications (ESF 2), emergency operations and other critical functions.</li> <li>• Help energy suppliers and utilities obtain equipment, specialized labor and transportation (ESF 1) to repair or restore energy systems and/or water or wastewater facilities and infrastructure.</li> <li>• Address the provision of temporary emergency power generation capabilities and/or water and wastewater facilities to support critical facilities and equipment until permanent restoration is accomplished.</li> <li>• Coordinate emergency fuel support for transportation operations (ESF 12).</li> </ul>
<b>Lead City Departments</b>		
<b>City Public Works</b>	<b>City Public Works</b>	<b>City Public Works</b>

*See the Health and Human Services Annex for additional details*






**Table 5-6 Response Partners by Emergency Support Function**

ESF	City Commission	Administration (City Manager)	Building/Planning	Fire Department	Police Department	Public Works	Marinas	Warrenton School District	Sunset Empire	Transportation District	Medix Ambulance Service	Private hospitals	Local Radio (KSAT)	Northwest Natural Gas	Pacific Power	American Red Cross	Lincare Inc. (oxygen vendor)
<b>ESF 1 Transportation</b>						P		S	S		S						
<b>ESF 2 Communications</b>				S	P	S							S				
<b>ESF 3 Public Works</b>			S			P											
<b>ESF 4 Firefighting</b>				P		S											S
<b>ESF 5 Information and Planning</b>	S	P		S	S	S											
<b>ESF 6 Mass Care</b>		P						S			S					S	S
<b>ESF 7 Resource Support</b>		P	S	S	S	S											
<b>ESF 8 Health and Medical</b>				P							S	S					
<b>ESF 9 Search and Rescue</b>				S	P		S										
<b>ESF 10 Hazardous Materials</b>				P	S	S											
<b>ESF 11 Food and Water</b>		P				S											S
<b>ESF 12 Energy</b>						P								S	S		
<b>ESF 14 Public Information</b>	S	P			S	S							S				
<b>ESF 15 Volunteers and Donations</b>		P								S							S



**SECTION 5.0 PARTNER ORGANIZATION AND COOPERATION**

MAY 2022

ESF		City Commission	Administration (City Manager)	Building/Planning	Fire Department	Police Department	Public Works	Marinas	Warrenton School District	Sunset Empire	Transportation District	Medix Ambulance Service	Private hospitals	Local Radio (KSAT)	Northwest Natural Gas	Pacific Power	American Red Cross	Lincare Inc. (oxygen vendor)
	<b>ESF 16 Law Enforcement</b>					<b>P</b>												
	<b>ESF 17 Agriculture and Animal Production</b>		<b>P</b>					<b>S</b>										
	<b>ESF 18 Business and Industry</b>	<b>S</b>	<b>S</b>	<b>P</b>		<b>S</b>	<b>S</b>											

Note: P = Primary Agencies; S = Supporting Agencies, Cooperators, Partners



# 6.0 CONCEPT OF OPERATIONS

Plan Section	Section Outline
<div style="display: flex; align-items: center;"> <div style="background-color: black; color: white; border-radius: 50%; width: 30px; height: 30px; display: flex; align-items: center; justify-content: center; margin-right: 10px;">6</div> <div> <p><b>Concept of Operations</b></p> </div> </div>	<ul style="list-style-type: none"> <li>6.1 Response Priorities</li> <li>6.2 Emergency Classification</li> <li>6.3 Incident Command System</li> <li>6.4 Operational Coordination</li> <li>6.5 Activation and Mobilization</li> <li>6.6 Alert and Warning</li> <li>6.7 Communications</li> <li>6.8 Information Management</li> <li>6.9 Resource Management</li> <li>6.10 Demobilization and Transition to Recovery</li> </ul>

The City has the responsibility for protecting life, property and environment within its boundaries as well as a common responsibility to be a collaborative partner with neighboring jurisdictions and response partners. This concept of operations provides an all-hazards framework for conducting emergency operations and provides the plan user with an overview of the key elements of the City EMO.

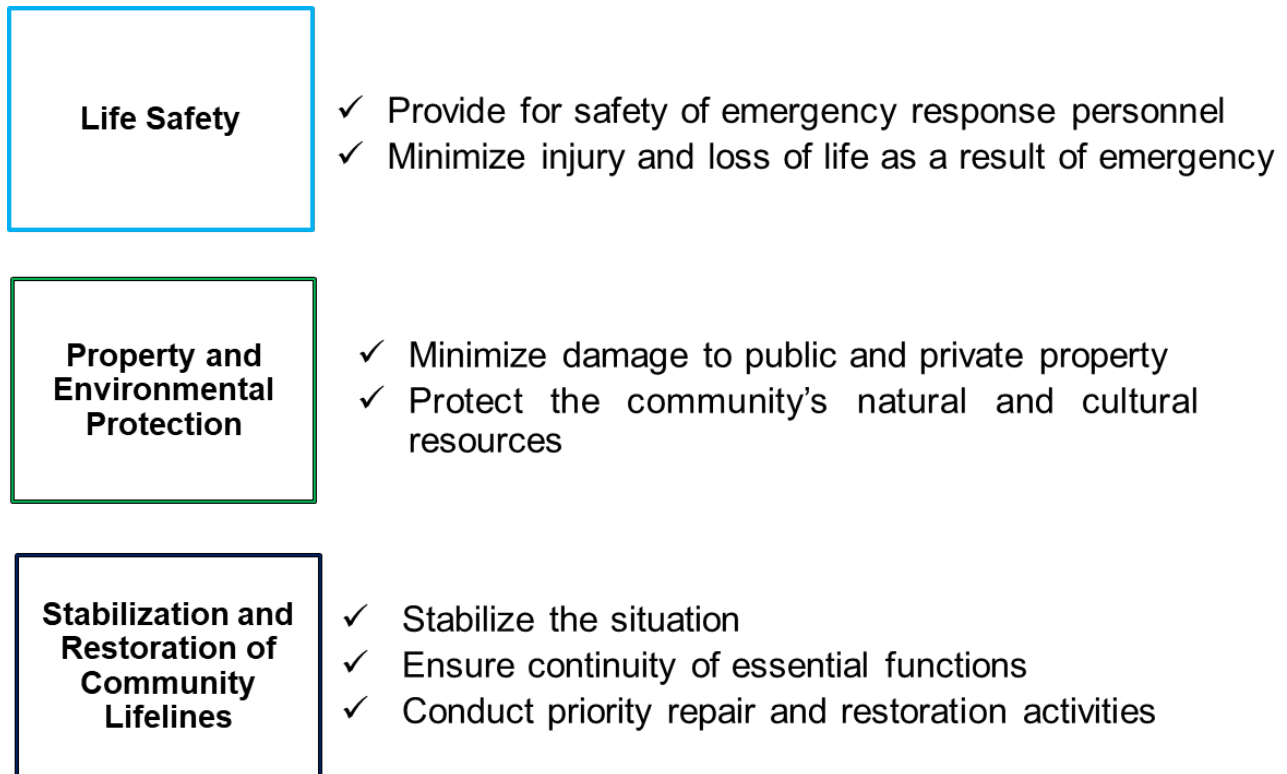
## 6.1 RESPONSE PRIORITIES

Every emergency is different, and the strategies and tactics that will be used to manage response and recovery operations will be dependent on a range of considerations including the type, size, and severity of the emergency with priorities being set by the Incident Command and EOC Team with guidance and direction from the Policy Group. To support decision-makers in setting incident-specific priorities, this EOP establishes the following overarching priorities as a foundation for how the City and its whole community partners will approach coordination of support for emergency operations, with life safety always as the top priority.





**Figure 6-1 Priorities for Emergency Operations**



## 6.2 EMERGENCY CLASSIFICATION

The EOP establishes five primary classifications for an emergency that serve as a tool for assessing the need for activation of the City EMO and to what scale.

Type	Incident Effect Indicators
<div style="text-align: center; font-size: 2em; font-weight: bold; border: 2px solid black; border-radius: 50%; width: 40px; height: 40px; margin: 0 auto;">1</div>	<ul style="list-style-type: none"> <li>• Incident shows high resistance to stabilization or mitigation</li> <li>• Incident objectives cannot be met within numerous operational periods</li> <li>• Incident extends from two weeks to over a month or longer</li> <li>• Population within and surrounding the region or state where the incident occurred is significantly affected</li> <li>• Incident threatens, damages, or destroys significant numbers of residential, commercial, and cultural properties</li> <li>• Incident damages or destroys numerous critical infrastructure and key resources; mitigation extends multiple operational periods and requires long-term planning and extensive coordination</li> <li>• Evacuated and relocated populations may require sheltering and housing for weeks or months</li> <li>• Elected/appointed governing officials, political organizations, and stakeholder groups require a high level of interaction</li> <li>• Incident has resulted in external influences, has widespread impact, and involves political and media sensitivities requiring comprehensive management</li> </ul>



	<ul style="list-style-type: none"> <li>• Conditions or actions that caused the original incident still exist, so a cascading event or exacerbation of the current incident is likely</li> </ul>
<b>2</b>	<ul style="list-style-type: none"> <li>• Incident shows high resistance to stabilization or mitigation</li> <li>• Incident objectives typically not met within the first several days</li> <li>• Incident may extend from several days to two weeks</li> <li>• Population within and surrounding the general incident area are affected and may require evacuation during mitigation</li> <li>• Incident threatens damages, or destroys residential, commercial, and cultural properties</li> <li>• Critical infrastructure and key resources may suffer adverse impacts, including destruction, and mitigation actions may extend into multiple operational periods, requiring considerable coordination</li> <li>• Elected/appointed governing officials, political organizations, and stakeholder groups require a moderate level of interaction</li> <li>• Incident has resulted in external influences, has widespread impact, and involves political and media sensitivities requiring comprehensive management</li> <li>• Conditions or actions that caused the original incident may persist, so a cascading event or exacerbation of the current incident is likely</li> </ul>
<b>3</b>	<ul style="list-style-type: none"> <li>• Incident shows some resistance to stabilization or mitigation</li> <li>• Incident objectives typically not met within the first 24 hours after resources arrive</li> <li>• Incident may extend from several days to one week</li> <li>• Population within and immediately surrounding incident area may require evacuations during mitigation</li> <li>• Incident threatens, damages, or destroys residential, commercial, or cultural properties</li> <li>• Critical infrastructure and key resources may suffer adverse impacts, and mitigation actions may extend into multiple operational periods</li> <li>• Elected/appointed governing officials and stakeholder groups require some level of interaction</li> <li>• Conditions or actions that caused the incident may persist; as a result, there is some possibility of a cascading event or exacerbation of the current incident</li> </ul>
<b>4</b>	<ul style="list-style-type: none"> <li>• Incident shows little resistance to stabilization or mitigation</li> <li>• Incident objectives typically met within several hours once resources arrive on scene</li> <li>• Incident may extend from several hours to 24 hours</li> <li>• Limited effects to population surrounding incident; few or no evacuations necessary during mitigation</li> <li>• Incident threatens, damages, or destroys a minimal number of residential, commercial, or cultural properties</li> <li>• Critical infrastructure and key resources may suffer adverse impacts, but mitigation measures are uncomplicated and can be implemented within one operational period</li> <li>• Elected/appointed governing officials and stakeholder groups require little or no interaction, but they may need to be notified</li> <li>• Conditions or actions that caused the original incident do not persist; as a result, there is little to no probability of a cascading event or exacerbation of the current incident</li> </ul>
<b>5</b>	<ul style="list-style-type: none"> <li>• Incident shows no resistance to stabilization or mitigation</li> <li>• Incident objectives typically met within one or two hours once resources arrive on scene</li> <li>• Minimal effects to population immediately surrounding the incident; few or no evacuations needed during mitigation</li> <li>• No adverse impact on critical infrastructure and key resources</li> </ul>



- Elected/appointed governing officials and stakeholder groups require little or no interaction and may not need notification
- Conditions or actions that caused the original incident do not persist; as a result, there is no probability of a cascading event or exacerbation of the current incident

### 6.3 INCIDENT COMMAND SYSTEM

During an emergency, the day-to-day organizational structure used by partners can create barriers to timely and coordinated decision making and the City has adopted the NIMS including the use of the ICS as the management structure to be used to manage emergency operations.

ICS is a standardized approach to the command, control and coordination of on-scene incident management that provides a common hierarchy within which personnel from multiple organizations can be effective. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities and communications. Using ICS for every emergency helps hone and maintain skills needed to coordinate efforts effectively. ICS is used by all levels of government as well as by many community-based and private sector organizations. ICS applies across disciplines and enables incident managers from different organizations to work together in achieving unified goals.

### 6.4 OPERATIONAL COORDINATION

#### 6.4.1 Field Operations

Most emergencies will be managed at the scene or location of the incident by an Incident Commander and field-based Incident Command Team. Based on the severity of the incident, operations and the need for ongoing support, the Incident Commander may establish an Incident Command Post (ICP) to support on-scene control of tactical operations. Depending on the scope of the incident, the ICP may be a temporary field facility such as a tent or may simply take the form of a vehicle or table. Should the need to pre-position resources arise to support response operations a staging area may be established.

Incident Command Team responsibilities during an emergency include:

- Secure the scene and establish command using ICS.
- Direct and control the on-scene response to the emergency and manage the emergency resources committed there.
- Warn the population in the service area affected by the incident and provide emergency instructions to them through the Clatsop County Emergency Notification System (ClatsopALERTS!) as set up by Clatsop County Emergency



Management, or other City public messaging as determined appropriate to incident conditions.

- Identify and implement protective measures for the population in the incident's service area and for emergency responders at the scene.
- Implement traffic control arrangements in and around facilities.
- Make required notifications and request activation of the EOC if support is required.
- Develop incident objectives and document them in an Incident Action Plan (IAP) when incident requires, like extended activity beyond one normal operational period.
- Maintain active communication with the EOC throughout the duration of activities.

#### 6.4.1.1 Unified Command

When no one jurisdiction, agency or organization has primary authority and/or the resources to manage an incident on its own, a Unified Command may be established. Under a Unified Command, participating partners manage the incident by jointly approved objectives. The resulting unity of effort allows the Unified Command to allocate resources regardless of ownership or location though its existence and does not affect individual agency authority, responsibility or accountability.

#### 6.4.1.2 Area Command

An Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involve multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control and does not have operational responsibilities.

### 6.4.2 Policy Group

The Policy Group is referred to in this plan as a single body, but in fact may have several components with representation from each jurisdictional emergency management authority. Each group is responsible for the activities conducted within their respective jurisdiction. The members of the Policy Group include both elected and appointed executives with certain legal responsibilities.

Policy Group responsibilities during an emergency may include:

- Provide leadership and direction to the Incident Commander and EOC Team to guide decision making and priority setting.



- Provide guidance for the allocation of scarce resources and collaborate to manage competing priorities.

#### 6.4.2.1 Multi-Agency Coordination Group

If the emergency requires significant coordination between jurisdictional partners with authority over the incident, the Policy Group may be expanded into a Multi-Agency Coordination (MAC) Group including administrators/executives from each participating entity who are authorized to commit agency resources and funds. The MAC Group provides a venue for coordinated decision making and resource allocation among cooperating agencies and is responsible for providing direction in situations where there are competing priorities, resource constraints and the need for harmonization of policy.

## 6.5 ACTIVATION AND MOBILIZATION

### 6.5.1 Activation

Once a situation has been assessed, the City Manager may, at the request of the Incident Commander or direction from the City Commissioners or internal authority activate the City EMO, including activation of the EOC. EOC activation levels can scale from virtual, partial and fully active. The City Manager will mobilize the EOC Team and make an initial determination of EOC staffing requirements based on the emergency's type, size, severity and anticipated duration. An Emergency Declaration is not required to implement the EMO or activate the EOC.

### 6.5.2 Initial Notifications

Initial notifications that a significant incident has occurred will be coordinated by the Incident Commander or through dispatch and will include the City Manager. Upon activation of the EOC, the EOC Manager will notify the following partners to inform them of the activation:

- ✓ City Commissioners
- ✓ City Manager
- ✓ City Mayors
- ✓ Chief of Police
- ✓ City Public Information Officer (PIO)
- ✓ OEM through County OpsCenter
- ✓ ESF Primary Agencies (incident-specific)



### 6.5.3 Mobilization

Upon notification that the EOC has been activated and/or an emergency has been declared, all involved cooperators and partners will implement their respective plans and procedures including recall of critical employees (if the incident occurs during non-working hours, off-duty) and the collection, inventory, temporary repair and allocation of City assets to provide maximum prompt, sustained operations in response to a disaster.

Partners should as soon as practicable, provide the EOC Manager and/or the City Manager with the following information:

- Operational status.
- Readiness and availability of resources.
- Changing conditions and status of resources (personnel, equipment, facilities, supplies etc.).
- Significant concerns and issues dealing with potential or actual loss of life or property.

### 6.5.4 Continuity of Operations

City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, consistent with City operations, the City can still operate effectively if public officials, first responders, employees, volunteers and community members are:

- Familiar with established policies and procedures.
- Assigned pre-designated tasks.
- Provided with re-assembly instructions.
- Formally trained in their duties, roles and responsibilities required during emergency operations.
- Have alternate sites where the same functions can be performed.

## 6.6 ALERT AND WARNING

### 6.6.1 Alert and Warning

If the emergency poses an imminent threat to life or safety, the City may choose to issue emergency alerts to inform community members of the situation and instruct them of



protective actions that should be taken. The City may utilize a variety of methods to issue emergency alerts to response partners and the public. These may include:

- Emergency Notification System (City and Clatsop County)
- Website and social media
- Door-to-door notification
- Broadcasting stations, Amateur radio

#### 6.6.1.1 Emergency Notification System

A public warning and broadcast system, ClatsopALERTS! is established for Clatsop County to provide mass emergency notifications and instructions during a pending or actual emergency incident or disaster. The City Manager shall provide the public with educational/instructional materials and presentations on subjects regarding safety practice and survival tactics for the first 72 hours of a disaster. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained through each individual agency. External partners can be activated and coordinated through the City EOC. See *Section 6.4.1 for more information.*

## 6.7 COMMUNICATIONS

### 6.7.1 Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responders and public safety and will be used by all City personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel and staff to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope or complexity.

City response personnel will communicate and receive notifications using traditional communications technology, such as landline and cellular telephones, faxes, pagers, internet/e-mail and radio throughout the duration of response activities as long as these resources are available. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency and, as appropriate, in the City's emergency notification system. Notification of external partners will be coordinated through the City EOC as appropriate.

#### 6.7.1.1 Interoperability

Interoperability is the ability of public and private agencies, departments and other organizations to operate and communicate effectively together through the use of





systems, personnel and equipment. Successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations and agencies. Interoperability plans or procedures should be developed that include training and exercises, SOPs, new technology and considerations of individual agency governance, as well as consideration of use within a stressful and often chaotic context of a major response. Interoperable voice, data or video-on-demand communication systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time, when needed and when authorized.

*See the Emergency Services Annex for more information on operational communications.*

## 6.8 INFORMATION MANAGEMENT

### 6.8.1 Situational Awareness and Intelligence Gathering

Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and serves as the basis for conducting effective emergency alert and warning (when an incident alert is not received by an outside agency). Intelligence gathering may also be used to detect, prevent, apprehend and prosecute criminals planning terrorist incidents.

On a day-to-day basis, when the EOC is not fully activated City and community partners will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations.
- Share and evaluate information from multiple sources.
- Integrate communications and reporting activities among responding agencies.
- Monitor threats and hazards.
- Share forecasting of incident severity and needs.

If activated, the EOC Planning Section (in coordination with ESF 5 partners) will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the Sheriff's Office will coordinate with state law enforcement partners including the Oregon State Police and the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.





### 6.8.2 Public Information

Emergency public information support activities will be coordinated through assigned jurisdictional PIOs, or through the EOC PIO, when activated. For a more complex or multi-jurisdictional response, the City may choose to establish a local call center or participate in a Joint Information Center (JIC) activated by state or federal partners.

*See the Management Services Annex for additional detail on information management.*

## 6.9 RESOURCE MANAGEMENT

Resource requests must be submitted by the City Manager, or through the EOC, when activated, to OEM through the OpsCenter by Clatsop County Emergency Management and according to provisions outlined under ORS Chapter 401.

Each jurisdictional partner is responsible for the direction and control of their respective resources during an emergency and for assessing and communicating their resource needs. Prior to requesting support, partners must utilize all available local resources including those available through mutual aid. Upon Declaration of a State of Emergency, assistance requests should be submitted to the City EOC. The City EOC processes subsequent assistance requests to the State.

When the EOC is activated, the EOC Manager, with direction from the Policy Group, has the authority to establish priorities for assignment of resources to meet objectives. The Logistics and Planning Sections have primary responsibility for coordinating the resource management activities. In a situation where limited resources and competing priorities exist, the Policy Group is responsible for providing prioritized direction.

### 6.9.1 Resource Typing

The City utilizes resource typing, which is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that is inaccurate or inappropriate for the situation. City response personnel and support staff should be trained and exercised using resource typing lists to ensure familiarity with the standard terminology for commonly requested resources.

### 6.9.2 Credentialing of Personnel

At this time, the City has not implemented a complete and formalized credentialing program, however basic NIMS/ICS trainings that have been completed are tracked for awareness and best practice purposes.

*See the Management Services Annex for more information on resource management.*



### 6.9.3 Mutual Aid

State law (ORS 402.010 and 402.015) authorizes local governments to enter into cooperative assistance agreements or mutual aid agreements with other public and private agencies in accordance with their needs. Personnel supplies and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that state statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476.510 to ORS 746.610 (the Oregon State Emergency Conflagration Act).

Existing Mutual Aid Agreements (MAA) and Memorandums of Understanding (MOU) are on file with City Emergency Management. During an emergency, a local Declaration of a State of Emergency may be necessary to activate these agreements and allocate appropriate resources. Existing mutual aid agreements and other mechanisms for mutual assistance are listed, where necessary in the ESF annexes of this EOP.

### 6.9.4 Oregon Resources Coordination Assistance Agreement

In the event of an emergency event, the City may need assistance from other governmental jurisdictions outside of their normal mutual aid partners to provide quick response and/or achieve more resource capacity. The ORCAA program establishes a process and coordination procedures for jurisdictions to provide/receive assistance to/from neighboring communities to better respond to emergency events. The program allows partnering agencies, governments and other entities to establish and adopt formal agreements to provide staffing, technical and operational resources to help address emergency events outside their normal jurisdictional boundaries.

The following summarizes the process by which the City will seek assistance and manage response activities from neighboring jurisdictions (and for those the City has a formal ORCCA):

- **ORCCA Request Form** – When emergency response assistance is warranted, the City’s authorized representative shall complete an ORCCA request form and submit to the jurisdiction in which it seeks emergency response assistance – the City shall submit a copy of the request form to the OEM. The City shall submit the form to the individual/department as outlined in the ORCCA for that jurisdiction.
- **City Authorized Representative** – The City’s authorized representative or designee shall oversee the emergency response/recovery activities and direct emergency responders (including resources from the other jurisdictions). This authorized representative or designee shall also oversee deployment activities once the emergency event has been resolved.



See Appendix E for supporting information and applicable forms.

## 6.10 DEMOBILIZATION AND TRANSITION TO RECOVERY

### 6.10.1 Demobilization and Transition to Recovery

As the emergency progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations.

The following issues will be considered when demobilizing:

- Identification of surplus resources and probable resource release times.
- Demobilization priorities as established by the EOC Manager and/or the City Manager.
- Released or demobilized response resources as approved by the EOC Director and/or the City Manager.
- Repair and maintenance of equipment, if necessary.
- Documentation for all personnel, resources and supplies have been completed and submitted as required.

The EOC Manager and/or the City Manager, will determine when a State of Emergency no longer exists. Emergency operations can be terminated, and normal City functions can be restored. However, if the emergency falls under a State or Federal declaration, then the State or Federal agencies will decide when and how a declared emergency is terminated.

### 6.10.2 Transition to Recovery

Once the immediate response phase has been completed, the City will turn towards recovery to restore government function and community services. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a “new normal” or improved state.

Based on assessment of the situation, the EOC Manager will, in consultation with the Policy Group, facilitate a transition to recovery. In most situations, this will mean a demobilization of the EOC and return to routine operations. In situations where recovery



activities are anticipated to be of a longer duration, the Policy Group may appoint a Recovery Manager to facilitate intermediate and long-term recovery. This alternative may be considered instead of immediately requiring the City Manager to manage recovery operations as part of their daily responsibilities, dependent on scope and breadth of recovery duration.

#### **6.10.2.1 Environmental and Historical Preservation Requirements**

To recover from an emergency event, the City may need federal assistance and will be subject to environmental and historical preservation requirements as a condition to receive aid. These federal requirements aim to preserve natural and cultural resources, and habitat areas (each federal agency has their own preservation requirements which may be applicable even in times of disaster recovery). To the reasonable extent possible, the City will implement its emergency response plans with minimal impact to these areas.

#### **6.10.2.2 Oregon Disaster Recovery Plan**

The Oregon Disaster Recovery Plan was developed under the authority of Oregon Revised Statutes, Chapter 401 which assigns responsibility for emergency services system within the State of Oregon to the Governor. This plan addresses how the State of Oregon manages recovery from disasters in support of local and tribal jurisdictions.



## 7.0 EMERGENCY OPERATIONS CENTER MANAGEMENT

Plan Section	Section Outline
<b>7</b> Incident Management and Coordination	7.1 EOC Team Organization 7.2 EOC Management 7.3 General Staff 7.4 EOC Action Planning 7.5 Emergency Support Functions in the EOC

### 7.1 EOC TEAM ORGANIZATION

The EOC Team is comprised of a cadre of City personnel that can be mobilized to staff the EOC and support coordination of emergency operations. To be eligible for staffing the EOC during an emergency, EOC Team members must:

- Be authorized by department leadership for reassignment to the EOC for the duration of the response.
- Have completed required training appropriate for the position being filled or be able to complete just-in-time training prior to mobilization or during orientation arrival to the EOC.

EOC Team responsibilities during an emergency may include:

- Fill and perform duties of assigned EOC position or other duties as assigned by the EOC Manager or other member of the chain of command.
- Maintain required documentation for the position and ensure it is provided before leaving after a shift in the EOC.
- Report status to City Manager and availability to respond to the EOC upon request.
- Report to the EOC or other designated location when requested. In a catastrophic disaster or other circumstance where traditional communications may be disabled, the EOC Team will report for duty in the following order of priority:
  - Location designated by the Incident Commander or City Manager.
  - Pre-designated location established in this EOP or other controlling emergency response plan.
  - Closest operable jurisdictional EOC.



- Closet operable government facility.
- Where communications are disabled, Team members may self-activate to EOC to receive assignments.
- Perform assigned EOC role under the direction of the EOC Manager.
- Participate in EOC planning meetings as appropriate and inform development of EOC Action Plan.
- Maintain awareness of situation status and response priorities.
- In the event the emergency requires staffing multiple operational periods, conduct a transition or hand-off briefing with the incoming replacement.
- Participate in post-emergency hot wash and after-action process.

## **7.2 EOC MANAGEMENT**

EOC Management roles are scalable according to resources, and can include the EOC Manager, Safety Officer, Public Information Officer, and Liaison Officer. The term management is used here to distinguish from the ICS organization being used at the scene by the Incident Commander. The EOC management team does not direct tactical field operations, but rather manages EOC support based on needs communicated from the Incident Commander.

### **7.2.1 EOC Manager**

The EOC Manager is responsible for organizing, supervising and operating the EOC and works with the Incident Commander to ensure that the EOC is meeting the needs of the incident.

EOC Manager responsibilities in the EOC include:

- Maintain operational readiness of the EOC at all times.
- Activate the EOC and make appropriate notifications.
- Mobilize and assign EOC team members.
- Provide oversight and leadership for all EOC activities.
- Perform the role of any Command Staff position not otherwise delegated.
- Initiate the EOC Action Plan process.



- Approve the EOC Action Plan, resource request, public information releases and other material, as needed.
- Demobilize the EOC and facilitate a hot wash as soon as practicable.

### **7.2.2 Public Information Officer**

The PIO reports to the EOC Manager and serves as the primary advisor to the EOC Manager and the Policy Group on issues related to public information. PIO responsibilities in the EOC include:

- Coordinate all public information activities for the EOC.
- Coordinate and review all information releases.
- Obtain policy guidance and approval from EOC Manager for all information releases.
- Coordinate media relation activities including briefings, interviews and site tours.
- Support Policy Group members and other leaders in preparing for media briefings.
- Coordinate resources to support call taking to manage public inquiries and assistance.
- Monitor media sources to track news and manage rumor control.
- Coordinate with agency PIOs and participate in Joint Information System including management of a JIC.

### **7.2.3 Safety Officer**

The Safety Officer reports to the EOC Manager and serves as the primary advisor to the EOC Manager and Policy Group on issues related to health and safety. Safety Officer responsibilities in the EOC include:

- Conduct a risk identification and analysis of the EOC and address findings.
- Monitor hazardous situations in the EOC as well as external conditions (e.g., weather).
- Monitor physical and mental well-being of EOC Team and make recommendations as appropriate.
- Coordinate EOC security measures.



- Advise on health and safety issues and exercise emergency authority to stop and prevent unsafe acts both in the EOC and the field.
- Coordinate procurement and distribution of personal protective equipment.
- Develop safety messages and conduct safety briefings.
- Review the EOC Action Plan and other documentation for safety implications.
- Identify and engage necessary subject matter experts qualified to evaluate special hazards.

#### **7.2.4 Liaison Officer**

The Liaison Officer reports to the EOC Manager and serves as the primary advisor to the EOC Manager and Policy Group on issues related to coordination with external agencies. Liaison Officer responsibilities in the EOC include:

- Establish and maintain communication with external agencies.
- Serve as a primary point of contact for external agency representatives.
- Facilitate security clearance for agency representatives visiting the EOC.
- Maintain a list of assisting and cooperating agencies and agency representatives.
- Monitor emergency operations to identify current or potential interorganizational challenges or opportunities.

