

# JEFFERSON COUNTY - CITY OF PORT TOWNSEND

## COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

VERSION 2018

Jefferson County  
Department of Emergency Management



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Jefferson County - City of Port Townsend  
**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Part 1: Basic Plan**

**Section 1.1**

**Purpose, Scope, Situation Overview, and Assumptions**

Version 2018.01

**THE BASIC PLAN -**

The Emergency Management Basic Plan is the central defining element of the *Comprehensive Emergency Management Plan (CEMP)* required by law. It is a macro-view of how the authority and responsibility for emergency management will be implemented. The Basic Plan is adopted by individual resolution of the Jefferson County Board of County Commissioners and the Port Townsend City Council.

The supporting elements of the CEMP, (subject to frequent modifications to assure currency), are consistent with the Comprehensive Planning Guide (CPG), State Plan, and are included in the overall strategy by reference. The CEMP, in its various component parts, identifies the hazard or threat, establishes the strategy, guides operations, and organizes resources to meet the emergency response and recovery needs of the community.

**NATIONAL RESPONSE FRAMEWORK -** The National Response Framework (NRF), approved by the President, explains a common discipline for managing incidents at the local, state, or national level. It is built upon scalable, flexible, and adaptable coordinating structures in order to align key roles and responsibilities. With this unified strategy comes the duty of local government to plan for effective shared response.

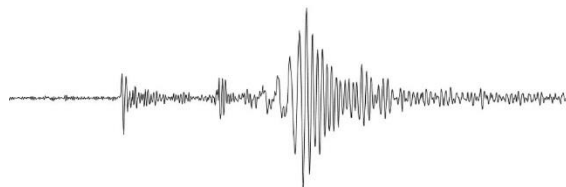
The common discipline and structures of disaster response recommended by the NRF are based on best practices for managing incidents at all levels of complexity. Local planning will be consistent with this national initiative. The NRF describes the common principles, roles, responsibilities, and coordinating structures for response to an incident. The National Response Framework establishes a universal, standardized method of coordination known as the National Incident Management System (NIMS).

**NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) -** NIMS provides a nationwide template to enable Federal, State, local, and tribal governments, the private sector and non-governmental organizations to work together. NIMS represents a core set of doctrine, concept, principles, terminology, and organizational processes to foster collaboration at all levels.

The Jefferson County CEMP is based on NIMS throughout the entire spectrum of planning, training, exercises, and operations coordination. This approach is in harmony with State and Federal expectations.

The Incident Command System (ICS), the resource coordination and management module of the National Incident Management System, is recognized and employed by all local emergency management partner agencies involved in complex multi-agency and multi-jurisdiction operations.

**PURPOSE** - This emergency management plan and program defines how we will carry out the duties of the governments of Jefferson County and the City of Port Townsend to meet the needs of our geographically unique community in the event of a major emergency or disaster.



Our vision is an inclusive agenda of preparedness and collaboration among government and non-government entities, the private sector, and our citizens to restore critical services and re-establish public health and order following a disaster. It is through this process of joint endeavor that we can reduce the impact of the emergency and make the best use of our strengths and resources.

**SCOPE AND APPLICABILITY** – The Jefferson County Comprehensive Emergency Management Plan addresses the disaster responsibilities of the personnel, services, equipment, supplies, and facilities of the offices and departments of Jefferson County and the City of Port Townsend, as well as the emergency roles of those special purpose districts, quasi-municipal corporations, private sector organizations and commercial resources that participate in the overall program by agreement or understanding.

The CEMP meets the requirements of the law by defining how a program for emergency management will be implemented. The CEMP, in its various component parts, identifies the hazard or threat, establishes the strategy, guides operations, and organizes resources to meet the emergency response and recovery needs of the community.

**THE SITUATION OVERVIEW** - The North Olympic Peninsula presents some special challenges to emergency planning. With our desirable rural character comes a shortfall in response and recovery resources (surge capacity) necessary to meet all emergency needs. Isolation from timely outside aid, caused by the damage to just a few roads or bridges, extends our self-sufficiency target to 30 days. In the event of a larger event impacting the Western Washington region, we are a lower priority relative to the larger population centers, requiring even more capacity for self-sufficiency. These unique challenges highlight the necessity for planning, coordination, and organized sharing of response and recovery resources.

- 1. HAZARD ANALYSIS SUMMARY** - Jefferson County consists of 1,803 square miles of the North Olympic Peninsula. Eighty percent of the area is federally owned forest lands, dividing the county into three distinct geographic zones: the populated eastern region, the extreme mountainous central core consisting mostly of Olympic National Park, and the thinly populated western coastal shelf. A single incorporated city, Port Townsend, is the county seat. The county consists of 31,000 permanent residents and due to tourism, the county can see as many as 2.5 million visitors throughout the year. The most common occurring hazards to the county are winter storms, damaging winds and flooding with earthquake and tsunamis serving as potential major hazards. Further information on hazards can be found on the Jefferson County Department of Emergency Management website.<sup>12</sup>

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<sup>1</sup> <http://www.co.jefferson.wa.us/1184/Library---Hazard-Specific-Information>

<sup>2</sup> Information on specific hazards can be found in Section 4 Annexes

## 2. CAPABILITY ASSESSMENT

### a. Preparedness Capability

This county takes neighborhood planning very seriously and has provided the ability for dozens of areas to have access to planning for major events. DEM advises all residents to plan for 30 days.

### b. Response Capability

Jefferson County is comprised of five fire districts, a sheriff's department, and a city police department. There are approximately 100 career and volunteer firefighters within the county and another 54 law enforcement officers between the sheriff and police departments. These numbers are also supplemented by mutual-aid agreements with Clallam and Kitsap counties in the event that Jefferson County resources are unavailable or overwhelmed in a given emergency. The county will likely find itself cut off in the event of a major earthquake due to the limited transportation networks in and out of the area and thus, will require specific methods (air or barge) for outside resources to reach the county.

## 3. MITIGATION OVERVIEW – The 2017 Jefferson County-City of Port Townsend Natural Disaster Hazard Mitigation Plan<sup>3</sup> is an approved document that addresses strategies for highlighted hazards listed in the Hazard Identification and Vulnerability Analysis.

**ASSUMPTIONS AND LIMITATIONS** - Not all emergency/disaster situations can be foreseen, and it would not be possible to define all scenarios that might occur. Some limitations should be noted:

- Local resources may be overwhelmed, damaged, or otherwise limited in their ability to respond as planned. It may not be possible to meet all needs under extreme circumstances.
- The lack of funds or a shortage of resources may limit the ability to conduct emergency operations as planned.
- The inability to disseminate local warnings may result in some citizens not receiving emergency information. This plan relies heavily on the capabilities of the State and Federal governments and the news media.
- Geographic isolation or impaired access may limit or prevent timely delivery of outside aid.
- Resources and time may constrain the ability of the program to meet all objectives, and require prioritization of planning, response, and recovery efforts.

**AGENCY/DEPARTMENT-FOCUSED EOP FORMAT** - Jefferson County utilizes the Agency/Department EOP format that FEMA introduced in the Comprehensive Preparedness Guide 101. Due to the size and makeup of the county, this was determined to be the best route forward. The plan's major elements are consistent with the requirements of the law and best practices, and are centered on the standards and expectations of the *State of Washington Comprehensive Emergency Management Plan*.

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<sup>3</sup> <http://www.co.jefferson.wa.us/DocumentCenter/View/3318>

**STRUCTURE OF THE BASIC PLAN** - The Plan is divided into ten sections:

§ 1.1 – *Purpose, Scope, Situation Overview, and Assumptions*– providing an overview of the emergency management plan and program and an outline of the concept of operations (this document).

§ 1.2 – *Concept of Operations*. This section defines the mechanism for coordination of multiple agencies and organizations involved in the emergency or disaster, and explains the roles and responsibilities of the Emergency Operations Center and the Incident Management Team. This section also explains Whole Community involvement for the county.

§ 1.3 – *Direction, Control, and Coordination*. This section discusses how the first line response agencies and their support services will conduct emergency operations under the overall coordination schematic.

§ 1.4 – *Organization*. Section 1.4 covers the organization of hierarchy of the city, county, and emergency management, the Incident Management Team and the breakdown of ESF.

§ 1.5 – *Responsibilities*. The responsibilities of local, state, federal, non-government, and individual agencies and organizations in emergencies and disasters

§ 1.6 – *Information Collection, Analysis, and Dissemination*. Identifies the type of information needed, the source of the information, who uses the information, how the information is shared, the format for providing the information, and any specific times the information is needed.

§ 1.7 – *Communications*. Description of the communications protocols and coordination procedures used between response organizations during emergencies and disasters.

§ 1.8 – *Administration, Finance and Logistics*. This element addresses policy-level support, financial issues and procurement, damage assessment, and coordination of short term and long term recovery. Declaration of Emergency, the enactment of emergency powers, and continuity of government are also outlined here.

§ 1.9 – *Plan Development and Maintenance*. This defines the ongoing process of training within the jurisdiction and the task of keeping this document up to date.

§ 1.10 – *Authorities and References*. This section includes a matrix of roles and responsibilities, a compendium of legal references and other documents that support the strategic concept of operations.

**SUPPORTING PLANS AND PROCEDURES** - Local emergency response and recovery partners develop internal plans and procedures that support the overall concept of operations. Local agency plans identify how they will conduct and coordinate their activities to support collaboration with all the partners under a single overarching concept of operation. The major supporting plans are included in the CEMP by reference.

These partner agencies recognize the necessity for overall coordination in accordance with this plan, but retain their full authority and responsibility for direction and control of their own assets and execution of their individual agency plans and procedures.



**DISASTER ROLES AND RESPONSIBILITIES** - Overall coordination is implemented by a multi-agency/multi-jurisdiction Incident Management Team at the Emergency Operations Center (EOC). The Incident Management Team (IMT) is structured according to the Incident Command System.

**INDIVIDUAL RESPONSIBILITIES** - The success of the plan is based on the assumption that our citizens will take some personal accountability for their own preparedness. A number of neighborhood disaster preparedness organizations have taken up this important challenge. Individual and family self-sufficiency and community resiliency for 30 days is the objective. Neighborhood Preparedness Groups (NPGs) will be discussed in detail in Section 1.6 – Public Affairs and Community Outreach.

Public education and disaster preparedness outreach materials are made available from a number of sources to encourage and support individual and family preparedness.

**PARTICIPATION IN THE PLANNING PROCESS**

Development of emergency plans and procedures, the design and conduct of drills and exercises, and the ongoing training necessary to keep the program current is facilitated by Emergency Planning Work Groups. The Emergency Planning Work Groups are the core of the planning process and provide valuable insight into how community assets can be maximized.

Collectively the Emergency Planning Work Group makes up the *Jefferson County – Port Townsend Regional Emergency Preparedness network* (known as J-PREP). J-PREP is an ongoing forum of government officials, county and city departments, emergency response agencies, non-government organizations, schools, faith-based organizations, local businesses, organized neighborhoods, and citizens at-large with a common interest in disaster preparedness, response, and recovery.



## Section 1.2 Concept of Operations Version 2018.01

### 1. GENERAL

- a. **CONCEPT OF OPERATIONS** – Depending on the nature and scope of the incident, The Department of Emergency Management (DEM) coordinates community warnings and alerts, supports field operations as needed, stands up an emergency operations center for overall coordination of response, facilitates damage assessment, and supports the coordination of restoration and recovery following a major disaster. DEM is the primary conduit for state and federal disaster assistance, and provides the pivot point for multi-agency multi-jurisdictional collaboration.

- b. **EMERGENCY OPERATIONS CENTER (EOC)** - The EOC is a dedicated facility for the joint agency coordination of overall response and recovery according to this plan, and was established at DEM in Port Hadlock.

An Alternate Emergency Operations Center (A-EOC) is established at Fire Station 1-6 in the City of Port Townsend. Continuity of Operations under a wide range of conditions requires robustness of the physical plant. Backup (alternate) communications, emergency power, extended operations support, are important design components resident in the EOC. The City of Port Townsend, in cooperation with East Jefferson Fire Rescue, maintains a Coordination Center at Station 1-6 (co-located with the A-EOC) for coordination of City assets.

- c. **EOC INCIDENT MANAGEMENT TEAM** - An EOC Incident Management Team (EOC IMT) is established to provide overall coordination and support<sup>4</sup>. It is a combination of Emergency Management staff, partner agency representatives, and trained volunteers. The team is organized according to the Incident Command System (ICS) consistent with the NIMS compliance requirement.<sup>5</sup> The City of Port Townsend also has a management team that acts in coordination with the EOC IMT through a cooperate agreement. .

The EOC IMT acts as a coordinating body to aid and assist Unified Command by providing central coordination for regional incidents, and while acting in support for site-specific events.

The Emergency Manager leads the EOC Incident Management Team. The EOC IMT may be expanded to meet the nature and scope of the incident.

- d. **PARTNER AGENCIES AND ORGANIZATIONS** - Response to an emergency or disaster under this plan employs a partnership approach for bringing to bear all the available assets and capabilities needed to reduce injury and mitigate damage. The community partners, by agreement, support the emergency response agencies as needed to provide critical services to our citizens.

Contact with those partners is provided by the EOC Incident Management Team utilizing a wide variety of communications tools. Each stakeholder is afforded unique connectivity to the team for development of plans, training, exercises, and emergency

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<sup>4</sup> The EOC IMT is a NIMS Type 4 local all-hazards, multi-discipline team designated for overall coordination from the Emergency Operations Center.

<sup>5</sup> Additional reference: Attachment 1.9.6 – Incident Management Team Organization Chart

operations coordination. These partnerships are multilateral, and coordinated through a central point to assure the best use of resources.

- e. **INTERNAL CONTROL RETAINED** - Each partner organization retains its own identity and internal control. There is no intent in this plan to subordinate any entity. Coordination and support through the Incident Management Team in the Emergency Operations Center is voluntary and undertaken by agreement in the best interest of the community.

The EOC Incident Management Team is structured to provide an identifiable point of contact for each partner discipline. Participating emergency response agencies maintain their incident command status, while recognizing overall coordination of the Emergency Operations Center. Active two-way communication is essential to ensure optimum efficiency, timeliness, and effectiveness.

Nothing in this plan is intended to interfere with the existing chain-of-command of any participating agency or organization.

- f. **AGENCY REPRESENTATIVES** - Coordination is carried out by the assignment of representatives from each partner agency to the EOC Incident Management Team. Some agencies require direct representation while others recognize surrogates based on the Incident Command System structure or coordinate through the EOC Liaison.

Agency representatives to the EOC Incident Management Team are authorized to speak for their parent agency regarding coordination of emergency operations.

## 2. WHOLE COMMUNITY INVOLVEMENT

### a. STATEMENT OF NON-DISCRIMINATION

The Americans with Disabilities Act (ADA) is a federal law enacted in 1990 that prohibits discrimination against individuals with disabilities in employment, public accommodations and state and local government operations and services. Under the ADA, anyone who has a physical or mental impairment substantially limiting one or more major life activities, has a record of such impairment or is regarded as having such impairment; is considered a person with a disability. In terms of employment, the law defines a qualified individual with a disability as a person who can perform the essential functions of the job with or without a reasonable accommodation. Under the ADA, it is unlawful to discriminate in employment against individuals with disabilities or to refuse to reasonably accommodate the known disability of an otherwise qualified individual, unless to do so causes an undue hardship.

Jefferson County and the City of Port Townsend will also ensure that there is no discrimination against a qualified individual with a disability in the programs, services or activities it provides. Jefferson County and the City of Port Townsend is committed to accommodating the known disabilities of its employees and citizens.

Equal opportunity is the policy of this Employer and employment opportunities will NOT be limited because of race, color, religion, sex, or nationality and will be so applied. This Employer affirmatively seeks to employ and advance qualified Veterans of Vietnam and recent conflict as identified in Federal Law and disabled Veterans. Hiring, promotions, lay-off, discharge, rates of pay, training and other employment activities will be consistent with this Equal Opportunity Statement. The Employer abides by the principles of the Age Discrimination in Employment Act (ADEA) and

does not unlawfully discriminate on the basis of age. This Employer complies with the Americans with Disabilities Act (ADA) when requested to make an accommodation.

- b. SPECIAL NEEDS POPULATIONS** – Emergency preparedness programs address the unique needs of persons with disabilities. These citizens are disproportionately vulnerable and require reasonable accommodation in all elements of the program. Examples of these conditions include provisions to notify people with auditory impairments or cognitive disabilities, assistance with evacuation and transportation, provision of ADA shelter or temporary housing, and assistance with recovery after an emergency or disaster.

Limited resources make such accommodation challenging. With more than a third of the county population being defined as “medically dependent” meaning they require medicine to sustain life or control. Jefferson County and the City of Port Townsend is working to meet those challenges by acquiring a better picture of the need in the community, including a disabilities component in all future emergency planning, and by involving people with different types of disabilities in an ongoing planning process.

All associated emergency plans will include a special needs component to assure this segment of the population is included at every level. The goal is to integrate the diverse elements of the community into a single, comprehensive emergency planning and response strategy.

- c. PEOPLE WITH ACCESS AND FUNCTIONAL NEEDS IDENTIFIED** – Vulnerable citizens include those who may need additional assistance in an emergency because of reduced mobility, dependency on medical technology, impaired vision or hearing, fragile age, or other factors. This may include persons who are at a high risk from harm due to a significant limitation in their personal care or self-protection abilities. For some, loss of support due to power or communications outages, or transportation and supply disruptions, may be the only risk factor.

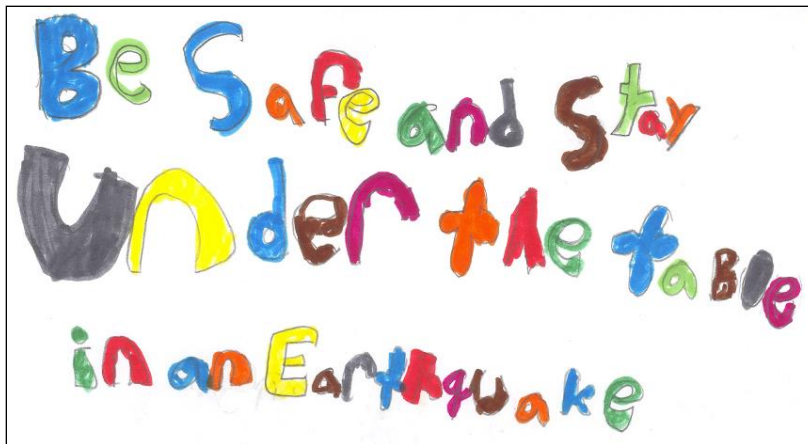
A master registry of persons with special needs is not maintained at the county level due to the difficulty of assuring currency. Rather, reliance will be placed on service providers and caregivers to be aware of unique conditions and report emergencies through channels. Some emergency response agencies maintain basic information on vulnerable persons within their jurisdiction who may require assistance.