### **7.3 GENERAL STAFF**

The General Staff positions in the EOC are responsible for coordinating the range of support the emergency may require and include the Operations, Planning, Logistics and Finance/Administration Sections. In some incidents the General Staff may also include an Intelligence/Investigations Section, either operating under a staff section, or as a standalone section.

#### **7.3.1 Operations**

The Operations Section Chief reports to the EOC Manager and is responsible for coordination of the operational functions assigned to the EOC. Operations Section responsibilities in the EOC include:

- Assess the situation and establish appropriate positions within the Operations Section to meet operational coordination needs.





- Maintain communication with field operations to maintain situational awareness.
- Coordinate execution of emergency operations activities based on objectives established in the EOC Action Plan.
- Identify and facilitate requests for resources needed to support operations.

### **7.3.2 Planning**

The Planning Section Chief reports to the EOC Manager and is responsible for coordination of the planning and information sharing functions assigned to the EOC. Planning Section responsibilities in the EOC include:

- Assess the situation and establish appropriate positions within the Planning Section.
- Monitor and display situation status information and develop situation reports for each operational period.
- Facilitate EOC planning meetings and coordinate preparation of the EOC Action Plan.
- Prepare informational products and maps to inform decision making and public information materials.
- Collect and manage all relevant data documentation for the emergency.
- Establish and maintain a system to track resources.
- Support advance planning to identify and proactively address issues.

#### **7.3.2.1 Logistics**

The Logistics Section Chief reports to the EOC Manager and is responsible for coordination of logistics and resource support functions assigned to the EOC. Logistics Section responsibilities in the EOC include:

- Assess the situation and establish appropriate positions within the Logistics Section.
- Manage procurement of personnel, supplies, facilities, fleet and equipment to support emergency operations.
- Arrange for food, lodging and other support services for the EOC.
- Coordinate volunteer and donations management activities.



- Support EOC communications and information technology requirements.
- Advise on and implement appropriate cyber security measures in the EOC.
- Coordinate acquisition and configuration of facilities to support emergency operations.
- Facilitate resource requests including preparation, approval by the EOC Manager, and submittal.

#### **7.3.2.2 Finance and Administration**

The Finance and Administration Chief reports to the EOC Manager and is responsible for coordination of finance and human resources functions assigned to the EOC. Finance and Administration Section responsibilities in the EOC include:

- Assess the situation and establish appropriate positions within the Finance and Administration Section.
- Provide guidance on emergency finance and purchasing policy.
- Support preparation and approval of contracts.
- Support processing of purchase orders and vendor qualification.
- Ensure that EOC team and personnel supporting emergency operations are tracking time appropriately.
- Establish and communicate accounting codes to track emergency costs.
- Gather cost information and advice on cost savings.
- Manage and maintain documentation of all costs.
- Manage any worker's compensation issues that arise from the emergency.

## **7.4 EOC ACTION PLANNING**

Every EOC activation should be supported by an EOC Action Plan that establishes objectives and assignments for EOC Team support of emergency operations. The plan does not need to be complex, and the scale of the plan will be dependent on the complexity of the emergency. The EOC Action Plan is designed to establish a strategy for the EOC Team to meet needs communicated by the Incident Commander. Tactical decisions around deployment of resources and personnel once they arrive where requested is the responsibility of the Incident Commander and will be documented by the on-scene command team through an IAP.



See Appendix D for additional detail on the Incident Action Planning process.

## 7.5 EMERGENCY SUPPORT FUNCTIONS IN THE EOC

This EOP uses ESFs to organize and communicate function-specific information and facilitate whole community ownership and partnerships, and they should be viewed as tools for EOC Team members tasked with executing those functions as part of their position within the ICS structure. Table 7-1 maps EOC positions with the ESFs that support them and Figure 7-1 shows the EOC structure.

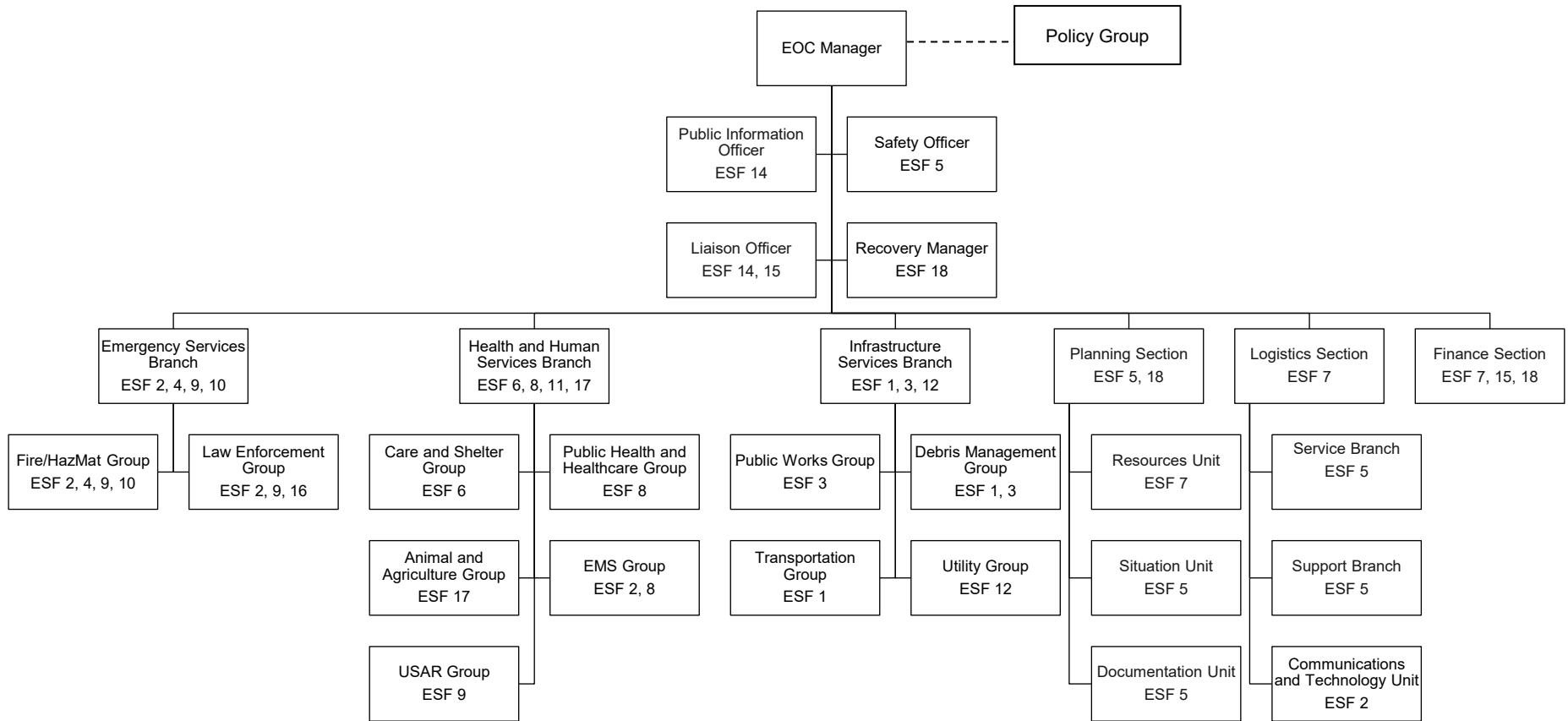
Table 7-1 ESF and EOC Alignment

Emergency Support Function	Functional Group	EOC Team Position
ESF 1 Transportation	Infrastructure Services	Operations Section – Infrastructure Branch
ESF 2 Communications	Emergency Services	Logistics Section – Communications and Technology Unit
ESF 3 Public Works	Infrastructure Services	See ESF 1 and 12
ESF 4 Firefighting	Emergency Services	Operations Section – Fire Services Branch
ESF 5 Information and Planning	Management	Planning Section
ESF 6 Mass Care	Health and Human Services	Operations Section – Health and Human Services Branch
ESF 7 Resource Support	Management	Logistics Section Finance and Administration Section
ESF 8 Health and Medical	Health and Human Services	Operations Section – Health and Human Services Branch
ESF 9 Search and Rescue	Emergency Services	See ESF 4 and 16
ESF 10 Hazardous Materials	Emergency Services	See ESF 4
ESF 11 Food and Water	Health and Human Services	Operations Section – Health and Human Services Branch
ESF 12 Energy	Infrastructure Services	Operations Section – Infrastructure Branch
ESF 14 Public Information	Management	Public Information Officer
ESF 15 Volunteers and Donations	Management	Logistics Section Finance and Administration Section
ESF 16 Law Enforcement	Emergency Services	Operations Section – Law Enforcement Branch
ESF 17 Agriculture and Animal Protection	Health and Human Services	Operations Section – Health and Human Services Branch



Emergency Support Function	Functional Group	EOC Team Position
ESF 18 Business and Industry	<b>Management</b>	Liaison Officer





**Figure 7-1: City of Warrenton Emergency Operations Center Organization Structure (Fully Expanded)**



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## 8.0 PROGRAM SUSTAINMENT

Plan Section	Section Outline
<div style="display: flex; align-items: center;"> <div style="background-color: black; color: white; border-radius: 50%; width: 40px; height: 40px; display: flex; align-items: center; justify-content: center; margin-right: 10px;">8</div> <div> <p><b>Program Sustainment</b></p> </div> </div>	<ul style="list-style-type: none"> <li>8.1 Plan Review and Maintenance</li> <li>8.2 Training and Exercise Program</li> <li>8.3 After Action Review</li> <li>8.4 Outreach and Education</li> </ul>

### 8.1 PLAN REVIEW AND MAINTENANCE

The EOP will be updated as necessary, based on lessons learned identified through drills and exercises, actual responses or changes in City government structure or emerging hazards.

#### 8.1.1 Scheduled Plan Maintenance

At a minimum, this EOP will be formally reviewed and re-promulgated by the City Commission every two years, and at maximum every five years to comply with state requirements. Additionally, all partners tasked within this plan are requested to review the plan within the two year timeframe. These reviews will be coordinated by the City Manager in cooperation with representatives from each of the departments assigned as lead agencies in this EOP and its supporting annexes, and all updates will be publicly available on the City's website.

#### 8.1.2 Responsibility of City Departments

Update and maintenance of this EOP is a shared responsibility with key City departments tasked with updating the portions of the plan which best align with their responsibilities and capabilities. In most cases, these parties will be the same that are assigned with primary roles in functional groups established within the EOP. Department leadership will coordinate with the supporting agencies, cooperators, and community and private sector partners, as appropriate, to capture revisions and suggested updates. Proposed changes will be forwarded to the City Manager for incorporation into the EOP. It is encouraged that plan review be performed concurrently with review of other related emergency plans and procedures for consistency and alignment of effort.

#### 8.1.3 Controlling Authorities

Should any portion of the EOP be found in conflict with existing laws or regulations, the conflicting language should be flagged, and the City Manager will make an initial determination of whether there would be any material impact to ongoing process or practices as a result of removal, revision, or replacement of conflicting language. If no



impact, the City Manager has the authority as the jurisdictional Emergency Program Manager to revise the EOP. If there is a material impact, the City Manager will coordinate with jurisdictional legal counsel to prioritize resolution of conflicting language and determine appropriate courses of action to maximize continuity of the emergency management function and minimize risk and liability.

For the purposes of this EOP, a material impact would be a change in the language or interpretation of this EOP that could potentially lead to disruption of the emergency management agency's essential functions or impair capability or capacity in a manner that could cost lives or exacerbate damage to property and the environment.

The EOP, however, does not represent a binding agreement and all extra-territorial arrangements between jurisdictional partners for these services should be memorialized, approved, and regularly reviewed using the appropriate governance or contracting mechanisms.

The City Manager is responsible for briefing the appropriate public and private officials concerning their roles in emergency management and distributing the plan, as well as any amendments.

## **8.2 TRAINING AND EXERCISE PROGRAM**

City Emergency Management will coordinate training on this EOP for City EMO partners and key leads.

Department Heads are expected to facilitate employee participation in provided trainings annually, as well as train employees on departmental procedures relating to emergency response and personal preparedness through online and in person training and exercises.

### **8.2.1 Minimum Training Requirements**

The City EMO utilizes the NIMS training program to guide minimum training requirements for incident personnel to be successful in their designated roles and to ensure unified efforts when responding to emergency situations. Training courses required depends on the incident personnel role.

See Appendix F for a table of training requirements.

### **8.2.2 Exercise Program**

The City EMO will conduct exercises every two years to test and evaluate this EOP. Whenever feasible, the City will coordinate with neighboring jurisdictions and state and





federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct and evaluate these exercises. Information about the HSEEP program can be found at <https://www.fema.gov/hseep>.

### **8.3 AFTER ACTION REVIEW**

To document and track lessons learned from exercises and emergency responses, Emergency Management will conduct a hot wash and After-Action Review with exercise participants after each exercise or EOC Team members after an emergency. The results of this process will be captured in an After-Action Report (AAR)/Improvement Plan, which will describe the objectives of the exercise and document the results of the evaluation. The City Manager will work with City EMO partners to identify and implement corrective actions and mitigation measures.

### **8.4 OUTREACH AND EDUCATION**

Educational tools are used to teach the public about threats, disasters and what to do when an emergency occurs. The City maintains an active community preparedness program and recognizes that community preparedness and education are vital components of the City's overall readiness.

- City Emergency Management has also developed a Emergency Kit Checklist, which contains information on safety practices and survival. This information is available through the City's website.
- County Emergency Management also has implemented an Emergency Notification System, which allows community members to receive notifications about emergencies and other community alerts if requested.
- The City will also utilize Facebook and other social media or community media outlets for dissemination of information as necessary.



# INDEX OF APPENDICES

The following appendices are provided to support implementation of the EOP and are maintained as separate files:

## **APPENDIX A      DISASTER DECLARATION MATERIALS**

Appendix A provides a template that should be used to declare, ratify and terminate a Local State of Emergency by the City. The Oregon Office of Emergency Management Emergency Declarations Guidelines for Local Elected and Appointed Officials is provided as an attachment.

## **APPENDIX B      PLAN AUTHORITIES, REFERENCES AND RESOURCES**

Appendix B provides information on the legal authorities, guidance, and other resources that were used to prepare the EOP as well as a description of some of the key plans at the local, State and federal level that inform implementation of the EOP.

## **APPENDIX C      GLOSSARY**

Appendix C provides definitions of key terms that are used in the EOP.

## **APPENDIX D      EOC TEAM RESOURCES**

Appendix D provides information and resources for the EOC Team and other users of the EOP to support use of the NIMS and ICS during emergency operations. It contains information on the ICS organization, incident action planning process, and provides a description of the various forms that should be used. ICS forms are maintained separately and are available for use in the City EOC.

## **APPENDIX E      OREGON RESOURCE COORDINATION ASSISTANCE AGREEMENT**

Appendix E provides an overview of ORCAA and an example of the form used to request support under the agreement. The Oregon Office of Emergency Management, ORCAA Implementation Guide is provided as an attachment.

## **APPENDIX F      TRAINING**

Appendix F provides on the City's training and exercise program including minimum training requirements and recommended trainings for the EOC Team.



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City of Warrenton

# Emergency Operations Plan

## EMERGENCY SERVICES FUNCTIONAL ANNEX

Last Updated: May 2022



# 1.0 FUNCTIONAL ANNEX ORGANIZATION

The City of Warrenton Emergency Operations Plan (EOP) is comprised of a Basic Plan that is supplemented by four Functional Annexes that provide additional detail specific to the range of functions that may need to be performed during an emergency or disaster. Each Annex addresses several Emergency Support Functions (ESFs) that have been grouped to align with the partners involved, the organizational structure of the City Emergency Operations Center (EOC), and the organizations used by the Clatsop County (County), State of Oregon (State) and Federal partners.

## City of Warrenton Emergency Operations Plan Functional Annexes

Management Services
ESF 5 Information and Planning ESF 7 Resource Support ESF 14 Public Information ESF 15 Volunteers and Donations ESF 18 Business and Industry
Emergency Services
ESF 2 Communications ESF 4 Firefighting ESF 9 Search and Rescue ESF 10 Hazardous Materials ESF 16 Law Enforcement
Health and Human Services
ESF 6 Mass Care ESF 8 Health and Medical ESF 11 Food and Water ESF 17 Agriculture and Animal Protection
Infrastructure Services
ESF 1 Transportation ESF 3 Public Works ESF 12 Energy









Note: ESF 13, Military Support, is not included above.



## 2.0 EMERGENCY SERVICES

The Emergency Services Functional Annex to the City of Warrenton Emergency Operations Plan (EOP) is focused on the services that are required to protect life, safety, property, and the environment during an emergency, natural hazards and human-caused threats. Aligned with the Federal Emergency Management Agency’s (FEMA) Lifelines, the following table provides an overview of the Emergency Services Annex and the activities it is designed to support.

Under the City of Warrenton EOP, the Emergency Services Group is comprised of the ESFs identified in Table ES-1.

<b>Table ES-1 Emergency Services Overview</b>	
<b>Key ESFs</b> <i>See Section 1 – Purpose and Scope</i>	 ESF 2 – Communications
	 ESF 4 – Firefighting
	 ESF 9 – Search and Rescue
	 ESF 10 – Hazardous Materials
	 ESF 16 – Law Enforcement
<b>Lifelines Supported</b>	 Protect life, property, and the environment through provision of law enforcement/security, fire service, search and rescue, and community safety support.
	 Facilitate effective communication between responders, support effective warning to the community, and provide an entry point for emergency communications.
	 Manage and effectively respond to hazardous materials in the community.
<b>Lead City Departments</b> <i>See Section 3 – Whole Community Management and Section 4 – Roles and Responsibilities</i>	City Commissioners City of Warrenton Police Department City of Warrenton Fire Department
<b>Operations</b> <i>See Section 6- Concept of Operations</i>	Operations Section – Emergency Services Branch



### 3.0 PURPOSE AND SCOPE

The Emergency Services Annex provides a framework for how City of Warrenton and their community of partners will coordinate during an incident that requires public safety and emergency services support to save lives, protect property and the environment, and to secure the community. Coordination with County, State and Federal is activated when an event overwhelms the local capability and capacity to respond, or in the event of a terrorist attack or malevolent act.

This Annex is designed to support a coordinated and integrated approach to Emergency Services systems and is organized around ESFs that focus on specific Emergency Services systems presented in Table ES-2.

<b>ESF 2 Communications</b>	<b>ESF 4 Firefighting</b>	<b>ESF 9 Search and Rescue</b>	<b>ESF 10 Hazardous Materials</b>	<b>ESF 16 Law Enforcement</b>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Establish and maintain an effective communication system for use in a disaster.</li> <li>• Coordinate the provision of temporary communications capability to first responders and City departments, and partner agencies.</li> <li>• Maintain information technology infrastructure including provision of cybersecurity measures.</li> <li>• Maintain a reliable alert and warning system.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Support local assessment and identification of public impact and needs.</li> <li>• Conduct fire and rescue operations for wildfires.</li> <li>• Provide fire detection services and coordinate warning systems.</li> <li>• Perform fire hazard inspections for residential and commercial structures and provide public information regarding defensible space and other fire safe measures.</li> <li>• Maintain and coordinate fuel breaks in strategic areas in the City.</li> <li>• Coordinate emergency evacuations for large wildfires with law enforcement and transportation resources.</li> <li>• Assist in urban, oceanic and wilderness search and rescue efforts.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Deploy resources in both urban and non-urban search and rescue during a major disaster or incident.</li> <li>• Coordinate with ESF 8 for emergency medical services.</li> <li>• Coordinate Search and Rescue (SAR) with Clatsop County and within the City.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Establish and coordinate strategies for actual or potential discharge or release of hazardous materials resulting from a natural, human-caused, or technological disaster.</li> <li>• Address hazardous materials incidents including chemical, biological, and radiological substances, whether accidentally or intentionally released.</li> <li>• Coordinate the appropriate response to secondary or tertiary environmental protection issues.</li> <li>• Provide guidelines for the public notification and alerts.</li> <li>• Coordinate with County and State for nuclear/radiological response activities.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Provide crowd and traffic control services related to emergency events.</li> <li>• Coordinate site security and access control, such as security at public shelters, EOCs, bulk distribution sites, feeding sites and point of dispensing sites.</li> <li>• Manage evacuation operations and/or shelter in place orders.</li> <li>• Coordinate additional law enforcement resources as needed (i.e. Oregon National Guard, Oregon State Police, etc.).</li> <li>• Provide urban and wilderness search and rescue (SAR) services as requested.</li> </ul>



## 4.0 EMERGENCY SERVICES IN THE CITY OF WARRENTON

### 4.1 COMMUNICATIONS

**Capability:** Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.

**Primary City Department:** City Police Department, City Administration

**EOC Coordination:** Operations Section (responder communications); Logistics Section – Communications Unit (EOC communications)

**Related ESF:** ESF 2 – Communications

Key communications activities that may need to be performed during an emergency include:

- Establish and maintain an effective communication system for use in a disaster.
- Coordinate the provision of temporary communications capability to first responders and City departments, and partner agencies.
- Maintain information technology infrastructure including provision of cybersecurity measures.
- Maintain a reliable alert and warning system.

#### 4.1.1 COMMUNICATIONS SYSTEMS

Adequate communications are vital for effective and efficient warning, response and recovery operations. Clear speech communications with accessibility features will be used to enhance comprehension for all audiences. When communication systems are disrupted by a particular hazard occurrence, additional communications equipment required for emergency operations will be made available via amateur radio operators, through the City's partners, businesses, government agencies, or even its residents. Email, mobile phones and landlines will, to the extent possible, be considered the primary system for notification of key officials and critical workers when official platforms are inoperable.

- The primary communications tools used by the City during an emergency will be cellphones, satellite phones and email.
- The City Police and Fire Departments also maintain public safety radios with frequency assignments maintained in alignment with the Clatsop County Radio Matrix.
- The City has a Memorandum of Understanding with Clatsop County for direct access to Everbridge and the County's mass notification system known as ClatsopAlerts! The City





can also distribute internal (agency) and external (citizen) alerts as set up by County Emergency Management.

- The City may also utilize its website, blog, and social media platforms to augment or reinforce emergency communications.

#### 4.1.2 PUBLIC SAFETY ANSWERING POINT

The City of Warrenton does not have a Public Safety Answering Point (PSAP), but rather contracts with the Astoria 9-1-1 Center for all PSAP functions and the message distribution point for the City. Messages that affect the City's overall emergency preparedness, such as information on the movement of hazardous materials or weather alerts, will be distributed to the City Manager or Incident Commander who will then determine what further response activities should be made, but notifications will predominately go through the Astoria 9-1-1 Center for broad distribution.

#### 4.1.3 ALERT AND WARNING

A public warning and broadcast system known as ClatsopALERTS! is established for Clatsop County to provide emergency information and instructions during a pending or actual emergency incident or disaster. The City Manager can coordinate with the Clatsop County Emergency Manager to issue alerts and has the ability to distribute internal and external notifications as set up by the Clatsop County Emergency Management.

#### 4.1.4 INTEROPERABLE COMMUNICATIONS

The City of Warrenton Communications System consists of a range of public and private partners and entities, and include:

Modality	Type	Coordinating Entity
Communications	<ul style="list-style-type: none"> <li>• Single dispatch</li> <li>• Cell and landline</li> <li>• Satellite Phones</li> <li>• Radio</li> <li>• Active HAM Radio</li> </ul>	City of Warrenton
Communications-Coordinated	<ul style="list-style-type: none"> <li>• GETS cards – EOC</li> <li>• ClatsopALERTS!</li> </ul>	Clatsop County
Communications-Dispatch	<ul style="list-style-type: none"> <li>• (See Communications section above)</li> <li>• Single dispatch</li> <li>• Everbridge</li> <li>• ClatsopALERTS!</li> <li>• Facebook</li> </ul>	City of Astoria (Primary) City of Seaside (Redundant)
Alerts and Notifications	<ul style="list-style-type: none"> <li>• Cell phone or SMS</li> <li>• When2Work (Scheduling App for the City of Warrenton)</li> <li>• ClatsopALERTS!</li> </ul>	Clatsop County City of Warrenton City of Astoria
Public Information	<ul style="list-style-type: none"> <li>• Signage</li> <li>• Social media (Facebook, Twitter)</li> </ul>	Neighboring jurisdictions Clatsop County



	<ul style="list-style-type: none"> <li>• Local media and radio notification</li> <li>• Partnerships: Press release – copy</li> <li>• Scanner and Watch social media pages</li> <li>• City website</li> </ul>	Local Radio and media City and County websites
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## 4.2 FIRE SERVICES

**Capability:** Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area

**Primary City Department:** City of Warrenton Fire Department

**EOC Coordination:** Operations Section – Fire Services Branch

**Related ESF:** ESF 4 - Firefighting

Key fire services activities that may need to be performed during an emergency include:

- Support local assessment and identification of public impact and needs.
- Conduct fire and rescue operations for wildfires.
- Provide fire detection services and coordinate warning systems.
- Perform fire hazard inspections for residential and commercial structures and provide public information regarding defensible space and other fire safe measures.
- Maintain and coordinate fuel breaks in strategic areas in the City.
- Coordinate emergency evacuations for large wildfires with law enforcement and transportation resources.
- Assist in urban, oceanic and wilderness search and rescue efforts.

### 4.2.1 MANAGEMENT OF FIRE-RELATED EMERGENCIES

The City of Warrenton’s fire response is led by the City’s Fire Department and is supported by the Police Department and Public Works. The City ranks in the “low” category for wildfire hazard, however urban house and other structural fires do occur. Generally, everyday fire response is addressed and responded to by the City Fire Department, while wildfire response occurs through a coordinated efforts between Clatsop County, the City of Warrenton Fire Department, neighboring jurisdictions and volunteer firefighting services, and the Police Department. Fire Chief assumes duties to direct resources for fires within the City. In the event of multiple fire agencies responding to the incident, the Fire Defense Board Chief, acting as the Fire Services Coordinator, will be integrated into the Operations Section of the City EOC. Key elements of the City’s fire services include:

- During a fire-related emergency, the Fire Chief assumes duties to direct resources for fires within the City. If a fire occurs within an individual jurisdiction, the local fire agency will manage response activities with support from the other departments or districts. In areas with fire districts, each fire service is a branch of government, governed by its own



separate statutory authority. Local firefighting organizations will remain under the supervision of their assigned leaders, with the Fire Defense Board Chief acting as Fire Services Coordinator to utilize resources and activate mutual aid support.

- Generally, everyday structural fire response within the City’s boundaries is managed by the Fire Department.
- Wildland fires being managed as a coordinated effort between the Fire District and mutual aid partners.
- Reference to the Clatsop County Community Wildfire Protection Plan (CWPP), which identifies activities to be taken to address critical wildfire needs.

#### **4.2.2 INTERAGENCY COORDINATION**

In the event of multiple fire agencies responding to the incident, the Fire Defense Board Chief, acting as the Fire Services Coordinator, will be coordinated with the Operations Section of the Clatsop County EOC. A transfer of Jurisdictional Authority for response can occur when the City Council delegation of authority transferring response to a State or Federal Fire Agency in unprotected lands (meaning not covered under an existing fire district) during a Wildfire Conflagration request.

Cooperation and organization of firefighting efforts with federal, state and local partners including, but not limited to:

- U.S. Bureau of Land Management (BLM)
- Oregon Department of Forestry (OFD)
- United States Forest Service (USFS)
- National Park Service (NPS)
- Oregon Office of the State Fire Marshal

Information on active fires in Clatsop County can be accessed

- Real-Time Assessment and Planning Tool for Oregon:  
<https://www.oregon.gov/oem/emops/Pages/RAPTOR.aspx>
- Northwest Interagency Coordination Center:  
<https://gacc.nifc.gov/nwcc/information/firemap.aspx>

### **4.3 SEARCH AND RESCUE**

**Capability:** Deliver traditional and a typical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.

**Primary City Department:** Police Department (Wilderness SAR), Fire Department (USAR)

**Related ESF:** ESF 9 – Search and Rescue



**EOC Coordination:** Operations Section – Law Enforcement Branch

Key search and rescue activities that may need to be performed during an emergency include:

- Deploy resources in both urban and non-urban search and rescue during a major disaster or incident.
- Coordinate with area ambulance providers for emergency medical services.
- Coordinate Search and Rescue (SAR) with Clatsop County and within the City.

**4.3.1 MANAGEMENT OF SEARCH AND RESCUE OPERATIONS**

The City of Warrenton does not perform Search and Rescue operations but is supported by the Clatsop County Sheriff's Office in such efforts. Although there is no Tactical Team to activate the City Police Department is the primary agency for coordination of City participation in search and rescue operations with support from the Fire Department, Coast Guard and Marinas. The Police Department will continue to provide routine law enforcement, and pre-named support groups may assist in traffic and crowd control.

The Clatsop County Sheriff's Office, Search and Rescue Division provides Clatsop County Sheriff's Office with a dedicated and trained force of volunteers to conduct search and rescue missions. The team is responsible for finding lost or missing persons, assisting in evidence searches, assisting with downed aircraft and providing logistical support for large events in the county. The team is trained in canine support, man-tracking, communications, logistics, incident command, wilderness survival, air operations, land navigation and traffic control.

The County maintains the following specialized response teams:

- Search and Rescue (SAR)
- High-Angle Rescue Team (HART)
- Underwater Recovery Team (URT)

**4.3.2 INTERAGENCY COORDINATION**

The City may, via the Clatsop County Sheriff's Office, access interagency urban search and rescue resources through the Oregon USAR Task Force including resources to support operations that require:

- Collapse Rescue
- Confined Space Rescue
- Rope Rescue
- Trench Rescue
- Vehicle and Machine Extrication



## 4.4 HAZARDOUS MATERIALS

**Capability:** Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from a hazardous materials incident in support of responder operations and the affected communities.

**Primary City Department:** Fire Department

**Related ESF:** ESF 10 – Hazardous Materials

**EOC Coordination:** Operations Section – Fire Services Branch

Key hazardous materials activities that may need to be performed during an emergency include:

- Establish and coordinate strategies for actual or potential discharge or release of hazardous materials resulting from a natural, human-caused, or technological disaster.
- Address hazardous materials incidents including chemical, biological, and radiological substances, whether accidentally or intentionally released.
- Coordinate the appropriate response to secondary or tertiary environmental protection issues.
- Provide guidelines for the public notification and alerts.
- Coordinate with County and State for nuclear/radiological response activities.

### 4.4.1 MANAGEMENT OF HAZARDOUS MATERIALS-RELATED EMERGENCIES

The City of Warrenton Fire Department has limited capacity to respond to a hazardous materials-related emergency with support from the Police Department and City Public Works. As required, the City will coordinate with Clatsop County Emergency Management to request supports and resources required for response, and will coordinate with the Clatsop County Emergency Manager to support information and resource management needs. The County Hazardous Materials Response Plan will be followed, which is developed and maintained by the Local Emergency Management Planning Committee (LEPC). If necessary, gross decontamination procedures will be implemented for all impacted individuals.

*See Section 4.4.3 for more information on LEPC*

### 4.4.2 INTERAGENCY COORDINATION

If it is determined the incident is beyond their level of training and equipment, the Incident Commander will request support through the Oregon Emergency Response System (OERS) at 1-800-452-0311. OERS will make the notification to the OSFM Duty Officer and other appropriate agencies.

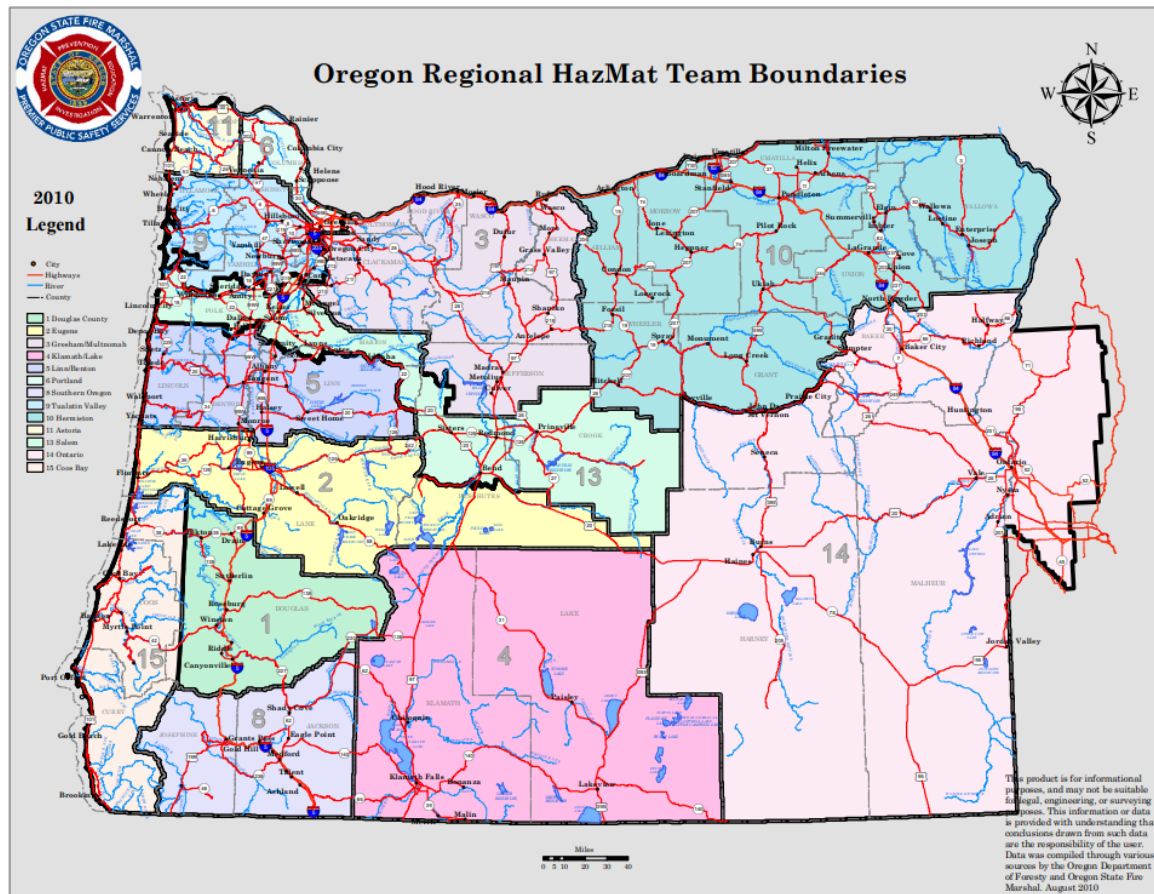
The following regional hazardous materials teams may be deployed to assist with hazardous materials-related emergencies that exceed the City's capability to respond:

- Regional HazMat Team 11 – Astoria



- Other area teams:
  - Regional Team 6, Portland
  - Regional Team 9, Tualatin Valley
  - Regional Team 13, Salem
  - Region Team 5, Linn/Benton

See the Oregon Regional Hazardous Materials Emergency Response Teams (RHMERT) for more information at <https://www.oregon.gov/osp/programs/sfm/Pages/Regional-Response-Teams.aspx>



#### 4.4.3 LOCAL EMERGENCY PLANNING COMMITTEE

The City of Warrenton is a participant in the Clatsop County Local Emergency Planning Committee (LEPC) which was established to meet the requirements of the federal Emergency Planning and Community Right-to-Know Act (EPCRA), also known as the Superfund Amendment and Reauthorization Act (SARA Title III), for emergency response planning. EPCRA contains four major provisions.:

- Planning for chemical emergency



- Emergency notification of chemical accidents and releases
- Reporting of hazardous chemical inventories (Tier Two Reports)
- Toxic chemical release reporting

The LEPC develops and maintains a Hazardous Materials Response Plan, last updated in 2021, and includes data for the biggest Tier 2 facilities in the County. As LEPC facilitator, the County EM also has planning access to the Oregon State Fire Marshal site information for Clatsop County.

## 4.5 LAW ENFORCEMENT

**Capability:** Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.

**Lead City Department:** Police Department

**EOC Coordination:** Law Enforcement Branch

**Related ESF:** ESF 16 – Law Enforcement

Key hazardous materials activities that may need to be performed during an emergency include:

- Provide crowd and traffic control services related to emergency events.
- Coordinate site security and access control, such as security at public shelters, EOCs, bulk distribution sites, feeding sites and point of dispensing sites.
- Manage evacuation operations and/or shelter in place orders.
- Coordinate additional safety and security resources as needed (i.e., Oregon National Guard, Oregon State Police, etc.).
- Provide urban and wilderness search and rescue (SAR) services as requested.

### 4.5.1 MANAGEMENT OF PUBLIC SAFETY AND SECURITY-RELATED EMERGENCIES

Law enforcement services for the City are provided by the Police Department who will serve as the lead agency for public safety and security-related incidents including civil unrest and acts of terrorism. The Police Department will also serve as the primary liaison with the Clatsop County Sheriff's Office which provides law enforcement services for unincorporated areas of the County.

### 4.5.2 INTERAGENCY COORDINATION

Local agencies will have the primary responsibility for routine law enforcement and support groups may assist in traffic and crowd control. If local and regional capabilities are exceeded, support may be available from county, state, and federal law enforcement agencies. Key City characteristics related to public safety and security include:



- The Warrenton Police Department is a full-service agency with one station that provides a multitude of police services to the City of Warrenton, the City of Hammond, and all visitors. The department maintains 24-hour coverage year-round.
- The Warrenton Police Department works closely with several law enforcement agencies in the area including:
  - Clatsop County Sheriff's Office, Astoria Police Department, Seaside Police Department, Gearhart Police Department, Cannon Beach Police Department and the Oregon State Police.
- Dispatch is co-located with Seaside and Astoria due to manpower constraints. The City has a robust social media presence (Facebook).
  - Dispatch has access to Everbridge Public Warning and a Nixle link to Everbridge.



## 5.0 WHOLE COMMUNITY EMERGENCY SERVICES

The activities required to provide emergency services support and restore emergency services systems that have been disrupted, require a cooperative effort that involves a whole community of partners including local, County, state, and federal agencies, alongside community and private cooperators and partners. Engagement with Whole Community Partners incorporates the City of Warrenton and neighboring jurisdictions, including the Mayor, Vice Mayor, Public Works, the city's Finance Department, school districts, the city's Buildings Department, the Marina, health clinics and hospitals, and more. Table ES-3 presents the primary City partners and Table ES 3 identifies whole community support agencies, cooperators and partners who may be part of a coordinated response and recovery effort.








**Table ES-3 Emergency Services Supporting Agencies, Cooperators, and Partners Agencies**

ESF 2 COMMUNICATIONS						
	CITY	OTHER GOVERNMENT	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Police Department</li> <li>City Fire Department</li> <li>Public Works</li> <li>City Manager</li> </ul>	<ul style="list-style-type: none"> <li>Port of Astoria Security</li> <li>Seaside/ Astoria Dispatch</li> <li>Clatsop County Emergency Axillary Communication (AuxComm)</li> <li>ClatsopALERTS!</li> </ul>	<ul style="list-style-type: none"> <li>American Red Cross</li> <li>Marinas</li> <li>Salvation Army</li> <li>Local Media/Radio</li> <li>School Districts</li> <li>Volunteer Organizations</li> <li>Faith-based Communities</li> </ul>	<ul style="list-style-type: none"> <li>Healthcare centers/clinics</li> <li>Community Based Organizations</li> <li>Marinas</li> <li>Telecom Media Provisions</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Department of Human Services</li> <li>Oregon Emergency Management</li> <li>Oregon National Guard</li> <li>Oregon State Police</li> </ul>	<ul style="list-style-type: none"> <li>U.S. Department of Health and Human Services (HHS)</li> <li>Department of Human Services (DHS)</li> </ul>
ESF 4 FIREFIGHTING						
	CITY	OTHER GOVERNMENT	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Fire Department</li> <li>Public Works</li> <li>City Police Department</li> <li>City Manager</li> </ul>	<ul style="list-style-type: none"> <li>Neighboring jurisdiction Fire Departments</li> </ul>	<ul style="list-style-type: none"> <li>CERT</li> <li>Salvation Army</li> <li>Local Media/Radio</li> <li>School Districts</li> <li>Sunset Empire Transportation District</li> </ul>	<ul style="list-style-type: none"> <li>Oxygen Vendors</li> <li>Pacific Power</li> <li>Northwest Natural Gas</li> <li>Marinas</li> <li>Rocky Mtn Power</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Department of Human Services</li> <li>Oregon Emergency Management</li> <li>Oregon Department of Environmental Quality</li> <li>OSFM</li> <li>OFD</li> <li>OPRD</li> </ul>	<ul style="list-style-type: none"> <li>Federal Emergency Management Agency (FEMA)</li> <li>NPS</li> <li>U.S. Department of Transportation (DOT)</li> <li>National Transportation Safety Board (NTSB)</li> <li>US Coast Guard (Fire)</li> <li>DHS</li> <li>Oregon Military Department</li> </ul>
ESF 9 SEARCH AND RESCUE						
	CITY	OTHER GOVERNMENT	COMMUNITY	PRIVATE	STATE	FEDERAL



	<ul style="list-style-type: none"> <li>City Police Department</li> <li>City Fire Department</li> </ul>	<ul style="list-style-type: none"> <li>Clatsop County Sheriff's Office</li> <li>Port of Astoria Security</li> <li>HART</li> <li>URT</li> </ul>	<ul style="list-style-type: none"> <li>CERT</li> <li>Local Media/Radio</li> <li>School Districts</li> <li>Volunteer Organizations</li> <li>Sunset Empire Transportation District</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Department of Human Services</li> <li>Oregon Emergency Management</li> <li>Hospital Preparedness Program</li> <li>Oregon Health Authority</li> <li>Oregon Department of Environmental Quality</li> </ul>	<ul style="list-style-type: none"> <li>U.S. Department of Health and Human Services</li> <li>US Coast Guard</li> <li>DHS</li> </ul>												
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## 6.0 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide partners and all users of this Annex with a shared understanding of the tasks they may be asked to perform or support during an emergency. All assigned agencies are responsible for developing procedures to guide execution of these tasks.

*See the State of Oregon EOP and National Response Framework (NRF) for state and federal roles and responsibilities.*

### 6.1 ALL EMERGENCY SERVICES PARTNERS

- Implement continuity of operations procedures to continue essential functions.
- Provide situation status updates to the EOC when requested.

### 6.2 PRIMARY AGENCIES

#### City Council and Administration

- Activate the EOC, if necessary, and begin staffing as required by the incident and addressed in the City Emergency Operations Plan (EOP).
- An alternative EOC may be necessary, as determined by the City Administrator.
- Assign a representative to sit in the City EOP when activated and provide coordination with City and County entities.
- Manage and coordinate public communications.
- Coordination of county-wide emergency management including pre-event administrative activities related to communications.
- Develop and maintain communications resource inventory.
- Ensure that a communications capability exists between the 9-1-1 Communications Center, the Police Department, the City Manager and the EOC.
- Coordinate the inclusion of business/industry and amateur radio operators into the communications network.
- Develop and maintain standard operating procedures to include a recall roster for essential personnel.

#### Fire Department/Fire District

- Enforce the fire code.
- Coordinate public education and resources for wildfire awareness and prevention.



- Command firefighting forces and direct responding support forces as needed to the fire emergency.
- Manage and coordinate interagency functions during a fire-related emergency.
- Maintain communications with 911.
- Identify and isolate hazardous materials incidents within capability of training and requesting assistance as needed.
- Provide SAR resources and personnel as needed in coordination with the Sheriff's Office.
- Relocate equipment, as necessary.
- Assist in traffic/crowd control as necessary.
- Coordinate activities through the City EOC.
- If necessary, provide for the safety of personnel and their families before they report to their duty stations.
- Coordinate implementation of fuels reduction projects.
- Participate in planning efforts related to fire-related emergencies including hazard mitigation planning and the Clatsop County Community Wildfire Protection Plan (CWPP).
- Coordinates the CERT program with the Police Department.

### **Police Department**

- Coordinate and supervise appropriate volunteer organizations.
- Process and keep on file documentation of general orders.
- Coordinate with local voluntary agencies to provide services to disaster victims.
- Provide for the safety of personnel and their families before they report to their duty stations.
- Support shelter/mass care operations.
- Relocate equipment, as necessary.
- Assist in traffic and crowd control, as necessary.
- Provide SAR resources as needed in coordination with the local fire agencies.
- Maintain law and order.
- Provide security for critical facilities resources and the disaster area.



- Provide protection of property in damaged areas.
- Assist in establishing safety zones and evacuations of residents and businesses.
- Be primarily responsible for closing and/or rerouting traffic on City streets to assist in the movement of people and/or to keep people out of danger or from impeding emergency response activities.
- Provide emergency radio services with Police Department staff and supporting resources.
- Coordinate emergency radio services and dispatch of officers and other services in coordination with the City Manager.
- Coordinates the CERT program with the Fire Department.

#### **City Attorney**

- Provide legal counsel regarding authority of duties for associated public safety and security efforts.

### **6.3 SUPPORTING AGENCIES, COOPERATORS, PARTNERS**

#### **School Districts**

- Provide assistance as requested for the emergency transport or shelter of people.
- Assist with Family Reunification procedures.

#### **Emergency Medical Services Providers**

- Provide ground and air emergency ambulance services.



## 7.0 CONCEPT OF OPERATIONS

The local government primary agencies identified in this annex are responsible for coordination of activities that fall within the scope of the functions it includes. That does not mean they are directly responsible for providing all activities described, but rather that they serve as a facilitator to organize emergency services partners to execute activities required to meet established objectives for emergency operations. All emergency services activities will be conducted in a manner consistent with the National Incident Management System (NIMS) and Incident Command System (ICS).

### 7.1 PREPAREDNESS AND READINESS

All assigned partners are responsible for active participation in maintaining organizational readiness including:

- Participate in regular review and update of the Functional Annex and identified ESFs, including acceptance of assigned responsibilities.
- Develop procedures to support execution of assigned activities.
- Maintain adequate equipment and supplies required to perform activities as outlined in this Annex.
- Participate in training and exercises to build capacity.

Additionally, the assigned primary agencies will coordinate with ESF cooperators and partners to conduct the following actions to support readiness activities specific to emergency:

- Maintain an emergency contact list and emergency resource inventory of emergency services assets.
- Pre-identify potential emergency services staging areas.

### 7.2 ACTIVATION AND MOBILIZATION

The Emergency Services Branch will be activated when the Incident Commander or EOC Manager (City Manager or designee) determine the need for enhanced coordination of emergency services activities. Upon this determination, the Warrenton City Manager will notify the primary agency who is then responsible for making appropriate notifications to cooperators and partners and providing a representative to staff the EOC. Assigned primary agencies may choose to activate a Department Operations Center (DOC) to support coordination of emergency activities.



## 7.3 EMERGENCY SERVICES FUNCTIONAL GROUP LEAD RESPONSIBILITIES

The Emergency Services Group Manager will assume the appropriate role within the ICS structure at the direction of the EOC Manager (City Manager or designee) or Operations Section Chief.

Responsibilities of the Emergency Services Group Manager in the EOC include:

- Serve as primary point of contact for emergency services cooperators and partners.
- In coordination with the Liaison Officer, facilitate communications and engagement with key external partners specific to emergency services including:
  - Clatsop County Emergency Management
  - Other local fire resources, private communications providers.
- In coordination with the Planning section, gather situation status information related to emergency service's needs. Consider:
  - Status of communications systems.
  - Status of equipment available to support emergency communications.
  - Needs for emergency power to support emergency communications.
  - Scale and location of fire.
  - Direction of wind and other atmospheric conditions that could affect the fire.
  - Location of residences and business within fire path.
  - Availability of regional and local partners to assist with firefighting operations.
  - Status of equipment available to support emergency operations.
  - Status of personnel available to support emergency operations.
- Participate in EOC planning meetings and provide ESF specific inputs to the EOC Action Plan.
- In coordination with the Operations Section Chief, support development of objectives and assign them to the appropriate ESF partners.
- Monitor and provide regular updates to the Operations Section Chief on the status of ongoing infrastructure services activities including resource needs that should be submitted to the Logistics Section.
- Provide information specific to emergency services as requested by the EOC Public Information Officer to support message development.
- Coordinate with County Emergency Management to access resources under the Oregon Fire Service Mobilization Plan or other mechanisms for mutual assistance such as:
  - Oregon State Police Cooperative Policing Agreement with the City of Warrenton.
  - The U.S. Bureau of Land Management agreements for aerial firefighting



- Oregon Forestry Department mutual aid agreements
- Coordinate ESF staffing to ensure the function can be staffed across operational periods.

## 7.4 EMERGENCY SERVICES IN THE EOC

The EOC is organized using the ICS and during an emergency that damages or disrupts the community's Emergency Services systems. Coordination of support for assessment, repair, and restoration of those systems will be delegated by the EOC Manager (City Manager or designee) to the Operations Section Chief who may in turn activate an Emergency Services Branch and assign a Branch Director. In most situations, the Emergency Services Branch Director will be a representative from the Police Department or their designee.

### Emergency Services Emergency Support Functions

The Operations Section Chief or Branch Director may activate additional functional groups to support coordination of emergency services activities, and the EOC has adapted its ICS structure to allow activation of ESFs as mechanisms to organize activities and partners during an emergency.

The following ESFs are assigned to the Emergency Services Branch and may be activated as Groups within the EOC ICS structure and assigned a Group Manager. Typically, the Group Manager will be a representative from the City department with the most logical authority or capability.

- ESF 2 – Communications
- ESF 4 – Firefighting
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 16- Law Enforcement

## 7.5 TRANSITION TO RECOVERY

City of Warrenton will coordinate with the County to organize and begin recovery activities of emergency services as soon as initial response activities have progressed to stabilization. Planning for recovery activities will begin as soon as possible within the incident action planning process.

- Status of personnel available to support emergency operations.
- Participate in EOC planning meetings and provide ESF specific inputs to the EOC Action Plan.
- In coordination with the Operations Section Chief, support development of objectives and assign them to the appropriate ESF partners.

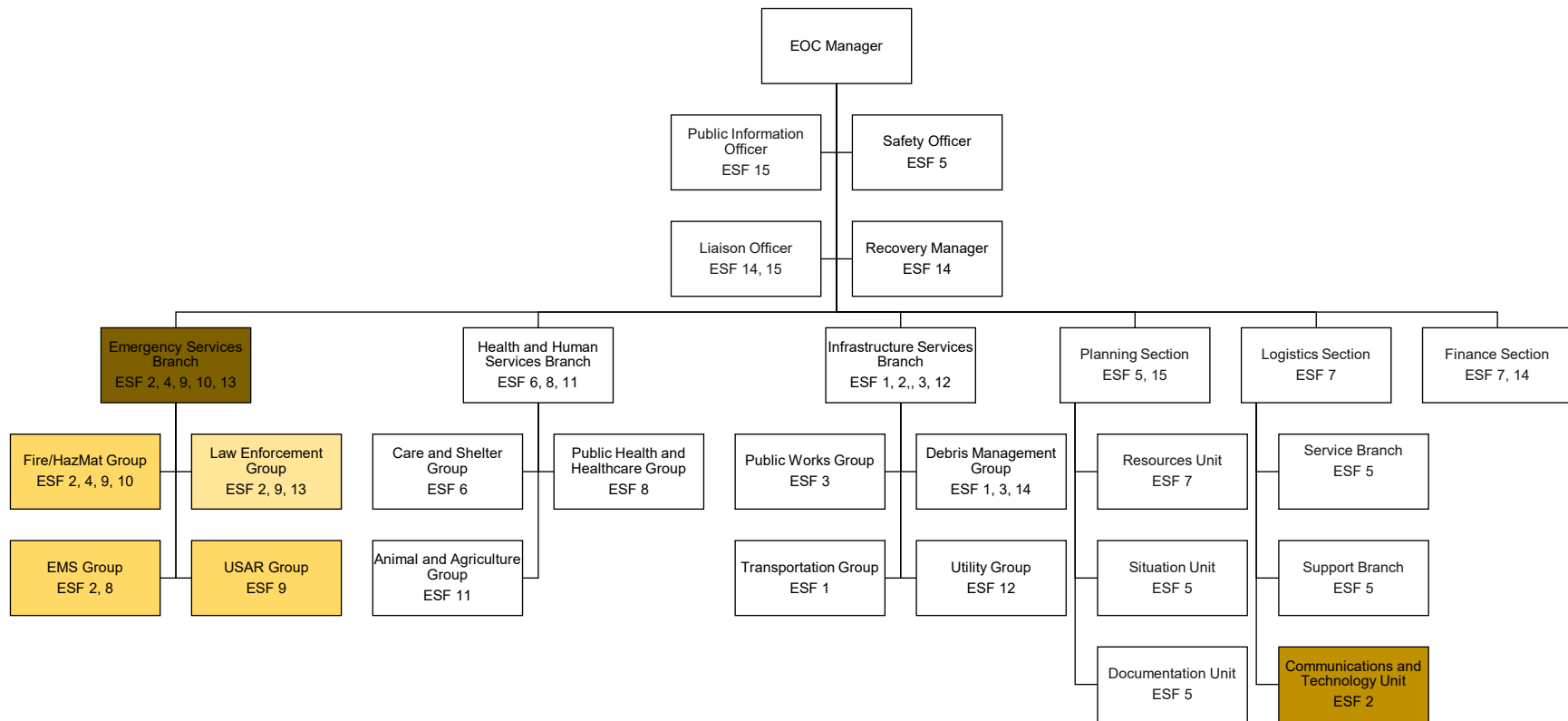




- Monitor and provide regular updates to the Operations Section Chief on the status of ongoing emergency services activities including resource needs that should be submitted to the Logistics Section.
- Provide information specific to emergency services as requested by the EOC PIO to support message development.
- Coordinate with local and state partners to access resources under existing mutual aid agreements.
- Coordinate ESF staffing to ensure the function can be staffed across operational periods.



Figure 1 Emergency Services Services in the EOC



## 8.0 CAPABILITY SUSTAINMENT

### 8.1 ANNEX DEVELOPMENT AND MAINTENANCE

The assigned primary agencies are responsible for the development and maintenance of this Annex including coordination and engagement with supporting agencies to inform updates. At a minimum, this Annex should be reviewed on an annual basis.

### 8.2 TRAINING AND EXERCISES

The City Manager, in coordination the City Police Department and local government agencies, are responsible for integrating emergency services into the City's training and exercise program and providing guidance to partners and cooperators on training requirements and standards. Each partner and cooperator is responsible for ensuring and documenting that personnel have received the appropriate training.



# APPENDIX A RESOURCES AND REFERENCES

## RESOURCES

### LOCAL AND REGIONAL

- City of Warrenton Transportation System Plan
- City of Warrenton Sheriff's Office General Orders
- City of Warrenton Integrated Fire Plan
- City of Warrenton Wildfire Protection Plan
- City of Warrenton Fire Chief's Association Mutual/Automatic Aid Agreement
- City of Warrenton Fire Chief's Association Strike Team Task Force Configurations.
- City Water Conservation Plan
- City of Warrenton Comprehensive Plan
- 2021 Clatsop County Multi-Jurisdictional NHMP
- City Water Conservation Plan
- City of Warrenton Comprehensive Plan
- Pacific Power Public Safety Power Shutoff – Clatsop County
- Clatsop County Community Wildfire Protection Plan
- Clatsop County Hazardous Materials Response Plan

### STATE

- State of Oregon Emergency Operations Plan
- ESF 2, Communication
- ESF 4, Firefighting
- ESF 9, Search and Rescue
- ESF 10, Hazardous Material
- ESF 16, Law Enforcement
- Oregon State Emergency Alert System Plan.
- Oregon State Search and Rescue Program, Region 4
- Oregon Fire Service Mobilization Plan

### FEDERAL

- National Response Framework,
- ESF 2, Communications
- ESF 4, Firefighting
- ESF 11, Agriculture and Natural Resources
- ESF 13, Public Safety and Security
- National Disaster Recovery Framework, Infrastructure Services RSF
- National Response Framework



## REFERENCES

National Infrastructure Protection Plan, Communications Sector-Specific Plan

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City of Warrenton

# Emergency Operations Plan

HEALTH AND HUMAN SERVICES  
FUNCTIONAL ANNEX

Last Updated: May 2022



# 1.0 FUNCTIONAL ANNEX ORGANIZATION

The City of Warrenton Emergency Operations Plan (EOP) is comprised of a Basic Plan that is supplemented by four Functional Annexes that provide additional detail specific to the range of functions that may need to be performed during an emergency or disaster. Each Annex addresses several Emergency Support Functions (ESFs) that have been grouped to align with the partners involved, the organizational structure of the City Emergency Operations Center (EOC), and the organizations used by the Clatsop County (County), State of Oregon (State) and Federal partners

## City of Warrenton Emergency Operations Plan Functional Annexes

Management Services
ESF 5 Information and Planning ESF 7 Resource Support ESF 14 Public Information ESF 15 Volunteers and Donations ESF 18 Business and Industry
Emergency Services
ESF 2 Communications ESF 4 Firefighting ESF 9 Search and Rescue ESF 10 Hazardous Materials ESF 16 Law Enforcement
Health and Human Services
ESF 6 Mass Care ESF 8 Health and Medical ESF 11 Food and Water ESF 17 Agriculture and Animal Protection
Infrastructure Services
ESF 1 Transportation ESF 3 Public Works ESF 12 Energy







Note: ESF 13, Military Support, is not included above.



## 2.0 HEALTH AND HUMAN SERVICES

The Health and Human Services Functional Annex to the City of Warrenton Emergency Operations Plan (EOP) is focused on providing the support required to maintain the health and well-being of the community during an emergency, and to address unmet health and human services needs through the provision of emergency assistance and sheltering as required. The following table provides an overview of the Health and Human Services Annex and the activities it is designed to support.

Under the City of Warrenton EOP, the Health and Human Services Branch is comprised of the ESFs identified in Table HHS-1.

<b>Key ESFs</b> <i>See Section 3 – Purpose and Scope and Section 4- Health and Human Services</i>		ESF 6 – Mass Care
		ESF 8 – Health and Medical
		ESF 11 – Food and Water
		ESF 17- Agriculture and Animal Protection
<b>Lifelines Supported</b>		Provide food, wate, and shelter for the community..
		Provide for the physical and behavioral health of the community.
<b>Lead Primary Agencies</b> <i>See Section 5 – Whole Community Management and Section 6 – Roles and Responsibilities</i>	City Manager City Fire Department Clatsop County Public Health Department Clatsop County Emergency Management	
<b>Operations</b> <i>See Section 7- Concept of Operations</i>	Operations Section – Health and Human Services Branch	

### 3.0 PURPOSE AND SCOPE

The Health and Human Services Functional Annex provides a framework for how City of Warrenton and their whole community of partners will coordinate during an emergency where the normal delivery of medical, health and social services is disrupted or situations where the health and medical needs of the community overwhelm local capability and capacity

This Annex is designed to support a coordinated and integrated approach to health and human services systems and is organized around the ESFs that focus on the functions presented in Table HHS-2.