- d. SPECIAL NEEDS COORDINATION** – A Task Force of health care agencies, service providers, adult care facilities, support groups, and individuals<sup>6</sup> can be established in the EOC **Community Operations Branch** to coordinate emergency services to people with access and functional needs.
- e. EMERGENCY PLANNING INTEGRATION POLICY (EPIP)** – The objective of the EPIP is to integrate the diverse elements of the community into a single, comprehensive emergency planning and response strategy. An *Emergency Planning Integration* work force will be convened to oversee meeting the project goals and objectives. The outcome is to assure inclusion of a “persons with disabilities/special needs” component in all training, drills, exercises, and public education and outreach, emergency response and recovery to the extent possible within available resources

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<sup>6</sup> Jefferson County component of the Region 2 Health Care Coalition

- f. **ACCOMMODATING THE UNIQUE NEEDS OF CHILDREN IN A DISASTER** – The needs of children, particularly post-disaster, including reunification of children with families, childcare services, identification of special resources, lead coordinating agency identification, post-disaster counseling, and other support services. Coordination of this is done with local schools.



(From a poster designed by a 4th grade student at Swan School, Port Townsend)

- g. **IDENTIFICATION OF NEEDS FOR HOUSEHOLD PETS AND SERVICE ANIMALS**  
In an emergency a **County Animal Response Team (C.A.R.T.)** can be established as the central organizing unit for volunteers, coordinated through the **Community Operations Branch** in the EOC. The C.A.R.T will be formed from volunteers in the community and the Jefferson County Humane Society. Efforts to evacuate and shelter pets will be conducted in conjunction with the evacuation of their owners affected by emergent circumstances when it can be safely accomplished. Whenever possible, animals should be sheltered in close proximity to their owners to meet the requirements of the Pets and Evacuation and Sheltering Standards of 2006, PL. 109-308.

Those with service animals will be allowed to bring their animals into the shelter with them. Service animals are easily identifiable by the special harnesses or vests they wear, however shelter staff may ask two questions to determine the status of the animal:

- (1) "Is this a service animal required because of a disability?"
- (2) "What work or tasks has the animal been trained to perform?"

Jefferson County EOC will keep an inventory of animal response and welfare groups, horseman associations, and shelters to facilitate pet welfare in a disaster.

h. **LEP PROGRAM**

Department of Emergency Management utilizes Voiance Language Services for assisting with those with LEP needs. This system is also utilized by JeffCom, the local 911 dispatch center, when handling everyday calls.

3. **RELATIONSHIP TO PREVENTION & PROTECTION PLAN**

Jefferson County and the City of Port Townsend have put a lot of time and effort into creating a well prepared community. Because of distance, geography and population size, DEM and city and county officials promote citizens to have the capability to sustain

themselves for thirty days after a disaster. DEM works closely with the Neighborhood Preparedness (NPREP) which is a volunteer community organization that helps build up individual and neighborhood for post-disaster sustainability and education.

NPREP team has currently trained over 140 neighborhoods within Jefferson County and every year an additional ten to fifteen neighborhoods are trained. The training includes Map Your Neighborhood (both the urban and rural), preparing to shelter in place, preparing emergency grab and go bags for humans and pets, water and sanitation, communications, assisting the vulnerable population, basic first aid, securing important documents, utilities shut-off and basically planning for emergency preparedness. The NPREP team also works with local animal shelters and veterinarians and has plans in place for sheltering of animals during a disaster

Jefferson County Department of Emergency Management has released many publications for the purpose of public knowledge ranging in everything from specific hazards, to vulnerable populations, to managing utilities in an emergency. Perhaps the best publication that is given to the public is the *Think, Plan, Do!* A guide to prepare for emergencies and disasters. Many of these publications are printed in English and Spanish to help those with LEP needs.

#### **4. CONTINUITY OF GOVERNMENT**

The law provides the authority for identification of a succession of powers in an emergency.<sup>7</sup> The Board of County Commissioners and the City Council have adopted resolutions defining how their powers and duties will be uninterrupted.<sup>89</sup> In addition, each department or office will designate a line of succession for the discharge of emergency actions in the event the incumbent office holder or department head is unavailable<sup>10</sup>. The available responsible person shall have full authority of the incumbent office holder or department head in carrying out the emergency actions of the Department

#### **5. ACTIVATION**

##### **a. PROCESS OF ACTIVATION**

Activation Triggers: These indicators show the type of incidents that would result in activation of the EOC

- FELT INCIDENT: Incident is observable in the community-at-large and causes public angst and unique media interest. Minimal or no damage is immediately evident
- DEVELOPING INCIDENT: When there is an indication that a hazard may be imminent that could require EOC involvement (precautionary activation)
- CLASSIFIED INCIDENT: Listed in the hazard-specific protocols as necessitating activation of the EOC at some level (multiple agency response).
- AUTOMATIC RESPONSE: Requiring activation based on the nature and scope of the incident (rapid activation).
- REQUESTED: Activation in support of a significant site-specific field operation when requested by the on-scene incident command agency (support activation).

##### **b. AUTHORITY OF ACTIVATION**

Authority to activate falls under the Emergency Management Director. If the identified higher authority is unavailable, the following chain of authority will be observed:

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<sup>7</sup> RCW 42.14

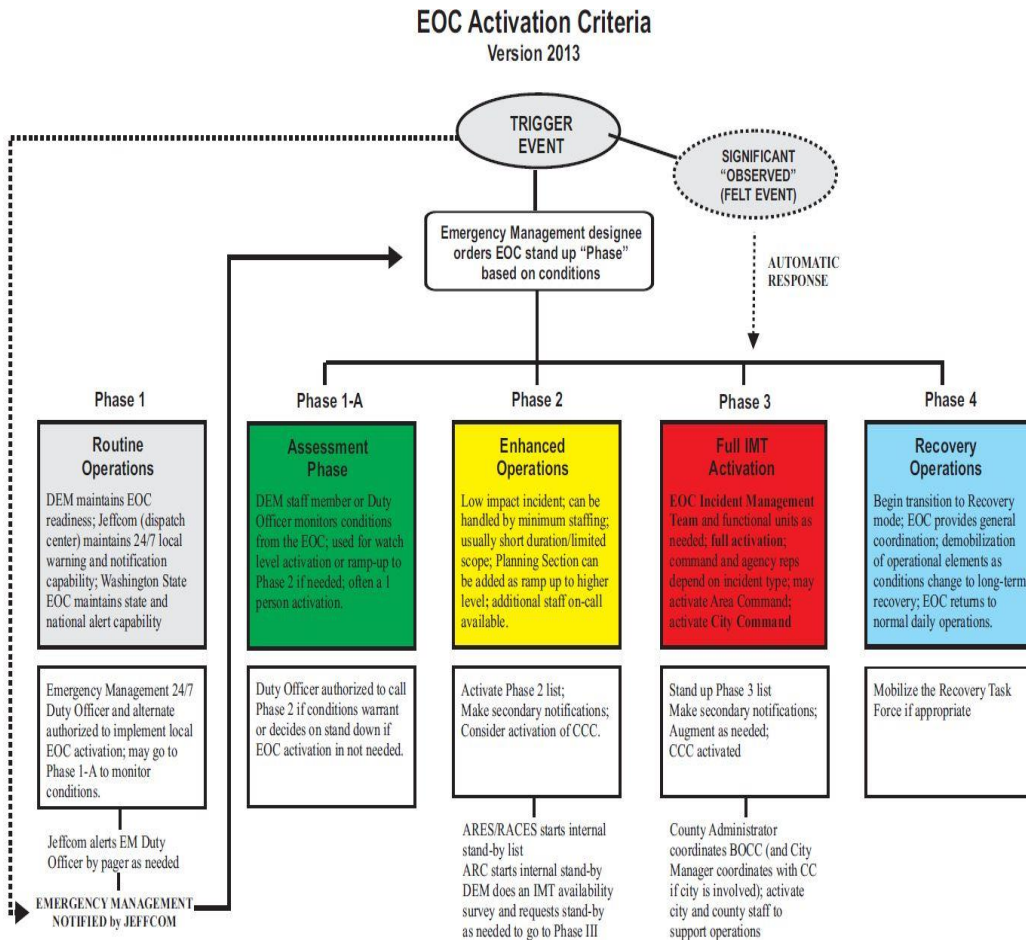
<sup>8</sup> Additional reference: Jefferson County Resolution No. 54-05 – Continuity of Government in Case of an Emergency or Disaster

<sup>9</sup> City of Port Townsend Municipal Code 9.40.100 Succession

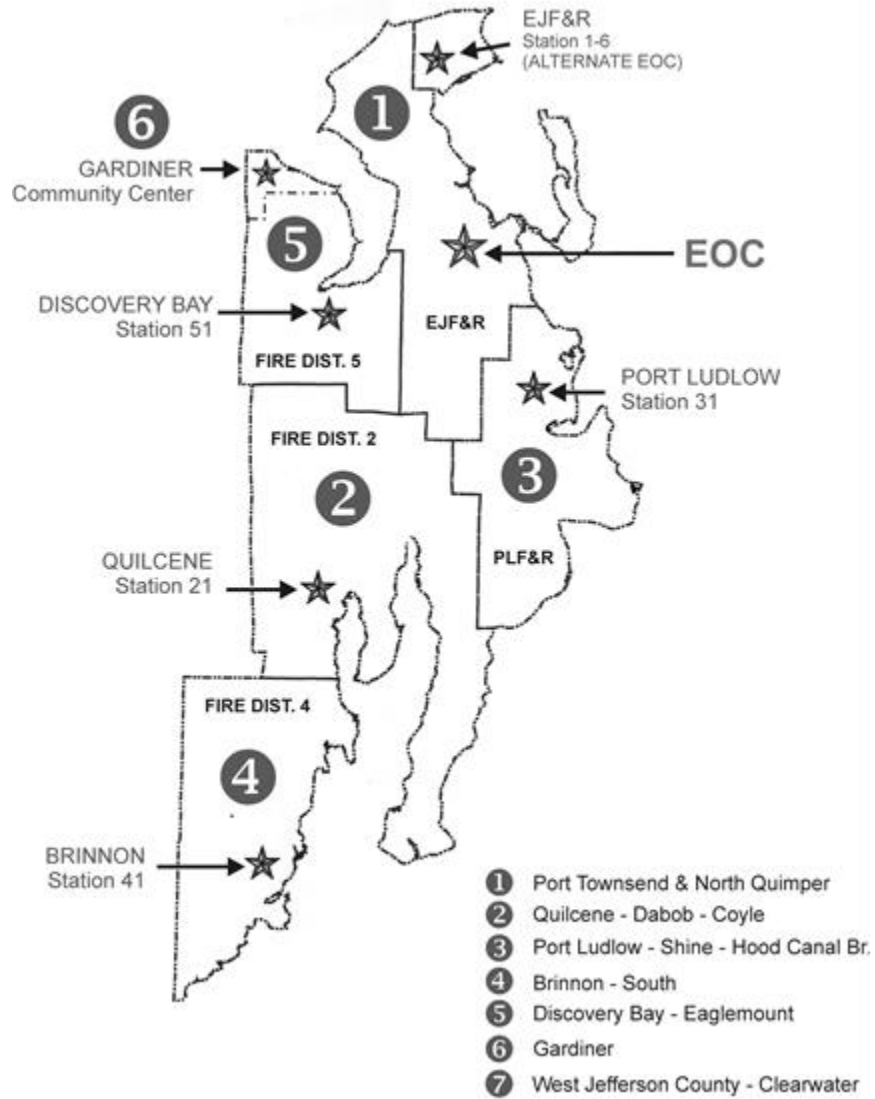
<sup>10</sup> Line of Succession can be found in Annex

1. Director
2. Assigned Duty Officer (or alternate)
3. JeffCom Director
4. Sheriff
5. Police Department Deputy Chief (City Command activation)
6. Deputy Chief East Jefferson Fire and Rescue (City Command activation)

**c. EOC/ECC ACTIVATION LEVELS**



**d. LOCATION OF PRIMARY AND ALTERNATE EOC**





## **6. RELATIONSHIP TO MITIGATION PLAN**

### **a. COMMUNITY RESILIENCE**

Jefferson County and the Department of Emergency Management share a strong relationship with the community in matters pertaining to outreach and safety. Considering that Jefferson County has the largest population of citizens over the age of 65, as well as an estimated 2.5 million visitors a year, the county holds a unique vulnerability. Many of these citizens have come together to build Neighborhood Preparedness Groups, of which there are over a hundred, in order for increased community readiness. Once known, these NPGs receive resources and training from DEM in order to set these groups up for success. DEM has also held workshops and seminars with guest speakers in a variety of topics ranging from how to deal with Tsunami's to building awareness of the vulnerability of the special populations groups.

### **b. LONG-TERM VULNERABILITY REDUCTION**

Jefferson County and the City of Port Townsend are constantly taking steps to ensure the long-term safety of its citizens through public information campaigns, workshops, and infrastructure projects designed to improve survivability in the event of a disaster scenario.

### **c. RISK AND DISASTER RESILIENCY ASSESSMENT**

Much of the data is found in the 2017 Jefferson County – City of Port Townsend All Hazard Mitigation Plan<sup>11</sup>

### **d. THREATS AND HAZARDS IDENTIFICATION**

Jefferson County Department of Emergency Management makes strong use of resources provided by Washington State EMD as well as those in-house. The county utilizes several Geographic Information System employees build many of the models used to educate the public and DEM on where vulnerabilities and risks lie.

## **7. RESPONSE MISSION**

### **a. INFRASTRUCTURE SYSTEM**

The City's Department of Public Works maintains the city infrastructure. It is dedicated to street maintenance, wastewater treatment, surface water management, and the maintenance of city buildings.

In addition, the City Department of Public Works provides engineering services for construction of public infrastructure, support for the Development Services Department and capital improvements program.

The County Department of Public Works has responsibility for roads, traffic, and bridges in the unincorporated portions of Jefferson County. It is also responsible for surface water control within its right of way, solid waste management, and hazardous waste management. Parks and Recreation programs and facilities are also under Public Works.

### **b. PUBLIC WORKS SURGE CAPACITY AND DISASTER STRATEGY**

Both the City and County Departments of Public Works are signatory to the *Washington State Public Works Emergency Response Mutual Aid Plan*.

Overall coordination of Public Works activities is accomplished through representation on the EOC Incident Management Team in the Operations

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<sup>11</sup> <http://www.co.jefferson.wa.us/DocumentCenter/View/3318>

Section. (Public Works unit when activated). The City Department of Public Works may work through the City Command Center when activated.

**c. WATER DISTRIBUTION SYSTEMS**

The City of Port Townsend Utilities Dept. (within the City Department of Public Works) operates a water distribution within the city. Private wells, and some small private water systems, make up the majority of the household water sources in the county. Jefferson County Public Utility District No. 1 maintains several community water systems including Gardiner, Glen Cove, Tri-Area, Bywater Bay, and several smaller units.

The City of Port Townsend water system is a gravity system with surface water diversions on the Big Quilcene and Little Quilcene rivers connected to a 28 mile gravity operated transmission pipeline. Lords Lake and City Lake provide for water storage.

**d. WATER DISTRIBUTION SURGE CAPACITY AND PLANNING STRATEGY**

Public water systems maintain emergency plans and procedures, coordinated with this plan, for response to water emergencies<sup>12</sup>. There is some connectivity between systems allowing for limited redirection of water resources to systems in need.

Water utilities are represented on the Incident Management Team through the Operations Section (Public Works unit when activated).

**e. ELECTRICITY DISTRIBUTION SYSTEMS**

Jefferson County is served by four electrical utilities:

- Mason County PUD in the Brinnon area (a small segment of SE Jefferson County).
- Jefferson County PUD in the City of Port Townsend and East Jefferson County (except the Brinnon area served by Mason County PUD).
- Grays Harbor PUD in SW Jefferson County (North to approximately Kalaloch).
- Clallam County PUD in NW Jefferson County (Gardiner) and Bogachiel River South to Kalaloch.

**f. ELECTRICAL DISTRIBUTION SYSTEMS SURGE CAPACITY AND PLANNING STRATEGY**

There is interconnectivity among the electric utilities providers that can accommodate moderate shortages. In addition, mutual aid plans and agreements cover sharing of repair resources.

Emergency restoration of public power to the majority of eastern Jefferson County is defined in the *Jefferson County Public Utility District Emergency Restoration Plan* (ERP) which is coordinated with this plan. Prioritization of emergency response is coordinated through the PUD power command center. In a major emergency, a PUD management representative will be assigned to the **Operations Section** in the Emergency Operations Center.

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<sup>12</sup> City of Port Townsend Water Utility Emergency Response Plan.

**g. CRITICAL TRANSPORTATION**

Jefferson Transit and Jefferson County Schools provide access to dozens of buses that can be gathered in a short period of time for evacuation or movement of personnel.

**h. ENVIRONMENTAL RESPONSE**

The Environmental Health section of the Jefferson County Department of Public Health is the lead agency for coordination of response to animal and crop disease outbreaks. The Emergency Operations Center Incident Management Team would be activated to support this activity.

**i. FATALITY MANAGEMENT SERVICES**

The Jefferson County Prosecutor is the Coroner. The death of all persons, with certain limited exceptions, falls within the jurisdiction of the County Coroner. The Coroner is responsible for identification, determination of cause of death, notification of next of kin, and disposition of unclaimed bodies.

Deputy Prosecutors assume the duty of Deputy Coroner. The Coroner is not medical examiner, and outside ME services are used when an autopsy is required.

A single funeral home in Port Townsend assists with removal and temporary storage of human remains. A Multiple Fatality Plan defines surge capacity for disposition of human remains above local capabilities. Law enforcement personnel can be authorized by the Coroner to act as Deputy Coroner in emergency circumstances.

The Coroner is represented on the EOC Incident Management Team by the Law Enforcement Unit in the **Operations Section**.

**j. FIRE MANAGEMENT AND SUPPRESSION**

The Fire Districts maintain formal and informal agreements with adjacent fire agencies for augmentation of local forces as needed. Some of these agreements call for automatic response to certain kinds of calls. Formalized mutual aid understandings address cost recovery and other administrative issues relating to sharing resources.

When immediate Jefferson County mutual aid resources are exhausted, and the incident is not resolved, the Incident Commander may request activation of the Olympic Region Fire Defense Plan, mobilizing requested resources from Clallam County. Should additional resources be needed, the State Fire Mobilization Plan (coordinated through the State Fire Marshal's Office) can be implemented to provide assistance from throughout the state.

Fire Districts have the option to establish Area Command. Area Command means they assume direct control and prioritization of their own assets within their individual areas of operation. Area Command protocols provide for the prioritization of limited resources at the district level.

Overall coordination of Fire/Emergency Medical Services is accomplished by representation on the EOC Incident Management Team in the Operations Section. Fire/EMS may also be assigned to Unified Command in some circumstances.

**k. MASS CARE SERVICES**

Mass Care for Jefferson County is handled by the ESF-6 director in conjunction with ESF-8, Department of Emergency Management, and other local agencies. The ESF-6 director is responsible for coordination of mass care, emergency assistance, housing, and human services; coordinates with neighborhood organizations and community relief organizations to provide direct relief and recovery services throughout the community; coordinates unmet needs activities. The Mass Care Branch is the primary point of contact for Individual Assistance during disaster recovery when a Presidential Declaration for a major emergency makes Stafford Act programs available.