**Table HHS-2 Health and Human Services Emergency Support Functions**

<b>ESF 6 Mass Care</b>	<b>ESF 8 Health and Medical</b>	<b>ESF 11 Food and Water</b>	<b>ESF 13 Agriculture and Animal Protection</b>
<ul style="list-style-type: none"> <li>• Coordinate efforts to:</li> <li>• Assess the impact of an emergency or disaster on the community and support efforts to address unmet human needs.</li> <li>• Provide shelter for individuals and households displaced by an emergency or disaster.</li> <li>• Provide mass feeding operations and distribute bulk supplies.</li> <li>• Facilitate assistance to connect displaced individuals and households with temporary and longer-term housing solutions.</li> <li>• Ensure that persons with access and functional needs are provided appropriate supports during an emergency or disaster.</li> <li>• Provide emergency first aid assistance for large numbers of people.</li> <li>• Gather and make available disaster welfare information on impacted individuals and households.</li> <li>• Connect individuals and households in the community with assistance programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate efforts to:</li> <li>• Assess the impact of an emergency or disaster to public health, emotional well-being and healthcare, and the support efforts to stabilize those systems.</li> <li>• Identify persons with medical needs and coordinate the appropriate care and required movement of those persons within impacted areas or shelters.</li> <li>• Monitor, investigate and control potential threats to human health through proactive and ongoing surveillance and response measures.</li> <li>• Distribute medical countermeasures and/or non-medical interventions.</li> <li>• Provide mental health supports for the community including first responders and impacted individuals and communities.</li> <li>• Conduct mass casualty and mass fatality operations when the number of injured or deceased that result from an emergency exceed local capabilities.</li> <li>• Provide public health and medical information in coordination with the Public Information Officer (PIO).</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate efforts to:</li> <li>• Provide nutrition assistance and coordinate to obtain needed food and water supplies.</li> <li>• Provide environmental health services including food and water safety, foodborne disease surveillance and investigations, water quality testing and surveillance</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate efforts to:</li> <li>• Assess the impact of an emergency or disaster on agriculture, animals and natural and cultural resources.</li> <li>• Assist in the care and shelter of service animals, pets and livestock.</li> <li>• Protect natural and cultural resources including efforts to preserve, conserve, and rehabilitate those resources.</li> </ul>



## 4.0 HEALTH AND HUMAN SERVICES IN THE CITY OF WARRENTON

The following section provides a brief overview of health and human services in the City of Warrenton. For an expanded list of Key Functions in an emergency, see Section 6.

### 4.1 MASS CARE

**Capability:** Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies.

**Primary City Department:** City Manager, City Fire Department

**EOC Coordination:** Health and Human Branch, Care and Shelter Group

**Related ESF:** ESF 6 – Mass Care

Key activities for providing mass care that may need to be performed during an emergency include:

- Establish and coordinate the provision of mass care services to impacted communities and disaster responders an effective communication system for use in a disaster.
- Coordinate the provision of temporary shelters or long-term housing.
- Provide human services and disaster assistance throughout response, including emergency first aid, medical assistance, and providing information on victims to family members.
- Ensuring individuals with access and functional needs receive modifications as needed in both the provision of care, delivery of messaging and in access to services.

#### 4.1.1 MASS CARE, HOUSING AND HUMAN SERVICES

Emergencies or disasters can necessitate evacuation of people from residences, which may be temporarily uninhabitable, damaged or destroyed. Provision of care and programs may consist of making facilities and services available, ensuring impacted individuals are sheltered with access to healthcare, providing care to vulnerable populations and ensuring access and functional needs are addressed, and coordinating activities with government agencies and volunteer disaster assistance organizations. Emergency short-term shelter or long-term housing needs may exist, and it is the responsibility of government to work with the various social service agencies to meet those needs.

Mass care services include sheltering, feeding, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members. Sheltering support can include both short- and long-term housing assistance.



#### **4.1.2 BULK DISTRIBUTION OF EMERGENCY RELIEF SUPPLIES**

Bulk distribution of emergency relief items such as food, water, ice, clothing, and blankets will be managed and coordinated at established sites. This will be accomplished by the American Red Cross and other service groups such as the Salvation Army and faith-based groups, in coordination with the City Manager and Emergency Management as possible.

#### **4.1.3 HOUSING AND SHELTER**

Housing services works in conjunction with mass care needs and includes efforts to reunite families, provide first aid and services to vulnerable populations and coordinate voluntary agency assistance. Short-term and long-term housing needs can result if the emergency requires evacuation or relocation of affected persons, if the emergency event damages housing, and/or shelters and temporary lodging facilities are not a long-term solution. Displaced persons will be encouraged to obtain housing with family or friends or in commercial facilities before turning to the emergency response community for assistance.

The City EMO and the City Manager will assist with identifying alternative housing for displaced persons who cannot return to their homes (and need more than temporary lodging in a shelter) and with recommendations for accomplishing repair and restoration of the property. The American Red Cross supports in coordinated activities when available, and as determined by location and impact.

In a localized incident, the City and American Red Cross may be asked to provide mass care/shelter facility staff, logistical support and communications. Depending on need and availability, the Red Cross will manage citizen registration and provide basic medical services to shelter residents. As the American Red Cross is a volunteer driven organization, it may not have the capacity to respond to regional emergencies.

All predesignated shelters, regardless of whether they fall under the responsibility of the City or American Red Cross, will be assessed for safety prior to activation<sup>1</sup>. Pets are not allowed in American Red Cross shelters due to American Red Cross regulations (this prohibition does not pertain to animals such as seeing eye dogs or dogs for the deaf).

#### **4.1.4 HUMAN SERVICES**

Human and social services include the implementation of Disaster Assistance Programs to help disaster survivors recover their non-housing losses, and can include:

- Programs or assistance with aid that replaces damaged or destroyed personal property.
- Assistance with the completion of applications to receive disaster loans, food stamps, disaster unemployment assistance, disaster legal services, veterans' assistance, etc.

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<sup>1</sup> At the time this Plan was written, many of the predesignated shelters have not been retrofitted to withstand significant seismic activity.



- Support and services for vulnerable populations and individuals with access and functional needs, including the processing of County, state and federal benefit claims.
- Family reunification: The American Red Cross will establish a Disaster Welfare Inquiry Operation to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. Welfare inquiry listings and registration listings will be coordinated with the EOC and law enforcement agencies for comparison with missing persons lists. Clatsop County Auxiliary Communications (AuxComms) provides support to the American Red Cross and Warrenton Emergency Management in gathering, disseminating, and managing disaster welfare information, including the provision of information to immediate family members who reside outside the impacted area.

#### **4.1.5 DISASTER ASSISTANCE CENTERS**

Upon a Presidential disaster declaration, Disaster Application/Assistance Centers may be established. In addition to numerous grant and assistance programs available through the Disaster Application Center, the Individual and Family Grant Program provides grants to meet those disaster-related necessary expenses or serious needs for which assistance for other means is either unavailable or inadequate.

Logistics Section personnel may be called upon to arrange a large facility to serve as a Disaster Application Center (DAC). The Federal Emergency Management Agency (FEMA) is responsible for operating the DAC. There, individuals can meet with local, State, Federal, and volunteer agency representatives to apply for disaster assistance. Appropriate facilities include schools, churches, and community centers. Advertising of these facilities will be coordinated by the PIO. Federal, State, local, and volunteer agencies may provide or accept applications for the following services through the DAC:

- Temporary housing for disaster victims whose homes are uninhabitable as a result of a disaster.
- Essential repairs to owner-occupied residences in lieu of temporary housing so that families can return to their damaged homes.
- Disaster unemployment and job placement assistance for those unemployed as a result of a major disaster.
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.
- Individual and family grants to meet disaster-related expenses and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means.
- Legal counseling to low-income families and individuals.
- Crisis counseling and referrals to mental health agencies to relieve disaster-caused mental health problems.



- Other specific programs and services as appropriate to the disaster.

Logistics may also arrange office space, document reproduction services, and more for State and Federal damage assessment teams.

If Federal mobile homes are to be supplied for use as emergency shelter, the Logistics section may assist in site choice and preparation consistent with Warrenton's local comprehensive land use plan.

## 4.2 HEALTH AND MEDICAL

**Capability:** The coordination and provision of procedures and resources to support health and medical care during a time of emergency and/or a developing potential health and medical situation.

**Primary City Department:** City Manager, City Fire Department

**EOC Coordination:** Health and Human Branch- Care and Shelter Group; Public Health and Healthcare Group

**Related ESF:** ESF 6 – Mass Care; ESF 8- Health and Medical

Key activities for providing health and medical services that may need to be performed during an emergency include:

- Support local assessment and identification of public health and medical needs in impacted jurisdictions and implement plans to address those needs.
- Monitor and coordinate resources to support care and movement of persons with medical needs in impacted areas.
- Coordinate with ESF 6 in the provision of care and sheltering services.
- Support monitoring, investigating, and controlling potential or known threats to human health of environmental origin.
- Monitor need for and coordinate resources to support disaster behavioral health services, including support for responder safety and health needs.

### 4.2.1 PUBLIC HEALTH SERVICES

The City of Warrenton does not have a public health agency, but coordinates with the City Fire Department, local hospitals and healthcare centers, and Clatsop County Public Health.

The inclusion of Public Health measures during all phases of activation is critical for the City of Warrenton's community and crosses all sectors. An assessment of the impact of an emergency or disaster to public health and healthcare and support efforts should be ongoing and modified according to the incident changes in order to stabilize those systems. Provision of public health and medical information should happen in coordination with the Public Information Officer (PIO).



## **4.2.2 HEALTHCARE SERVICES**

Healthcare services in City of Warrenton are provided by hospitals and private healthcare providers and is part of the Oregon Health Authority Hospital Preparedness Program Region 5. This supports healthcare preparedness and response through an OHA appointed Regional Emergency Coordinator, who in turn supports a local Public Health Emergency Preparedness Coordinator, or PHEP, which is a dedicated position within the Clatsop County Public Health Department.

## **4.2.3 DISASTER MENTAL HEALTH**

A disaster/emergency incident has the potential to challenge or disrupt systems and processes in place to meet the mental health and well-being needs of impacted communities and its workforce.

“Almost everyone in a community struck by a disaster will feel some type of emotional effect.”<sup>2</sup> While most people will bounce back after an event, there are many who continue to experience a range of emotional distress, mental health challenges or increased substance use. Direct and indirect impacts can have a ripple effect into many sectors, and can take physical, emotional, and financial tolls. This is particularly so for those who are displaced due to a disaster/emergency, those who are separated from support systems, and individuals and communities with economic impacts. Other contributing factors can include long-term or large-scale events, compounding traumatic events, underlying or chronic behavioral health needs. Awareness of and attending to these impacts throughout mass care and sheltering will help to alleviate disaster related distress and help to mitigate short- and long-term residual impacts. Clatsop County assists in the provision of disaster behavior health services through contracts with Clatsop Behavioral Healthcare.

Key activities may include:

- Assessment of the size and scope of event.
- Identification of impact of event on emotional distress or severe mental health needs.
- Development and delivery of a Community Needs Assessment.
- Review readiness assessments conducted prior to event to identify ages of impacted community and resourcing by location, special considerations, cultural and ethnic specificities, etc.
- Educate response partners and those responsible for communications on specific strategies for universal access and inclusivity.

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<sup>2</sup> Committee on Post-Disaster Recovery of a Community's Public Health, Medical, and Social Services; Board on Health Sciences Policy; Institute of Medicine. Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery. Washington (DC): National Academies Press (US); 2015 Sep 10.





- Coordinate with local, state and Federal agencies for specific programming or services or funding sources for Crisis Counseling Program(s) (CCP).
- Continue to monitor and evaluate distress and/or adverse reactions to events.

#### **4.2.4 EMERGENCY MEDICAL SERVICES**

The following City of Warrenton utilizes the following agencies and partners to provide Emergency Medical Services to provide support and referrals to identified facilities:

- Lifelight
- U.S. Coast Guard
- Air National Guard
- Columbia Memorial Hospital
- Warrenton Fire Department
- Providence Seaside Hospital
- Medix Ambulance Service
- Private clinics and care facilities
- American Red Cross and other volunteer agencies
- School Districts
- Local radio stations serving Warrenton

### **4.3 ACCESS AND FUNCTIONAL NEEDS**

Disaster survivors with access and functional needs may require tailored assistance to meet their necessary expenses and needs (food, clothing, housing, medical, and financial). Local and State human service organizations will identify any special needs groups (e.g., elderly, handicapped, and non-English-speaking residents) and, in the event of a disaster, ensure that their needs are met. The City of Warrenton will seek the assistance of the Clatsop County and human service agencies or organizations to assist in coordinating the emergency housing, sheltering, and feeding of special needs populations.

Coordinating for and identifying individuals with special needs within the impacted area is a critical element of emergency response and recovery operations for Warrenton. Special needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English-speaking), disease/medical conditions, service animals, and any other conditions or traits that could warrant special considerations under emergency circumstances. Nursing Homes and Residential Care Facilities are required to have disaster and emergency plans in place that ensure the transfer of clients to appropriate facilities.

Examples of facilities that can either shelter and/or serve individuals with access and functional needs, including those that have DD and Senior Services may include:

- Warrenton Emergency Management and City Manager
- Columbia Memorial Hospital





- Providence Seaside Hospital
- Private clinics and care facilities
- American Red Cross and other volunteer agencies
- School districts
- Northwest Senior and Disability Services (NWSDS)

## 4.4 FOOD AND WATER

**Capability:** Identify food, water, and ice needs in the aftermath of a disaster or emergency; Coordinate the retrieval of these resources, and transportation to the impact area.

**Primary City Department:** City Manager, City Police Department

**EOC Coordination:** Health and Human Branch- Care and Shelter Group; Public Health and Healthcare Group

**Related ESF:** ESF 6 – Mass Care; ESF 11- Food and Water

Key activities for providing food and water that may need to be performed during an emergency include:

- Assessment of food and water needs for areas impacted by disaster.
- Identification of food and water resources.
- Coordinate with ESF 6 and 8 in the provision of clean and accessible food and water.
- Storage of food and water resources, and monitoring.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.

Food and water are essential provisions throughout an incident requiring mass care, and all health and human services. Without these, risk of infectious disease, food insecurities, and water borne diseases greatly increase. Food preparation, access to clean water for cooking and hygiene are essential for shelter facilities, all points of distribution, in the EOC, and throughout all homes, hospitals, healthcare facilities, sites that hold animals and livestock and others. Ongoing power is needed for refrigeration for food, water and medical supplies, and is supplemented through generators as needed by the Cavalry Assembly of God and Warrenton Christian Church.

Food banks are utilized to help with food distribution throughout the City, and the Oregon Housing and Community Services (OHCS) is responsible for administering the Temporary Emergency Food Assistance Program (TEFAP). Clatsop Community Action operates the CCA Regional Food Bank for the Oregon Food Bank Network (OFB). The Oregon Food Bank is charged with distribution during an emergency. The following Warrenton sites have been identified as food distribution sites:



- CCA Regional Food Bank
- The Manna House Food Pantry
- Warrenton Food Bank Pantry

#### **4.4.1 MANAGEMENT OF FOOD AND WATER SERVICES**

The provision of food and water throughout an incident requires strategies and tactics to all impacted individuals and responders and should meet the following objectives:

- Describe the scalable mass feeding strategy that will guide the City of Warrenton in feeding displaced or stationary populations after a natural or human caused disaster.
- Provide a coordinated mass feeding system compliant with the National Incident Management System (NIMS) and relevant City, County, State, and Federal laws.
- Local jurisdictions provide healthy, culturally appropriate meals or nutritional resources that meet the sustainment needs of displaced population.
- Assessment of the size and scope of the incident to determine anticipate feeding-related needs.
- Determine location of need (i.e.- rural vs. urban; high vs. low resources; access, etc.).
- Determine appropriate type(s) of necessary feeding sites.

Examples of responsibilities may include:

- Assessment of food and water needs for areas impacted by disaster.
- Identification of food and water resources and storage capacities.
- Adherence to safe consumption policies, including collection, sorting, monitoring expirations dates of all food and water supplies.
- Coordination of transportation of food and water supplies to facilities or directly to impacted locations.

#### **PLANNING CONSIDERATIONS SHOULD INCLUDE:**

- Service animals and household pets may be present at feeding sites.
- Feeding activities will account for individuals with access and functional needs.
- As possible, the City of Warrenton will meet the dietary preferences of individuals with cultural, religious, ethnic or other requests for accommodation.
- A large number of individuals may have food sensitivities, ethnic and religious dietary restrictions, and low-sodium diets. Many vegetarian and vegan options can accommodate these needs. Feeding sites should aim for at least 10% of meals to be vegetarian.



## 4.5 AGRICULTURE AND ANIMAL PROTECTION

**Capability:** Coordinate the City's response for animal and agricultural issues and protection of the state's natural resources in case of an emergency or disaster

**Primary City Department:** City Manager

**EOC Coordination:** Health and Human Branch- Animal and Agriculture Group

**Related ESF:** ESF 17 – Agriculture and Animal Protection

Key activities for providing agriculture and animal protection that may need to be performed during an emergency include:

- Coordinate with County and State for animal and plant disease response and pest surveillance.
- Implement response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation.
- Remove and dispose of animal carcasses.
- Release information to the public about quarantine areas, rabies alerts, and other animal related issues.
- Ensure that animal/veterinary/wildlife issues during a disaster are supported.
- Protect natural resources from natural or human-made disasters.

### 4.5.1 ANIMALS IN DISASTER

Preparing for the care of animals during a disaster is the responsibility of animal owners. The City will coordinate with local animal owners, veterinarians and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. Services can include animal disease outbreak which includes addressing both the vector and strategies to reduce transmission to other animals, caring for animals/livestock that may require specialized care and sheltering, and mitigating harm and loss of life. Specialized efforts and logistics are often required, and if local resources are insufficient to meet the needs of animals during a disaster, the City can contract services and request assistance through the county or state.

To facilitate correct information and address the expected media attention, a Joint Information Center (JIC) should be established whereby all participating agencies can route press release and media contacts through the duration of the incident.

*Refer to the Clatsop County Animals in Disaster Annex to their EOP for more information.*






## **5.0 WHOLE COMMUNITY HEALTH AND HUMAN SERVICES**


The activities required to assess and restore health and human services systems during an emergency rely on a cooperative effort that involves a whole community of partners including local, state, and federal agencies alongside public and private cooperators and partners. Table HHS 3 identifies Whole Community Partners including City, County, State, Federal and Community partners who may be part of a coordinated response and recovery effort.



**Table HHS-3 Health and Human Services Local Primary Agencies and Supporting Cooperators and Partners**

<b>ESF 6 MASS CARE</b>						
	<b>CITY</b>	<b>OTHER GOV'T</b>	<b>COMMUNITY</b>	<b>PRIVATE</b>	<b>STATE</b>	<b>FEDERAL</b>
	<ul style="list-style-type: none"> <li>• City Manager</li> <li>• Fire Department</li> <li>• Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• Clatsop County Emergency Management</li> <li>• Clatsop County Department of Health</li> </ul>	<ul style="list-style-type: none"> <li>• CERT</li> <li>• Marinas</li> <li>• Salvation Army</li> <li>• American Red Cross</li> <li>• Local Media/Radio</li> <li>• School Districts</li> <li>• Sunset Empire Transportation District</li> </ul>	<ul style="list-style-type: none"> <li>• Private Ambulance Services</li> <li>• Private clinics / healthcare facilities</li> <li>• Food Banks</li> <li>• Local faith-based communities</li> <li>• Schools</li> <li>• Mass Care Services provider</li> </ul>	<ul style="list-style-type: none"> <li>• Oregon Department of Human Services</li> <li>• Oregon Emergency Management</li> <li>• Oregon National Guard</li> <li>• Oregon Health Authority</li> </ul>	<ul style="list-style-type: none"> <li>• U.S. Department of Health and Human Services</li> </ul>
<b>ESF 8 HEALTH AND MEDICAL</b>						
	<b>CITY</b>	<b>OTHER GOV'T</b>	<b>COMMUNITY</b>	<b>PRIVATE</b>	<b>STATE</b>	<b>FEDERAL</b>
	<ul style="list-style-type: none"> <li>• City Manager</li> <li>• Fire Department</li> <li>• Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• Clatsop County Emergency Management</li> <li>• Clatsop County Department of Health</li> </ul>	<ul style="list-style-type: none"> <li>• CERT</li> <li>• Marinas</li> <li>• Salvation Army</li> <li>• Local Media/Radio</li> <li>• School Districts</li> <li>• Sunset Empire Transportation District</li> </ul>	<ul style="list-style-type: none"> <li>• Privatized Ambulance Services</li> <li>• Private clinics and healthcare facilities</li> <li>• Clatsop Behavioral Healthcare</li> </ul>	<ul style="list-style-type: none"> <li>• Oregon Department of Human Services</li> <li>• Oregon Emergency Management</li> <li>• Oregon National Guard</li> <li>• Oregon Health Authority</li> </ul>	<ul style="list-style-type: none"> <li>• U.S. Coast Guard</li> <li>• U.S. Department of Health and Human Services</li> <li>• OSHA</li> </ul>
<b>ESF 11 FOOD AND WATER</b>						
	<b>CITY</b>	<b>OTHER GOV'T</b>	<b>COMMUNITY</b>	<b>PRIVATE</b>	<b>STATE</b>	<b>FEDERAL</b>
	<ul style="list-style-type: none"> <li>• City Manager</li> <li>• Fire Department</li> <li>• Police Department</li> <li>• City Public Works</li> </ul>	<ul style="list-style-type: none"> <li>• Clatsop County Emergency Management</li> <li>• Clatsop County Department of Health</li> </ul>	<ul style="list-style-type: none"> <li>• CERT</li> <li>• Marinas</li> <li>• American Red Cross</li> <li>• Salvation Army</li> <li>• Local Media/Radio</li> <li>• School Districts</li> </ul>	<ul style="list-style-type: none"> <li>• Food Banks</li> <li>• Local faith-based communities</li> </ul>	<ul style="list-style-type: none"> <li>• Oregon Department of Human Services</li> <li>• Oregon Emergency Management</li> <li>• Hospital Preparedness</li> </ul>	<ul style="list-style-type: none"> <li>• U.S. Department of Health and Human Services</li> <li>• OSHA</li> </ul>



			<ul style="list-style-type: none"> <li>Sunset Empire Transportation District</li> </ul>		<p>Program Region 3/5</p> <ul style="list-style-type: none"> <li>Oregon Health Authority</li> <li>Oregon Department of Environmental Quality</li> </ul>	
<b>ESF 17 AGRICULTURE AND ANIMAL PROTECTION</b>						
	<b>CITY</b>	<b>OTHER GOV'T</b>	<b>COMMUNITY</b>	<b>PRIVATE</b>	<b>STATE</b>	<b>FEDERAL</b>
	<ul style="list-style-type: none"> <li>City Manager</li> <li>Fire Department</li> <li>Police Department</li> </ul>	<ul style="list-style-type: none"> <li>Clatsop County Emergency Management</li> <li>Clatsop County Department of Health</li> </ul>		<ul style="list-style-type: none"> <li>Farmers/ Ranchers</li> <li>Private Veterinarian Practices</li> </ul>	<ul style="list-style-type: none"> <li>Department of Agriculture</li> <li>Department of Fish and Wildlife</li> <li>Oregon Health Authority</li> </ul>	<ul style="list-style-type: none"> <li>U.S. Department of Health and Human Services</li> <li>OSHA</li> <li>Department of Agriculture</li> <li>U.S. Fish and Wildlife Service</li> <li>U.S. Environmental Protection Agency</li> </ul>

## 6.0 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide partners and all users of this Annex with a shared understanding of the tasks they may be asked to perform or support during an emergency. All assigned agencies are responsible for developing procedures to guide execution of these tasks.

*See the State of Oregon EOP and National Response Framework (NRF) for state and federal roles and responsibilities.*

### 6.1 ALL HEALTH AND HUMAN SERVICES PARTNERS

- Implement continuity of operations procedures to continue essential functions.
- Provide situation status updates to the EOC when requested.

### 6.2 PRIMARY AGENCIES

#### 6.2.1 CITY MANAGER

- Provide coordinated planning and logistical support as needed.
- Act as the primary hub of information collection and dissemination among internal county departments.
- Provide coordination for resources and equipment needed for public health and medical services.
- Assist with mass care shelter locations as needed.

#### 6.2.2 CLATSOP COUNTY EMERGENCY MANAGEMENT

- Coordinate with the American Red Cross, county Emergency Management Department and other local, state and federal partners as needed.
- Activate and deactivate mass care, housing and human services support.
- In coordination with the American Red Cross, identify and make available shelter for persons displaced from their residences.
- In the absence of the American Red Cross, coordinate the distribution of donated clothing and other bulk emergency relief supplies.

#### 6.2.3 CLATSOP COUNTY PUBLIC HEALTH

- Establish priorities to serve as a basis for emergency public health service operations.
- Provide a liaison between the EOC and health service agencies, including coordination of medical and public health-related resources in support of:
  - Medical laboratory services.
  - Health education and outreach.
  - Collection, identification, storage and dispatch of deceased victims.
- Coordinate information, incident status and resource requests among private medical facilities, business and industry for emergency medical services, laboratory and



sanitation services required in support of countywide emergency operations in cooperation with the EOC.

- Maintain a file of all written, typed or verbal reports, decisions, policies and directions as a legal record of emergency operations.
- With support from the first responder community, gather information concerning injuries and fatalities resulting from disaster occurrences and share this information with the county EOC as soon as it is available.
- Determine the need for and establish isolation or quarantine locations in accordance with ORS 431.440, 431.530, and 433.121 to 433.220.
- Establish ongoing communication with key representatives of hospitals and emergency medical services.
- Provide communication and education to the public on prevention of and management of communicable diseases.
- Medical providers will submit reports of the presence of reportable contagious infections or disease clusters to county Public Health.
- Provide information to first responders, health care providers, and the public. This information will enable them to identify serious health or medical situations.
- Coordinate with drinking water providers to ensure the absence of contaminants in drinking water.
- Prepare and maintain emergency public health preventive measures and regulations to control and restrict communicable disease; develop plans needed for the operation of mass vaccination programs; develop plans to assist in the isolation and quarantine of contagious persons.
- Coordinate the provision of disaster mental health services.
- Coordinate with FEMA and other agencies to assist with disaster assistance programs.
- Coordinate with local voluntary agencies to provide services to disaster victims.

#### **6.2.4 POLICE DEPARTMENT**

- Clatsop County Sheriff's Office- Develop a Mass Fatality Response Plan in conjunction with local and regional partners.
- Provide escort for emergency injury transport.
- Provide traffic control and crowd control during large scale events that may overwhelm public health and medical staff.

##### **6.2.4.1 CLATSOP COUNTY SHERIFF'S OFFICE-**

- Develop a Mass Fatality Response Plan in conjunction with local and regional partners.

#### **6.2.5 FIRE DEPARTMENT**

- Provide escort for emergency injury transport.
- Provide emergency medical services.





- Assist with transportation and provision of food and water services.

## **6.3 SUPPORTING AGENCIES, COOPERATORS, PARTNERS**

### **6.3.1 AMERICAN RED CROSS**

- Provide shelter damage assessment, feeding, distribution of emergency relief items, case management, basic first aid and behavioral health services.
- Provide information on the status of American Red Cross managed care and shelter operations to the EOC and Public Information Officer (PIO), as necessary.
- Process inquiries from concerned families outside the disaster area.
- Support the operations and staffing of mass care facilities as capacity and capabilities allow.

### **6.3.2 EMERGENCY MEDICAL SERVICES PROVIDERS**

- Provide ground and air emergency ambulance services.
  - Contract with Clatsop County's Medix Ambulance Service provides services with their two vehicles.
- Neighboring assistance:
  - Seaside Providence Hospital
  - CMH Urgent Care & Pharmacy
  - Warrenton CMH Urgent Care
  - Astoria CMH Hospital

### **6.3.3 MORTUARY SERVICE PROVIDERS**

- Provide fatality support including preparing bodies for burial or cremation and transporting bodies to designated burial locations.
- Assist during large scale fatality events by transporting and preparing bodies for burial.

### **6.3.4 MARINAS**

- Provide coordinated planning and logistical support as needed.

## **7.0 CONCEPT OF OPERATIONS**

The local government primary agencies identified in this annex are responsible for coordination of activities that fall within the scope of the functions it includes. That does not mean they are directly responsible for providing all activities described, but rather that they serve as a facilitator to organize health and human services partners to execute activities required to meet established objectives for emergency operations. All health and human services activities will be conducted in a manner consistent with the National Incident Management System (NIMS) and Incident Command System (ICS).



## 7.1 PREPAREDNESS AND READINESS

All assigned partners are responsible for active participation in maintaining organizational readiness including:

- Participate in regular review and update of the Functional Annex and identified ESFs, including acceptance of assigned responsibilities.
- Develop procedures to support execution of assigned activities.
- Maintain adequate equipment and supplies required to perform activities as outlined in this Annex.
- Participate in training and exercises to build capacity.

Additionally, the assigned primary agencies will coordinate with ESF cooperators and partners to conduct the following actions to support readiness activities specific to health and human services:

- Maintain an emergency contact list and emergency resource inventory of health and human services assets.
- Pre-identify potential emergency health and human services staging areas.

## 7.2 ACTIVATION AND MOBILIZATION

The Health and Human Services Branch will be activated when the Incident Commander or EOC Manager determine the need for enhanced coordination of health and human services activities. Upon this determination, the EOC Manager will notify the primary agency who is then responsible for making appropriate notifications to cooperators and partners and providing a representative to staff the EOC. Assigned primary agencies may choose to activate a Department Operations Center (DOC) to support coordination of health and human services activities.

## 7.3 HEALTH AND HUMAN SERVICES FUNCTIONAL GROUP LEAD RESPONSIBILITIES

Responsibilities of the respective ESF representatives in the EOC include:

- Serve as primary point of contact for ESF cooperators and partners.
- In coordination with the Liaison Officer, facilitate communications and engagement with key external partners specific to health and human services including:
  - Oregon Health Authority
  - Oregon Department of Environmental Quality



- Area and regional hospitals and healthcare providers.
- Other local agencies and organizations and internal county departments.
- In coordination with the Planning section, gather situation status information related to health and human services needs. Considerations include:
  - Location of disaster and where large numbers of people can be safely transported to.
  - Information of people entering a mass care facility.
  - Status of injured, infected, or killed individuals due to an emergency.
  - Status of hospital capacity and services available.
  - Location for mass body burials and number of individuals buried.
  - Temporary and permanent laws put into effect due to an emergency.
  - Status of injured, infected, or killed animals and livestock due to an emergency.
  - Status of veterinary clinics and services available.
  - Location for mass burials for animals and number of animals buried.
  - Emergency permits to restore affected natural resources.
  - Status of equipment available to support emergency operations.
  - Status of personnel available to support emergency operations.
- Participate in EOC planning meetings and provide ESF specific inputs to the EOC Action Plan.
- In coordination with the Operations Section Chief, support development of objectives and assign them to the appropriate ESF partners.
- Monitor and provide regular updates to the Operations Section Chief on the status of ongoing health and human services activities including resource needs that should be submitted to the Logistics Section.
- Provide information specific to health and human services as requested by the EOC PIO to support message development.
- Coordinate with local and state partners to access resources under existing mutual aid agreements.
- Coordinate ESF staffing to ensure the function can be staffed across operational periods.



## **7.4 HEALTH AND HUMAN SERVICES IN THE EOC**

The EOC is organized using the ICS and during an emergency that damages or disrupts the community's health and human services systems, coordination of support for assessment, repair, and restoration of those systems will be delegated by the EOC Manager to the Operations Section Chief who may in turn activate the Health and Human Services Branch and assign a Branch Director. In most situations, the Health and Human Services Branch Director will be the County Public Health Director or their designee.

The Operations Section Chief or Branch Director may activate additional functional groups to support coordination of health and human services activities, and the EOC has adapted its ICS structure to allow activation of ESFs as mechanisms to organize activities and partners during an emergency.

The following ESFs are assigned to the Health and Human Services Branch and may be activated as Groups within the EOC ICS structure and assigned a Group Manager. Typically, the Group Manager will be a representative from the County department with the most logical authority or capability

- ESF 6 – Mass Care
- ESF 8 – Health and Human Services
- ESF 11 – Food and Water
- ESF 17 – Agricultural and Animal Protection

The ESF representative will assume the appropriate role within the ICS structure at the direction of the EOC Manager or Operations Section Chief.

## **7.5 TRANSITION TO RECOVERY**

City of Warrenton will coordinate with the County to organize and begin recovery activities of health and human services as soon as initial response activities have progressed to stabilization. Planning for recovery activities will begin as soon as possible within the County incident action planning process.

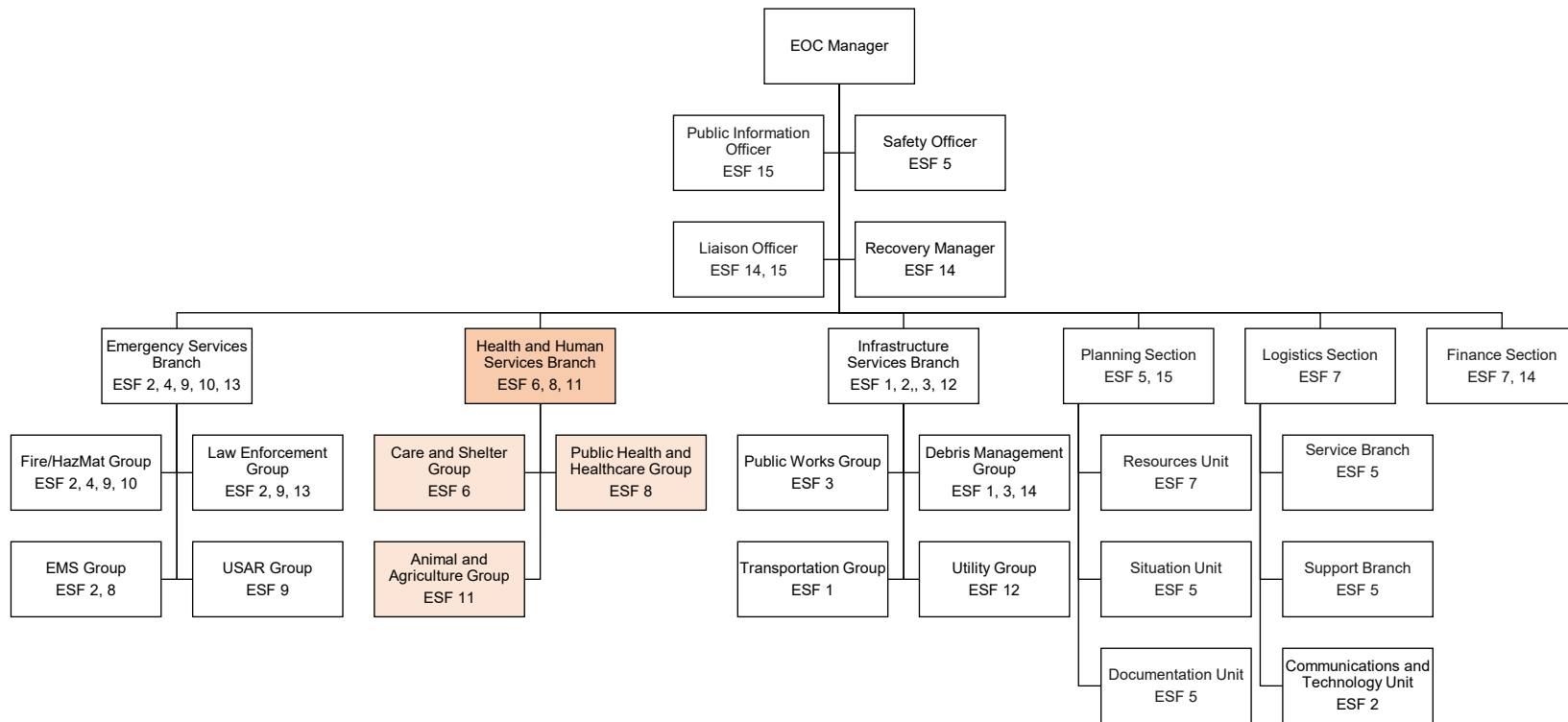
- Status of personnel available to support emergency operations.
- Participate in EOC planning meetings and provide ESF specific inputs to the EOC Action Plan.
- In coordination with the Operations Section Chief, support development of objectives and assign them to the appropriate ESF partners.
- Monitor and provide regular updates to the Operations Section Chief on the status of ongoing health and human services activities including resource needs that should be submitted to the Logistics Section.



- Provide information specific to health and human services as requested by the EOC PIO to support message development.
- Coordinate with local and state partners to access resources under existing mutual aid agreements.
- Coordinate ESF staffing to ensure the function can be staffed across operational periods.



Figure 1 Health and Human Services in the EOC



## **8.0 CAPABILITY SUSTAINMENT**

### **8.1 ANNEX DEVELOPMENT AND MAINTENANCE**

The assigned primary agencies are responsible for the development and maintenance of this Annex including coordination and engagement with supporting agencies to inform updates. At a minimum, this Annex should be reviewed on an annual basis.

### **8.2 TRAINING AND EXERCISES**

The City Manager, in coordination the City Police Department and local government agencies, are responsible for integrating emergency services into the City's training and exercise program and providing guidance to partners and cooperators on training requirements and standards. Each partner and cooperator are responsible for ensuring and documenting that personnel have received the appropriate training.



# APPENDIX A REFERENCES AND REFERENCE RESOURCES

## LOCAL AND REGIONAL

- City of Warrenton Transportation System Plan
- City Water Conservation Plan
- City of Warrenton Comprehensive Plan
- 2018 Clatsop County Mass Care Shelter Assessment
- 2021 Clatsop County Multi-Jurisdictional NHMP
- Pacific Power Public Safety Power Shutoff – Clatsop County

## STATE

- State of Oregon Emergency Operations Plan
- ESF 8, Health and Medical
- ESF 6, Mass Care
- ESF 11, Food and Water
- ESF 17, Agriculture and Animal Protection
- Oregon Disaster Housing Strategy
- Oregon Behavioral Health All Hazard Response Plan
- Oregon Individuals and Households Program, Other Needs Assistance Agreement with FEMA Region X

## FEDERAL

- National Response Framework
- ESF 8, Public Health and Medical Services
- ESF 6, Mass Care, Emergency Assistance, Temporary Housing and Human Services
- ESF 11, Agriculture and Natural Resources
- National Disaster Recovery Framework, Infrastructure Services RSF
- ARC and FEMA National Shelter System (NSS)

## REFERENCES

Center for Disease Control Public Health Emergency Preparedness and Response Capabilities. Website: [https://www.cdc.gov/cpr/readiness/00\\_docs/CDC\\_PreparednesResponseCapabilities\\_October2018\\_Final\\_508.pdf](https://www.cdc.gov/cpr/readiness/00_docs/CDC_PreparednesResponseCapabilities_October2018_Final_508.pdf)

Federal Emergency Management Agency. 2019. Emergency Support Function Annexes. Website: <https://www.fema.gov/media-library/assets/documents/25512>. Accessed June 2020.





Oregon Emergency Management. ND. Oregon State Emergency Support Function (ESF) Quick sheets.  
Website:

[https://www.oregon.gov/OEM/Documents/Oregon\\_ESF\\_Descriptions\\_One\\_Page\\_Job\\_Aid.pdf](https://www.oregon.gov/OEM/Documents/Oregon_ESF_Descriptions_One_Page_Job_Aid.pdf).

Accessed June 2020.

2018 Clatsop County Mass Care Shelter Assessment



## **APPENDIX B      BEHAVIORAL HEALTH CONCEPT OF OPERATIONS**

### **SITUATION AWARENESS AND ACTIVATION**

Ongoing situational awareness is another component vital to response activities, particularly in longer term events. Surveillance on damage, injuries, loss, and barriers to immediate needs should include the direct and indirect implications on mental health for all individuals and communities and should be monitored by trained personnel. Examples of triggers can include access to transportation, loss of medication or other health related supports, lack of access to specific food requirements, the provision of messaging and communications, loss or injury to loved ones, and other safety and security concerns. Maintaining situational awareness of behavioral health needs should be incorporated into all areas of mass care and sheltering. Inclusion of DBH in response- direct support services, coordination with community, and cross-departmental efforts. Components can include:

- Resources and referrals for DBH direct services:
- Community based
- Healthcare System
- Workforce mobilization
- Data collection and dissemination

When a disaster occurs that requires mass care and sheltering, the on-scene Incident Commander will assess incident needs and will request support from cooperators.

### **ACTIVATION- GUIDING RECOMMENDATIONS**

- Provide communications in multiple and relevant languages, in large print, have accompanying graphics, and that signage contains braille.
- Coordinate with internal and external partners to ensure needs are identified.
- Employ supports as necessary and in a timely manner (i.e.- language, interpreter services, modifications to buildings or transportation, etc.).
- Follow Health and Human Services' (HHS) Office of the Assistant Secretary for Preparedness and Response (ASPR) Public Health Emergency guidelines for integrating behavior health into planning and response activities.

### **ACTIVATION- DIRECT SERVICE (SAMPLE)**

- Deploy triage and PFA services to identify and mitigate the development of diagnosed behavioral health conditions.
- Coordination with State, Tribal, and local medical, behavioral health, substance abuse, and public health officials to determine current assistance requirements.
- Options for geographically dispersed teams if multiple facilities are activated within a jurisdiction.



- Provision of incident site counseling support services.
- Mobilization of behavioral health specialists for specific populations (cultural needs, appropriate language(s), geographically accessible, age specific).
- Creation of teams with specialized experience to address needs of different cultures and populations, with a special focus on including known and trusted community members.
- Provision of crisis counseling and behavioral health services for first responders and other emergency workers.
  - Address additional specific disaster behavioral health concerns, including substance abuse prevention, domestic violence prevention, opiate dosing, and stress management.
  - Support long-term behavioral health needs resulting from an emergency or disaster.

**ACTIVATION- CROSS-FUNCTIONAL**

- Create a disaster behavioral health process to achieve the public health goal of the ‘most good for the most people’.
- Community Model- promotion and mitigation strategies to build resiliency and mitigate distress.
- Leverage assets and trusted resources that are representative of communities served.
  - Ensuring that comprehensive stress management strategies and programs are in place and available to all emergency responders, support personnel, and healthcare workers.
- Training and education components through inclusive and equitable means.

Table HHS- 4 includes planning considerations that may support effective disaster behavioral health support.

**Table HHS-4 Disaster Behavioral Health Considerations**

Population	Definition	Implication(s)
<b>Children, School Age Youth and Young Adults</b>	People <25 who may be reliant on others for support or are in a transitional period from childhood to adulthood.	Impacted by change or disruption of routines; Sensitive to adverse events; May lack skills to understand, process or express emotional impact; Vulnerable to anxiety or depression; Worry over family or loved ones; Age specific impacts
<b>Aging adults</b>	Individuals whose chronological age may impact their movement or cognitive abilities	May need resources or unique types of assistance; May experience heightened distress over impacts to loved ones



<b>Parents or Caregivers</b>	Individuals who are responsible for biological offspring or tasked with the care for other youth, aging adults, or any individual that requires direct support and care	Responsible for children or loved ones; Balance of work and family care; Self-care challenges
<b>Individuals with Access and Functional Needs</b>	Individuals who have physical, cognitive or developmental delays or disabilities; or those with mobility challenges or chronic conditions	Vulnerable to accessing care or supports; Requirements for sustained safety and security measures can cause additional distress; May need extra care or assistance
<b>Individuals with Behavioral Health Needs</b>	Those individuals who have previous mental health conditions, and/or those with substance use or abuse challenges	May be susceptible to adverse reactions; Reliving past traumatic events; Tendency to use substances or alcohol as a means of coping; May depend on medication that is hard to access; May be dependent or addicted to legal or illegal drugs/alcohol for maintenance and to avoid withdrawal
<b>Individuals with Medical Needs</b>	People who depend on medication or other life-saving measures (equipment, treatments, etc.) to sustain health or quality of life	Susceptible to equipment failure or breaks in supply chain; May have limited access to care; Likelihood of co-occurring mental health needs
<b>Individuals Experiencing Housing Insecurities</b>	Includes persons who are living in shelters, who live on the streets, or who are temporarily housed (formal or informal)	May be more susceptible to mental health challenges or substance use; May have difficulty accessing services or needed medication; May experience increased stigma or health related challenges
<b>Undocumented Individuals</b>	Individuals who do not have, or are in process of acquiring, documentation to apply for temporary or permanent residency of the United States	May have difficulty accessing or comprehending resources or information for services due to language barriers, cultural differences, or an unfamiliarity with the system; May be barred from receiving services due to lack of citizenship or identification
<b>Immigrant and/or Refugee Communities</b>	Persons who have received immigrant or refugee status	May have difficulty accessing or comprehending resources or information for services due to language barriers, cultural differences, or an unfamiliarity with the system
<b>Responder/Workforce</b>	Holds a dual role of responding to community needs while caring for loved ones and family	Unique risk of experiencing behavioral health impacts during and after a disaster. Long durations work hours, increased exposure and an inherent desire to help others. Preplanning and practicing coping



		mechanisms and how to identify signs and symptoms of stress can help to mitigate long-term implications.
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City of Warrenton

# Emergency Operations Plan

INFRASTRUCTURE SERVICES ANNEX

Last Updated: May 2022



# 1 FUNCTIONAL ANNEX ORGANIZATION

The City of Warrenton (City) Emergency Operations Plan (EOP) is comprised of a Basic Plan that is supplemented by four Functional Annexes that provide additional detail specific to the range of functions that may need to be performed during an emergency or disaster. Each annex addresses several Emergency Support Functions (ESFs) that have been grouped to align with the partners involved, the organizational structure of the City Emergency Operations Center (EOC), and the organizations used by State of Oregon (State) and federal partners.

## City of Warrenton Emergency Operations Plan Functional Annexes

Management Services
ESF 5 Information and Planning ESF 7 Resource Support ESF 14 Public Information ESF 15 Volunteers and Donations ESF 18 Business and Industry
Emergency Services
ESF 2 Communications ESF 4 Firefighting ESF 9 Search and Rescue ESF 10 Hazardous Materials ESF 16 Law Enforcement
Health and Human Services
ESF 6 Mass Care ESF 8 Health and Medical ESF 11 Food and Water ESF 17 Agriculture and Animal Protection
Infrastructure Services
ESF 1 Transportation ESF 3 Public Works ESF 12 Energy

Note: ESF 13, Military Support, is not included above.









## 2 INFRASTRUCTURE SERVICES ANNEX

The Infrastructure Services Annex to the City of Warrenton EOP is focused on the assessment of damage to, emergency repair of, return to operation, and restoration of the infrastructure that the community relies on to move people and goods, deliver essential programs and services, and access power, water, gas, and sanitation.

Under the City of Warrenton EOP the Infrastructure Services Group is comprised of the ESFs identified in Table INF-1.

**Table INF-1 Infrastructure Services Overview**

<b>ESFs</b> <i>See Section 3 – Purpose and Scope and Section 4 – Infrastructure Services of the City of Warrenton</i>		ESF 1 - Transportation
		ESF 3 – Public Works
		ESF 12 - Energy
<b>Lifelines Supported</b>	 Transportation	Multi-modal transportation to move people, material.
	 Safety and Security	Facilities and assets required to deliver essential government services.
	 Energy (Power & Fuel)	Energy and fuel to power the community.
<b>Lead Local Agencies</b> <i>See Section 5 – Whole Community Management Section 6 – Roles and Responsibilities</i>	City of Warrenton Public Works Department	
<b>Concept of Operations</b> <i>See Section 6</i>	Operations Section – Infrastructure Services Branch	

### 3 PURPOSE AND SCOPE

The Infrastructure Services Annex provides a framework for how the City of Warrenton and the whole community of partners will coordinate during an emergency that disrupts, damages, or disables critical assets and systems including critical facilities, ground and air transportation, power and natural gas transmission and distribution, water production and distribution, and waste management.

This annex is designed to support a coordinated and integrated approach to infrastructure systems and is organized around Emergency Support Functions (ESFs) that focus on specific infrastructure systems presented in Table INF-2.

<b>Table INF-2 Infrastructure Services Emergency Support Functions</b>		
<b>ESF 1 Transportation</b>	<b>ESF 3 Public Works</b>	<b>ESF 12 Energy</b>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Monitor and report status of, and damage to transportation system and critical infrastructure as a result of the incident.</li> <li>• Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged, unavailable or overwhelmed.</li> <li>• Coordinate access to transportation routes including snow and ice removal and debris management.</li> <li>• Coordinate the emergency repair and restoration of the transportation network.</li> <li>• Provide logistical transportation of evacuees, personnel, equipment, materials and supplies.</li> <li>• Partner with law enforcement (ESF 13) efforts to monitor, control and coordinate traffic.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Address the coordination of assessments of energy and water/wastewater systems, components and utilities for damage, operability, supply, demand and the requirements to restore such systems.</li> <li>• Coordinate engineering and construction management support for response and recovery operations.</li> <li>• Prioritize and initiate emergency work to clear debris and obstructions from emergency transportation routes and removal of debris from public property.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>• Assist City departments and agencies in obtaining fuel for transportation (ESF 1), communications (ESF 2), emergency operations and other critical functions.</li> <li>• Help energy suppliers and utilities obtain equipment, specialized labor and transportation (ESF 1) to repair or restore energy systems and/or water or wastewater facilities and infrastructure.</li> <li>• Address the provision of temporary emergency power generation capabilities and/or water and wastewater facilities to support critical facilities and equipment until permanent restoration is accomplished.</li> <li>• Coordinate emergency fuel support for transportation operations (ESF 12).</li> </ul>



## 4 INFRASTRUCTURE SERVICES IN CITY OF WARRENTON

The following sections include brief overview of the ESFs that collectively make up infrastructure services in the City of Warrenton. The descriptions are not intended to be an exhaustive list of features and concepts, but rather provide primary and supporting agencies a general overview of the ESFs.

### 4.1 ESF 1 – TRANSPORTATION

**Capability:** Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.

**EOC Coordination:** Infrastructure Services Branch- Transportation Group

**Related ESF:** ESF 1 – Transportation

Key transportation activities that may need to be performed during an emergency include:

- Identify obstructions and damage to transportation infrastructure, as well as general impact assessments.
- Identify obstructions and damage to transportation infrastructure, as well as general impact assessments
- Coordinate reporting on damage to and status of transportation infrastructure for all modes of transportation
- Prioritize and initiate emergency work tasking to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure

#### 4.1.1 Management of Transportation Operations

The City of Warrenton Public Works Department maintains and operates 60 lane miles of streets, and budgets, plans, designs, and manages Capital Improvement Projects for streets and trails. The City's transportation system allows movement by land, water, and air. In addition to the city, the following jurisdictions own and maintain roadways: Sunset Empire Transportation District and ODOT. Most of the roadway infrastructure in the city is owned by the County or the State; therefore, an incident that occurs within the City, but that falls under the County or State's jurisdiction would require immediate coordination. An ODOT Highway Maintenance Station is located in Warrenton at 1960 SE Dolphin Avenue, with additional offices in Astoria. The Clatsop County Road Maintenance Facility services the City of Warrenton and is located in Astoria. Warrenton School District, Sunset Empire Transportation District, and Medix Ambulance Service also support transportation infrastructure within the city.

The city is connected to US Highway 101 by secondary roads, including East Harbor Drive running east to west and South Main Avenue running north and south. US Highway 101 connects the City with Seaside to the south and Astoria to the north.



### 4.1.2 Transportation Systems

The City's transportation system includes critical infrastructure including the following:

- US Highway 101
- East Harbor Drive
- Main Avenue
- NW Warrenton Drive

The City of Warrenton's lifeline routes—designated for emergency responses in the first 72 hours after an incident—include the following:

- US 101 south of Fort Stevens Highway 104 Spur
- Ridge Road between Hammond and DeLaura Beach Lane
- DeLaura Beach Lane between Ridge Road and Fort Stevens Highway 104
- Fort Stevens Highway 104 between DeLaura Beach Lane and US 101
- Fort Stevens Highway 104 Spur
- SE 12th Place/Airport Road (Clatsop County 2015)

Flooding of bridges in Warrenton is a major concern; these bridges are critical links in the transportation system of the city. The New Young's Bay Bridge connects the city to the communities of Astoria, Jewell, Olney, and Clatsop County, as well as the route to Highway 30. (Clatsop County 2015) Other bridges in the city, including the Skipanon Bridge, and Alder Bridge, if flooded, could preclude access of people and supplies as well.

Transportation by water occurs on the Skipanon River, Columbia River, Lewis and Clark River, and Young's Bay and is generated by marinas for commercial fishing, charter fishing, and recreational boats. The three marinas are Hammond Marina and Warrenton Booring Basin run by the city, and Skipanon Marina, run privately. If water transportation would be required during an emergency, coordination would be required. Some activity is also associated with waterfront industrial uses of the city. (City of Warrenton 2011)

Transportation by air is available from the Astoria Regional Airport, which is owned and operated by the port of Astoria. The airport is used by the US Coast Guard, general aviation aircraft, and, at times, commercial air carriers.

### 4.1.3 Damage Assessment

Damage assessment is the process for determining the nature and extent of loss and damage to individuals, communities or the city in a whole from natural or manmade disasters. The goal of damage assessment is to provide an accurate assessment of the impacted area in support of the response and recovery phases of a disaster. In addition, a formal Preliminary Damage Assessment supported by the use of damage assessment forms paves the process for necessary cost recovery and potential reimbursement during federally declared disasters.



Clatsop County will provide guidance and support this process throughout the County; however the City will manage damage assessments for their own jurisdiction. This includes the identification of lead agency, mobilization of damage assessment teams and surveillance to assess, visualize and/or to report damages. In most cases, the Police Department and Fire Department will coordinate initial assessments of damage performed by visual inspections gathered at a high-level. A more thorough Preliminary Damage Assessment will be led by the Public Works Department and Building Official, supported by area infrastructure owners, and coordinated alongside Clatsop County damage assessment teams. Surveying tools such as, Interra, Collector or other GIS support such as Survey 123<sup>1</sup> may be utilized to assess, visualize or report damages in the event of an emergency within the County.

#### 4.1.4 Debris Management

Disaster debris may include construction and demolition debris, vegetative matter, mixed waste and other materials. City of Warrenton Public Works will rely upon the City and local contractors to clear public rights-of-way and to allow access to other critical areas. Private property owners will be responsible for clearing their own properties. Where the private sector is called upon to supplement City capabilities, local waste collectors, haulers and recyclers will be used to the maximum extent possible (operators may obtain assistance from other collectors throughout the region). City, County and State government agencies will have cleanup responsibility for roads within their respective jurisdictions and for pre-establishing any disposal agreements with local haulers and recyclers. City of Warrenton Public Works will use local contractors to supplement its emergency response capabilities, escalating unmet needs through the County EOC and/or mutual aid partners. Clatsop County's Public Works and Public Health coordinate efforts to maintain the Environmental Health program, which will address larger debris management issues for the County.

## 4.2 ESF 3 - PUBLIC WORKS

**Capability:** Provide the resources (human, technical, equipment, facility, materials, and supplies) of member agencies to support emergency public works needs during a time of emergency.

**EOC Coordination:** Infrastructure Services Branch- Public Works Group; Transportation Group; Debris Management

**Related ESF:** ESF 3 – Public Works

Key activities that may need to be performed during an emergency include:

- Determine the levels of damage to key infrastructure including roads, dams, levees, public water supplies and facilities, electrical, natural gas, sewage, hazardous materials, and hazardous waste sites.

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<sup>1</sup> Survey 123 is being rolled out throughout Clatsop County and the State at the time of this Plan's development.



- Process and coordinate requests for public works support from local and tribal partners Coordinate reporting on damage to and status of transportation infrastructure for all modes of transportation.
- Coordinate repair and restoration of damaged public systems (e.g., water, electrical, natural gas, sanitary sewage, storm water collection, generating, distribution systems, dams, levees, water control structures).
- Coordinate clearance of disaster debris from transportation infrastructure, and development and initiation of emergency collection, sorting, and disposal routes and sites for debris storage and reduction.
- Prioritize and initiate recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs.
- Provide technical assistance to response team with respect to flooding, water management, structure integrity assessment, and impact assessments of infrastructure.

#### 4.2.1 Management of Transportation Operations

The City of Warrenton water and wastewater infrastructure are supported by the City of Warrenton Public Works, with support from the City of Warrenton Building Department.

The City of Warrenton operates a 6 million gallon per day Continuous Microfiltration Water Treatment Plant located at 86646 Lewis & Clark Road, south of the city. The city uses surface water collected from four dams on the Lewis & Clark River and its tributaries. Additionally, the city has a 17.5-million-gallon reservoir for raw water and two 3.5-million-gallon reservoir tanks for treated water. The drinking water distribution system is delivered through 100 miles of pipe to over 3500 connections. (City of Warrenton 2022).

Stormwater management throughout the city is provided by two stormwater pump stations, miles of ditches, 10 miles of levees and 27 tide gates.

The City's public works infrastructure and planning includes:

- Providing safe drinking water.
- Collecting and treating wastewater.
- Maintaining the existing water, sewer, storm water, dikes/levees, parks, trails, streets, sanitation/recycling services and mapping.
- Budgeting, planning, designing, and managing Capital Improvement Projects for water, sewer, storm water, parks, and streets/trails.

Additional critical facilities identified in the 2021 Clatsop County Multi-Jurisdictional NHMP include CMH Medical Group Urgent Care, Port of Astoria, Providence Medical Clinic – Warrenton, South Jetty High School, US Coast Guard – Air Station Astoria, Warrenton Fire Department, Warrenton Grade School, Warrenton High School, Warrenton Police Department, and Warrenton Public Works. (Clatsop County 2021)



## 4.3 ESF 12 - ENERGY

**Capability:** Coordinate plans, procedures, and resources to support response to and recovery from shortages and disruptions in the supply and delivery of utilities during a major disaster or incident..

**EOC Coordination:** Infrastructure Services Branch- Utility Group; Public Works Group

**Related ESF:** ESF 12 – Energy

Key activities that may need to be performed during an emergency include:

- Coordinate with utilities operating in the City and County to ensure that the integrity of the supply systems are maintained during emergency situations and that any damages that may be incurred are repaired and services restored in an efficient and expedient manner afterward.
- Monitor and coordinate the availability of electric generating capacity and reserves, the availability and supply of natural gas, and the supply of generation fuels.
- Coordinate with private sector providers of energy and transportation fuels such as propane, fuel oil, diesel fuel, and gasoline.

### 4.3.1 Management of Energy Operations

Energy resources are considered critical resources that could greatly affect the number of fatalities and response to any number of disasters. Hospitals, first responders and government facilities all need power, telecommunications systems, natural gas, and water and wastewater services in order to adequately respond to emergencies and provide a unified and organized response.

Pacific Power Company supplies electricity to the western and northern parts of Clatsop County and Northwest Natural Gas provides natural gas services to the City. Other utilities include telephone services, provided by CenturyLink, and data lines, provided by Charter Communications. Clatsop County handles electrical inspections for the entire county, and water, sewer, electric provided by utility districts.

### 4.3.2 Energy Systems

The City's energy services include:

- Public water and wastewater collection systems and treatment plants as well as private wells and septic systems in more rural areas (ESF 1)
- Electrical power and telecommunication lines (ESF 2) provided by Pacific Power and CenturyLink
- Natural gas providers including Northwest Natural Gas



### 4.3.3 Emergency Fuel Management

During an emergency where fuel supplies are limited, the city is responsible for coordinating the following actions to support fuel needs for emergency operations:

- Assess damage to citywide fuel infrastructure.
- Assess availability of local fuel supplies and determine allocation priorities.
- Establish and operation Fuel Point of Distribution (FPOD) sites for receiving and storing fuel following a disaster.
- Identify and implement mandatory and voluntary fuel conservation measures to reduce fuel demand.
- Repair and restoration of damaged public systems (e.g., water, wastewater, and stormwater systems).
- Coordinate with utility restoration operations (power, gas, telecommunications).

The Oregon Fuel Action Plan maintained by Oregon Department of Energy outlines coordination and roles and responsibilities of state agencies to respond to emergency fuel needs following a disaster. Should the city deem outside resources necessary, they would coordinate with the County EOC to access outside fuel resources.<sup>23</sup>

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<sup>2</sup> Clatsop County maintains an up-to-date list of fuel resources that was developed in partnership with ODOE.

<sup>3</sup> Clatsop County Emergency Management will develop a Countywide Fuel Plan in FY22-23 to include all jurisdictions within the County.