**I. SEARCH AND RESCUE OPERATIONS**

A Search and Rescue (SAR) capability has been established by the Jefferson County Sheriff. The SAR organization is focused on wilderness and rough county search and rescue, and operates under the program standards established by the State of Washington.

Local SAR capabilities are augmented by mutual aid arrangements with adjacent jurisdictions. Additional resources, when needed (including specialty services, aviation support, etc.), are requested through the State Emergency Management Duty Officer.

Urban SAR (collapsed buildings, burning structures, etc.) is performed by certified fire/EMS personnel. JCSO SAR resources are available to support fire/EMS efforts when appropriate.

Search and Rescue is coordinated through the **Law Enforcement Unit** of the Operations Section in the EOC.

**m. ON-SCENE SECURITY, PROTECTION, LAW ENFORCEMENT**

The Jefferson County Sheriff's Office and the Port Townsend Police Department comprise the local law enforcement agencies. The Sheriff is an elected Constitutional Officer of the County; the Chief of Police is appointed by the City Manager.

The Sheriff's Office performs law enforcement duties in the unincorporated portions of the county, and executes Civil Process in both the County and the City. The Sheriff also provides jail services. The Port Townsend Police Department provides law enforcement duties within the boundaries of the City.

The Police Department is headquartered in Port Townsend, and the Sheriff's Office is located at Port Hadlock. A Sheriff's Office annex located in the Clearwater area provides outreach to the western coastal area. Both the Sheriff's Office and the Police Department maintain a small force of volunteer reserve personnel available for limited duties as needed.

Sheriff's Office and the Police Department personnel frequently interact on an informal, mutual aid basis. This temporary arrangement is also supported by local troopers from the Washington State Patrol when available. More formal mutual aid understandings are in place between the Sheriff and law enforcement agencies in adjacent jurisdictions.

When local and immediate mutual aid resources are exhausted, including assistance from Clallam County, the State Law Enforcement Mobilization Plan can be implemented to provide requested assistance from throughout the state.

Law Enforcement representation in the EOC is assigned to the **Operations Section**.

**n. PUBLIC HEALTH, HEALTHCARE, AND EMERGENCY MEDICAL SERVICES**

Jefferson County Public Health (JCPH) provides programs and services to help protect and improve the health of the community. JCPH serves both the County and the City. They coordinate several programs essential to disaster response and recovery including food safety, water quality, immunizations and control of communicable diseases. Critical services also include family support and developmental disabilities programs.

The Jefferson County Health Officer has overall responsibility for direction of the program under the law. The Jefferson County Board of Health defines overall policy. A Department Director and professional staff carry out their duties on a daily basis.

A Public Health Emergency Response Plan defines how JCPH plans to deal with a health emergency, and how their activities will be coordinated with the Emergency Operations Center.

Jefferson County Public Health is a partner in the Homeland Security Region 2 Health Emergency plan (separate cover). This partnership augments local resources by mutual aid with both Clallam and Kitsap Counties' health organizations. Additional resources are available in an emergency from the State Department of Health.

The Health Department is assigned to the Operations Section, Health Unit in the EOC. A **Health Command Center** may be established to carry out detailed deployment according to internal plans.

Jefferson County Hospital District No. 2 operates Jefferson Healthcare (previously Jefferson General Hospital) in Port Townsend. It is the only hospital in East Jefferson County. Hospital services in West Jefferson County are provided by the Forks Community Hospital (West Clallam County) serving West Jefferson County as Hospital District No. 1. Jefferson Healthcare is a municipal corporation, operating under a five member elected commission.

Jefferson Healthcare is an integrated rural health care system that includes the single hospital, physicians' clinics, home health and hospice, outpatient diagnostic services, and rehabilitation services. Limited emergency room facilities are provided. It is not a certified trauma center.

Jefferson Healthcare has a disaster plan that defines how the hospital will coordinate resources in an emergency.

- o. HOSPITAL SURGE CAPACITY** - The ability of Jefferson Healthcare to staff up to meet extraordinary need is provided by implementation of a Surge Capacity Plan. This plan makes maximum use of hospital-related clinics, local retired medical professionals (Medical Reserve Corps), and volunteer resources to augment existing personnel and capabilities. The Jefferson County Healthcare Coalition, a component of Homeland Security Region 2 Healthcare Coalition, coordinates planning and emergency preparedness. The plan includes partnership with local clinics, nursing homes and related facilities necessary for

temporary relocation of patients or the use of such facilities to accommodate overload.

Communication and coordination with Jefferson Healthcare is through the Health Unit of the **Operations Section** in the EOC.

## **8. RELATIONSHIP TO RECOVERY PLAN**

### **a. COMMUNITY RENEWAL**

The initial emergency response period is comparatively short compared to the recovery and restoration process. Recovery begins when the living have been rescued, the injured treated, and damages resulting from the incident are no longer getting worse. The recovery phase marks the beginning of the “new normal”. Disaster recovery means a coordinated set of short term and long term actions designed to reduce the adverse effects of a disaster and restore community vitality.

### **b. PRIMARY ROLE**

Local government has the primary role of planning and managing all aspects of the community’s recovery. A Local Disaster Recovery Manager (LDRM)<sup>13</sup> will be designated to work with the local-state-federal recovery team. The role of the LDRM is to facilitate problem solving, and foster coordination among local partners and stakeholders.

### **c. ACTIVATION OF THE RECOVERY PROCESS**

The Department of Emergency Management is the primary point of contact for disaster recovery preparedness and is the focal point for implementation of the recovery plan. Recovery from a disaster will involve coordination of local, state, Federal, and private sector resources. Recovery priorities will be established on the basis of the data collected in the damage assessment process.



### **d. SHORT TERM RECOVERY**

The actions needed to stabilize the immediate health and safety needs of the community. Typical actions in this phase might include:

- Completion of emergency response activities.
- Impact assessment (effect on community viability).
- Declaration of disaster (a request for state and federal assistance).
- Rough estimation of the cost of public and private damage.
- Restoration of essential transportation routes.
- Emergency debris removal.
- Restoration of basic lifeline services (water and power systems).
- Security of damaged/evacuated areas.
- Distribution of potable water, food and critical goods.
- Identification and resolution of unmet needs.
- Resumption of the essential business of local government.
- Temporary housing.
- Management and distribution of donated goods and services.
- Coordination with State and Federal disaster relief authorities.

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<sup>13</sup> In accordance with the National Disaster Recovery Framework.

- Enhancement of regular communications with the public.
- Setting up disaster coordination centers for public relief.

**e. LONG TERM RECOVERY**

The actions taken to promote redevelopment of community vitality. Typical actions in this phase might include:

- Completion of the Federal damage assessment process.
- Identification of restoration priorities.
- Completion of debris removal and demolition.
- Rebuilding of damaged public facilities.
- Resumption of commerce.
- Stimulation of housing repair and reconstruction.
- Development of hazard mitigation projects.
- Mitigation of environmental impacts.

**f. COORDINATION (RECOVERY TASK FORCE)**

Following a major disaster, a local Recovery Task Force (RTF), under the Local Disaster Recovery Manager, may be established by the Board of County Commissioners and the City Council and tasked with defining needs, determining available resources, and enabling long term redevelopment. The Recovery Task Force will be charged with establishing uniform policies for coordination of recovery efforts. The RTF should be a joint county/city/private sector effort. Constituency of the RTF would depend on the severity, scope, and type of damage. Staff for the Recovery Task Force will be provided by the Department of Emergency Management.

**g. RECOVERY FACILITIES**

Depending on the scope of the disaster, the following facilities may be needed to support recovery activities:

- Recovery Administration Office – To house recovery staff and clerical support.
  - Disaster Recovery Center(s) – Joint agency one-stop clearinghouse for coordination of disaster relief.
  - Point(s) of Distribution (POD) – Facilities used to receive, sort, store, and disseminate critical goods to persons impacted by the disaster. May establish one POD in each operational area.
  - Public meetings – Locations throughout the community for communication of the recovery process to public gatherings. May establish one in each operational area.
- Joint Information Center (JIC) – For location of the joint agency public information officers to coordinate delivery of recovery information. A single JIC will be coordinated by the EOC Public Information Officer.

## **Section 1.3**

### **Direction, Control, and Coordination**

Version 2018.01

#### **GENERAL**

##### **RESPONSIBILITIES OF THE MULTI-AGENCY COORDINATION TEAM –**

- **INFORMATION COLLECTION AND EVALUATION:** Establishing and sustaining an information management system in the EOC that provides for collection, processing, tracking, display, and retention of operational information.
- **STRATEGIC PLANNING:** Coordination of global strategic planning to guide and measure progress toward overall emergency response and recovery goals and objectives.
- **COMMON OPERATIONAL PICTURE:** Assembling, codifying, and displaying of the status of infrastructure, assessment of public and private damage, and overall impact of emergency conditions.
- **OVERALL INTER-AGENCY COORDINATION:** A process for multi-agency and multi-jurisdictional coordination and collaboration.
- **BROAD SCALE INCIDENT PRIORITIES:** A system for prioritization of scarce resources according to a strategic plan.
- **COMPREHENSIVE RESOURCE MANAGEMENT:** General materiel support to the emergency response and recovery agencies; acquisition, staging, delivery and tracking of essential resources.
- **PUBLIC INFORMATION:** Establishment and coordination of a joint agency emergency public information network.
- **COORDINATION OF STATE AND FEDERAL RELIEF:** The principal point of contact for state assistance and federal disaster relief.
- **COORDINATION OF LOCAL GOVERNMENT:** Provides staff and guidance to county and city officials during the emergency and early stage recovery process.

**AUTHORITY** - Comprehensive Emergency Management Plan (CEMP). The CEMP defines the roles and responsibilities of local government in accordance with the requirements of Chapter 38.52, Revised Code of Washington. Presidential Directive No. 5 (HSPD-5) identifies steps for improved coordination in response to incidents and establishes the National Response Framework (NRF) and the National Incident Management System (NIMS)<sup>14</sup>.

**OPERATIONAL AREAS** - Span of control can be maintained by segmenting Jefferson County into Operational Areas (OA). These OAs, roughly approximating the existing Fire Districts and West Jefferson County, apportion the community by geography and common resources. The basic facilities of an Operational Area are:

- Coordination Center (for primary direction and control point)
- A common emergency response coordinator agency (fire district)
- Point of Distribution (for distribution of critical supplies). More than one POD may be identified to cover geographic separation
- Air transportation capabilities (landing strips or suitable landing zones aka LZ's)
- Marine transportation capabilities (for movement of goods and people by water)
- Communications capabilities (development of a communications plan for each OA consistent with the overall communications networks)
- Critical facilities inventory (identification of vulnerable facilities)

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<sup>14</sup> MAC System Annex can be found in section 1.10 Authorities and References



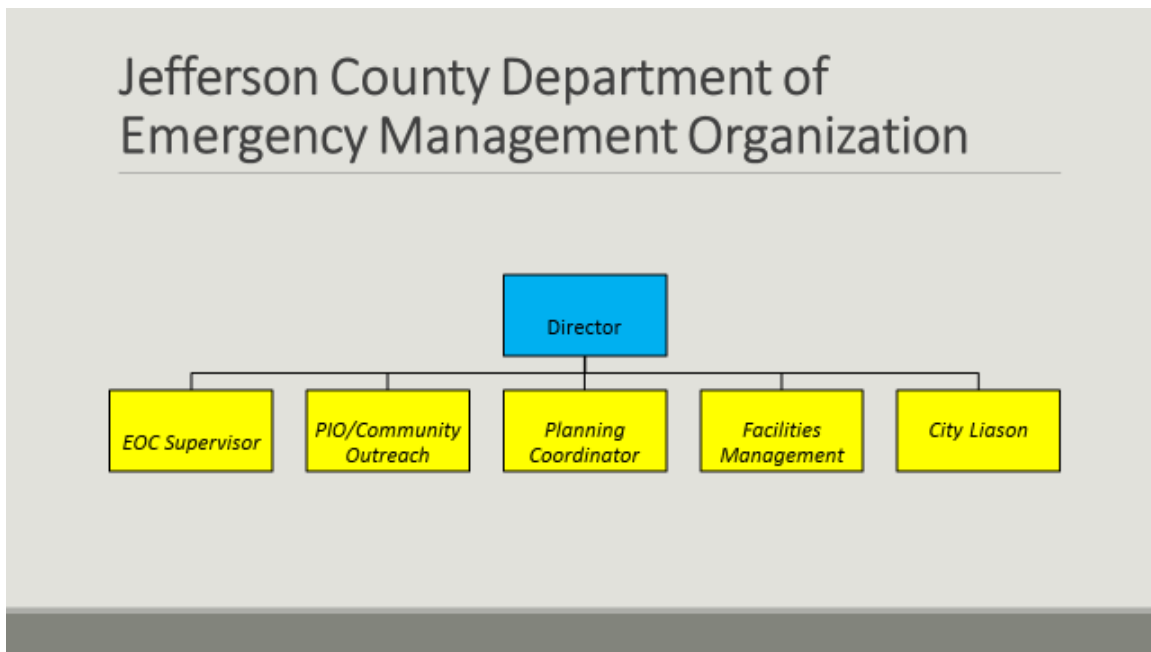
- Shelter facilities (community points of refuge and mass care shelters)

<b>JEFFERSON COUNTY OPERATIONAL AREAS</b>		
<b>AREA</b>	<b>GEOGRAPHICAL POINTS OF INTEREST</b>	<b>COORDINATION CENTER</b>
1	City of Port Townsend, Cape George, Beckett Point, Marrowstone Island, Kala Point, Port Hadlock-Irondale, Chimacum, Center, Naval Magazine Indian Island	EJFR STATION 1-6 Alternate EOC (PT)
2	Quilcene, Dabob, Toandos Peninsula, Coyle, Lake Leland, Lords Lake, Little/Big Quilcene Rivers	Fire District No. 2 Station 2-1 Quilcene
3	Port Ludlow, Shine, Mats Mats, Swansonville, Bridgehaven	Port Ludlow Fire Rescue Station 3-1
4	Brinnon, Triton Cove, Mount Walker, Duckabush River, Dosewallips River, Pleasant Harbor	Fire District No. 4 Fire Station 4-1 Brinnon
5	Discovery Bay, Eaglemount, Crocker Lake	Fire District No. 5 Station 5-1 Discovery Bay
6	Gardiner, Diamond Point (fire-EMS for this area is provided by Clallam Fire District No, 3	Gardiner Community Center
7	Hoh Nation Reserve, Oil City, Kalaloch, Clearwater, Queets Village	Fire District No. 7 (Town of Clearwater only)

**CITY COORDINATION** - For incidents only involving the city, the City Command Center will act as the primary direction and control point for city resources. The Emergency Operations Center (CCC) may be activated in support as needed, or members of the EOC Incident Management Team assigned to the CCC to assist where needed. The City Coordination Center is also the location of the Operational Area 1 coordination center (East Jefferson Fire Rescue).

## Section 1.4 Organization and Assignment of Responsibilities Version 2018.01

### A. EMERGENCY ORGANIZATION STRUCTURE a. Department of Emergency Management



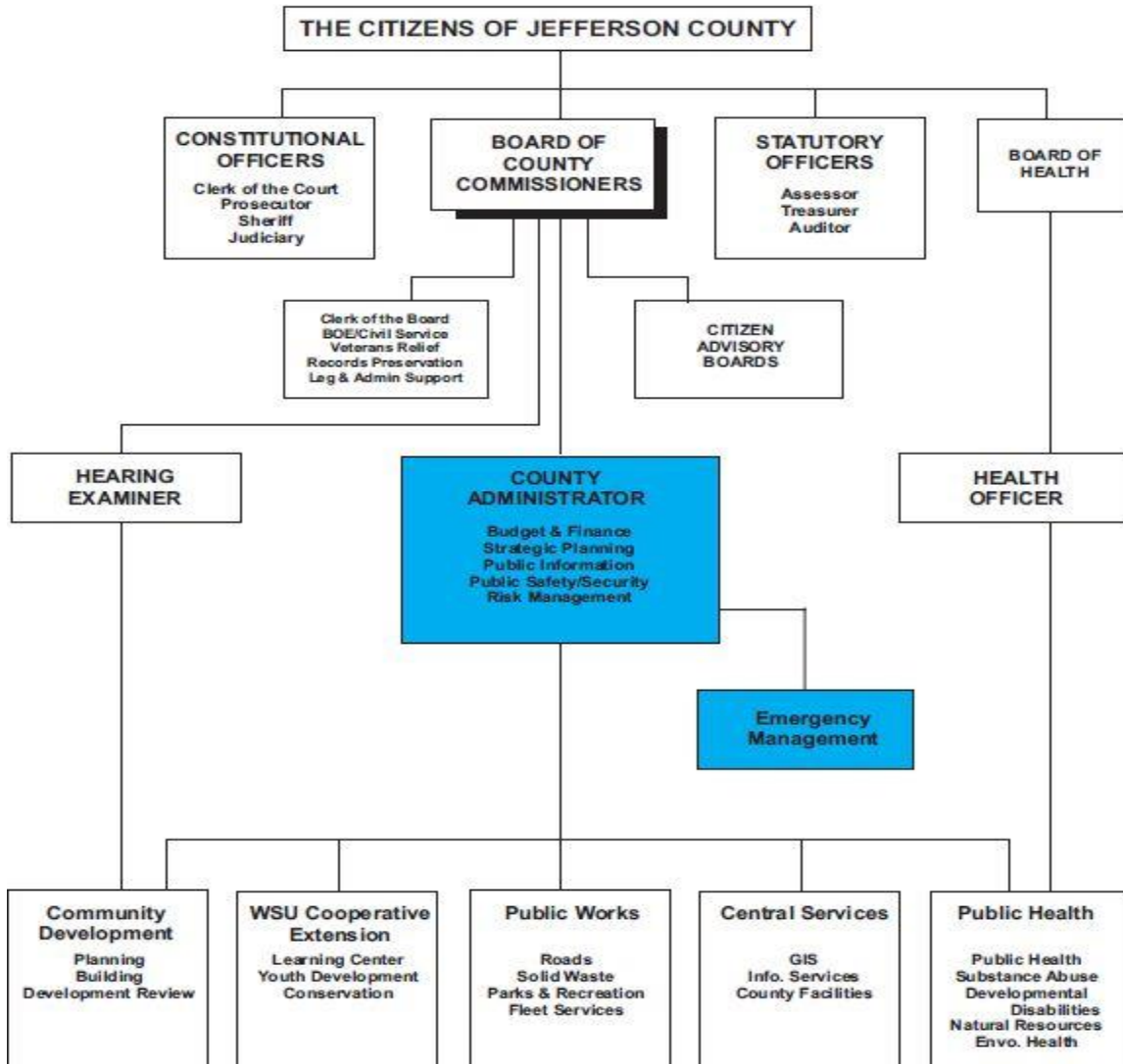
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<sup>15</sup> Organization as of 2018