## 5 WHOLE COMMUNITY INFRASTRUCTURE SERVICES

The activities required to assess damage occurred from an emergency, and to restore emergency services systems that have been disrupted, require a cooperative effort that involves a whole community of partners including local, County, state, and federal agencies, alongside community and private cooperators and partners. Engagement with Whole Community Partners incorporates the City of Warrenton and neighboring jurisdictions, including the Mayor, Vice Mayor, Public Works, Buildings the city's Finance Department, school districts, the Marina, health clinics and hospitals, and more. Table ES-3 presents the primary City partners and Table ES 3 identifies whole community support agencies, cooperators and partners who may be part of a coordinated response and recovery effort.

**Table INF-3 Infrastructure Services Supporting Agencies, Cooperators, and Partners**

ESF 1 TRANSPORTATION						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Public Works</li> </ul>	<ul style="list-style-type: none"> <li>Warrenton Hammond School District</li> <li>Sunset Empire Transportation District</li> <li>Astoria Airport</li> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> <li>Volunteer Organizations Active in Disasters</li> </ul>	<ul style="list-style-type: none"> <li>Medix Ambulance Service</li> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Department of Transportation (ODOT)</li> </ul>	<ul style="list-style-type: none"> <li>United States Department of Transportation</li> <li>US Coast Guard</li> </ul>
ESF 3 PUBLIC WORKS						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Public Works</li> </ul>	<ul style="list-style-type: none"> <li>Building Department</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> <li>Volunteer Organizations Active in Disasters</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Department of Transportation (ODOT)</li> </ul>	<ul style="list-style-type: none"> <li>United States Army Corps of Engineers</li> </ul>
ESF 12 ENERGY						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Public Works</li> </ul>	<ul style="list-style-type: none"> <li>Clatsop County Public Works</li> </ul>		<ul style="list-style-type: none"> <li>Northwest Natural Gas</li> <li>Pacific Power</li> <li>CenturyLink</li> <li>Verizon</li> <li>T-Mobile Charter/Spectrum</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Department of Energy (ODOE)</li> <li>Public Utility Commission of Oregon</li> </ul>	<ul style="list-style-type: none"> <li>Federal Energy Regulatory Commission</li> <li>U.S. Department of Energy</li> </ul>





## 6 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide partners and all users of this Annex with a shared understanding of the tasks they may be asked to perform or support during an emergency. All assigned agencies are responsible for developing procedures to guide execution of these tasks.

*See the State of Oregon EOP and National Response Framework (NRF) for state and federal roles and responsibilities.*

### 6.1 ALL INFRASTRUCTURE SERVICES PARTNERS

During an emergency, all cooperators and partners are responsible for taking the following actions:

- Implement continuity of operations procedures to continue essential functions.
- Provide situation status updates to the EOC when requested.

### 6.2 PRIMARY AGENCIES

The local government primary agencies identified in this annex are responsible for coordination of activities that fall within the scope of the functions it includes as well as other taskings assigned by the Incident Commander or EOC Manager. That does not mean they are directly responsible for providing all activities described, but rather that they serve as a facilitator to organize infrastructure services partners to execute activities required to meet established objectives for emergency operations.

#### 6.2.1 City of Warrenton Public Works

The Warrenton Public Works department will focus on restoring vital lifeline systems to the community, with an emphasis on critical roads. Public works will also place emphasis on supporting law enforcement, fire, and search and rescue with evacuation and traffic control capabilities.

- Keep other City departments abreast of developing conditions.
- Alert other City departments of potential shortage(s) and corresponding ramifications.
- Review Public Works standard operating procedures (SOPs) as they relate to the developing incident.
- Identify additional sources of scarce resources.
- Develop a list of industries and facilities that may be particularly vulnerable.
- Identify segments of the population that would be "at-risk" because of the resource scarcity.



- Assess the situation for alert stages per the City Water Conservation Plan.
- Implement the Water Conservation Plan, as necessary.
- Notify regulating agency(s), as appropriate.
- Train personnel in emergency procedures.
- Identify vulnerabilities in public works and priority inspection locations.
- Identify emergency transportation and alternate transportation routes to support emergency operations.
- Identify local private contractors who can provide backup resources and support and maintain reasonable stockpiles of aggregate, sand and emergency road-surface materials.
- Identify additional sources of scarce resources.
- Develop a list of industries and facilities that may be particularly vulnerable.
- Identify segments of the population that would be "at-risk" because of the resource scarcity. Document incident actions and costs incurred.
- Notify regulating agencies, as appropriate.
- Support damage assessment of the road and bridge network, including traffic signs and signals.
- Perform emergency repairs to critical emergency transportation routes.
- Maintain and repair vehicles including fuel supplies to support emergency operations.
- Coordinate with ODOT on repair and restoration of State-owned transportation assets.
- Debris clearance from transportation infrastructure.
- Repair and restoration of damaged public systems (e.g., water, wastewater, solid waste, electrical, natural gas, and stormwater systems).
- Determination of extent of damage to the following systems: transportation, water, solid waste, electrical, natural gas, wastewater, and hazardous materials.
- Prioritization and initiation of recovery efforts to restore, repair, and mitigate City-owned infrastructure.
- Provision of technical assistance with respect to flooding, water management, structure integrity assessments, and impact assessments of infrastructure.
- Request assistance through the County, if necessary.
  - Identification and labeling of uninhabitable and unsafe structures



- Establishment of priorities and processes for issuing demolition and building permits
  - Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety
- Development and designation of emergency collection, sorting, and debris routes and site for debris clearance from public and private property.

## 6.3 SUPPORTING AGENCIES, COOPERATORS, AND PARTNERS

### 6.3.1 City Attorney

- Review legal requirements for enforcing resource rationing and curtailment.
- Provide legal advice during plan development.
- Assist in development of public curtailment and information programs.
- Provide legal advice to the incident commander during plan implementation.

### 6.3.2 Police Department

- Alert personnel of developing conditions.
- Develop and implement a department fuel curtailment plan.
- Assess the department's minimum resource needs to maintain operations.
- Evaluate potential security and safety issues and make recommendations to the planning section chief.
- Assist in enforcing fuel and water curtailment and rationing plan violations as authorized by ordinance.
- Assist other responding agencies as requested.

### 6.3.3 Building Department

- Coordinate assistance to support local utility, energy and fuel providers, as requested.
- In coordination with department heads, identify critical City facilities (i.e., hospitals, shelters and government offices) and equipment for which emergency backup energy generation is imperative and determine the methods for providing temporary power in an emergency.
- Provide damage assessment information to the City EOC., if applicable.



#### 6.3.4 Sunset Empire Transportation District

- Train personnel in emergency procedures.
- Identify vulnerabilities in public works and priority inspection locations.
- Provide input to improve preparedness, response and recovery capabilities.
- Work with planning commissions to see that new construction does not increase hazard or vulnerability threats.
- Maintain adequate barrier and other road hazard identification materials and equipment.
- Review and update all Public Works maps under its jurisdiction (GIS maintains electronic roadmaps).
- Identify local private contractors who can provide backup resources and support and maintain reasonable stockpiles of aggregate, sand and emergency road-surface materials.
- Support damage assessment of the road and bridge network, including traffic signs and signals.
- Identify emergency transportation and alternate transportation routes to support emergency operations.
- Perform debris clearance on emergency transportation routes and support ongoing debris management activities.
- Maintain and repair vehicles including fuel supplies to support emergency operations.
- Provide heavy equipment, signage and barriers to support transportation operations and traffic control activities.
- Coordinate engineering services for transportation and public works operations and repair.
- Coordinate with ODOT on repair and restoration of State-owned transportation assets.

#### 6.3.5 Warrenton Hammond School District

- Provide assistance as requested for the emergency transport or shelter of people.

#### 6.3.6 Medix Ambulance Service

- Provide assistance as requested for the emergency transport of people.



### 6.3.7 Astoria Airport

- Provide support for air operations and transportation needs.
- Coordinate with regulatory agencies for aviation related issues including aircraft disasters.

### 6.3.8 Local Utility Providers

- Maintain and control energy and fuel systems within their authority.
- Coordinate with the City Manager during an emergency and provide a liaison to the EOC if requested.
- Perform damage assessments (ESF 5) on systems and identify problems or shortfalls in supply to the EOC.
- In coordination with the county, regulate commodity usage in times of shortage, as appropriate and establish priorities for use.
- Identify temporary or alternative sources of fuel and energy while damaged systems are being restored.
- Restore damaged systems.

## 7 CONCEPT OF OPERATIONS

All infrastructure services activities will be conducted in a manner consistent with the processes and procedures established in the Basic Plan of the EOP and will be conducted in a manner consistent with the National Incident Management System (NIMS) and Incident Command System (ICS).

### 7.1 PREPAREDNESS AND READINESS

All cooperators and partners assigned to the Infrastructure Services Branch are responsible for active participation in steady state activities to prepare and maintain readiness in the event of an emergency including the following actions:

- Participate in regular review and update of this annex including acceptance of assigned responsibilities.
- Develop department and organization specific procedures to support execution of assigned activities.
- Maintain adequate equipment and supplies required to perform ESF activities.
- Participate in training and exercises to build capacity.



Additionally, the assigned primary agencies will coordinate with ESF cooperators and partners to conduct the following actions to support readiness activities specific to infrastructure services:

- Maintain an emergency contact list and emergency resource inventory of transportation and engineering assets.
- Pre-identify potential emergency transportation routes and staging areas.

## **7.2 ACTIVATION AND MOBILIZATION**

The Infrastructure Services Branch will be activated when the Incident Commander or EOC Manager (City Manager or designee) determines the need for enhanced coordination of infrastructure services activities and will then notify the primary agency who is then responsible for coordinating with infrastructure services cooperators and partners. All agencies involved in response activities will provide a representative to staff the EOC.

Assigned primary agencies may also choose to activate a Department Operations Center (DOC) to support coordination of function-specific activities.

## **7.3 INFRASTRUCTURE SERVICES IN THE EOC**

The EOC is organized using the ICS and during an emergency that damages or disrupts the community's infrastructure systems, coordination of support for assessment, repair, and restoration of those systems will be delegated by the EOC Manager to the Operations Section Chief who may in turn activate an Infrastructure Services Branch and assign a Branch Director (Figure 1). All roles and responsibilities will be scaled according to incident and capacity at time of the incident. In most situations, the Infrastructure Services Branch Director will be the Public Works Director or their designee.

### **7.3.1 Infrastructure Services Emergency Support Functions**

The Operations Section Chief or Branch Director may activate additional functional groups to support coordination of infrastructure services activities, and the EOC has adapted its ICS structure to allow for use of ESFs as mechanisms to organize activities and partners during an emergency. Primary ESFs that are coordinated through the Infrastructure Services Branch are:

- ESF 1 – Transportation
- ESF 3 – Public Works
- ESF 12 – Energy

The ESFs assigned to the Infrastructure Services Branch may be activated as Groups within the EOC ICS structure and assigned a Group Manager. Typically, the Group Manager will be a representative from the City department with the most logical authority or capability.

*See the EOP Basic Plan for additional information.*



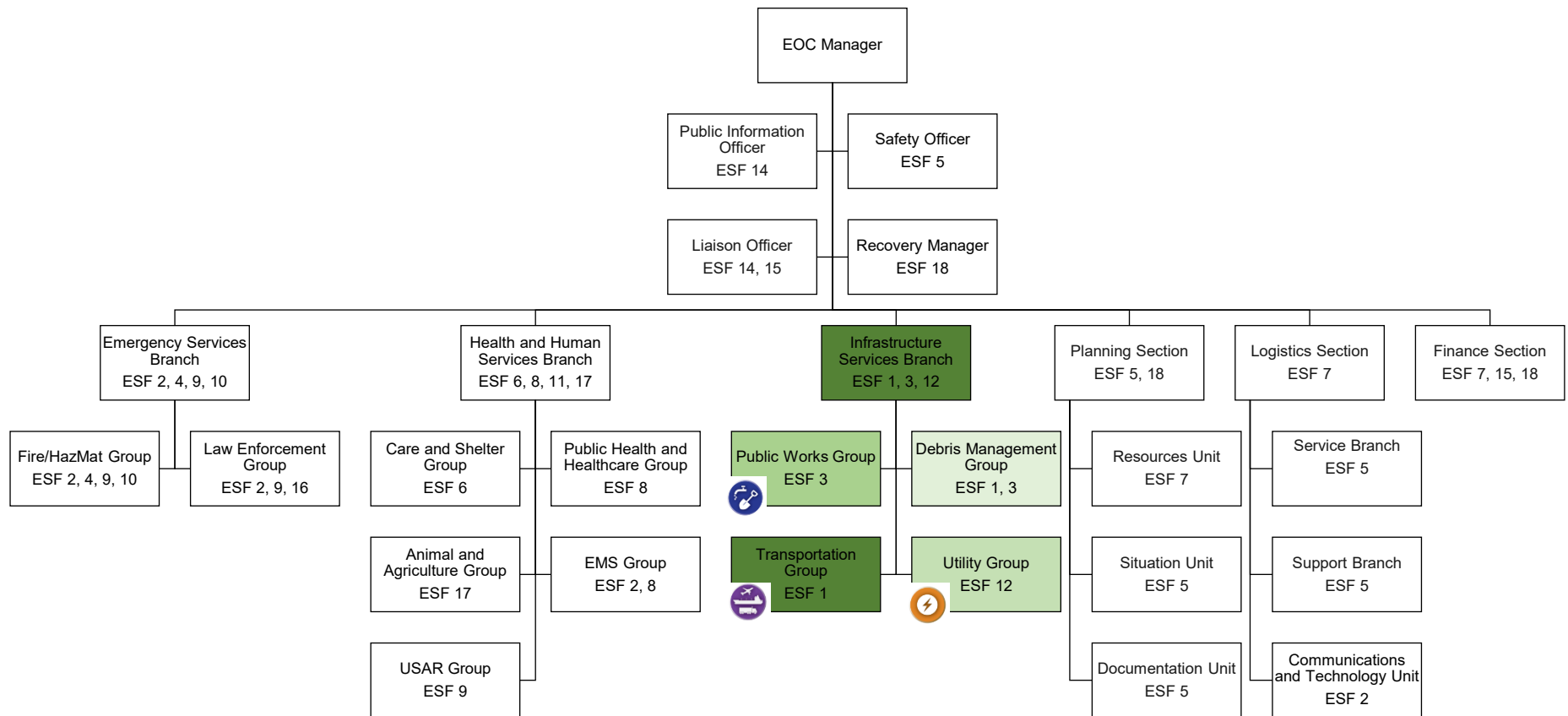


## 7.4 TRANSITION TO RECOVERY

City of Warrenton will coordinate with the County to organize and begin recovery activities of infrastructure as soon as initial response activities have progressed to stabilization. Planning for recovery activities will begin as soon as possible within the City incident action planning process.



**Figure 1 Infrastructure Services in the EOC**



## 8 CAPABILITY SUSTAINMENT

### 8.1 ANNEX DEVELOPMENT AND MAINTENANCE

The assigned primary agencies are responsible for the development and maintenance of this annex including coordination and engagement with supporting agencies to inform updates. At a minimum, this annex should be reviewed on an annual basis.

### 8.2 TRAINING AND EXERCISES

The City Manager, in coordination with the local government primary agencies, are responsible for integrating infrastructure services into the City's training and exercise program and providing guidance to partners and cooperators on training requirements and standards. Each partner and cooperator is responsible for ensuring and documenting that personnel have received the appropriate training, and training activities will occur every two years.



## APPENDIX A RESOURCES

### Local and Regional

- City of Warrenton Transportation System Plan
- City of Warrenton Water Conservation Plan
- City of Warrenton Comprehensive Plan
- 2021 Clatsop County Multi-Jurisdictional NHMP

### State

- State of Oregon Emergency Operations Plan, ESF 1, Transportation, ESF 3, Public Works, and ESF 12, Energy
- State of Oregon Disaster Recovery Plan, SRF 6, Infrastructure Systems.
- Oregon Fuel Action Plan

### Federal

- National Response Framework, ESF 1, Transportation, ESF 3, Public Works and Engineering, and ESF 12, Energy
- National Disaster Recovery Framework, Infrastructure Services RSF
- National Infrastructure Protection Plan, Transportation Systems Sector-Specific Plan



## ATTACHMENT A REFERENCES

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City of Warrenton

# Emergency Operations Plan

MANAGEMENT SERVICES ANNEX

Last Updated: MAY 2022



# 1.0 FUNCTIONAL ANNEX ORGANIZATION

The City of Warrenton Emergency Operations Plan (EOP) is comprised of a Basic Plan that is supplemented by four Functional Annexes that provide additional detail specific to the range of functions that may need to be performed during an emergency or disaster. Each Annex addresses several Emergency Support Functions (ESFs) that have been grouped to align with the partners involved, the organizational structure of the City Emergency Operations Center (EOC), and the organizations used by the Clatsop County (County), State of Oregon (State) and Federal partners.

## City of Warrenton Emergency Operations Plan Functional Annexes

Management Services
ESF 5 Information and Planning ESF 7 Resource Support ESF 14 Public Information ESF 15 Volunteers and Donations ESF 18 Business and Industry
Emergency Services
ESF 2 Communications ESF 4 Firefighting ESF 9 Search and Rescue ESF 10 Hazardous Materials ESF 16 Law Enforcement
Health and Human Services
ESF 6 Mass Care ESF 8 Health and Medical ESF 11 Food and Water ESF 17 Agriculture and Animal Protection
Infrastructure Services
ESF 1 Transportation ESF 3 Public Works ESF 12 Energy

Note: ESF 13, Military Support, is not included above.












## 2.0 MANAGEMENT SERVICES

The Management Services Annex to the City of Warrenton Emergency Operations Plan is focused on the actions to effectively coordinate between partners and management resources and information during an emergency. Aligned with the Federal Emergency Management Agency’s (FEMA) Lifelines, the following table provides an overview of the Emergency Services Annex and the activities it is designed to support.

Under the City of Warrenton EOP, the Management Services is comprised of the ESFs identified in Table MGT-1.

**Table MGT-1 Management Services Overview**

<b>ESFs</b> <i>See Section 3 – Purpose and Scope and Section 4 – Management Services of the City of Warrenton</i>		ESF 5 – Information and Planning
		ESF 7 – Resource Support
		ESF 14 – Public Information
		ESF 15 – Volunteers and Donations
		ESF 18 – Business and Industry
<b>Lifelines Supported</b>		Facilitate operational coordination between the whole community of partners.
		Support information sharing between partners and dissemination of accurate and timely public information.
<b>Primary Agencies</b> <i>See Section 5 – Whole Community Management Services and 6 – Roles and Responsibilities</i>	City Commissioners/City Manager City Fire Department City Police Department City Building	
<b>Concept of Operations</b> <i>See Section 6</i>	Operations Section – Management Services Branch	



## 3.0 PURPOSE AND SCOPE

The Management Services Annex serves as a framework for how City of Warrenton and its whole community of partners will coordinate the planning, management, and administrative activities needed to support emergency operations including resource and information management. Coordination with County, State and Federal is activated when an event overwhelms the local capability and capacity to respond, or in the event of a terrorist attack or malevolent act.

Under the City of Warrenton Emergency Operations Plan (EOP) the Management Services Group is comprised of the Emergency Support Functions (ESFs) identified in Table MGT-2.



<b>Table MGT-2 Management Services Emergency Support Function Actions</b>				
<b>ESF 5 Information and Planning</b>	<b>ESF 7 Resource Support</b>	<b>ESF 14 Public Information and External Affairs</b>	<b>ESF 15 Volunteers and Donations</b>	<b>ESF 18 Business and Industry</b>
<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Facilitate EOC planning Meetings and facilitate the EOC action planning process.</li> <li>Process and analyze incident data, generate information products, and facilitate their availability to partners.</li> <li>Manage requests for information including coordination with the media.</li> <li>Disseminate timely and accurate public information.</li> <li>Facilitate coordination between internal and external emergency management, planning, geospatial, and information technology leads.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Coordinate resource support to fulfill emergency operations requirements.</li> <li>Monitor and track all requests for local and outside resources and coordinate acquisition, delivery and release of resources.</li> <li>Monitor and document the financial costs of providing resources to include costs if providing State agency support, purchasing or contracting goods and services, transportation and above normal staffing.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Establish policies for internal review and approval of public information prior to its release to the community and/or media partners.</li> <li>Coordinate and distribute pre-emergency preparedness public awareness information.</li> <li>Maintain a reliable alert and warning system.</li> <li>Control the spread of rumors, correct misinformation and public information needs.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Coordinate the identification and vetting of volunteer resources.</li> <li>Match volunteer resources and donations with the unmet needs of impacted communities.</li> <li>Maintain a donations management system to ensure the effective utilization of donated cash, goods, and services.</li> <li>Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers.</li> </ul>	<p><b>Coordinate efforts to:</b></p> <ul style="list-style-type: none"> <li>Coordinate with business and industry partners to facilitate private sector support to response and recovery operations.</li> <li>Identify immediate and short-term, recovery assistance to businesses and industry partners</li> <li>Facilitate communication between businesses and industry partners and local and county Emergency Management organizations (ESF 5).</li> </ul>



## 4.0 MANAGEMENT SERVICES IN CITY OF WARRENTON

The following sections include brief overview of the ESFs that collectively make up infrastructure services in the City of Warrenton. The descriptions are not intended to be an exhaustive list of features and concepts, but rather provide primary and supporting agencies a general overview of the ESFs.

The City of Warrenton does not have an office or division of emergency management services separate from its existing departments. The City Manager serves as the Emergency Manager and may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other City staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the City's emergency management program can vary dependent upon the location, size, and impact of the incident. For the purposes of this plan, the structure will be referred to generally as the Warrenton Emergency Management Organization (EMO). Subsequently, the Emergency Manager would be considered the City Manager, unless otherwise delegated. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City's emergency management structure.

Oregon Revised Statutes (ORS) 401.305 and 401.335 gives the City responsibility and authority to direct activities that will allow Warrenton to mitigate, prepare for, respond to, and recover from emergencies or major disasters. The Emergency Operations Plan (EOP) may be activated at the discretion of the City Commissioner or Mayor, the City Manager, or Incident Commander.

Day-to-day supervision of the EOP is the responsibility of the City Manager (or designee). If the EOC is activated, the City Manager (or designee) is responsible for organization, supervision, and operation of the EOC.

### 4.1 INFORMATION AND PLANNING

**Capability:** Compile, analyze, and coordinate overall information planning activities in the City EOC and with partner agencies

**EOC Coordination:** Planning Section; Logistics Section; PIO; Liaison Officer

**Related ESF:** ESF 5 – Information and Planning

Key activities that may need to be performed during an emergency to support information and planning include:

- Serve as a hub for the receipt and dissemination of incident information.
- Coordinate with City agency operations centers and local, tribal, and private sector emergency management organizations to facilitate the flow of situational information



- Collect, process, analyze, and disseminate information to guide response and recovery activities
- Collect and aggregate damage assessment data and track local declarations

#### 4.1.1 Management of information and Planning

City of Warrenton could be subject to a number of different hazards that would require emergency response efforts and thus, a coordinated response through emergency planning support. The City's emergency planning system includes:

- City Commissioners have taken steps for the following:
  - In or Out Pro – Dispatching program supported with mapping functionality
  - WebEOC emergency preparedness software
- Informational Dashboards. The Oregon Office of Emergency Management maintains several tools that may aid in supporting situational awareness dashboards including:
  - Real-time Assessment and Planning Tool (RAPTOR)
  - Oregon Office of Emergency Management (OEM) OpsCenter System

#### 4.1.2 Joint Information System

Providing timely and accurate public information during an emergency of any nature is critical to the overall response efforts. A joint information system (JIC) will be implemented in conjunction with the ICS and a local and/or regional JIC will be established. City of Warrenton will ensure procedures are consistent with those implemented by the existing regional and state public information network.

Depending on the size and nature of the incident, the JIC may be co-located with an existing EOC/Command Post or may be designated as an independent facility. A lead PIO will be assigned to the incident and will maintain the following responsibilities:

- Coordinate information sharing among cooperators and partner networks
- Develop and distribute materials to the general public and media partners
- Implement information clearance processes set by the Incident Commander
- Schedule media briefings in a designated location away from the EOC and other emergency operations

## 4.2 RESOURCE SUPPORT

**Capability:** Provide logistical and resource support during a time of emergency, as well as provide financial tracking and records management of overall costs of the City's response.

**EOC Coordination:** Planning Section; Logistics Section; Finance Section

**Related ESF:** ESF 7- Resource Support



Key activities that may need to be performed during an emergency for resource support include:

- Coordinate the procurement and provision of City, County, local tribal partners, and private sector resources during a disaster.
- Provide logistical and resource support for requirements not specifically addressed in other ESFs.
- Monitor and track available and committed resources involved in the incident.
- Monitor and document the financial costs of providing resources to include purchasing or contracting goods and services, transportation, and above normal staffing.

#### **4.2.1 Management of Resource Support**

Shortages in resources for emergency response could occur in any emergency or disaster, particularly one that lasted longer than 24 hours. Support is available through requests to state and federal agencies once local capacity to respond is exhausted. Additionally, mutual aid agreements with neighboring communities or counties will be invoked as needed. The City's resource support system includes:

- Availability of emergency communications and procedures through the EOP
- Use of various transportation systems to transport resources and materials (ESF 1)
- Memorandums of Understanding and Standby Agreements for Department-specific support services (sanitation, staff, feeding)
- Private contractors and volunteers

#### **4.2.2 Resource Coordination**

The City of Warrenton EOC staff have the authority under emergency conditions to establish priorities for the assignment and use of all City Resources. The City will commit all its resources, if necessary, to protect life and property. The City Manager has the overall responsibility for establishing resource priorities. In a situation where resource allocations are in dispute, the City Manager has final allocation authority. The Logistics and Planning sections have primary responsibility for coordinating the resource management effort.

Under emergency conditions, members of the EOC staff will allocate resources according to the following guidelines:

- Deploy resources according to the following priorities:
  - Protection of life
  - Protection of responding resources
  - Protection of public facilities
  - Protection of private property



- Distribute resources in a manner that provides the most benefit for the amount of local resources expended
- Coordinate citizen appeals for assistance through the PIO at the EOC. Citizens will be given information about where to make these requests over local media.
- Escalate the activation of other available resources by activating mutual aid agreements with other jurisdictions.
- Should the emergency be of such magnitude that all local resources are committed or expended, request assistance from the city for county, state, and federal resources.
- Activation of county, state, and/or federal resources will be accomplished in a timely manner through a State of Emergency Declaration and request for assistance from the County.

In cases where a decision must be made to apply resources to one situation while another problem goes unattended, the preservation of human life shall take priority over the protection of property. In addition to public safety response capabilities, essential resources in a major emergency will include food, shelter, water, and petroleum products. The preservation/restoration of electrical power, critical routes and bridges, and critical facilities will also be priorities.

### **4.2.3 Emergency Fiscal Management**

During an emergency, the City of Warrenton is likely to find it necessary to redirect City funds in order to effectively respond to the incident. Although the authority to adjust department budgets and funding priorities rests with the City Commissioner, emergency procurement authority is delegated to the City Manager with the approval of the City Commissioner. Tracking the expenditures related to an incident is the responsibility of the Finance Section.

If an incident in the City of Warrenton requires major redirection of City fiscal resources, the following general procedures will be followed:

- The City Commissioner will meet in emergency session to decide how to respond to the emergency funding needs.
- The City Commissioner will declare a State of Emergency and request assistance through the County.
- If a quorum of Commissioners cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Commissioner (or their designees) may act on emergency funding requests. The Mayor and City Commissioner will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.



#### 4.2.4 Resource Typing

Resource typing is a method for standardizing nomenclature used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

Within many of the resource types are divisions for size, power, or quantity. These are commonly listed as Type I, Type II, Type III, and so on (with Type I representing the greatest resource capability and Type IV representing the least or smallest resource capability). If interpreted properly, a resource typing list can increase the usefulness of the tools requested in an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. Response personnel and support staff should practice using resource typing lists and become familiar with the standard terminology for commonly requested resources. The following electronic link retrieves a Federal Emergency Management Agency (FEMA) list of acceptable terms for resources requested in a mutual aid context and provides other information: <https://rtlt.preptoolkit.fema.gov/Public/Combined>.

### 4.3 PUBLIC INFORMATION

**Capability:** Gather, organize, and disseminate information to the public and other partners during times of emergency.

**EOC Coordination:** Planning Section; Logistics Section; Finance Section; PIO Officer; Liaison Officer

**Related ESF:** ESF 14- Public Information

Key activities that may need to be performed during an emergency for resource support include:

- Support City agencies and local and tribal partners in the timely and accurate dissemination of information to the public, local, county and state government, the media, and the private sector.
- Facilitate coordination of public messaging and message dissemination through a Joint Information Center (JIC).

#### 4.3.1 Management of Public Information

During periods of emergency, the public needs to have detailed information regarding protective actions to be taken for minimizing loss of life and property. There are times, however, when disaster strikes without warning and the public information system cannot react rapidly enough to properly inform the public about the hazard. For this reason, it is important that, prior to the occurrence of an emergency, the public be made aware of potential hazards and the protective measures that should be employed. The City's external affairs include:

- Coordinate information sharing among the larger PIO networks
- Develop and distribute materials to the general public and media partners





- Lead media briefings in a designated location away from EOC and other emergency operations
- Implement information clearance processes set by the Incident Commander.
- Providing accurate and timely information on City social media pages, including Facebook alerts, the City's website and blog.

#### 4.3.2 Message Development and Dissemination

Designated personnel, public officials, and/or response staff will inform and involve appropriate stakeholders, subject matter experts, and other technical staff during the initial stages of a response.

Support activities of the lead PIO and other public information staff include:

- Creation and dissemination of key messages and incident updates to public and media partners (following review and clearance processes set forth by Incident Commander or designee)
- Activation and staffing a JIC (which may include appointing a JIC Manager)
- Development of fact sheets and situation updates for internal staff use
- Designation of a spokesperson, alternate spokesperson, and supporting subject matter experts, if needed; and
- Development and distribution of news releases, status updates, and other emergency information through news conferences, websites, newspapers, television stations, radio stations, e-mail, and emergency hotlines.
- Development and use of a citizen phone bank/hotline.
- Blog and social media updates.

#### 4.3.3 Alert and Warning

The primary platform for most federal or state warnings is the Integrated Phone Alert and Warning System (IPAWS), which includes broader official messaging such as Amber Alerts and weather-related alerts. The City of Warrenton utilizes local Emergency Alert Systems, Police and Fire Mobile Public Address Systems, ClatsopALERTS, and door-to-door contact for public notifications. The Primary Warning Points for Clatsop County are the NAWAS at the jail, and the Public Safety Answering Points (PSAPs)- Law Enforcement Data System (LEDS) and National Crime Information Center (NCIC). Other local media (TV, radio, newspaper) may be utilized as appropriate, and the When2Work scheduling app is also used for alert and notification of Police staff. These methods may be used separately or in combination to alert and warn the public of an emergency.

Upon detection of an emergency condition arising within the City, the Incident Commander, or designee, will decide if there is a need for immediate alert; if so, they will attempt to notify the City Manager and then direct its implementation. Warrenton may also receive warning from the



County by telephone, the OSP, Fire Net, and Oregon Emergency Response System (OERS). When warning information is received by telephone, the information should be confirmed by a return telephone call. If the emergency is localized, City law enforcement may alert residents in the area by telephone, mobile public address systems, and door-to-door contact. The City of Warrenton will educate residents about the City's alert and warning system. A log of warnings issued during the incident shall be maintained by the Public Information Officer.

The following emergency alert and warning systems are in place within City of Warrenton:

- **Emergency Alert System (EAS)/IPAWS and Local Mass Notification System:** The EAS is composed of radio and TV stations and cable companies; the EAS can be requested of local radio stations or initiated using the local mass notification system, ClatsopALERTS! (Everbridge).
- **Social Media/Internet:** including Facebook notifications, email, and website updates
- **Media:** including newspapers for slow-developing emergency situations (e.g., inclement weather, drought, etc.), radio stations
- **Police and Fire Mobile Public Address Systems:** including public meetings, emergency vehicles, and community hubs
- **Door-to-door notifications:** including community engagement while keeping unprotected workers from entering hazardous areas
- **Special Populations/Disaster Registry:** those working with special populations may assist with groups such as the hearing impaired, non-English-speaking, physically handicapped, homebound, etc.

#### 4.3.4 Emergency Public Information

The PIO provides information to the media, with the approval of the Incident Commander, during pre-incident activities for a known event and until an EOC is activated. Once activated, PIO functions are directed from the EOC with news releases approved by the City Manager and Incident Commander. In addition to formal news releases from the EOC PIO, the on-scene PIO can continue to provide information regarding response activities.

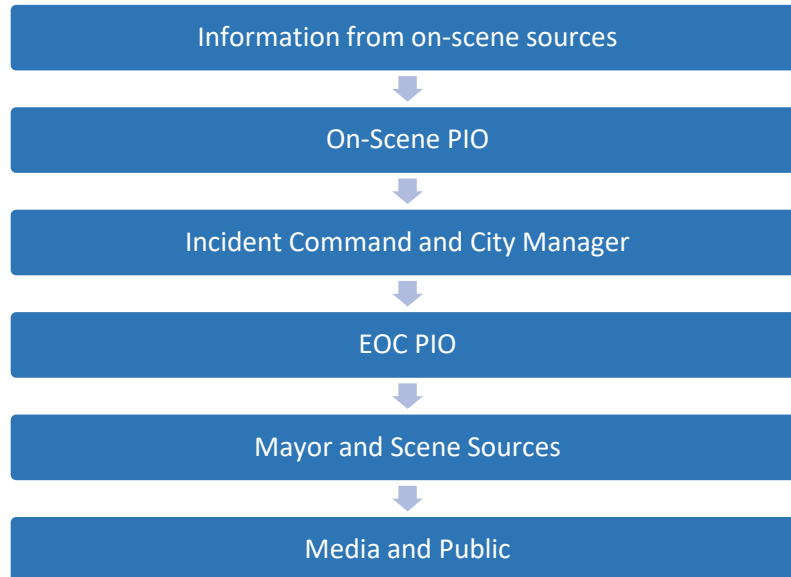
Public information includes the following in the City of Warrenton:

- Signage: posted at key locations throughout the City
- Social media: for push and monitoring
- Local media and radio notification: including newspapers, local radio
- Press releases: through Copy Scanner and Watch social media pages
- City website
- Coordination with County and other coastal cities



## Information Flow

Incident information flow shall be routed as follows:



### 4.3.5 Media Briefing Facilities

During an emergency, media briefing areas may be established in the closest available facility capable of housing the media briefings, including protection from environmental impacts, capacity to hold a large number of people, and accessible by transportation routes.

### 4.3.6 Media Access to the Scene

In cooperation with the EOC and the Safety Officer, the Incident Commander may allow media representatives restricted access to the scene, accompanied by a member of the Public Information staff. This should be done with regard to the safety of media personnel, the impact on response, and the wishes and concerns of the victims.

If it is not safe or practical to admit all media representatives to the scene, a media "pool" may be created, where media representatives select one camera crew to take video footage for all. If even such controlled access is impractical, a "staged" photo opportunity to tape response vehicles or support activities may satisfy the media's need for video footage.

Response personnel must be protected from unwanted media intrusion. Off-shift personnel should be provided uninterrupted rest. It may be necessary to provide security to facilities where response personnel are housed and disconnect the telephones to ensure privacy.

Victims and families should have access to public officials without having to face media.

The media may be allowed access to response personnel, at the discretion of the Incident Commander, only if such an interview does not interfere with the response effort.



Response personnel will not comment on the incident without the consent of the Incident Commander. Inquiries should be directed to the designated PIO, with approval of the Incident Commander and the department of jurisdiction.

## 4.4 VOLUNTEERS AND DONATIONS

**Capability:** Lead the City's role in coordination of emergent volunteers and donations to support local and tribal emergency operations

**EOC Coordination:** Planning Section; Logistics Section; Finance Section; PIO Officer; Liaison Officer

**Related ESF:** ESF 15- Volunteers and Donations

Key activities that may need to be performed during an emergency for resource support include:

- Coordinate the identification and vetting of volunteer resources and matching volunteer resources and donations with the unmet needs of impacted communities
- Maintain a state donations management system to ensure the effective utilization of donated cash, goods, and services.
- Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers.
- When possible, coordinate with the larger disaster relief network such as American Red Cross and ORVOAD (Oregon Voluntary Organizations Active in Disaster).

### 4.4.1 Management of Volunteers and Donations

The Police Department will have primary responsibility of overseeing the Community Emergency Response Team (CERT), and the City Manager or designee will be responsible to ensure that items donated by individuals, private or public groups are inventoried, managed and distributed in a manner to provide the appropriate goods to the affected citizens. ESF 15 does not address organized volunteer and donation resources that have been pre-vetted to support a specific function, as those resources will be addressed by the appropriate ESF. For example, identification of unmet needs and bulk distribution of emergency supplies is addressed in ESF 6 – Mass Care. Activities will include:

Coordinate the identification and vetting of volunteer resources.

- Match volunteer resources and donations with the unmet needs of impacted communities.
- Coordinate a state donations management strategy to ensure the effective utilization of donated cash, goods, and services.
- Coordinate a state volunteer management strategy to ensure the effective utilization of spontaneous volunteers.
- Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and spontaneous volunteers



#### 4.4.2 Volunteers and Donations Systems

The Warrenton City Manager will coordinate and manage volunteer services and donated goods through appropriate liaisons assigned at the City EOC, with support from CERT, the American Red Cross and other volunteer organizations. These activities seek to maximize benefits without hindering emergency response operations. Procedures for accessing and managing these services during an emergency will follow ICS/NIMS standards.

### 4.5 BUSINESS AND INDUSTRY

**Capability:** Lead the City's role in coordination of emergent volunteers and donations to support local and tribal emergency operations

**EOC Coordination:** Planning Section; Logistics Section; Finance Section

**Related ESF:** ESF 18- Business and Industry

Key activities that may need to be performed during an emergency for Business and Industry support include:

- Fostering partnerships with private (business and industry) and public (City, County, regional, state, federal) sector emergency management organizations throughout all phases of the emergency management cycle
- Identifying, coordinating, mobilizing, tracking, and demobilizing private sector owned and operated resources utilized during incident response operations.
- Conducting initial economic damage assessments for impacted areas.

#### 4.5.1 Management of Business and Industry

The City is subject to a number of potential hazards which would adversely impact businesses or require close coordination with businesses to support response and recovery actions. The top employers in the City include Walmart, Costco, Home Depot, Fred Meyer, Bio Oregon, Point Adams Packing, Pacific Coast Seafoods, LEKTRO, and Hampton Lumber (City of Warrenton 2018). The Warrenton area has been dependent on a natural resource extraction economy since its settlement, with the principal activities being fishing, logging and wood product processing. The Skipanon River Waterway, along with the Columbia River shore, form the nexus for industrial activity in Warrenton. Tourism is playing an increasingly important role in the local economy, specifically retail along US Highway 101, Fort Stevens campground, and sport fishing activity centered on Bouey 10 Salmon season. (City of Warrenton 2010). Key elements of the City's business system include:



- Small business opportunities
- Businesses concentrated on US Highway 101
- Façade improvement commercial grant program
- A shared vision of the downtown and marina as a unique mixed-use area for shopping, living, dining, civic activities, and artistic endeavors.



## 5.0 WHOLE COMMUNITY MANAGEMENT SERVICES

The activities required to assess and restore management systems during an emergency require a cooperative effort that involves a whole community of partners including local, state, and federal agencies and public and private cooperators and partners. Engagement with Whole Community Partners incorporates the City of Warrenton and neighboring jurisdictions, including the Mayor, Vice Mayor, Public Works, the city’s Finance Department, school districts, the Marina, health clinics and hospitals, and more. Table MGT-3 presents the primary City partners and Table ES 3 identifies whole community support agencies, cooperators and partners who may be part of a coordinated response and recovery effort.




**Table MGT-4 Emergency Services Supporting Agencies, Cooperators, and Partners**

ESF 5 INFORMATION AND PLANNING						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Commissioners</li> <li>City Manager</li> <li>City Police Department</li> <li>Public Works</li> </ul>		<ul style="list-style-type: none"> <li>CERT</li> <li>Volunteer Organizations Active in Disasters</li> </ul>		<ul style="list-style-type: none"> <li>Oregon Office of Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>U.S. Department of Homeland Security</li> </ul>
ESF 7 RESOURCE SUPPORT						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Commissioners</li> <li>City Manager</li> <li>City Treasurer</li> <li>City Police Department</li> <li>City Fire Department</li> </ul>	<ul style="list-style-type: none"> <li>Clatsop county Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>CERT</li> <li>American Red Cross</li> <li>Salvation Army</li> <li>Volunteer Organizations Active in Disasters</li> <li>Faith-based Organizations</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Office of Emergency Management</li> <li>State Department of Administrative Services (DAS)</li> </ul>	<ul style="list-style-type: none"> <li>U.S. Department of Homeland Security</li> <li>U.S. DAS</li> </ul>
ESF 14 PUBLIC INFORMATION						



**CITY OF WARRENTON EMERGENCY OPERATION PLAN**  
**FUNCTIONAL ANNEX Management Services**

MAY 2022

	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Commissioners</li> <li>City Manager</li> <li>City Police Department</li> <li>City Fire Department</li> </ul>	<ul style="list-style-type: none"> <li>Clatsop County Emergency Management</li> <li>Clatsop County Public Affairs Department</li> </ul>	<ul style="list-style-type: none"> <li>American Red Cross</li> <li>Salvation Army</li> <li>Volunteer Organizations Active in Disasters</li> <li>Faith-based Organizations</li> </ul>	<ul style="list-style-type: none"> <li>Local Media</li> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Office of Emergency Management</li> <li>Oregon Department of Human Services</li> <li>Oregon Health Authority</li> <li>Oregon State Police</li> </ul>	
<b>ESF 15 VOLUNTEERS AND DONATIONS</b>						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Commissioners</li> <li>City Manager</li> <li>City Police Department</li> <li>City Fire Department</li> </ul>		<ul style="list-style-type: none"> <li>CERT</li> <li>Volunteer Organizations Active in Disasters</li> <li>American Red Cross</li> <li>Salvation Army</li> <li>Faith-based Organizations</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Oregon Office of Emergency Management</li> </ul>	
<b>ESF 18 BUSINESS AND INDUSTRY</b>						
	CITY	OTHER GOV'T	COMMUNITY	PRIVATE	STATE	FEDERAL
	<ul style="list-style-type: none"> <li>City Commissioners</li> <li>City Manager</li> <li>City Finance Department</li> </ul>	<ul style="list-style-type: none"> <li>Chambers of Commerce</li> </ul>	<ul style="list-style-type: none"> <li>Rotary</li> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>Marinas</li> </ul>	<ul style="list-style-type: none"> <li>State Department of Administrative Services (DAS)</li> </ul>	<ul style="list-style-type: none"> <li>U.S. DAS</li> </ul>







## 6.0 ROLES AND RESPONSIBILITIES

The following Management Services roles and responsibilities are intended to provide primary and supporting partners with a shared understanding of the tasks they may be asked to perform or support during an emergency and all assigned agencies are responsible for developing procedures to guide execution of these tasks.

*See the State of Oregon Emergency Operations Plan and National Response Framework for state and federal roles and responsibilities.*

### 6.1 ALL MANAGEMENT SERVICES PARTNERS

- Implement continuity of operations procedures to continue essential functions.
- Provide situation status updates to the EOC when requested.
- Provide personnel and resources to support emergency operations as requested and available.

### 6.2 PRIMARY AGENCIES

#### City Commissioners/City Manager

- Primary responsibility for the collection, analyzing and distribution to information to the appropriate agencies or jurisdictions affected.
- Coordinate emergency response and recovery efforts.
- Coordinate with local, state and federal partners as needed during large and small events.
- Support coordination of physical resources whether publicly or privately (i.e., under a declaration of emergency) owned.
- Ensure that resource surveys are conducted and maintained.
- Resolve resource priority issues with the multi-agency coordination
- Institute resource controls.
- Provide assistance to the PIO to support message development and dissemination.
- Aid in identification of additional human resources to support public information and external affairs needs.
- Advise, in coordination with the PIO, on the need to activate or participate a Joint Information Center.



- Support documentation of public information and external affairs activities.
- Activate the EOC, if necessary, and begin staffing as required by the incident and addressed in the City Emergency Operations Plan (EOP).
- An alternative EOC location may be necessary and will be designated by the City Manager.
- The City EOP details who may request activation of the EOC. However, at a minimum, the City EOC shall be staffed by the City Manager, the Police Chief, the Fire Chief, the Public Works Director, and the Communications Manager (or their designees).
- Assign a representative of the City of Warrenton to the County EOC, if applicable.
- Coordinate the flow of public information to ensure consistency and appropriateness.

#### **Police Department**

- Release information to the public, as requested.
- Alert personnel of developing conditions.
- See Emergency Services Functional Annex.
- Coordinates the CERT program with the City of Warrenton Fire Department

#### **City Building/Planning**

- Primary responsibility for the collection, analyzing and distribution to information to the appropriate agencies or jurisdictions affected.
- Coordinate emergency response and recovery efforts.
- Provide damage assessment information to the City EOC., if applicable.

### **6.3 SUPPORTING AGENCIES, COOPERATORS, AND PARTNERS**

#### **American Red Cross**

- Coordinate the distribution of relief goods and relief services.
- Maintain records of goods distributed, donations collected and distributed, and people served.

#### **Faith-Based Organizations**

- Coordinate and distribute donations to persons affected by a disaster.
- Coordinate local volunteer efforts in conjunction with the County and American Red Cross. This may include operation of informal or formal shelter sites.
- Provide information on donations received and distributed to the Emergency Management Department.



### **Local Media**

- Provide coverage of local and regional disasters and provide information as requested from the Emergency Management Department.

### **Salvation Army**

- Coordinate, collect and distribute relief goods and services.
- Collect and distribute relief funds.
- Provide volunteers, as needed.



## 7.0 CONCEPT OF OPERATIONS

All management services activities will be conducted in a manner consistent with the processes and procedures established in the Basic Plan of the EOP and will be conducted in a manner consistent with the National Incident Management System (NIMS) and Incident Command System (ICS).

### 7.1 PREPAREDNESS AND READINESS

All assigned partners are responsible for active participation in maintaining organizational readiness including:

- Participate in regular review and update of the Annex including acceptance of assigned responsibilities.
- Develop procedures to support execution of assigned activities.
- Maintain adequate equipment and supplies required to perform activities.
- Participate in training and exercises to build capacity.

Additionally, the assigned primary agencies will coordinate with City cooperators and partners to conduct the following actions in support of readiness activities specific to infrastructure services:

- Maintain an emergency contact list and emergency resource inventory of Management Services assets.
- Pre-identify potential Management Services staging areas.

### 7.2 ACTIVATION AND MOBILIZATION

The Management Services Branch is comprised of the Command and General Staff that are required for the incident, as capacity allows, except for Operations including:

- Public Information Officer
- Liaison Officer
- Planning Section Chief
- Logistics Section Chief
- Finance and Administration Section Chief

These positions will be activated when the Incident Commander or EOC Manager determine the need for resource or information management support. Upon this determination, the EOC Manager will notify the individuals who will be called upon to fill the position and who are then responsible for making appropriate notifications to ESF cooperators and partners and providing a representative to staff the EOC.



## 7.3 MANAGEMENT SERVICES IN THE EOC

The EOC is organized using the ICS and during an emergency that damages or disrupts the community's infrastructure systems, coordination of support for assessment, repair, and restoration of those systems will be delegated by the EOC Manager to the Operations Section Chief who may in turn activate a Management Services Branch and assign a Branch Director. (Figure 1) In most situations, the Management Services Branch Director will be determined by the situation. In most cases the City Manager will assume the role. However, the City Manager may designate this role to the Police Chief or Fire Chief.

### Management Services Emergency Support Functions

The Operations Section Chief or Branch Director may activate additional functional groups to support coordination of management services activities, and the EOC has adapted its ICS structure to allow for use of ESFs as mechanisms to organize activities and partners during an emergency. Primary ESFs that are coordinated through the Management Services Branch are:

- ESF 5 – Information and Planning
- ESF 7 – Resource Support
- ESF 14 – Public Information
- ESF 15 – Volunteers and Donations
- ESF 18 – Business and Industry

The ESFs assigned to the Management Services Branch may be activated as Groups within the EOC ICS structure and assigned a Group Manager. Typically, the Group Manager will be a representative from the City department with the most logical authority or capability.

*See the EOP Basic Plan for additional information.*

## 7.4 TRANSITION TO RECOVERY

The recovery phase of an emergency is the period of time following the response period when actions are taken to help citizens return to a normal, or safer, life as soon as possible after an emergency.

Recovery is both a short- and long-term process. In the short term, emphasis is placed on restoring vital services to the community and identifying and providing basic needs to the public. Long-term recovery restores the community to its normal state, or better. It is at this point that knowledge gained by the incident is converted to mitigation measures for future hazard risks.

During recovery, many of the responsibilities and activities continue, but sometimes with a change in focus. These include the following.

- Planning
  - Demobilization of resources



- Documentation of emergency activities
- Situation status reports
- Coordination of resource management with the Logistics Section and Incident Commander
- Mapping
- Preparation of the Final Incident Package
- Initial Damage Assessment
- Logistics
  - Make arrangements for Disaster Application Center for FEMA
  - Document emergency activities
  - Provide temporary housing and food for displaced persons
  - Coordinate resource management with the Planning and Finance Sections
- Finance
  - Keep records of all costs incurred
  - Document emergency activities
  - Prepare documents for submission to State and Federal government
  - Provide damage assessment coordination and documentation
- PIO
  - Disseminate public information
  - Document all emergency activities

### **Short Term Recovery Activities**

During the recovery phase of an emergency, the City Manager or Incident Commander has the final authority to establish priorities for recovery activities and the allocation of resources to support them. Some activities, such as damage assessment, will most likely begin during the response phase of the emergency once the incident is stabilized. Short-term recovery activities may include the following:

- Damage assessment and posting of unsafe and unusable buildings, roads, or bridges.
- Assessment of victims' needs.
- Removal of disaster debris.
- Removal of animal and human remains.



- Testing of drinking water and, if necessary, establishing new or additional drinking water supplies.
- Emergency repairs of sanitary sewer and storm drain systems.
- Repair of electricity and natural gas lines.
- Establishing security in affected areas.

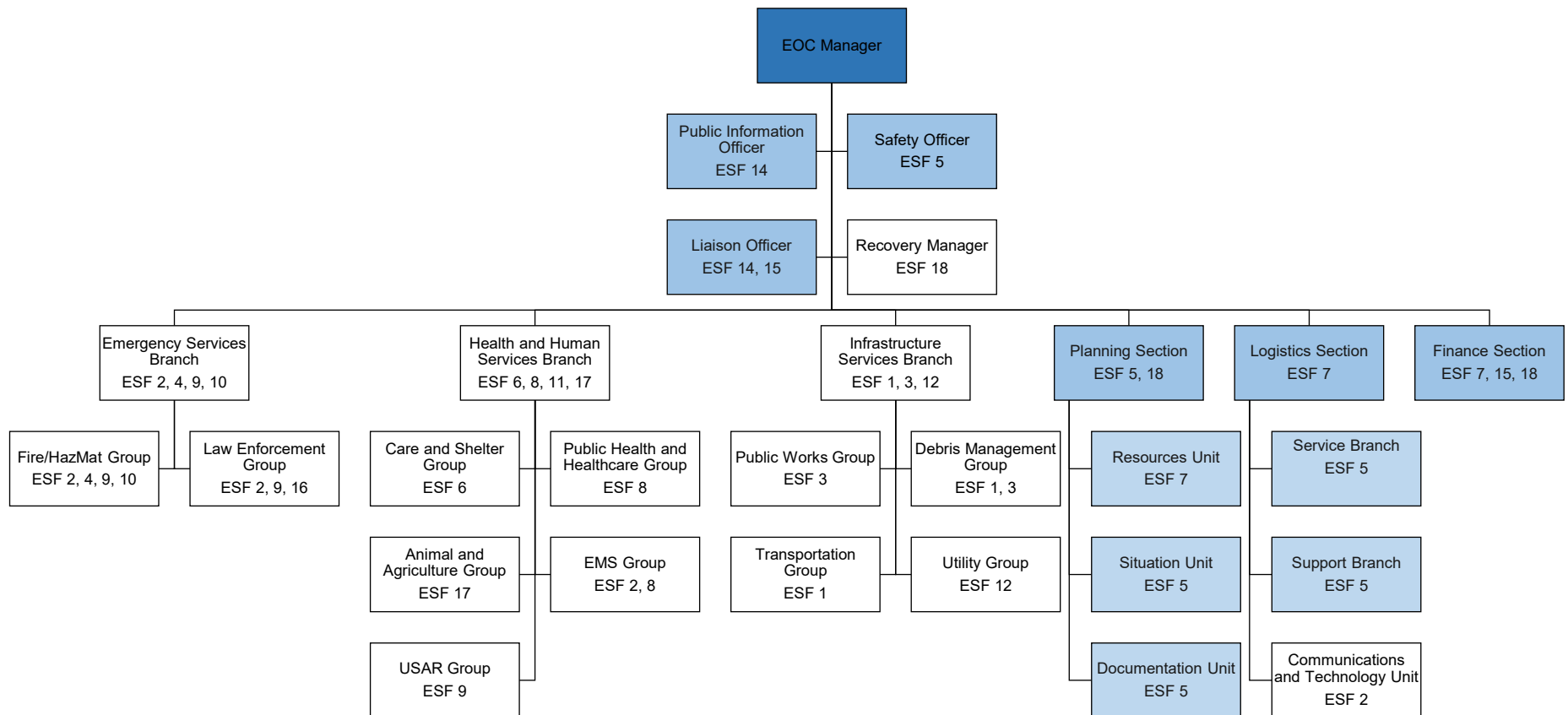
### **Long-Term Recovery Activities**

Long-term recovery activities are generally conducted by the same resources used for similar activities during non-emergency times. These activities include the following:

- Restoration of non-vital government services.
- Demolition and reconstruction of damaged areas.
- Monitoring restoration activities.
- Establishing, if necessary, in coordination with the Federal government, a Disaster Application Center (See FA 2, Human Services).
- Identifying areas to improve and implement changes (such as building codes, emergency plans, training deficiencies, etc.) that could mitigate damage in future emergencies.



**Figure 1 Management Services in the EOC**





## 8.0 CAPABILITY SUSTAINMENT

### 8.1 ANNEX DEVELOPMENT AND MAINTENANCE

The assigned primary agencies are responsible for the development and maintenance of this annex including coordination and engagement with supporting agencies to inform updates. At a minimum, this annex should be reviewed on an annual basis.

### 8.2 TRAINING AND EXERCISES

The City Manager, in coordination with the local government primary agencies, are responsible for integrating management services into the City's training and exercise program and providing guidance to partners and cooperators on training requirements and standards. Each partner and cooperator is responsible for ensuring and documenting that personnel have received the appropriate training. Training and exercise activities will occur every two years or as deemed necessary due to legal or regulatory changes, or changes in organizational structure.



## RESOURCES

### Local and Regional

- City of Warrenton Comprehensive Plan
- 2021 Clatsop County Multi-Jurisdictional NHMP

### State

- State of Oregon Emergency Operations Plan,
- ESF 5, Information and Planning
- ESF 7, Resource Support
- ESF 14, Public Information
- ESF 18, Business and Industry

### Federal

- National Response Framework
- ESF 5, Information and Planning
- ESF 6, Mass Care, Emergency Assistance, Temporary Housing, and Human Services
- ESF 7, Logistics
- ESF 14, Cross-Sector Business and Infrastructure
- ESF 15, External Affairs

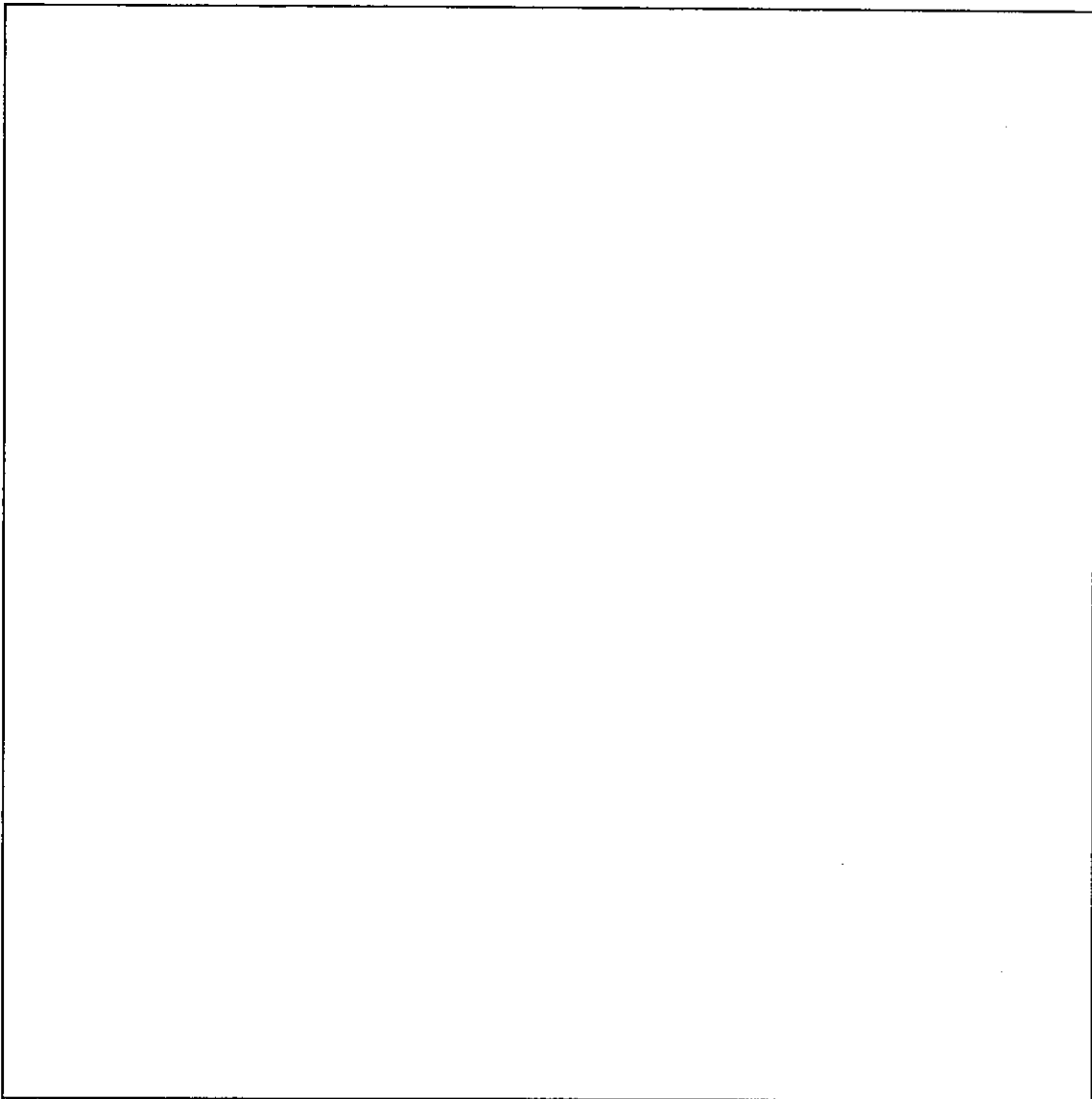


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In November 2020, Oregon voters approved Ballot Measure 109, known as the Oregon Psilocybin Service Act (codified at ORS 475A), which allows for the manufacture, delivery and administration of psilocybin (mushrooms) at licensed facilities. The Oregon Health Authority (OHA) has begun the rulemaking process to implement Measure 109 and will begin accepting applications for psilocybin licenses in January 2023. This means local governments need to begin thinking about whether and to what extent they want to impose regulations on these types of facilities soon.