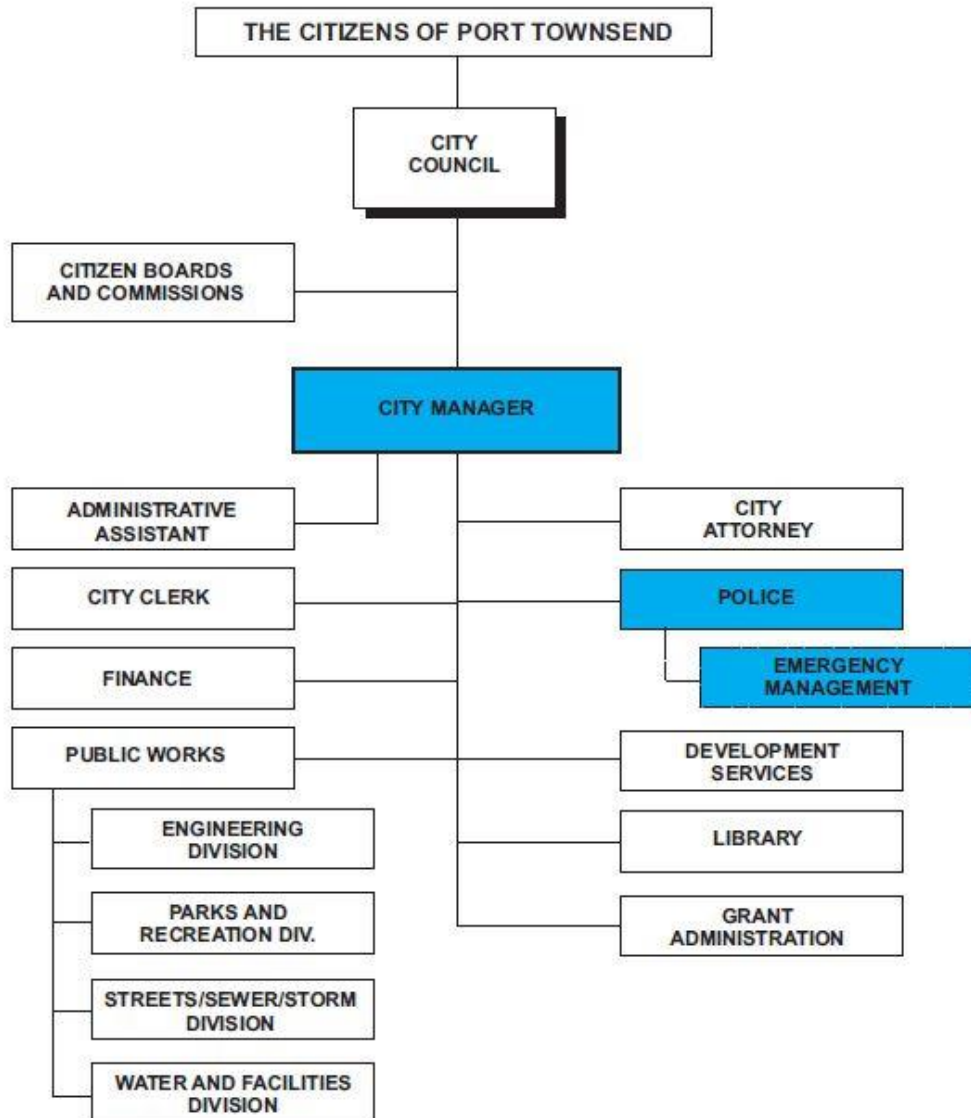
## b. COUNTY GOVERNMENT

### County Government Organization Version 2013



**c. CITY GOVERNMENT**

**City Government Organization**  
Version 2013



- g. LOCAL EMERGENCY MANAGEMENT ORGANIZATION** - The Jefferson County Board of County Commissioners established the Department of Emergency Management by resolution and assigned overall supervision of the department to the County Administrator. The Interlocal Agreement for Emergency Management assigns that duty to the City Manager for city-only operations.

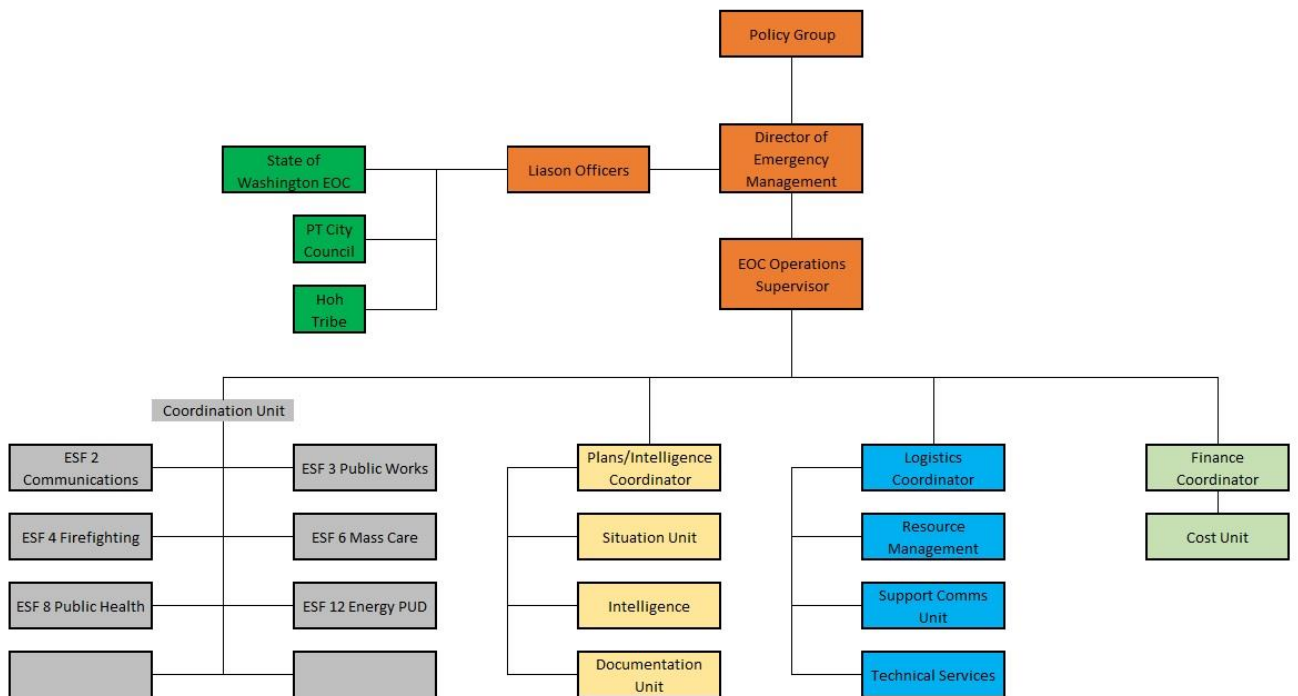
An Emergency Management Director, appointed by the County Administrator, is responsible for day-to-day operation of the program, supervision of Emergency Management staff, and coordination of planning, training, drills, and exercises to assure readiness, and implementation of plans and procedures in an emergency.

The Director and the department staff are County employees and operate under the personnel rules of the county. The City provides designated personnel to the program as a part of their support obligation under the Agreement. The existing departments, offices, and agencies of the City and County, including municipal corporations and special districts, shall be utilized to the extent possible in carrying out the responsibilities for emergency management.

Nongovernmental organizations and the private sector entities cooperate and coordinate with the Emergency Management program through various formal and informal mechanisms.

## DISASTER AND EMERGENCIES ORGANIZATIONAL CHAIN OF COMMAND

JEFFERSON COUNTY IMT  
ORGANIZATION VERSION 2018



## **Section 1.5 Responsibilities**

Version 2018.01

### **ALTERNATE LOCATION FOR THE CONDUCT OF PUBLIC BUSINESS**

The emergency affairs of the county or city can be conducted in an alternate place for the duration of the emergency provided reasonable effort is made to notify the public of the emergency relocation.

### **TELEPHONIC VOICE VOTE**

When exigent circumstances require, a telephone vote of the legislative body can adopt a declaration of emergency. This action needs to be on the record, witnessed, and later affirmed. Telephonic voice vote will be coordinated by the City Manager or the County Administrator.

### **CRITICAL TASKS IDENTIFIED FOR:**

#### **GOVERNMENT LEADERSHIP**

The continuation of essential government operations under emergency conditions is expected by our citizens. Some elements of services – law enforcement, fire/EMS, emergency management, public health, etc. - become even more essential. Sustained government services are vital to economic stability and recovery. Some constitutional requirements – for instance some responsibilities of the criminal court system - cannot be suspended.

Rallying the community response, marshaling resources, meeting emergency needs, and reacting to the crisis at hand, while sustaining or restoring critical government operations, is a major leadership challenge.

#### **COUNTY ORGANIZATION**

Legislative responsibility for county government is vested in the three-person Board of Jefferson County Commissioners. Constitutional offices consist of Clerk of the Court, Prosecutor, Sheriff, and the Judiciary. The Statutory offices are Assessor, Treasurer, and Auditor.

The Jefferson County Administrator is an appointed official who serves as the Chief Executive Officer for the County, and is responsible for carrying out all decisions, directives, policies, ordinances, and resolutions made by the Board of County Commissioners. Administrative departments, under the County Administrator, include Central Services, Public Health, Public Works, Community Development, WSU Cooperative Extension, and Emergency Management.



**CITY ORGANIZATION** - The legislative responsibility for city government is assigned to a seven-member City Council. The executive authority is vested in the City Manager (appointed by the City Council). City departments are: Administration (City Attorney, City Clerk), Development Services, Finance, Library, Public Works (Engineering, Parks, Streets and Utilities), and Police. The City Manager is responsible for Emergency Management in the City, and executes that duty through the interlocal agreement for Emergency Management.

**ESTABLISHMENT OF A DEPARTMENT OF EMERGENCY MANAGEMENT** - The requirements of Chapter 38.52, Revised Code of Washington, are fulfilled by the establishment of a Department of Emergency Management in the County and an interlocal agreement for Emergency Management services by that department to the City of Port Townsend. This plan is a part of that requirement.

**USE OF COUNTY AND CITY PERSONNEL AND SERVICES IN AN EMERGENCY** - County and City personnel, services, and equipment are a part of the local emergency management system. Washington State law directs the heads of governments to utilize those assets, along with those of the other municipal corporations and special districts, to the "maximum extent practicable".<sup>16</sup> It is the responsibility of the Department of Emergency Management to assist them in developing the internal procedures necessary for execution of their emergency duties as identified in this plan.

**LEGISLATIVE SUPPORT TO EMERGENCY MANAGEMENT** - The City Council and the Board of County Commissioners provide emergency legislative support to the Emergency Management program in an emergency. Such support includes declarations of emergency and special emergency measures needed to meet response needs.

**EMERGENCY POWERS** - The law provides certain unique powers to the heads of local government in the event of an emergency. Such powers may be enacted when an emergency or disaster occurs that demands immediate action to preserve public health, protect life and public property, and provide relief to the stricken community.<sup>17</sup> In carrying out this plan the Board of County Commissioners and/or the City Council may exercise those powers without regard to the time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) including (but not limited to)<sup>18</sup>:

- Budget law limitations
- Requirements of competitive bidding
- Publication of notices
- Provisions pertaining to the performance of public works

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<sup>16</sup> RCW 38.52.110(1)

<sup>17</sup> RCW 38.52.010(6)(a)

<sup>18</sup> RCW 38.52.070(2)

- Entering into contracts
- Incurring obligations
- Employment of temporary workers
- Equipment rental
- Purchase of supplies and materials
- Levying of taxes
- Appropriation and expenditure of public funds

The activation of these emergency powers is contingent upon a formal Declaration of Emergency by a majority vote of the Board of County Commissioners or the City Council (for City-only emergencies). In all cases, the test of prudence and best value in the execution of emergency procurement will be observed whenever such diligence does not interfere with the immediate response to life safety.

It is critical that due diligence in obtaining the best value in terms of cost must be documented. Contract type should be carefully considered to ensure proper monitoring is in place and costs are reasonable.

**DECLARATION OF EMERGENCY** - A local declaration of emergency activates the emergency powers described above and is the prerequisite for requesting state and federal assistance in a major emergency. Such declaration is made by the county or city legislative body by adoption of an ordinance or resolution. A city declaration/resolution is made under RCW 35.33.081 whereas a county declaration is covered by RCW 36.40.180. A joint resolution can be made under RCW 38.52.070(2).<sup>19</sup>

## **STATE DEPARTMENTS**

### **National Guard**

- Coordinating Agency for ESF 20
- Coordinates Defense Support to Civil Authorities
- Provides:
  - Air and land transportation of personnel and equipment
  - Shelter
  - Power generation capabilities
  - Urban search and rescue
  - Water purification
- Supports in suppression of wildland fires along with providing security forces and command and control capabilities
- Supports state emergency communications and cyber system requirements
- Provides aerial reconnaissance, photographic missions, and radiological monitoring, as required.
- Provides limited emergency medical assistance

### **Washington State Patrol**

- Coordinating Agency for ESF 13
- Assists local authorities with law enforcement operations
- Coordinates traffic control on state highways
- Respond to hazardous material events
- Provides aerial reconnaissance photographic missions.

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<sup>19</sup> Additional reference: Annex 1.10.10– Procedures for Local Declaration of Emergency



#### **Department of Transportation**

- Coordinating Agency for ESF 1
- Supports local jurisdictions with traffic control on local roads
- Conducts transportation damage assessments and rapid repairs to WSDOT infrastructure
- Assists in promptly identifying and removing impediments to movement on state highways and other routes as resources allow
- Reconstructs, repairs, and maintains the state transportation system including designation of alternate routes in coordination with counties cities and ports.

#### **Department of Natural Resources**

- Coordinating Agency for ESF 4 and 11
- Mobilizes personnel and equipment during emergency or wildfire operations for suppression and control of wildland fires
- Coordinates or conducts debris removal and land reclamation on DNR land
- Provides geologic technical assistance
- Provides heavy equipment support in an emergency or disaster

#### **Department of Social and Health Services**

- Coordinating Agency for ESF 6
- Promotes the integration of functional needs support services
- Coordinates state-level mass care, emergency assistance, temporary housing, or human services response when requested by impacted jurisdictions

#### **Washington State Emergency Management Division**

- Coordinates the acquisition and deployment of additional communications equipment, personnel and resources necessary to establish temporary communications capabilities within the affected areas.
- Receives and processes requests from local jurisdictions for specific state and federal emergency and disaster related assets and services.
- Coordinates state assets to support local jurisdictions in need of supplemental emergency or disaster assistance
- Coordinates the provision of statewide search, rescue, and recovery assets to supplement the efforts of local jurisdictions.
- Develops and implements programs or initiatives designed to prevent, protect, and mitigate the effects of hazards through the development and enforcement of policies, standards, and regulations.
- Provides emergency and disaster-related training and orientation to state and local officials to familiarize them with emergency or disaster-related responsibilities, operational concepts, and procedures.

## **FEDERAL AGENCIES**

### **Federal Emergency Management Agency**

- Coordinating Agency for ESF 4, 5, 6, and 9.
- Assist and provide housing and shelter for hard hit communities
- Provides money for home repairs to cover damages that aren't paid for by insurance.
- Provides assistance with medical treatment and prescriptions for disaster victims who suffer from medical conditions
- Assists with rebuilding and repair of public infrastructure, including roads and bridges, sewer lines and public buildings.

### **Department of Homeland Security**

- Secretary of Homeland Security is the principle federal official for domestic incident management
- Responsible for the coordination of federal operations within the United States in order to prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies.
- Provides technical expertise for infrastructure protection, resilience, and interdependencies.

### **Department of Defense**

- Coordinating Agency for ESF 20
- The Secretary of Defense authorizes Defense Support to Civil Authorities for domestic incidents as directed by the President or when consistent with military readiness operations and appropriate under the circumstances and law.
- Provides personnel assistance and resources to support federal response to a major disaster or emergency.

### **United States Coast Guard**

- Coordinating Agency for ESF
- Provides support for maritime operations
- Conduct search and rescue operations at sea and in support of local jurisdictions.
- Support cleanup of oil spills and other maritime environmental hazards.
- Inspect commercial vessels, respond to pollution, manage waterways and draft recommendations for the transit of hazardous cargo by ship.

## **VOLUNTEER COMMUNITY ORGANIZATIONS (VOAD/COAD)**

Jefferson County has a unique relationship with community organizations dedicated to emergency preparedness. With technical and resource support from Jefferson County Department of Emergency Management and Neighborhood Preparedness (NPREP), many neighborhoods have developed their own Emergency Preparedness Groups with the goal of being able to sustain themselves in the event of a disaster. The largest of EPGs include:

- Port Ludlow Village Council Emergency Preparedness Group
- Kala Point Emergency Preparedness Group
- Marrowstone Island Emergency Preparedness Group
- Coyle Community Emergency Preparedness Group
- West Olympic Peninsula Preparedness Workshop
- Cape George Preparedness Group

Jefferson County also has access to a pair of FM radio stations for dissemination of information as well as the JC Volunteer Emergency Communications Group (VECOM) which plays the role of maintaining communication with the various small communities of Jefferson and neighboring counties.

#### **INDIVIDUAL COMMUNITY MEMBERS**

Responsible for the safety and welfare of themselves and their family.

Should prepare themselves and their family for disasters and emergencies within the community by:

- Establishing and maintaining a family *Disaster Preparedness Plan*.
- Creating an emergency supply kit for their home and workplace.
- Being prepared to sustain themselves and their family at minimum, 30 days after a disaster, and possibly longer due to a catastrophic incident.
- Taking proper steps to safeguard and back-up personal cyber systems and sensitive data.
- Should actively participate in local emergency preparedness and response organizations and activities such as Neighborhood Preparedness (NPREP) and other personal preparedness programs.

#### **AS DEFINED IN MUTUAL AID AGREEMENTS/MOA/MOU**

Jefferson County maintains written memorandums with Naval Magazine Indian Island and the City of Port Townsend. The memorandum with Naval Magazine (NAVMAG) states that personnel from NAVMAG are able to use the Jefferson County EOC in the event that they have to evacuate their own. The County also has verbal agreements with Clallam County for providing Fire and EMS response to the Gardiner area and also the Pacific coast in the area between Forks to Kalaloch. Grays Harbor provides similar response for the Coast region north up to Kalaloch.

Other agreements are made between the various County and City entities such as Port Townsend Police with Jefferson County Sheriff and the Fire Districts with each other when one is either shorthanded or becoming overwhelmed in an incident. Several of the Fire Districts share mutual aid agreements with Poulsbo Fire Department and North Kitsap Fire and Rescue in Kitsap County while others have similar agreements with Mason County for the mid-Hood Canal region.

Jefferson County Department of Emergency Management is an equal partner in an Interlocal Agreement between the counties of Clallam, Jefferson, and Kitsap for the purpose of the formation of the "Washington State Homeland Security Region 2 Coordinating Council". The formation of the Council is facilitated for the purpose of joint participation in Homeland Security and Emergency Management "All Hazards" planning and preparedness programs under the State Homeland Security Grant Program (SHSP) within the counties of Clallam, Jefferson, and Kitsap. Each participating county will be responsible for their individual County's management and administration functions associated with this agreement. No new or separate legal or administrative entity is created to administer the provisions of this ILA. This ILA shall be administered by the members of the Council.

## **Section 1.6**

### **Information Collection, Analysis, and Dissemination**

Version 2018.01

#### **GENERAL:**

Being able to accurately collect, analyze, and disseminate information is critical in building situational awareness during an emergency or disaster. The transfer of information can be by phone, radio, television, computer, or even a runner. These methods are picked based on the nature of the emergency and what is available. Jefferson County EOC needs accurate and constantly updated information in order to paint a picture for what is needed by those in the field.

#### **PUBLIC INFORMATION AND WARNING NETWORKS**

In Jefferson County, emergency information may be disseminated by a variety of sources including the Emergency Alert System and NOAA Weather Radio. A list of others used by DEM include:

**NIXLE:** subscription based text-messaging system used for the dissemination of important or otherwise critical information by Jefferson County Public Safety agencies.

**All Hazards Alert Broadcast:** tsunami warning sirens that can be activated by the State EMD Duty Officer or locally as needed. Only located close to the water.

**Media:** Further information dissemination is conducted by local radio station 91.9 FM KPTZ and 91.1 FM KROH.

#### **OPERATIONAL COORDINATION**

Essential Elements of Information (EEI) represent a comprehensive list of impact related information needed by DEM from County and City agencies, departments and area command sites to develop situational awareness and create a Common Operating Picture (COP).

EEI items are normally required for both emergency response and recovery and include:

- Boundaries of the disaster area
- Social, economic, political, environmental impacts
- Status of transportation nodes
- Status of communications systems
- Access points to the disaster area
- Status of operating facilities
- Hazard-specific information
- Weather data affecting operations
- Status of critical facilities
- Status of key personnel
- Status of EOC/ESF activation
- Status of disaster or emergency declarations
- Major issues/activities of ESFs
- Resource shortfalls
- Overall priorities for response
- Status of upcoming activities

Revised March 2018

Essential Elements of Information to consider for **Seismic Event**:

- Seismic or other geophysical information
- Area of ground shaking
- Area of liquefaction
- Landslide/mudslide areas
- Evacuation planning

Essential Elements of Information to consider for **Flood Event**:

- Status of rivers/tidal areas
- Number and sufficiency of sandbag inventory
- Amount and sufficiency of potable water/food stuffs
- Evacuation planning

Essential Elements of Information to consider for **Hazardous Materials Incident**:

- The chemical agent(s) in question
- The extent of any release
- Affected areas
- Plume prediction
- Protective action recommendations/decisions
- Evacuation planning

## Section 1.7 Communications

Version 2018.01

### GENERAL:

Being able to accurately collect, analyze, and disseminate information is critical in building situational awareness during an emergency or disaster. The transfer of information can be by phone, radio, television, computer, or even a runner. These methods are picked based on the nature of the emergency and what is available. Jefferson County EOC needs accurate and constantly updated information in order to paint a picture for what is needed by those in the field.

#### a. OPERATIONAL COMMUNICATIONS

A Public Safety Answering Point (PSAP) and dispatch center was established jointly by the law enforcement and fire agencies. Jefferson Communication (JeffCom) is the 9-1-1 center and public safety dispatching service for all of Jefferson County. JeffCom receives 9-1-1 calls, communicates with law enforcement and fire/EMS assets, tracks the status of resources, and acts as the primary point of contact for mutual aid services requested by the incident command agency.

JeffCom is also the 24-hour warning point for larger incidents impacting Jefferson County. Dispatchers monitor the National Warning System (NAWAS) for this purpose, and have internal procedures for timely notification of key personnel.

In the event of the need to evacuate the primary dispatch center at Port Hadlock, JeffCom maintains an Alternate Public Safety Answering Point (A-PSAP) at Port Townsend. The A-PSAP provides much the same services as the primary location, and is co-located with the Alternate Emergency Operations Center.

JeffCom maintains internal procedures for rapid expansion of capability should emergency overload occur. The JeffCom Director coordinates all public safety communications services, including support services, in an emergency.

#### b. SUPPORT COMMUNICATIONS SERVICES – AMATEUR (HAM) RADIO -

Supporting communications services are provided by *Jefferson County Volunteer Emergency Communications (VECOM)* an organization within the Amateur Radio (HAM) community. An extensive communications network has been established to augment existing capabilities when needed, under the coordination of the Emergency Operations Center.



Radio Amateur Civil Emergency Services (RACES) utilizes the existing personnel and facilities of the HAM community, organized to provide back-up communications between several critical facilities and the Emergency Operations Center. The RACES Plan defines how Amateur Radio resources will be utilized to the best advantage. Amateur Radio resources are coordinated by the **Logistics Section**) of the EOC Incident Management Team.

DEM also maintains a radio room where communications and media personnel would be located during an activation. The radio room consists of multiple UHF and VHF radios, Emergency Alert System, HAM radios and CEMNET and several other forms of communications. Radio frequencies are kept and maintained in the Radio Room, the Red Book, and JeffCom in order to maintain redundancy of information.

## **Section 1.8**

### **Administration, Finance, and Logistics**

Version 2018.01

#### **ADMINISTRATION**

##### **1. Department Essential Records**

In order to provide for the continuity and preservation of civil government, each department shall designate those public documents, which are essential records and needed in an emergency and for the reestablishment of normal operations after any such emergency. Each department shall ensure that the security of essential records is by the most economical means commensurate with adequate protection. Protection of essential records may be by vaulting, planned or natural dispersal of copies, or any other method. Reproductions of essential records may be by photocopy, microfilm, or other methods.

##### **2. Department Disaster-Related Records and Documentation**

All departments with disaster responsibilities may coordinate with DEM to establish, maintain and protect files of all disaster-related directives, forms, and reports, requests for assistance, expenditures, and correspondence, in accordance with the record retention program as defined in RCW 40.10.010. Reports may be requested by the Jefferson County Department of Emergency Management from departments in order to provide regional, state, and federal officials with information concerning the nature, magnitude, and impact of the disaster. These reports may be necessary to evaluate response options and in allocating resources on a priority basis.

Jefferson County Department of Emergency Management may be requested by the State Emergency Management Division to provide specific reports to include, but are not limited to:

- Damage Assessment Reports
- Requests for Assistance
- Situation Reports

The State Emergency Operations Center may issue mission numbers (disaster incident or search and rescue number series) to local jurisdictions for actions taken with the intent of protecting life, property and/or the environment during the incident period of any given event. The mission number shall be used by each department for the duration of the incident and throughout the recovery period. The State mission number shall be included in all disaster-related documentation.

#### **FINANCE**

- ##### **1. RESPONSIBILITY FOR COST TRACKING**
- All county and city offices and departments, along with municipal and quasi-municipal corporations, special districts organized under the laws of the State of Washington, are responsible for tracking incident-related costs. Cost recuperation, if any, will hinge on the type and detail of extraordinary expenditures directly related to the execution of this plan. Should the Stafford Act, or any other similar reimbursement mechanism, be implemented, each entity is responsible for filing for cost recovery – coordinated through the Finance Section in the EOC.



- 2. OTHER VOLUNTARY ORGANIZATIONS OR CHARITABLE INSTITUTIONS –**  
Volunteer disaster relief organizations may be able to provide short-term assistance throughout the recovery process.
- 3. OBJECTIVES OF FEMA INDIVIDUAL ASSISTANCE –** The emphasis will be on stabilization of community health, safety, and security. Assistance may be available to eligible public applicants to repair, restore, or replace damaged facilities to pre-disaster design, capacity, and condition.
- 4. PUBLIC AGENCY APPLICANTS ELIGIBLE FOR FEDERAL ASSISTANCE –**
  - Cities and towns
  - Counties
  - State agencies
  - Federally recognized Indian tribes
  - Special purpose districts
  - Critical private non-profit organizations
  - Government service type non-profit organizations
- 5. SAMPLE PUBLIC ASSISTANCE PROJECTS –** These categories may be eligible for reimbursement under the Public Assistance program:
  - Category A: Debris removal
  - Category B: Emergency protective measures
  - Category C: Roads and bridges
  - Category D: Water control facilities
  - Category E: Buildings and equipment
  - Category F: Utilities
  - Category G: Parks, recreational, and other
- 6. PROCUREMENT –** Great care must be taken when purchasing goods and materials and contracting for services for projects approved under the FEMA Public Assistance Program. All projects are subject to audit. Contracts must be of reasonable cost, generally competitively bid, and otherwise comply with Federal, State, and local procurement standards.

Federal procurement standards are not waived unless lives and property are at stake. However, non-compliance after bona fide exigencies no longer exist may result in ineligibility for federal disaster assistance. All contracting practices must provide full and open competition to all qualified bidders.
- 7. COORDINATION WITH THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) –** The Department of Emergency Management is the primary point of contact with FEMA. Public entities involved in recovery projects will appoint an applicant agent as the principal representative for the agency regarding approved projects.
- 8. ENVIRONMENTAL ISSUES –** Although emergency powers allow certain activities impacting public health and safety to be carried out without delay, all recovery activities remain accountable to the myriad environmental laws and regulations, limitations on historical buildings and landmarks, and other regulatory processes. Each applicant agency will be required to comply with the permit requirements, and other measures required by law to the extent possible; and will be responsible for knowing what those requirements are.

9. **DISASTER DECLARATION REQUIRED FOR ASSISTANCE DEFINED IN THE STAFFORD ACT**– The governor must ask the President to make a disaster declaration. If a declaration is made, several state and federal government agencies will come together to administer the assistance programs in the eligible jurisdictions. To be eligible for aid, Jefferson County must be included in the disaster declaration.
10. **DOCUMENTATION** – Detailed documentation of ALL activities associated with disaster response and recovery is a prerequisite for Federal reimbursement under the Public Assistance Program if available. Comprehensive records must be kept in real time and at all levels (not reconstructed) and present a clear description of the actions taken.



Bridge on Old Gardiner Road – rebuilt under the FEMA disaster assistance program after old bridge was destroyed by flooding.

### **PUBLIC ASSISTANCE**

Upon issuance of a Declaration of Disaster by the President (requested by the governor) assistance will become available to public entities (including possible reimbursement of eligible costs) and private individuals through the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* (administered by the Federal Emergency Management Agency - FEMA) and other programs.

Those eligible for Public Assistance include local governments, state agencies, Tribal governments, and private non-profit organizations that own or operate a facility that provides an essential service to the general public<sup>20</sup>. Private non-profit organizations that do not offer critical facilities make separate requests to FEMA and SBA. To request Public Assistance, one must fill out a Request for Public Assistance (RPA) form and must be submitted to FEMA within 30 days of a Presidential declaration.

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<sup>20</sup> Critical facilities include power, water, sewer, communications, emergency medical care, education, and emergency services.

Emergency expenditures are not normally integrated into the budgeting process of local governments. However, disasters may occur which require substantial and necessary unanticipated obligations and expenditures.

Jefferson County, as with all other local jurisdictions in Washington State, will incur disaster-related obligations and expenditures in accordance with the provisions of RCW 38.52.070(2), applicable state statutes and city local codes, charters and ordinances, which include but may not be limited to the following:

- Emergency expenditures for towns and cities with populations less than 300,000. RCWs 35.33.081, 35.33.091, and 35.33.101.
- Emergency expenditures for code cities. RCWs 35A.33.080 and 35A.34.140.

The following statutes cover the financing of emergency response and recovery actions:

- 1) Counties: RCW 36.40.180 and 36.40.190
- 2) Cities with populations under 300,000: RCW 35.33.081 and 35.33.101
- 3) Municipal and county governments are authorized to contract for construction or work on a cost basis for emergency services by RCW 38.52.390
  - b. Records shall be kept so disaster related expenditures and obligations of the county and cities can be readily identified from regular or general programs and activities.
  - c. Disaster-related expenditures and obligations of the county and cities may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work performed in the restoration of certain public facilities and infrastructure after a Presidential Disaster declaration by the President or under the statutory authority of certain federal agencies.

## LOGISTICS

### 1. METHODOLOGY AND AGENCIES INVOLVED IN RESOURCE PROCUREMENT

- a. **STATUS OF INTERNAL (ORGANIC) RESOURCES** - Local emergency response organizations have existing plans and procedures for augmenting their capabilities (surge capacity). This includes agreements with adjacent agencies and jurisdictions, regional mutual aid agreements, state mobilization plans, and similar instruments of collaboration. For purposes of this plan these are "organic" resources, considered for direct coordination by the emergency management system only where there is a critical scarcity. An organic resource is coordinated by the recipient agency according to a pre-arranged command structure.
- b. **INFORMATION SHARING AND COORDINATION** - Although many organic resources may be obtained, assigned, and applied without direct involvement of the Emergency Operations Center, coordination of that information with the EOC is important in order to understand the scope of the response, reduce the possibility of duplication, and fill in the big-picture information necessary to grasp the scope of the response. That process is particularly important when local and mutual aid resources are about to become exhausted or depleted and may need to be replaced with outside help.
- c. **IDENTIFICATION OF UNMET NEEDS** - Unmet needs are those critical life and safety elements associated with the incident for which there are no apparent and timely solutions. Meeting those needs may require re-prioritization of local capabilities, acquisition of external resources, or some other combination of efforts to mitigate the hardship. For larger scale incidents, an **Unmet Needs Unit** will be established in the EOC in the **Community Operations Branch**.

- d. **LOCAL GOVERNMENT RESOURCES ARE THE FIRST PRIORITY** - It is the responsibility of local government to aid persons suffering from injury or damage. Jefferson County and the City of Port Townsend are required to utilize their personnel, facilities, services, and equipment (resources) to the extent possible to mitigate the emergency.<sup>21</sup> This is the first level in the cost assignment hierarchy. External resources are utilized in support of local efforts.
- e. **SPECIAL PROVISIONS OF THE LAW – EMERGENCY POWERS** - In carrying out response to an emergency within this plan, when a Declaration of Emergency has been made, the County and the City have the power to enter into contracts and incur the obligations necessary to protect health and safety of persons and property and provide emergency assistance to victims. These actions can be taken with greater flexibility to meet critical demands in a timely way. This includes such formalities as budget law limitations, competitive bidding, etc. Demonstration of reasonable attempts to attain the best value, given the limitations of the incident, is highly recommended in the event that emergency expenditures become eligible for cost recovery.
- f. **BORROWING SERVICES AND EQUIPMENT FROM CITIZENS** - In the event of a disaster, after proclamation by the governor, the County and the City shall have the power to command services and equipment of private citizens, PROVIDED, they are entitled to the privileges, benefits, and immunities identified in the law.
- g. **RESOURCE MANAGEMENT PROCESS** - The Emergency Operations Center Incident Management Team will establish a resource ordering and tracking process to assist with the acquisition and coordination of requested resources. This system will provide the tracking procedures necessary to document the request, ordering, receiving and delivery of ordered resources. Resource management is the responsibility of the **Logistics Section** of the EOC Incident Management Team.
- h. **CONTROL OF A TRANSFERRED RESOURCE** - When requested resources, processed through the resource management system, are received and assigned to a requesting agency, they will be considered transferred to the direct management control of the requestor until released. When a transferred resource has an internal command/supervision structure, that structure will remain intact within the overall organization of the requesting agency.
- i. **RESOURCES REQUESTED BY OTHER AGENCIES** - Where essential resources are being acquired through the emergency management system at the request of other response agencies, the cost of those resources will be assigned to the requesting agency. Whenever possible, the costs will be pre-identified.
- j. **RESOURCES NOT OFFICIALLY REQUESTED THROUGH THE RESOURCE MANAGEMENT SYSTEM** - There is a prescribed resource ordering process in place through the Emergency Operations Center. The cost for resources that are not requested through this resource management process (including those that respond spontaneously) may not be eligible for reimbursement should it become available. Unrequested/unplanned resources are seldom used, and may interfere with the resource management system.

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<sup>21</sup> RCW 38.52.110.

## RESOURCE GAPS

Jefferson County faces immense resource shortages due to the geography and population size. Being located on the Olympic Peninsula creates an accessibility gap for the County as two of the three access routes in cross large swaths of water while the third route is very susceptible to landslides and being washed away in some parts. The loss of transportation modes makes it incredibly difficult to get any kind of outside resources into the county.

There is also a limit to Fire, Law, Public Works, and Public Health capabilities as each have to cover a very rural area with limited staff and equipment. Jefferson General Hospital itself has only 25 beds for emergencies to cover an entire county of 31,000 people.

## SPECIALIZED RESOURCES

Jefferson County Department of Emergency Management maintains a resource inventory of assets for the county and updates it every one-to-two years.

## CPOD DESCRIPTIONS AND LOCATIONS

Community Points of Distribution are located at the following six locations throughout Eastern Jefferson County:

- Blue Herron Middle School in Port Townsend services the City of Port Townsend and neighborhoods of Cape George and Glen Cove.
- Gardiner Community Center in Gardiner services Gardiner, Diamond Point, and Discovery Bay
- The Bay Club in Port Ludlow supports Port Ludlow, Mats Mats, Paradise Bay, Shine, Bridgehaven, and Coyle
- Chimacum High School in Chimacum covers Chimacum, Port Hadlock-Irondale, and Kala Point.
- Quilcene Community Center in Quilcene is services Quilcene, Dabob and Leland.
- North Hood Canal Chamber of Commerce in Brinnon services Brinnon, Duckabush and the mid-Hood Canal region.

## RESOURCE REQUEST PROCESS

When needed, the EOC utilizes ICS 213 RR<sup>22</sup>, which is the resource request form used by Washington State and includes instructions on how to properly fill out.

**REIMBURSEMENT ELIGIBILITY AND COST RECOVERY** - Some incident related costs may become reimbursable (or partially reimbursable) under state or federal law. An example of reimbursable expenses are those extraordinary costs associated with emergency action of a certain qualified nature under the Robert T. Stafford Disaster Relief Act.

Reimbursement eligibility, if any, will require detailed records. In any event, no emergency action should be undertaken on contingency with the advanced expectation of reimbursement. Some reimbursement may require local matching funds (either direct or indirect).

**DONATED GOODS AND SERVICES** - Procedures are in place, within the resource management system, to receive and process donated goods and services. To the extent possible, the spontaneous donation of goods and services will be directed to one of the several non-profit relief organizations for use in their disaster related activities. Where special resources are needed, there may be a direct appeal.

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<sup>22</sup> ICS Form 213 Resource Request can be found on the State EMD Website under Logistics

The Logistics Section of the EOC Incident Management Team will be responsible for overall coordination of donated goods and services.

**MANAGEMENT OF VOLUNTEERS** - Every citizen who wishes to volunteer their services in an emergency should have the opportunity to do so where possible. There are many essential functions that can be performed by trained or untrained volunteers consistent with their abilities. The resource management system will include provisions for their recruitment, screening, processing, assignment, and tracking. To the extent possible, the administration of volunteer management will be assigned to the existing non-profit relief agencies.

When volunteers are utilized by private agencies, assumption of liability will be in accordance with their internal policies. Other volunteers, assigned outside of existing groups, will be provided the special protections defined by the law for emergency workers.<sup>23</sup>

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<sup>23</sup> Reference RCW 38.52 and WAC 118-04.