The Measure 109 program for psilocybin was modeled after the state's marijuana program. As with the marijuana program, there are different types of

licenses that OHA will issue under the state's psilocybin program— manufacturer (production), laboratory (testing), facilitator (server), and service center licenses (location where provided and taken). Also, like the marijuana program, local governments may be involved in this process in three ways: (1) by imposing prohibitions on all or some of the types of licensed facilities being located within their jurisdictions; (2) by imposing time, place and manner restrictions on such facilities; and (3) by considering a land use compatibility statement (LUCS) that any such facility must acquire before it can obtain a license from OHA.

Accordingly, local governments should consider a few regulatory issues this summer so they are prepared when OHA begins to accept applications for licenses in January 2023:

- Local governments may impose prohibitions on psilocybin manufacturing and service center facilities within their jurisdictions. Importantly, state law already prohibits locating a service center within residential zones of an incorporated city. A local prohibition can be permanent or for a limited duration. As with marijuana prohibitions, however, local psilocybin prohibitions must be approved by the voters during a statewide general election. Thus, if a local government wants to propose a prohibition to the voters, it must do so for this November's election or it will need to wait until the November 2024 election to do so. The deadline to refer a measure to this November's ballot is August 18.
- Instead of a prohibition, local governments may impose time, place and manner restrictions on such facilities. Often, such regulations are included as part of a local jurisdiction's development code, and amendments to such codes can require a somewhat lengthy process, as they typically include providing notice to the state as well as hearings before the local planning commission and governing body. Thus, local governments wishing to impose time, place or manner restrictions on these types of facilities should begin the process this summer. Of note, state law already prohibits the manufacturing of psilocybin products

outdoors as well as prohibits locating a service center within 1,000 feet of a school. As noted above, service centers are also already prohibited within a residential zone of an incorporated city. Whether additional regulations are necessary is a decision each jurisdiction should make locally.

Some issues local jurisdictions will not need to consider are local licensing requirements, as well as local taxes, because Measure 109 preempted local ordinances on both. The League of Oregon Cities (LOC) has produced model ordinances to be referred to the voters to prohibit the location of psilocybin facilities within a jurisdiction. In addition, LOC has made available a presentation about psilocybin from OHA for local governments. Our office, of course, remains available to assist your jurisdiction with these issues as needed.

Header Photo by [Kelly Sikkema](#) on [Unsplash](#), used with thanks.

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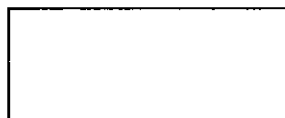
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## **2023 Legislative Priorities Ballot**

*Issued on June 10, 2022*

*Ballots due by 5:00 p.m. on August 5, 2022*



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## 2023 Legislative Priorities Ballot – League of Oregon Cities

**Background:** Each even-numbered year the LOC appoints members to serve on 7 policy committees. These policy committees are the foundation of the LOC's policy development process. Composed of city officials, these committees are charged with analyzing policy and technical issues and recommending positions and strategies for the LOC. Each committee provides a list of recommended policy positions and actions for the LOC to take in the coming two year legislative cycle. This year, all 7 committees identified between 3 to 5 legislative policy priorities to advance to the full membership and LOC Board of Directors.

**Ballot/Voting Process:** Each city is being asked to review the recommendations from the 7 policy committees and provide input to the LOC Board of Directors as it prepares to adopt the LOC's 2023 legislative agenda. After your city has had an opportunity to review the proposals, please complete the electronic ballot indicating the top 5 issues that your city would like to see the LOC focus on during the 2023 legislative session.

Each city is permitted one vote. As such, each city must designate a person to enter the vote electronically on the below link. For those cities without electronic options for voting, paper ballots may be requested from LOC's Legislative Director Jim McCauley at [jmccauley@orcities.org](mailto:jmccauley@orcities.org).

**Important Deadlines:** The deadline for submitting your city's vote is **5:00 p.m. on August 5, 2022.**

**Ballots were emailed to the CAO of each city. If your city didn't receive the ballot, please email Jim McCauley at [jmccauley@orcities.org](mailto:jmccauley@orcities.org).**

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## Brought to you by the Community Development Policy Committee

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### Full Funding and Alignment for State Land Use Initiatives

**Legislative Recommendation:** *The LOC will support legislation to streamline and fully fund local implementation of any recently adopted or proposed state land use planning requirements, including administrative rulemaking.*

**Background:** Recent legislation and executive orders have made significant changes to the state’s land use planning process, including increasing burdens for local government. While the LOC shares the state’s policy goals, these updates have resulted in extensive, continuous, and sometimes conflicting rulemaking efforts that are not supported by adequate state funding. Cities simply do not have the staff capacity or resources needed to implement current requirements. Existing planning updates should be streamlined to enable simpler, less costly implementation and any new proposals should be aligned with existing requirements.

### Local Funding to Address Homelessness

**Legislative Recommendation:** *The LOC will seek funding to support coordinated, local responses to addressing homelessness.*

**Background:** The LOC recognizes that to end homelessness, a statewide and community-based coordination approach to delivering services, housing, and programs is needed. Addressing homelessness will look different and involve different service provider partners from one city to the next, but one thing is consistent, addressing the crisis requires significant financial resources. While cities across Oregon have developed programs, expanded service efforts, built regional partnerships, and have significantly invested both their local General Fund and federal CARES Act and American Rescue Plan Act dollars into programs to address the homelessness crisis in their respective communities, the crisis continues. The homelessness crisis exceeds each city’s individual capacity – necessitating the need for meaningful fiscal support from the State of Oregon.

### Infrastructure Funding to Support Needed Housing

**Legislative Concept:** *The LOC will support state funding for infrastructure needed to support needed housing.*

**Background:** As Oregon works to overcome its historic housing supply deficit, development costs continue to rise. Cities have limited tools to address the rising costs of infrastructure necessary to support the impact of new housing development. A statewide fund to address infrastructure costs and improve housing affordability is needed.

### Economic Development Incentives (co-sponsor with Tax and Finance Committee)

**Legislative Recommendation:** *The LOC will support legislation to preserve and strengthen discretionary local economic development incentives including the Enterprise Zone (EZ), Long Term Rural Enterprise Zone (LTREZ) and Strategic Investment Program (SIP).*

**Background:** The EZ and LTREZ programs provide local governments the option to offer a temporary full exemption from property taxes for qualified new property of a business (3 to 5 years for the standard EZ and 7 to 15 years for the rural EZ). The SIP program allows local governments to offer a 15-year



partial exemption on the value of new property that exceeds a certain investment threshold (\$25 million to \$100 million depending on location and total project value). Recent studies by Business Oregon confirmed what city economic development professionals knew; these incentive programs are crucial for Oregon to remain competitive nationally and show massive benefits to Oregon in terms of jobs, enhanced economic activity, and tax revenues. The EZ and LTREZ programs will sunset in 2025 without action by the legislature, and “gain share” provisions of the SIP program transferring a portion of income taxes resulting from qualified projects to local governments will sunset in 2026. The LOC will advocate for sunset extensions and for changes that will improve the programs, and advocate against any changes that will reduce local control or devalue the incentives.

### **Community Resiliency and Wildfire Planning**

**Legislative Recommendation:** *The LOC will support investments for climate and wildfire resiliency planning, as well as infrastructure upgrades, to fill existing gaps and assist cities in planning for extreme weather events and wildfire.*

**Background:** Oregon communities are increasingly looking for help planning for climate change impacts, including infrastructure upgrades, to handle extreme weather events. Cities of all sizes, especially small to mid-sized cities, need technical assistance and additional capacity to better plan for and recover from climate events and wildfire. Investments in infrastructure upgrades, repairs, and resiliency will help rebuild communities, better ensure equity and access to critical services, protect public health and the environment, improve community resiliency, and promote economic recovery.

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## **Brought to you by the General Government Policy Committee**

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### **Protecting Public Employees and Officials**

**Legislative Recommendation:** *The LOC will introduce legislation to protect the personal contact information of public employees and increase criminal sanctions when public officials and employees are subject to criminal activity connected to their service.*

**Background:** Cities have seen an increase in harassments, threats and property damage in recent years. Over 80 percent of city leaders who participated in a National League of Cities [report](#) on public civility indicated they had personally experienced harassing or harmful behavior because of their role as a public official. Additionally, an ambiguity in the phrasing in a statute intended to protect the private information of public employees may require an employer to release home addresses, personal emails and contact information.

### **Return to Work**

**Legislative Recommendation:** *Eliminate the sunset on the ability of retirees to return to work.*

**Background:** PERS covered retirees are currently allowed to return to work without suffering a tax or pension penalty until 2024. Allowing retirees to return to work allows employers to fill critical vacancies while not paying pension and other costs in times of both fiscal hardships and workforce scarcity. The sunset was established as part of a compromise PERS reform package passed in 2017 but has been successful for retirees and employers.

### Attorney Client Privilege

**Legislative Recommendation:** *Ensure that privileged communications between public bodies and officials and their legal counsel remain confidential indefinitely.*

**Background:** A recent court ruling limited public sector attorney client privilege to 25 years, which is identical to the lifespan of other public records exemptions. The LOC believes that public officials should have the same right to unimpeded legal counsel as all other attorney clients.

### Address Measure 110 Shortcomings

**Legislative Recommendation:** *Restore criminal justice incentives for seeking treatment for addiction while ensuring a path for expungement for successfully completing a treatment program.*

**Background:** Oregon voters passed Measure 110 in 2020 which eliminated criminal sanctions for simple possession for most narcotic drugs and replaced them with a waivable \$100 ticket. A citation cannot be issued if a person seeks treatment by calling a treatment referral service. The measure also re-dedicated local marijuana revenue to harm reductions services. Those funds are now pooled and distributed by an oversight and accountability committee. Oregon's overdose deaths continue to increase and funds that should have been distributed in January of 2021 are still not delivered. Additionally, problems related to drug abuse such as property crime have increased.

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## Brought to you by the Energy and Environment Policy Committee

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### Building Decarbonization, Efficiency, and Modernization

**Legislative Recommendation:** *The LOC will support legislation to protect against and rollback preemptions to allow local governments to reduce greenhouse gas emissions from new and existing buildings while ensuring reliability and affordability. Some initiatives may include a local option Reach Code, statewide home energy scoring or financial incentives like [CPACE](#).*

**Background:** Homes and commercial buildings need a lot of power. In fact, they consume nearly half of all the energy used in Oregon according to the Oregon Department of Energy 2020 Biennial Energy Report. Existing buildings need to be retrofitted and modernized to become more resilient and efficient. New buildings can be built with energy efficiency and energy capacity in mind, so they last longer for years to come, reduce the energy burden on occupants, and are built to a standard that is futureproof for carbon reducing technologies like electric vehicles

### Continue Investments in Renewable Energy

**Legislative Recommendation:** *The LOC will work to identify barriers and potential solutions to local energy generation and will pursue funding assistance for feasibility studies and project implementation. The LOC will support legislation to study and invest in viable, preferably locally generated, options and to divest the Oregon Treasury from fossil fuels.*

**Background:** Renewable energy sources can be used to produce electricity with fewer environmental impacts. Local energy generation projects can better position cities to pursue and achieve local climate action goals, address capacity constraints of existing electric transmission lines, and can help cities respond to individual businesses that may be seeking green energy options. The types of local energy generation projects discussed by the committee include, but are not limited to, small-scale hydropower, in-conduit hydropower, methane capture, biomass and solar. Such projects are not intended to conflict



with existing low-carbon power purchase agreements but can position cities to pursue local climate action goals and supplement energy needs through renewable generation.

### Investment in Community Climate Planning Resources

**Legislative Recommendation:** *The LOC will support investments that bring climate services (for mitigation and adaptation) together and work to fill the existing gaps to help communities get the high-quality climate assistance they need quickly and effectively.*

**Background:** Oregon communities are increasingly looking for help planning for climate change impacts and implementing programs to reduce greenhouse gases. Interest in climate services has continued as communities experience increasing disruptions caused or made worse by climate change. Oregon's small to mid-sized communities and rural communities are particularly in need of both technical assistance and additional capacity to address climate impacts and do their part to reduce greenhouse gas emissions. While some climate resources exist in Oregon, those programs are dispersed throughout state government, the nonprofit world, and academic institutions. Because of this current structure, it is not clear for communities what they should do once they decide to act on climate change.

### Adequate Funding for State Climate Initiatives

**Legislative Recommendation:** *The LOC will support legislation to streamline processes and fully fund local implementation of climate mandates (like [Climate Friendly and Equity Communities](#) rules) from the state. Furthermore, the LOC will support legislation that allows the state to adequately maintain and staff programs that impact a city's ability to reduce greenhouse gas emissions.*

**Background:** On March 10, 2020, Governor Kate Brown signed [Executive Order 20-04](#) directing state agencies to take action to reduce and regulate greenhouse gas emissions. Additionally, the state has legislatively passed many greenhouse gas reduction measures. This has led to some unfunded mandates on cities as well as a significant workload for agency staff.

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**Brought to you by the Finance and Taxation Policy Committee**

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### Property Tax Reform

**Legislative Recommendation:** *The LOC will advocate for constitutional and statutory reforms to the property tax system to enhance local choice, equity, fairness, and adequacy.*

**Background:** The property tax system is broken and in need of repair due to constitutional provisions in Measures 5 and 50 that were adopted by voters in the 1990s. The current system is inequitable to property owners and jurisdictions alike, is often inadequate to allow jurisdictions to provide critical services, removes meaningful local choice, and is incomprehensible to most taxpayers. Local governments and schools rely heavily on property tax revenues to pay for services and capital expenses. With federal pandemic aid to cities coming to an end and inflation looming, cities are concerned that their top revenue source will not allow residents to adequately fund the services that they demand. Therefore, the LOC will take a leadership role in pursuing efforts to draft and advocate for both comprehensive and incremental property tax reform option packages, including forming coalitions with other interested parties. The LOC will remain flexible to support all legislation that improves the system, but will, in the short term, focus on incremental changes that will allow for a foundation on which to build for broader revisions going forward. The LOC's overall focus will be on a property tax package that includes, but may not be limited to these elements:

- In the short term, advocating for a system that restores local choice and allows voters to adopt tax levies and establish tax rates outside of current limits and not subject to compression. This may also include advocating for a local option levy that has passed three or more times to become permanent (requires constitutional referral).
- Also in the short term, advocating for statutory changes to extend statewide a 2017 Multnomah County pilot that created an option that new property has a taxable value determined based on the city average of maximum assessed value to market value as opposed to countywide average.
- Over the longer term, to achieve equity, advocating for a system that has taxpayers' relative share tied to the value of their property, rather than the complex and increasingly arbitrary valuation system based on assessed value from Measure 50 (requires constitutional referral).
- Also over the longer term, to enhance fairness and adequacy, advocating for various statutory changes, some of which would adjust the impact of the above changes. For example, as a part of comprehensive reform the LOC will support targeted tax relief for lower income residents to make sure reform does not price vulnerable residents out of their homes.

### **Lodging Tax Flexibility**

**Legislative Recommendation:** *The LOC will advocate for legislation to enhance flexibility in how cities may use transient lodging tax revenues. The goal is to help cities better serve visitors and improve local conditions that support the tourism industry.*

**Background:** The Legislature created the *state* lodging tax in 2003, and with it a new requirement that 70% of net revenues from new or increased *local* lodging taxes must be used for “tourism promotion” or “tourism related facilities.” Cities acknowledge and appreciate the economic development benefits that tourism brings to their local economies, but often struggle to support the industry in areas like public safety, infrastructure, workforce housing, and homeless services. Enhanced flexibility and clarification of allowed use of funds will benefit both visitors and business owners alike.

### **Economic Development Incentives (co-sponsor with the Community Development Committee)**

**Legislative Recommendation:** *The LOC will support legislation to preserve and strengthen discretionary local economic development incentives including the Enterprise Zone (EZ), Long Term Rural Enterprise Zone (LTREZ) and Strategic Investment Program (SIP).*

**Background:** The EZ and LTREZ programs provide local governments the option to offer a temporary full exemption from property taxes for qualified new property of a business (3 to 5 years for the standard EZ and 7 to 15 years for the rural EZ). The SIP program allows local governments to offer a 15-year partial exemption on the value of new property that exceeds a certain investment threshold (\$25 million to \$100 million depending on location and total project value). Recent studies by Business Oregon confirmed what city economic development professionals know; these incentive programs are crucial for Oregon to remain competitive nationally and show massive benefits to Oregon in terms of jobs, enhanced economic activity, and tax revenues. The EZ and LTREZ programs will sunset in 2025 without action by the legislature, and “gain share” provisions of the SIP program transferring a portion of income taxes resulting from qualified projects to local governments will sunset in 2026. The LOC will advocate for sunset extensions and for changes that will improve the programs, and advocate against any changes that will reduce local control or devalue the incentives.

### **Marijuana Taxes**

**Legislative Recommendation:** *The LOC will continue to advocate for increased revenues from marijuana taxes. This may include proposals to restore state marijuana tax losses related to Measure 110 (2020) distribution changes, and to increase the current 3% cap on local marijuana taxes so local voters may choose a rate that reflects the needs of their community.*



**Background:** Recreational marijuana retailers are required to charge a state-imposed retail sales tax of 17 percent for all recreational marijuana sold. Until the end of 2020 cities received 10% of the net revenue from the state tax but Measure 110 changed the distribution formula and will reduce city distributions by an estimated 73% for the 2021-23 biennium. Cities may also impose a local retail sales tax of up to 3%, subject to voter approval. Tax rates for recreational marijuana vary widely across the states, but the total Oregon tax burden is 20-25% percent below other West Coast states. Unbiased academic studies indicate Oregon could increase marijuana taxes without pushing significant business to the illicit market. If the Legislature is not willing to allow increased taxes it should restore city revenues by other means back to what was agreed to when recreation marijuana was legalized.

### Alcohol Revenues

**Legislative Recommendation:** *The LOC will advocate for enhanced revenues from the sale of alcohol to mitigate the impact of recent legislative changes that will otherwise reduce this crucial revenue source.*

**Background:** Oregon's beer tax has not been increased since 1978 and is \$2.60 per barrel which equates to about 8.4 cents per gallon or less than 5 cents on a six-pack. Oregon has the lowest beer tax in the country, and to get to the middle of the states Oregon would need a more than 10-fold increase. Oregon's wine tax is 67 cents per gallon and 77 cents per gallon on dessert wines, this is the second lowest tax nationwide, and the first 2 cents of the tax goes to the wine board. Oregon is a control state and is the sole importer and distributor of liquor, which accounts for about 94% of total alcohol revenues. The Oregon Liquor and Cannabis Commission (OLCC) sets retail prices at about 105% of their cost and net revenues are distributed based on a formula. Cities are preempted from imposing alcohol taxes. In exchange, cities receive approximately 34% of the state alcohol revenues after the state takes 50% of beer and wine taxes off the top prior to this distribution. Recent legislative changes will reduce city revenues; the legislature approved a more generous compensation formula for liquor store owners in 2021 and approved a 148% cost increase for a planned OLCC warehouse in 2022. Both changes will reduce distributions to cities. Cities have significant public safety costs related to alcohol consumption and taxes on alcohol do not cover their fair share of these costs. There are numerous ways to address the issue: increasing taxes on beer or wine (possibly through a local sales tax option), increasing the markup on liquor, or increasing the per bottle surcharge currently in place at liquor stores and dedicating the funds to paying for the planned OLCC warehouse.

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**Brought to you by the Telecommunications, Broadband Policy Committee**

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### Digital Equity and Inclusion

**Legislative Recommendation:** *The LOC will advocate for legislation and policies that help all individuals and communities have the information technology capacity needed for full participation in our society, democracy, and economy.*

**Background:** Connectivity is crucial to modern life. It is being relied on more for how people do business, learn, and receive important services like healthcare. As technology evolved the digital divide has become more complex and nuanced. Now, discussion of the digital divide is framed in terms of whether a population has access to hardware, to the Internet, to viable connection speeds and to the skills they need to effectively use it.



## **Resilient, Futureproof Broadband Infrastructure and Planning Investment**

**Legislative Recommendation:** *The LOC will support legislation that will ensure broadband systems are built resiliently and futureproofed while also advocating for resources to help cities with broadband planning and technical assistance through direct grants and staff resources at the state level. The LOC will support legislation that addresses issues with the inconsistency of regulations applied to traditional and nontraditional telecommunications service as more entities move to a network based approach instead of what services are being provided. LOC will oppose any preemptions on local rights-of-ways, and municipalities right to own poles and become broadband service providers.*

### **Background:**

#### Broadband Planning and Technical Assistance

Most state and federal broadband infrastructure funding sources require that communities have a broadband strategic plan in place to qualify for funds. Unfortunately, many cities do not have the resources or staff capacity to complete comprehensive broadband strategic plans.

#### Resilient and Long-Term Systems

As broadband is continually being made a priority on the state and federal level, we must think strategically about how to build resilient long-term networks that will serve Oregonians now and into the future. Ways to ensure broadband is resilient may include investing in robust middle mile connections, ensuring redundancy and multiple providers in all areas, and undergrounding fiber instead of hanging it on poles.

#### Optional Local Incentives to Increase Broadband Deployment

All levels of government have identified broadband as a priority. However, there continue to be proposed mandates on local governments to deploy broadband services more quickly. Cities have a duty to manage rights-of-ways (ROW) on behalf of the public and need flexibility to adequately manage the ROW. Instead of mandates the state should focus its efforts on allowing cities the option to adopt incentives that could help streamline broadband deployment.

#### Regulatory Consistency Amidst Convergence

Historically, the standards and oversight policies for a specific technology were established independently and were not developed with merging or interoperability in mind. For example, telephony (when providing voice), cable TV (when providing video), and mobile cellular technologies each follow their respective standards, and these services were regulated by policies specific to each type.

## **Incentives for Broadband Affordability, Adoption and Consumer Protections**

**Legislative Recommendation:** *The LOC will seek additional state support and funding for increased broadband adoption and affordability and will advocate for consumer protections for those accessing the internet, internet enabled devices and broadband service.*

**Background:** Broadband infrastructure is being funded at a historic level. For that infrastructure to be adequately utilized affordability and adoption initiatives must receive investment. Initiatives that would help could include studying barriers to adoptions and affordability; ensuring adequate competition in providers; investing in more data centers statewide so service is cheaper for regions outside of the I-5 corridor as it is simply more expensive per megabit to provide; and ensuring providers are widely advertising programs meant for those with limited means.

Additionally, problems with internet providers are among the most common consumer complaints in Oregon. Complaints often involve paying more than expected, difficult cancellation policies and poor service. Consumers are at risk of being advertised or offered services that are not actually being delivered. For example, 25/3 is the current definition of broadband. Currently, providers are allowed to advertise

speeds as “up to” 25/3 or a certain speed. There is no one enforcing whether or not providers actually hit their advertised speeds. Providers should be accountable for making sure consumers have the appropriate equipment for the services they are paying for.

### Cybersecurity & Privacy

**Legislative Recommendation:** *The LOC will support legislation that addresses privacy and cybersecurity for all that use technology, including but not limited to: funding for local government cybersecurity initiatives, statewide resources for cyber professionals, regulations of data privacy, or standards for software/hardware developers to meet to make their products more secure.*

**Background:** Society is becoming more technologically reliant than ever before and that will only increase. With this increase of technology there is an increased risk for cybercrimes. Therefore, cybersecurity and privacy systems must be taken seriously. Cybersecurity encompasses everything that pertains to protecting sensitive data, protected health information, personal information, intellectual property, data, and governmental and industry information systems from theft and damage attempted by criminals and adversaries.

Cybersecurity risk is increasing, not only because of global connectivity but also because of the reliance on cloud services to store sensitive data and personal information. Widespread poor configuration of cloud services paired with increasingly sophisticated cyber criminals means the risk that governments, businesses, organizations, and consumers suffer from a successful cyberattack or data breach is on the rise.

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## Brought to you by the Transportation Policy Committee

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### Transportation Safety Enhancement

**Legislative Recommendation:** *The LOC supports legislation that improves the overall safety of the transportation network in communities. The LOC will achieve this outcome by expanding authority for establishing fixed photo radar to all cities, increasing flexibility for local speed setting authority, and increased investment in the “safe routes to schools” and expansion of the “great streets” programs.*

**Background:** The City of Portland has demonstrated improved safety outcomes in neighborhoods with the addition of fixed photo radar along high-crash corridors. LOC’s efforts to expand the use of fixed photo radar to additional cities failed during the 2021 Session. ([HB 2019](#)) - High Crash Corridor for City of Unity) and ([HB 2530](#)) -Extending Fixed Photo Radar) were supported by the LOC, but lacked sufficient support from legislators to advance.

During the 2019 Session the LOC supported [SB 558](#), which would authorize a city to designate speed for a highway under the city’s jurisdiction that is five miles per hour lower than statutory speed when the highway is in a residential district and not an arterial highway. During the 2021 Session passage of [HB 3055](#) (Sect 81 (5)(g)) extended speed setting authority to highways within the jurisdictional boundaries of cities and Multnomah & Clackamas counties.

### Road User Fee – Vehicle Miles Traveled (VMT) Structure

**Legislative Recommendation:** *The LOC will support replacement of Oregon’s Gas Tax with a road impact fee structure that will capture added revenue from cities with local gas tax structure. The pricing structure should also maintain a weight-mile tax structure to make sure that there is an impact element of the fees paid for transportation infrastructure.*

**Background:** The LOC has historically advocated for a fee structure that more closely matches road usage. Gas tax revenues are a declining source of revenue due to enhanced mileage in new vehicles and the increase of electric vehicles on roads.

### New Mobility Services

**Legislative Recommendation:** *The LOC supports the entry and utilization of a variety of new mobility services that support a safe, sustainable, and equitable multimodal transportation system, while preserving local government’s authority to regulate services and ensure public and consumer safety in communities.*

**Background:** The expansion of mobility services presents local governments with opportunities and challenges. Mobility services include Uber, Lyft, scooters, E-bikes, and food service delivery such as DoorDash, and UberEATS. Many cities across the country have initiated efforts to add regulatory oversight of these services to provide a base level of safety to consumers. Companies such as Uber and Lyft have tried to de-regulate their business model in states specifically introducing legislation that would pre-empt local governments to regulate and establish steps that protect their respective communities. The LOC has supported efforts during the 2019 session such as [HB 3379](#) and opposed efforts that pre-empted local governments such as HB 3023.

### Funding for Recovery of Abandoned Recreational Vehicles

**Legislative Recommendation:** *The LOC supports the formation of a recovery fund that cities could access for disposing of abandoned Recreational Vehicles (RV).*

**Background:** With the ongoing houseless and affordable housing crisis cities have experienced an increase in dumping of vehicles and RVs in neighborhoods, streets and the right-of-way. The costs associated with towing, recovery, and determining ownership has presented significant costs in some communities. Several cities are allocating hundreds of thousands of dollars to recover abandoned vehicles from streets, parks, private property, and other locations. Tow companies have expressed an interest in a recovery fund as well, since the companies must deal with storage and disposal of the vehicles, which presents several challenges.

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**Brought to you by the Water and Wastewater Policy Committee**

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### Water Utility Rate and Fund Assistance

**Legislative Recommendation:** *The LOC will collaborate with members of the bipartisan work group to continue the proposed legislative purpose of the Low-Income Household Water Assistance (LIHWA) program.*

**Background:** The LOC was successful during the 2021 legislative session in advocating for the development of a new water utility funding assistance program for ratepayers experiencing ongoing or recent economic hardships. The LOC worked with a bipartisan work group to pass legislation that formed the Low-Income Household Water Assistance (LIHWA) program which received federal funding for the

initial implementation through the Consolidated Appropriations Act of 2021 and the American Rescue Plan Act (ARPA) of 2021. The program was incredibly successfully, but the federal funding that was allocated to the State of Oregon was already exhausted in some counties in the Spring of 2022.

The bipartisan workgroup's intent was to make this program a permanent program, with initial pilot funding provided by the federal government.

#### **Place-Based, Water Resource Planning (Program Support)**

**Legislative Recommendation:** *The LOC will advocate for the funding needed to complete existing place-based planning efforts across the state and identify funding to continue the program for communities that require this support.*

**Background:** Oregon's water supply management issues have become exceedingly complex. Lack of adequate water supply and storage capacity to meet existing and future needs is an ongoing concern for many cities in Oregon and is a shared concern for other types of water users including agricultural, environmental, and industrial. The Legislature created a place-based planning pilot program in Oregon administered through the Oregon Water Resources Department that provides a framework and funding for local stakeholders to collaborate and develop solutions to address water needs within a watershed, basin, or groundwater area. The LOC Water & Wastewater Policy Committee recognized that while this funding is limited to specific geographic areas, they also recognized the importance of successfully completing these pilot efforts and conducting a detailed cost/benefit analysis. It is a critical step to demonstrate the benefits of this type of planning. If these local planning efforts prove to be successful, there will likely be future efforts to secure additional funding for other place-based planning projects across the state in 2022.

#### **Infrastructure Financing and Resilience**

**Legislative Recommendation:** *The LOC will advocate for an increase in the state's investment in key infrastructure funding sources, including, but not limited to, the Special Public Works Fund (SPWF), Brownfield Redevelopment Fund, Regionally Significant Industrial Site loan program, and set asides through the SPWF for seismic resilience planning and related infrastructure improvements to make Oregon water and wastewater systems more resilient.*

**Background:** A key issue that most cities are facing is how to fund infrastructure improvements (both to maintain current and to build new). Increasing state resources in programs that provide access to lower rate loans and grants will assist cities in investing in vital infrastructure. An LOC survey of cities in 2016 identified a need of \$7.6 billion dollars over the next 20 years to cover water and wastewater infrastructure projects for the 120 cities who responded. This shows a significant reinvestment in the Special Public Works Fund (SPWF) is needed to help meet the needs of local governments.