## **Section 1.9 Development and Maintenance**

Version 2018.01

### **1. PROMULGATION PROCESS**

- a. The Jefferson County-City of Port Townsend Comprehensive Emergency Management Planner is responsible for developing, reviewing, and updating this plan.
- b. Jefferson County and Port Townsend officials are responsible for approving and promulgating this plan.

### **2. DESCRIPTION OF REVIEW PROCESS**

- a. **ACKNOWLEDGEMENT OF TRAINING AND EXERCISE PARTICIPATION:**  
The Director of Emergency Management is responsible for developing and implementing a training program for county staff and members of the Incident Management Team that creates and maintains both heightened awareness of the contents of the CEMP and enhances preparedness to conduct disaster management activities.
- b. **PROCESS FOR CONDUCTING AN ANNUAL EXERCISE**  
JCDEM follows guidelines set by the Homeland Security Exercise and Evaluation Program (HSEEP) when creating and implementing exercise programs. When an exercise is identified as being necessary, a planning team is formed to build goals and objectives and point out the participants needed to conduct the program. These exercises can be either discussion-based or operations-based.

### **3. AVAILABILITY TO THE PUBLIC**

Additional copies of this plan can be obtained by contacting the Department of Emergency Management, 81 Elkins Road, Port Hadlock, WA 98339 or by calling our business line at 360-385-9368. Our e-mail address is [jcdem@co.jefferson.wa.us](mailto:jcdem@co.jefferson.wa.us). Reference to important parts of this plan can be found on-line at [www.jeffcoeoc.org](http://www.jeffcoeoc.org).

### **4. CEMP REVISION OR MAINTENANCE SCHEDULE**

- a. The Basic Plan and its annexes shall be reviewed annually or every other year by local emergency management officials. Department of Emergency Management will establish a schedule of review for planning documents.
- b. This plan will be updated based upon any deficiencies that are found or occur during actual emergencies and exercises and when changes in threats, resources, or government occur.
- c. All components of this document must be formally updated every five years. Responsibility for updating is assigned to Jefferson County Department of Emergency Management.
- d. Revised or updated documents will be given to all departments and agencies that play a part in those documents.

**Section 1.10**  
**Authorities and References**  
Version 2018.01

- 1.10.1 Glossary/Acronyms
- 1.10.2 Lines of Succession
- 1.10.3 Multi-Agency Coordination Annex
- 1.10.4 Evacuation
- 1.10.5 Recovery
- 1.10.6 Lead and Support Agencies
- 1.10.7 Disaster Roles
- 1.10.8 Cross Reference to State and Federal Plans (ESF Format)
- 1.10.9 List of Relevant Partner Agencies' Emergency Plans (published separately)
- 1.10.10 Declaration of Emergency
- 1.10.11 Layout of the Emergency Operations Center



## **ANNEX 1.10.1 GLOSSARY**

**ACCESS AND FUNCTIONAL NEEDS:** This term has replaced “special needs,” “vulnerable,” “high-risk”, and similar terms. People with access or functional needs are those who may have additional needs before, during or after an incident in functional areas including but not limited to: maintaining health, independence, communication, transportation, support, services, self-determination, and medical care. Individuals in need of additional response assistance may include people who have disabilities, who live in institutionalized settings, who are older adults, who are children, who are from diverse cultures, who have Limited English Proficiency or who are non-English speaking or who are transportation disadvantaged. (*National Preparedness Goal*, September 2015)

**ALL-HAZARDS:** Threat or incident, natural or manmade, which necessitates the use of action to protect life, property, the environment, and public health or safety and to also minimize the disruption of government, social, or economic activities. All-Hazards includes natural disasters, industrial accidents, incidents involving cyberspace, pandemics, terrorism and other manmade or technological that involve critical infrastructure or public safety.

**ANNEX:** Additional or supporting documents

**APPENDIX:** Supplement the basic plan

**CATSTROPHIC INCIDENT:** Any natural or manmade incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, property, morale, and/or government functions. (National Response Framework)

**COMMUNITY:** Unified groups that share goals, values, or purposes; they may exist within geographic boundaries or unite geographically dispersed individuals. Communities bring people together in different ways for different reasons, but each provides opportunities for sharing information and promoting collective action. (*National Preparedness Goal*, September 2015)

**COMMUNITY POINTS OF DISTRIBUTION:** A centralized location where those in need can obtain life sustaining commodities following an emergency or disaster.

**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN:** Document establishing the philosophy and strategic direction for Emergency Management actions during an emergency or disaster.

**CONTINUITY OF GOVERNMENT:** The coordinated effort by the city or county’s elected officials to ensure that both jurisdictions maintain the essential functions to continue during emergencies or disasters.

**CONTINUITY OF OPERATIONS:** Federal initiative required by PPD-40, to ensure that agencies are able to continue performance of essential functions under a broad range of circumstances

**CRITICAL INFRASTRUCTURE:** Systems, assets, and networks, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. (Source: National Response Framework)

**DISASTER:** An occurrence of a natural catastrophe, technological accident, or human caused event that has resulted in severe property damage, deaths, and/or multiple injuries. As used in this plan, a “major disaster” is one that exceeds the response capability of the Local jurisdiction

and requires County, State, and potentially Federal, involvement. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**EMERGENCY:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. (Source: National Response Framework)

**EMERGENCY ALERT SYSTEM:** The Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers and, direct broadcast satellite (DBS) service providers to provide the communications capability to the President to address the American public during a National emergency. The system also may be used by state and local authorities to deliver important emergency information such as AMBER alerts and weather information targeted to a specific area. (Source: Federal Communications Commission)

**EMERGENCY MANAGEMENT:** A subset of incident management, the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters. (Source: National Response Framework)

**EMERGENCY MANAGER:** The person who has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities. (Source: National Response Framework)

**EMERGENCY OPERATIONS CENTER:** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (Source: National Response Framework).

**EMERGENCY SUPPORT FUNCTION:** In the National Response Framework, a functional area of response activity established to facilitate the delivery of Federal Assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and maintain public safety. ESFs represent those types of Federal assistance that a State will most likely need because of the impact of a catastrophic or significant disaster on its own resources and response capabilities, or because of the specialized or unique nature of the assistance required. ESF missions are designed to supplement State and Local response efforts. The ESF structure is used at the County, State and Federal levels during an emergency or major disaster. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**EVACUATION:** The temporary or rapid removal of people from a threatened area or region.

**FEDERAL EMERGENCY MANAGEMENT AGENCY:** Agency created in 1979 to provide a single point of accountability for all federal activities related to disaster mitigation and emergency preparedness, response, and recovery. FEMA manages the President's Disaster Relief Fund and coordinates the disaster assistance activities of all federal agencies in the event of a Presidential Disaster Declaration.

**HOMELAND SECURITY REGION 2:** A regional organization within Washington State that comprises the emergency management offices from Kitsap, Jefferson, and Clallam counties and the Tribal Governments within them.

**HOMELAND SECURITY EXERCISE AND EVALUATION PROGRAM:** Provides a set of guiding principles for exercise programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning.

**INCIDENT:** An occurrence or event, natural or manmade that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response. (Source: National Response Framework)

**INCIDENT COMMAND:** Entity responsible for overall management of the incident. Consists of the Incident Commander, either single or unified command, and any assigned supporting staff. (Source: National Response Framework)

**INCIDENT COMMAND POST:** The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities. (Source: National Response Framework)

**INCIDENT COMMAND SYSTEM (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is a management system designed to enable effective incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations. (Source: National Response Framework)

**INCIDENT COMMANDER (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. (Source: National Response Framework)

**INCIDENT MANAGEMENT TEAM (IMT):** Refers to a group that focuses on prevention, protection, response, and recovery to emergencies and disasters based on the National Incident Management System and Response Framework.

**INDIVIDUAL ASSISTANCE (IA):** Supplementary federal assistance available under the Stafford Act to individuals, families, and businesses which includes disaster housing assistance, unemployment assistance, grants, loans, legal services, crisis counseling, tax relief, and other services or relief programs. (See *INDIVIDUAL AND FAMILY GRANT PROGRAM*)

**JOINT INFORMATION CENTER:** A central location that facilitates operation of the Joint Information System. A location where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions.

**MAJOR DISASTER:** Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 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 that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act 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 (Stafford Act, Sec. 102(2), 42 U.S.C. 5122(2)). (Source: National Response Framework, National Incident Management System)

**MASS CARE:** The actions that are taken to protect evacuated or relocated people and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support needs to the people who have been displaced from their homes because of a disaster or threatened disaster. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**MITIGATION:** Mitigation is the effort to reduce loss of life and property by lessening the impact of disasters. This is achieved through risk analysis, which results in information that provides a foundation for mitigation activities that reduce risk. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**MULTI-AGENCY COORDINATION SYSTEM:** Provides the basic architecture for facilitating the allocation of resources, incident prioritization, coordination and integration of multiple agencies for large-scale incidents and emergencies.

**MUTUAL AID:** The voluntary reciprocal exchange of resources and services for mutual benefit.

**NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS):** Provides a systematic, proactive approach that guides government agencies at all levels, the private sector, and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment. (Source: National Response Framework, National Incident Management System, FEMA Comprehensive Preparedness Guide (CPG) 101)

**NATIONAL RESPONSE FRAMEWORK:** A guide to how the nation conducts all-hazards incident management. (Source: National Response Framework, National Incident Management System, FEMA Comprehensive Preparedness Guide (CPG) 101)

**NATIONAL WARNING SYSTEM (NAWAS):** The federal portion of the Civil Defense Warning System used for the dissemination of warnings and other emergency information from the Federal Emergency Management Agency National or Regional Warning Centers to Warning Points in each state. Also used by the State Warning Points to disseminate information to local Primary Warning Points. Provides warning information to state and local jurisdictions concerning severe weather, earthquake, flooding, and other activities affecting public safety.

**NONGOVERNMENTAL ORGANIZATION:** An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

(Source: National Response Framework)

**PRELIMINARY DAMAGE ASSESSMENT (PDA):** The joint local, state, and federal analysis of damage from a disaster and which may result in a Presidential declaration of disaster. The PDA is documented through surveys, photographs, and other written information.

**PREPAREDNESS:** Actions that involve a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities. Preparedness is

the process of identifying the personnel, training, and equipment needed for a wide range of potential incidents, and developing jurisdiction-specific plans for delivering capabilities when needed for an incident. (Source: National Response Framework)

**PRESIDENTIAL DECLARED DISASTER:** As set forth in the Stafford Act, a governor seeks a presidential declaration by submitting a written request to the President through the Everett 2014 CEMP Appendix 1 Page 9 FEMA regional office. In this request the Governor certifies that the combined local, county and state resources are insufficient and that the situation is beyond their recovery capabilities. Following a FEMA regional and national office review of the request and the findings of the preliminary damage assessment, FEMA provides the President an analysis of the situation and a recommended course of action. (Source: FEMA website)

**PREVENTION:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice. (Source: National Response Framework)

**PRIMARY AGENCY:** A state agency or agency assigned primary responsibility to manage and coordinate a specific ESF. Primary agencies are designated on the basis of who has the most authorities, resources, capabilities, or expertise relative to accomplishment of the specific Emergency Support Function (ESF) with assistance, if requested, from the SEOC. An example of a primary agency is the Department of Transportation for ESF 1 - Transportation.

**PUBLIC ASSISTANCE (PA):** Supplementary federal assistance provided under the Stafford Act to state and local jurisdictions, special purpose districts, federally recognized tribal governments or certain private, nonprofit organizations.

**PUBLIC INFORMATION OFFICER:** Communications coordinators or spokespersons of certain governmental organizations (city, county, school, district, state government, police/fire).

**RECOVERY:** The economic focused long-term activities normally beyond the initial crisis period and emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstituting these systems to a new condition that is less vulnerable. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**RESOURCE MANAGEMENT:** The efficient and effective development of an organization's resources when they are needed. Such resources may include financial resources, inventory, human skills, production resources, or information technology.

**RESPONSE:** Actions taken to contain or mitigate the effects of a disastrous event to prevent any further loss of life and/or property.

**SERVICE ANIMAL:** Any dog that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. Except as provided in subsection (2) of RCW 49.60.218 (miniature service horse), other species of animals, whether wild or domestic, trained or untrained, are not service animals. The work or tasks performed by a service animal must be directly related to the individual's disability. Examples of work or tasks include, but are not limited to, assisting individuals who are blind or have low vision with navigation and other tasks, alerting individuals who are deaf or hard of hearing to the presence of people or sounds, providing nonviolent protection or rescue work, pulling a wheelchair, assisting an individual during a seizure, alerting

individuals to the presence of allergens, retrieving items such as medicine or the telephone, providing physical support and assistance with balance and stability to individuals with mobility disabilities, and helping persons with psychiatric and neurological disabilities by preventing or interrupting impulsive or destructive behaviors. The crime deterrent effects of an animal's presence and the provision of emotional support, well-being, comfort, or companionship do not constitute work or tasks. (RCW 49.60.218)

**SHELTER-IN-PLACE:** To seek safety in within a building that one already occupies rather than to evacuate the area or seek a community emergency shelter.

**SITUATIONAL AWARENESS:** The ability to identify, process, and comprehend the critical elements of information about an incident. (Source: National Response Framework)

**SPECIAL-NEEDS POPULATION:** A population whose members may have additional needs before, during, or after an incident in one or more of the following functional areas: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; live in institutionalized settings; are elderly; are children; are from diverse cultures, have limited proficiency in English or are non-English speaking; or are transportation disadvantaged. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**STAFFORD ACT:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended. This Act describes the programs and processes by which the Federal Government provides disaster and emergency assistance to State and local governments, tribal nations, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act covers all hazards, including natural disasters and terrorist events. (Source: National Response Framework)

**STANDARD OPERATING PROCEDURE:** Set of step-by-step instructions compiled by an organization to help workers carry out complex routine operations.

**TERRORISM:** The use or threatened use of criminal violence against civilians or civilian infrastructure to achieve political ends through fear and intimidation rather than direct confrontation. Emergency management is typically concerned with the consequences of terrorist acts directed against large numbers of people. (Source: FEMA Comprehensive Preparedness Guide (CPG) 101)

**UNIFIED COMMAND:** An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan. (Source: National Response Framework)

**WILDLAND FIRE:** Fire that occurs in wildland areas made up of sagebrush, grasses, or other similar flammable vegetation.

**ACRONYMS**

<b>AAR</b>	<b>After-Action Report/Review</b>
<b>ADA</b>	<b>Americans with Disabilities Act</b>
<b>AFN</b>	<b>Access and Functional Needs</b>
<b>CEMP</b>	<b>Comprehensive Emergency Management Plan</b>
<b>CERT</b>	<b>Community Emergency Response Team</b>
<b>CCC</b>	<b>City Command Center</b>
<b>COG</b>	<b>Continuity of Government</b>
<b>COOP</b>	<b>Continuity of Operations</b>
<b>CP</b>	<b>Command Post</b>
<b>CPG</b>	<b>Comprehensive Preparedness Guide</b>
<b>DEM</b>	<b>Department of Emergency Management</b>
<b>DHS</b>	<b>Department of Homeland Security</b>
<b>DSCA</b>	<b>Defense Support of Civil Authorities</b>
<b>EAS</b>	<b>Emergency Alert System</b>
<b>EM</b>	<b>Emergency Management</b>
<b>EMAC</b>	<b>Emergency Management Assistance Compact</b>
<b>EMD</b>	<b>Washington Military Department Emergency Management</b>
<b>EMS</b>	<b>Emergency Medical Services</b>
<b>EOC</b>	<b>Emergency Operations Center</b>
<b>EOP</b>	<b>Emergency Operations Plan</b>
<b>ESF</b>	<b>Emergency Support Function</b>
<b>FEMA</b>	<b>Federal Emergency Management Agency</b>
<b>GIS</b>	<b>Geographic Information Systems</b>
<b>HAZMAT</b>	<b>Hazardous Material</b>
<b>HIVA</b>	<b>Hazard Identification and Vulnerability Assessment</b>
<b>HMP</b>	<b>Hazard Mitigation Plan</b>
<b>HSEEP</b>	<b>Homeland Security Exercise Evaluation Program</b>
<b>HSPD</b>	<b>Homeland Security Presidential Directive</b>
<b>IAP</b>	<b>Incident Action Plan</b>
<b>IC</b>	<b>Incident Commander</b>
<b>ICP</b>	<b>Incident Command Post</b>
<b>ICS</b>	<b>Incident Command System</b>
<b>JFO</b>	<b>Joint Field Office</b>
<b>JIC</b>	<b>Joint Information Center</b>
<b>MACS</b>	<b>Multi-Agency Coordination System</b>
<b>MOU</b>	<b>Memorandum of Understanding</b>
<b>NFIP</b>	<b>National Flood Insurance Program</b>
<b>NGO</b>	<b>Nongovernmental Organization</b>
<b>NRF</b>	<b>National Response Framework</b>
<b>PDA</b>	<b>Preliminary Damage Assessment</b>
<b>PIO</b>	<b>Public Information Officer</b>
<b>PPD</b>	<b>Presidential Policy Directive</b>
<b>RCW</b>	<b>Revised Code of Washington</b>
<b>SITREP</b>	<b>Situational Report</b>
<b>SOP</b>	<b>Standard Operating Procedure</b>
<b>UC</b>	<b>Unified Command</b>
<b>WAC</b>	<b>Washington Administrative Code</b>
<b>WAMAS</b>	<b>Washington State Mutual Aid System</b>

## **Annex 1.10.2 Lines of Succession**

### **Jefferson County Line of Succession**

The Jefferson County Board of Commissioners is the primary governing entity. In the event that no County Commissioner is available, a joint board made up of the Treasurer, Auditor, Assessor, Sheriff, and Prosecutor shall possess by majority vote the full authority of Board of County Commissioners regarding the emergency at hand.

### **City of Port Townsend Line of Succession**

- A. City Council:
  - 1. Mayor
  - 2. Deputy Mayor
- B. Port Townsend City Manager:
  - 1. City Manager
  - 2. Director of Finance and Administration
- C. Port Townsend Police Department:
  - 1. Chief of Police
  - 2. Deputy Chief of Police
  - 3. Patrol Sergeant
  - 4. Designated Senior Patrol Officer
- D. Port Townsend Public Works
  - 1. Director of Public Works
  - 2. City Engineer
  - 3. Public Works Operations Manager
- E. Finance and Administration:
  - 1. Director of Finance and Administration
  - 2. Finance Manager
  - 3. Human Resources Manager
- F. City Clerk:
  - 1. City Clerk
  - 2. Deputy City Clerk
  - 3. City Clerk/Legal Assistant
- G. Emergency Management Program:
  - 1. Director-Chief of Police
  - 2. Deputy Chief of Police
  - 3. Patrol Sergeant



### **Annex 1.10.3 Multi-Agency Coordination (MAC) System**

**PURPOSE OF THE MULTI-AGENCY COORDINATION SYSTEM.** The Multi-Agency Coordination (MAC) system provides a common strategy for collaboration among the local public safety agencies toward the united goal of effective response to a major emergency or disaster. The MAC system supports overall coordination while recognizing and supporting the authority and responsibility of each constituent agency. The Multi-Agency Coordination Center is the usual place of business for the team – known generally as the MAC Group. An adjunct of the MAC Group occupies the City Command Center for coordination of issues relating to City response.

#### **GENERAL RESPONSIBILITIES OF THE MULTI-AGENCY COORDINATION GROUP.**

- **INFORMATION COLLECTION AND EVALUATION.** Establishing and sustaining an information management system in the EOC that provides for collection, processing, tracking, display, and retention of operational information.
- **STRATEGIC PLANNING.** Coordination of global strategic planning to guide and measure progress toward overall emergency response and recovery goals and objectives.
- **COMMON OPERATIONAL PICTURE.** Assembling, codifying, and displaying of the status of infrastructure, assessment of public and private damage, and overall impact of emergency conditions.
- **OVERALL INTER-AGENCY COORDINATION.** A process for multi-agency and multi-jurisdictional coordination and collaboration.
- **BROAD SCALE INCIDENT PRIORITIES.** A system for prioritization of scarce resources according to a strategic plan.
- **COMPREHENSIVE RESOURCE MANAGEMENT.** General materiel support to the emergency response and recovery agencies; acquisition, staging, delivery and tracking of essential resources.
- **PUBLIC INFORMATION.** Establishment and coordination of a joint agency emergency public information network.
- **COORDINATION OF STATE AND FEDERAL RELIEF.** Act as the principal point of contact for state assistance and federal disaster relief.
- **COORDINATION OF LOCAL GOVERNMENT.** Provide staff and guidance to county and city officials during the emergency and early stage recovery process; representation of local government leadership at the coordination level.

**AUTHORITY.** The Multi Agency Coordination – Emergency Operations Center (MAC/EOC) is established as a coordination mechanism for implementation of the Jefferson County Comprehensive Emergency Management Plan (CEMP). The CEMP defines the roles and responsibilities of local government in accordance with the requirements of Chapter 38.52, Revised Code of Washington.

Presidential Directive No. 5 (HSPD-5) identifies steps for improved coordination in response to incidents and establishes the National Response Framework (NRF) and the National Incident Management System (NIMS).

**NIMS COMPLIANCE.** NIMS is a systematic approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work together seamlessly and manage incidents involving all threats regardless of cause, size, location, or complexity.

**STRUCTURE.** The Multi-Agency Coordination methods used here conform to the procedures described by the National Incident Management System (NIMS) for overall level of coordination.

NIMS, a component of the National Response Framework (NRF), visualizes common management structures based on MACs (or similar format) at the local government level and the Incident Command System<sup>24</sup> (ICS) at the field operational level.

**BASIC PREMISE OF NIMS.** All incidents begin and end locally. NIMS does not take responsibility away from State and local authorities. NIMS simply provides the framework to enhance the ability of responders, including the private sector and NGOs, to work together more effectively. The Federal Government supports State and local authorities when their resources are overwhelmed or anticipated to be overwhelmed. Federal departments and agencies respect the sovereignty and responsibilities of local, tribal, and State governments while rendering assistance. The MAC system is based on NIMS to assure seamless coordination at all levels.

**GENERAL CONCEPT OF OPERATIONS.** The Emergency Operations Center, a component of the Multi-Agency Coordination system, is the primary base of operations for implementation of the emergency management system according to the Comprehensive Emergency Management Plan. The joint county/city EOC MAC Group (structured according to the Incident Command System and scaled to the nature and scope of the incident) is mobilized to assume overall multiagency and multi-jurisdiction coordination.

An Alternate Emergency Operations Center (also known as City Command Center) is established separately to coordinate city resources and provide overflow for the primary EOC. (See EOG 3.3.02 – Emergency Operations Center Activation). The City Command Center is structured to complement the EOC during concurrent activations, to provide for direction of city operations, and to function as the Area 1 coordination center.

Where representatives from key MAC organizations cannot be present in the EOC, provisions can be made for “virtual” coordination.

**THE EOC AS A MULTI-AGENCY COORDINATION (MAC) CENTER.** The EOC generally follows the Multiagency Coordination (MAC) operational model. Although configured according to ICS,<sup>25</sup> the EOC Incident Management Team (EOC/IMT) is a coordination entity providing overall strategic planning and prioritization with no direct involvement in the operational details of the responding agencies. When there is concurrent activation of both facilities, the AEOC/CCC is supported by the EOC cooperatively. The EOC is activated to:

- Implement the appropriate parts of the Comprehensive Emergency Management Plan
- Coordinate development of a synchronized strategic plan
- Support on-scene response by relieving the burden of external coordination and securing additional resources.
- Provide a physical location staffed with personnel trained for and authorized to represent their agency/discipline.
- Equipped with mechanisms for communicating with the incident sites.

**INTERNAL CONTROL.** The establishment of a MAC/EOC does not change the chain of command at the incident scene. Each local partner agency (incident command agency) recognizes and supports the overall coordination responsibilities of the MAC/EOC while retaining its own identity and internal control.

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<sup>24</sup> ICS is a NIMS product.

<sup>25</sup> The ICS format is used to maintain consistency with local operations, and accommodate familiarity with common terms and structures. **Emergency Support Functions** (ESF's) are not used, but are cross-walked to the local format to provide clarity for external agencies that are more familiar with the ESF format.

**INCIDENT COMMAND AGENCY.** The designated Incident Command agency is determined by the type, nature, and scope of the incident. As a general reference, the CEMP identifies a lead agency according to hazard.<sup>26</sup> In broad scope regional incidents impacting multiple jurisdictions, the EOC stands up the Multi-Agency Coordination Group to provide overall coordination according to the plan. Overall coordination by the MAC/EOC does not supersede local on-scene or area command.

**EMERGENCY MANAGEMENT LEAD AGENCY.** Because of the broad scale cross-boundary impact of the following hazards, Emergency Management is the designated lead agency. Assumption of “lead agency” status by Emergency Management does not nullify or invalidate the responsibility of each local response organization to establish on-scene or area command in their individual zone of obligation.

- Damaging winds
- Severe winter storms
- Flooding
- Earthquake
- Volcanic activity
- Consequences of terrorism

**MAC GROUP ASSIGNMENTS.** The EOC/MAC Group will scale the team structure necessary to meet the nature and scope of the incident. A job action sheet will outline the duties and responsibilities of each position (see Attachment A for an index of staff positions). A Job Action Sheet defines the roles and responsibilities of each staff position.

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<sup>26</sup> Comprehensive Emergency Management Plan (CEMP) Attachment 1.10.6 – Local Coordinating Agencies

## Annex 1.10.4 Evacuation Plan

**SCOPE** – Evacuation (i.e., *remedial relocation of persons at risk*) is an effective tool to be used by Jefferson County law enforcement agencies and fire districts as a mechanism to contain and isolate a life threatening hazard. Evacuations have many common characteristics although they may differ in their cause, timing, and results. It is an inherently costly, disruptive, and complex enterprise requiring effective communication with the public, trust in the agency ordering the evacuation, and rapid compliance by those affected under difficult circumstances.

**BACKGROUND** – Evacuation is a sub-strategy for the protection of people by moving them a safe distance from an imminent threat to their health and safety, and by limiting entry or re-entry into hazardous areas until determined safe to do so by authorities. This framework allows for scaling of the evacuation based on the magnitude of the root trigger event.

**PURPOSE** – The purpose of the *Jefferson County Evacuation Plan* is to identify evacuation trigger events, define the roles and relationships of decision-makers and stakeholders, provide a structure for coordination and communication, and define how evacuations will be implemented.

**AUTHORITY TO ORDER EVACUATION** – The adopted Jefferson County Comprehensive Emergency Management Plan (July 2013) was developed in accordance with RCW 38.52.070. WAC 118-30-060(2)(g) specifies that the plan shall provide details concerning “Movement (evacuation)”. This emergency plan designates a chain of command and the organizational relationships for dealing with evacuation. The legislative body of the jurisdiction in which the incident occurs (Board of County Commissioners or City Council) is the primary authority for ordering an evacuation. Under certain conditions identified by this plan, execution of an evacuation is delegated to the designated incident command agency.

An evacuation “order” does not compel persons at risk to evacuate. The term “evacuation order” means the ***formal notice to the public at risk that an evacuation is being carried out for their protection, and to encourage compliance with the evacuation instructions disseminated by the responsible authorities.*** Short term small scale evacuations may be carried out by on-scene command without a formal declaration. Longer term or wider scope evacuations may require formalizing the order as a means of authorizing the incident command agency to carry out the provisions of this plan.

**EXCEPTION** – The County Health Officer may compel a limited evacuation as needed to prevent or control the spread of any dangerous, contagious, or infectious diseases that may occur in the jurisdiction.

**REFUSAL TO EVACUATE** – No public official has the legal authority to impose a mandatory evacuation order on citizens in their own homes. Refusals should be noted and reported to the Incident Command agency. Citizens who refuse should be advised that authorities may not be able to protect them or provide rescue-relief if they remain.

### **GENERAL POLICIES –**

- The Incident Commander (or Unified Command) has full authority and responsibility to implement and coordinate small-scale evacuations, to control ingress and egress to and from an evacuation area, the movement of persons within the area, and the occupancy of premises therein.
- Law enforcement has the responsibility to close roads, enforce restriction of access to and from the evacuation area, and to remove stalled or parked vehicles which impede the flow of traffic.

- Incident Command may direct traffic flow to be altered or reversed.
- A single source of warnings and emergency public information associated with the evacuation will be under the coordination of the Incident Commander.
- Organizations with duties identified in this plan have the responsibility for developing and maintaining internal plans and procedures for carrying out those duties under Unified Command
- Large scale evacuations will be implemented with a declaration of emergency by the appropriate legislative body.
- Because of the scarcity of resources for enforcement of mandatory evacuation, orders are issued with little intention of enforcing them. Evacuation will not entail physical force.

**OPERATIONAL OBJECTIVES** – Evacuation plan will be executed under these objectives:

- Minimize risk to emergency responders
- Protect the life and health of residents and visitors
- Communicate an evacuation warning to all those at risk
- Carry out the evacuation as quickly and safely as possible
- Minimize the impact to the community
- Effect and manage a safe and efficient re-entry

<b>Table - 1: EVACUATION PLANNING LEVELS</b>		
<b>LEVEL</b>	<b>PARAMETERS</b>	<b>EXAMPLES</b>
1 – Spot evacuation	<ul style="list-style-type: none"> <li>• Fewer than 10 persons</li> <li>• Fewer than 8 hours expected duration</li> <li>• 1 or 2 homes</li> </ul>	<ul style="list-style-type: none"> <li>• Police activity (hostage or active shooter)</li> <li>• Fire</li> <li>• Bomb threat</li> <li>• Crime scene</li> <li>• Small hazmat</li> </ul>
2 – Local evacuation	<ul style="list-style-type: none"> <li>• Fewer than 100 persons</li> <li>• Fewer than 8 hours expected duration</li> <li>• Neighborhood or multi-family dwelling</li> </ul>	<ul style="list-style-type: none"> <li>• Flooding</li> <li>• Wildland fire</li> <li>• Hazmat release</li> <li>• Active shooter</li> <li>• Bomb threat</li> </ul>
3 – Area evacuation	<ul style="list-style-type: none"> <li>• More than 100 evacuees</li> <li>• 8 hours expected duration</li> <li>• Several city blocks (or more than 1 square mile)</li> <li>• Major event venue</li> </ul>	<ul style="list-style-type: none"> <li>• Fire</li> <li>• Large Wildland fire</li> <li>• Hazmat release</li> <li>• Terrorist incident</li> <li>• Public health emergency</li> <li>• Munitions incident</li> <li>• Major flooding</li> </ul>
4 – Large scale evacuation	<ul style="list-style-type: none"> <li>• More than 1000 evacuees</li> <li>• More than 8 hours expected duration</li> <li>• Multiple communities</li> </ul>	<ul style="list-style-type: none"> <li>• Tsunami</li> <li>• Major flooding</li> </ul>

**DECISION TO EVACUATE** – The appropriate incident command agency (or Unified Command, depending on the type of incident) is delegated the responsibility to implement this evacuation plan.

**EVACUATION CHAIN OF COMMAND** – The law enforcement agency of the jurisdiction in which the incident occurs will coordinate the evacuation according to this plan under the overall direction of the designated incident command agency (or Unified Command). In complex

evacuations an Evacuation Group may be established in Operations to coordinate the evacuation (see Attachment A – Evacuation Roles and Responsibilities).

<b>Table – 2: RECOMMENDED PROTECTIVE MEASURES</b>		
<b>TYPE</b>	<b>EXPECTATION</b>	<b>IMPLEMENTATION</b>
Precautionary evacuation	Voluntary evacuation for a potential threat; may include certain at-risk populations	No evacuation order issued
Shelter-in-place	Persons at risk remain indoors in a closed interior room	Authorities may recommend SIP to limit movement in the hazard area; hazard may be minimal
Delayed evacuation	Persons at risk in the hazard area prepare for evacuation if necessary	Authorities may recommend preparation for evacuation pending further development of the risk
Immediate evacuation	Evacuation of a specific is required to remove persons from the hazard area	Evacuation order issued; persons in the risk area will be advised to leave immediately

**ALERTS AND WARNINGS** – Warnings and alerts are the initial notifications issued to persons at risk so they can prepare to or take the necessary steps to protect themselves.

- Alert: Local authorities recognize the threat may necessitate evacuation if certain conditions arise. The public will be notified of the possible need for evacuation
- Warning: A threat exists and evacuation or shelter-in-place has been ordered.

**WARNING MESSAGE** – Evacuation orders should include these categories:

- Guidance – recommended protective actions
- Location – who should respond to the warning
- Time – how much time to accomplish protective action(s)
- Hazard – description of the risk
- Source – who is issuing the warning

**TYPICAL CONTENT OF AN ORDER TO EVACUATE** –

- The nature of the threat
- The type of evacuation (precautionary, shelter-in-place, delayed, immediate)
- Protective actions to take
- Definition of the evacuation area
- When to evacuate
- Evacuation destination to (reception sites, shelters)
- Areas to avoid
- Emergency transportation details
- Provisions for special needs populations
- Items to bring (or leave behind)
- How to deal with pets or livestock
- How to secure property

## **METHODS FOR DISSEMINATION OF WARNINGS, ALERTS, AND EMERGENCY PUBLIC INFORMATION –**

- Emergency Alert System (EAS) (public television and radio broadcast facilities in the Puget Sound area)
- Local Emergency Public Information Alliance (local FM broadcast outlets – KPTZ and KROH radio)
- Text messaging (NIXLE text and email messaging subscription service)
- Local print media (hard copy information and frequently updated web sites)
- Jefferson County Emergency Management Emergency Information blog (real time posting of emergency public information on line)
- Door-to-door by emergency responders
- Mobile loud speakers
- Electronic message signs (roadside information displays)
- Flyers and handbills

**MESSAGE DELIVERY** – These message elements influence what people do in an evacuation:

- Specificity – leave nothing to the imagination
- Certainty – what may happen; what may NOT happen
- Clarity – use simple language
- Accuracy – tell the truth
- Consistency – standardize message across different warning methods

**PHASED EVACUATION** – Phasing is executing the evacuation in a sequential manner. Phasing can be used to eliminate an evacuation problem or to mix evacuation strategies within the hazard zone (such as evacuation of persons closest to the hazard and sheltering-in-place more distant populations).

**SELECTIVE EVACUATION** – Advising a subset of the population to evacuate based on selective criteria.

- Age
- Health status (such as respiratory problems)
- Mobility impaired
- Pregnant women
- Children under the age of 5
- Other conditions

**EVACUEE DESTINATION** – A recommended destination (reception site and/or shelter) will be included in the evacuation order. Destinations are a factor in modeling evacuation routes, traffic control points, and determining overall transportation strategy.

**RECEPTION SITE(S)** – Reception sites are temporary (expedient) locations outside the hazard area where evacuees can gather:

- To wait for authorization to re-enter the hazard zone
- As a location for assembly of travelers/visitors
- To be sheltered from inclement weather
- Obtain status updates and other information from authorities
- Be reunited with family members
- Be re-directed to shelters or longer term holding areas
- Be processed for re-entry into evacuated areas

**DESIGNATED SHELTERS** – A Shelter or shelters will be identified on a case by case basis when the evacuation will last more than one day. On average shelter use is about 5% (or less) for the evacuating public. Shelter use is higher when the evacuating population is low income or a greater percentage of older persons, or a number of tourists with no place else to go.

**EVACUATION OF ANIMALS** – Typically 60% of typical evacuees will have pets. Animal housing facilities will be co-located with mass care shelters to reduce the need for evacuees to attempt to return to rescue them if the incident period is protracted.

**TRANSPORTATION** – Transportation factors in evacuation modeling:

- Can the area at risk be evacuated with free-flowing traffic?
- How long will it take to evacuate the population at risk?
- If congestion occurs where are the problematic areas in the network?
- What are the best routes out of an area?
- Are there sufficient resources to staff all proposed traffic control points?
- When an incident occurs before the evacuation ends, what is the residual population at risk?
- What are the best traffic control strategies?
- What is the impact of traffic impediments on evacuation times?

**USE OF PERSONAL VEHICLES IN EVACUATIONS** – Personal vehicle use for complex evacuations will be high. However, some people require assistance because they do not own a vehicle or cannot drive. Most of these receive assistance from family or friends. 1-2% may require transportation assistance. Personal vehicles will produce problems (breakdowns, etc.). Procedures are in place to clear blocked roads if that were to occur.

**PICK-UP POINTS** – For those requiring assistance, the evacuation plan will include identification of pick-up points for public transportation to reception sites. Pick-up points will be determined on a case-by-case basis.

**VULNERABLE POPULATIONS STRATEGIES** – Schools, institutions, and care facilities will develop their own individual evacuation and transportation plans. Persons with access or functional needs should develop emergency plans for evacuation using these priorities:

- Self-help if able
- Immediate family and/or friends
- Caregivers and relevant service agency
- Neighbors
- Emergency responder assistance (may be limited by conditions)

**SPECIAL NEEDS FACILITIES** – Special needs facilities are responsible for the safety and welfare of their clients and such facilities shall maintain an emergency plan that include provisions for evacuation, making arrangements for suitable transportation, and coordinating use of appropriate reception facilities. Transportation assistance, if needed, should be ordered through the Emergency Operations Center.

**COUNTER-FLOW STRATEGIES** – Lane reversal doubles road capacity and facilitates flow out of the hazard area. It needs careful planning so not to block ingress of emergency response vehicles.

**EVACUATION RE-ENTRY PLAN** –

- Develop a time line for formal re-entry
- Identify evacuated areas safe for re-entry and/or modified closure level(s)



- Are power lines secure? Are there other hazards to mitigate (debris, roads, etc.)?
- Have all agencies been notified?
- Has the re-entry plan been properly adopted and promulgated?

<b>TABLE- 3: RE-ENTRY PLANNING LEVELS</b>	
<b>SECURITY LEVEL</b>	<b>RESTRICTIONS</b>
5	Closed to ALL traffic (not safe for any occupancy)
4	Closed to all traffic except fire and law enforcement (controlled)
3	Closed to all traffic except fire, law enforcement, and critical support resources (mitigation of hazard such as opening roads, hazardous debris removal, etc.)
2	Open in phases to above and residents with appropriate identification (short term). Passes may be issued to impacted residents who demonstrate the need for limited re-entry (i.e. pet care, feed livestock, retrieve medications, etc.).
1	Open to all of the above and residents with appropriate identification (early recovery). May include passes to insurance adjusters, authorized contractors and repair personnel
0	Open to the general public (return to normal activities)

**DECISION TO BEGIN RE-ENTRY** – The re-entry plan will be accomplished at a Planning meeting with the Unified Command and General Staff, with media releases, Incident Action Plan instructions, and modification of closure levels at incident traffic control points.

**EMERGENCY RESPONDER SAFETY** – Conditions may require emergency responders to enter an impending hazard area to assist with the evacuation. Evacuation plans will include a “recall” protocol that assures responders are clear of the hazard zone at a given time (i.e. potential tsunami inundation). The recall may occur before the evacuation is complete.

## Annex 1.10.5 Recovery

**BACKGROUND** – The initial response period for any disaster is relatively short. When the lights and sirens of first responders have been turned off, and the initial hours of a disaster have past, the business and process of recovery begins. Short and long term recovery operations can be complex, are critical to the future viability of our community, and could present challenges for years to come following a significant disaster.

**PURPOSE** – This plan presents a system for the provision of short term disaster recovery operations. Long term recovery operations and procedures are determined after the foundation built in the short term recovery phase has been successfully completed. Developing a plan for the unknown demands of long term recovery will depend on a near infinite number of variables. Therefore, this segment provides an overview for Short Term Recovery activities.

**SCOPE AND APPLICABILITY** – This plan is in support of the Comprehensive Emergency Management Plan that addresses the responsibilities of the personnel, services, equipment, supplies and facilities of the offices and departments of Jefferson County and the City of Port Townsend. It also addresses the emergency roles of special purpose districts, quasi-municipal corporations, private sector organizations and commercial resources that participate in emergency operations by agreement or understanding.

**ASSUMPTIONS:**

- A major disaster will have a significant long-term effect on the County;
- Economic viability, safety and health, and quality of life will be affected both in the short term and the long term;
- After the initial response to save lives and property in the first few hours after the disaster, the critical work to restore essential services, remove debris, and begin repairs must begin;
- The responsibility to begin the coordination and support of the recovery efforts lies with local government;
- The responsibility to coordinate and facilitate the recovery efforts of all applicants resides in Jefferson County Department of Emergency Management.

**HAZARD VULNERABILITY** - Jefferson County’s vulnerability to hazards has been assessed to help prepare for response and recovery. Each of these hazards may present varying kinds and degrees of damage. The most prominent, damage causing, natural hazards faced by Jefferson County are summarized below:

Vulnerability Assessment	Hazard
<b>Very High</b>	Earthquake
<b>High</b>	Severe Storms (High winds, coastal flooding, etc) Tsunami, Seiche Wildfire Landslide
<b>Moderate</b>	Drought Hazardous Materials Spill

<b>Low</b>	Flood Volcano (Ash Fall)
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**RECOVERY DEFINED** - Recovery means a coordinated set of actions designed to reduce the effects of a disaster. A recovery program implies a deliberate effort to forestall and overcome the adverse impacts of a disaster. Recovery is best understood in the context of comprehensive emergency management, which includes all of the concepts shown in Figure 1.

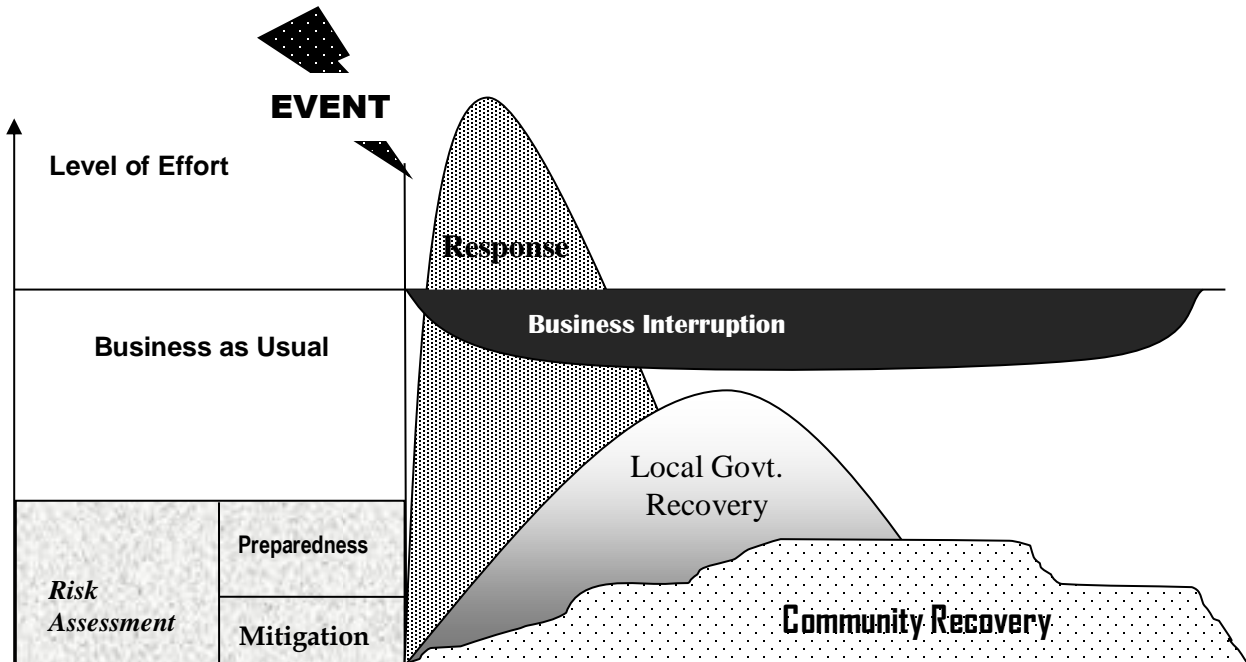


Figure 1. Recovery in the Context of Comprehensive Emergency Management.

**TRANSITION FROM RESPONSE TO RECOVERY** - The Department of Emergency Management is the focal point for collecting damage assessment estimates, both public and private, for both the City of Port Townsend and the County. When an incident occurs, the initial operational periods will be focused on Response efforts. These activities might last a few hours to several days depending on the situation. As Response activities taper off, non-life safety issues can be addressed. At this point, the operational focus shifts from emergency response to community recovery. In reality, however, the actions taken during Response become the foundation for recovery.

**RECOVERY STRATEGY** - Recovery refers to those measures undertaken following a disaster to start returning all systems to normal levels. Recovery does not just happen. Citizens, businesses, and governments generally take the initiative to “pick up the pieces” and try to resume the activities that make up life in our communities. Effective recovery consists of a myriad inter-dependent and coordinated actions on several levels including individually, organizational, local government, and national, and over a long period of time.

**RESPONSIBILITY FOR COORDINATION** - The responsibility for coordination and support of the recovery effort lies with local government. The Department of Emergency Management will serve as the Jefferson County focal point to coordinate recovery activities with leaders of local government, with State agencies, and Federal resources.

**GOAL OF RECOVERY** - A properly managed recovery program will allow prompt restoration of essential services, reconstructing of damaged property, and resumption of traditional lifestyles.

**PHASES OF RECOVERY** - Recovery from a significant disaster will be managed in two identifiable stages. Just as there are overlaps between response and recovery phases, there will also be an overlap between short term and long term recovery activities:

**a. Short Term Recovery Phase** -- Depending on the severity of the disaster, the short term recovery phase may range in duration from a few hours to a week or more. This is the emergency reaction phase, which begins with the implementation of emergency plans.

Actions under this phase may include:

- Initial emergency response (fire/rescue, law enforcement, EMS, mass care, etc)
- Initial impact assessment
- Emergency debris removal
- Clear major roadways
- Restoration of vital services
- Security of damaged / evacuated areas
- Management / distribution of donated goods
- Preliminary damage assessment
- Disaster declaration at local level

**b. Long Term Recovery Phase** -- Actions under this phase may include:

- Completion of damage assessment
- Completion of debris removal
- Restoration of essential facilities
- Repair / rebuilding of damaged public and private buildings / facilities
- Repair / rebuilding of roadways and bridges
- Repair / rebuilding of private homes and businesses
- Hazard mitigation projects

#### **PRIORITIES OF RECOVERY OPERATIONS:**

**1. Maintain the health, safety, and security of the population.** People will always be the number one priority of response and recovery operations. Special needs populations are an integral part of our population and may require separate and additional services. The Department of Emergency Management, in coordination with both governmental and non-governmental services and agencies, will make health, safety and security of our communities the first priority in the provision of services in both response and short-term recovery operations.

**2. Restore critical facilities and utilities.** Restoration of electrical power, water, and telephones will be critical to effective recovery. Healthcare facilities, schools, some long term care facilities, and some governmental facilities will become priorities for restoration as the recovery process begins. More specifically, the following may be considered to be priorities:

- EOC, JeffCom, fire stations
- Jefferson Healthcare, schools, and shelters
- Electrical power, telephone, and radio communication towers / systems
- Bridges and overpasses

**3. Resume business and economic activity.** Based on the severity of the disaster, resumption of business activity may take a few hours, several days, or months. Getting people back to work and generating income is essential to both short term and long term recovery.

**IMMEDIATE GOALS OF SHORT TERM RECOVERY EFFORTS:**

- Opening lines of communication
- Clearing roads
- Restoration of electrical power
- Sanitation
- Obtaining damage assessment information

**CONCEPT OF OPERATIONS** - The concept for recovery operations operates within the Incident Command System structure. Activities will not necessarily take place in any pre-prescribed chronological order. Based on the initial impact assessment, recovery activities should begin as soon as it is safe to do so. Again, response activities and recovery activities overlap, and both phases may be occurring at the same time. An overall concept of operations may include, but not be limited to the following activities and efforts:

- Conduct initial impact assessment
- Clearing roads for re-entry to critical facilities
- Search and rescue
- Coordinate and complete disaster declaration
- Coordinate utilities restoration
- Oversee re-entry security operations (credentialing / identification of responders)
- Establish temporary supply depots
- Implement volunteer management structure
- Implement continuity of government procedures
- Coordinate and assist with establishment of local government temporary service facilities
- Coordinate with agencies assisting in sheltering, food and water distribution
- Conduct / oversee short-term public information / community relations activities
- Support establishment of Disaster Assistance Centers
- Coordinate a county / city recovery task force
- Assist with applicants briefing
- Support businesses in reopening

**PURPOSE OF A RECOVERY TASK FORCE** - Following a disaster, demands on available resources will exceed the supply. Meetings of a recovery task force following a disaster will assist in defining needs, determine available resources, and enable the development of priorities. It will also serve as a means of communication whereby government, non-governmental organizations, and utility providers can develop a strategy for meeting those priorities. The Recovery Task Force may be utilized for both short term and long term recovery efforts.

**POTENTIAL MEMBERS OF THE RECOVERY TASK FORCE** - The following agencies and individuals have roles and responsibilities within the County and City that may be instrumental in response, as well as short term and long term recovery. Depending on the severity, scope, and type of damage the following may be participants in a short term recovery task force led by the Department of Emergency Management. This list may be expanded to include other agencies or individuals as the situation demands:

- County Commissioners
- County Administrator

- City Manager
- City Council
- Emergency Management
- Public Health
- Public Works
- Assessor
- Treasurer
- Community Development
- Sheriff's Office
- Fire Districts
- Red Cross
- OlyCap
- Jefferson Healthcare
- Utility providers

**DUTIES OF THE RECOVERY TASK FORCE** - Duties of the short term recovery task force may include, but are not limited to, the following:

- Establishing uniform policies for effective coordination of recovery efforts
- Recommend and coordinate efforts to restore normalcy to areas adversely impacted

**EMERGENCY MANAGEMENT SUPPORT FOR COMMUNITY LEADERSHIP** - Emergency Management will be the focal point in leading the Recovery Task Force but also in supporting community leaders. Emergency Management will coordinate recovery activities, but also provide status reports and serve as a liaison to outside jurisdictions and organizations. Specifically, Emergency Management will:

- Brief public officials on status of recovery operations and outlook for the immediate future
- Service as a local resource and authority on State and Federal disaster recovery assistance programs
- Serve as liaison to outside agencies on specific issues requested by community leadership
- Hold regular briefings with agency directors to keep them informed of current activities and problems

**INCIDENT RECOVERY COORDINATOR** - Working closely with the Recovery Task Force, the Department of Emergency Management will appoint an Incident Recovery Coordinator. The duties of the Incident Recovery Coordinator will consist of, but not be limited to the following:

- Determine the types of assistance available to Jefferson County and the City of Port Townsend, and the types of assistance most needed;
- Assist in the local coordination of Federal and State disaster recovery efforts;
- Provide local assistance to facilitate Federal and State disaster assistance programs;
- Act as facilitator in securing Federal or State disaster assistance
- Inform the community of types of disaster assistance available
- Other duties as directed by the Recovery Task Force

**CONTINUITY OF GOVERNMENT** - It is incumbent upon all levels of government to be prepared and ready to continue operations in the face of a disaster. As a result, the establishment of clearly defined procedures and the order of succession are critical to ensure that essential operations can continue after a catastrophic event.

**PURPOSE OF DAMAGE ASSESSMENT** - Concurrent with and in support of response activities, initial damage assessment information will be assembled by the EOC. The initial reason for damage assessment is to determine the need for the extent of emergency resources to assist in response operations. Outside assistance may be required to assist in both response and short term recover operations.

Initial damage assessments will include casualty as well as property damage estimates. These estimates are necessary to coordinate shelter, health and medical responses. The initial damage assessment also provides a basis for a County Declaration of Emergency. The Declaration of Emergency is forwarded to the State Emergency Operations Center in order to provide a Statewide Damage Estimate to prepare the application for Federal Assistance (requesting a Presidential Declaration). The Federal Government requests damage assessment estimates to determine the extent of federal aid required to put the County and City back to normal operations.

Recovery procedures currently in use through the State of Washington and FEMA provide for two overall categories of damage – private and public. Damage to privately owned properties generally is dealt with through the Individual Assistance Program. Damage to publicly owned properties is dealt with through the Public Assistance Program. Businesses will need a thorough documentation of the history of the business and the effect of the disaster on the business. The Department of Emergency Management may assist in supporting the initial activities for businesses in application for Small Business Administration Disaster loans

Management of Recovery Operations may require an on-going collection of vast amounts of damage assessment data concerning the impact of a disaster upon individuals and their communities.

**DAMAGE ASSESSMENT PROCEDURES** - Initial damage assessment information may be obtained through various avenues including:

- Department of Emergency Management
- City of Port Townsend
- Jefferson County Sheriff's Office
- Fire Districts
- Building inspectors
- Public Works and Washington Department of Transportation
- Puget Sound Energy
- Jefferson County Public Health
- Red Cross
- State agencies
- Hoh Tribe of Indians
- Private citizen reports
- Other agencies

It is an assumption that damage to County property will be assessed by County agencies wherever it is located. City property is assessed by City agencies. State and federal agencies will assess their respective properties.

These initial damage assessments will form the basis of information reported to the Washington State Emergency Management Division Emergency Operations Center. As additional information is obtained, these reports will be updated as necessary.

**AREA COMMAND DAMAGE ASSESSMENT** - When activities of response dictate that operations are carried out under area command, each area will report their damage assessments of both individual and public damage to the Department of Emergency Management.

**PRESIDENTIAL DISASTER DECLARATION** - After the Governor submits a request for assistance based on disaster damage exceeding pre-determined monetary thresholds to FEMA for a Presidential Declaration for Public Assistance.

**DAMAGE ASSISTANCE** - Recovery assistance is generally defined into three areas: Individual and Household; Government, eligible agencies and certain non-profit organizations; and business. The Department of Emergency Management is the single focal point for submitting these damage reports to the various and several agencies which may be able to provide assistance.

1. **Disaster Assistance for Individuals and Households:** When the President declares an emergency or major disaster that includes damage to households, a variety of federal and state assistance programs may be available to meet survivors' essential and necessary needs. The Washington State Military Department, Emergency Management Division (EMD) and the Federal Emergency Management Agency (FEMA) jointly administer programs in a Joint Field Office (JFO) to help individuals who suffer disaster damage or losses.

These Disaster Recovery Centers are normally established near the affected area. The Department of Emergency Management may assist in facilitating the establishment of the Disaster Recovery Centers.

Individual Assistance can consist of any or all of the following:

- Temporary housing
  - Individual and family grants
  - Disaster unemployment assistance
  - Disaster loans to individuals, businesses, and farmers
  - Agricultural assistance
  - Legal services to low-income families and individuals
  - Consumer counseling and assistance in obtaining insurance benefits
  - Veterans' assistance
  - Casualty loss tax assistance
2. **Disaster Assistance for Business:** When the President declares a major disaster, the United States Small Business Administration (SBA) makes its low-interest loan programs available to qualifying businesses and private non-profit organizations that have suffered damages. Businesses of any size may request an application for a low-interest loan by telephone immediately after the declaration. SBA loan officers will be available at all Disaster Field Offices and Disaster Recovery Centers.

Farm / ranch owners and self-employed persons may qualify for disaster unemployment if they are out of work because of the disaster and are not covered by regular unemployment.

The Department of Emergency Management may assist in facilitating providing information to affected businesses.

3. **Disaster Assistance for Public Agencies:** The Public Assistance program enables local and state governments, special purpose districts, private nonprofit organizations and tribes to recover from the immediate and long-term impacts of disasters. The program provides state and federal funds to eligible applicants for a portion of the costs and restoration of damaged public facilities, as well as to



reimburse the agencies for a portion of the costs associated with emergency work and debris removal due to the disaster.

- **Category A:** Removal of debris, including clearance of trees, woody debris, and building wreckage; sand, mud, silt, and gravel; and other disaster-related material on public property.
- **Category B:** Measures taken before, during, and after a disaster to save lives and protect public health and safety.
- **Category C:** Roads, bridges, and associated features, such as shoulders, ditches, culverts, lighting and signs.
- **Category D:** Water control facilities, including drainage channels, pumping facilities, and the emergency repair of levees. Permanent repair of flood control works is the responsibility of the U.S. Army Corps of Engineers and the Natural Resources Conservation Service.
- **Category E:** Buildings including their contents and systems.
- **Category F:** Utility distribution systems, such as water treatment and delivery systems, power generation facilities and distribution lines, and sewage collection and treatment facilities.
- **Category G:** Public parks, recreational facilities and other facilities, including playgrounds, swimming pools and cemeteries.

**DEBRIS REMOVAL** - The clearance and disposal of debris is an essential element in immediate recovery efforts. The task of clearing debris is so critical to life safety and security that it can be categorized as both a response and a recovery activity. Both the County and the City of Port Townsend's Departments of Public Works are keys to initial debris removal efforts. Some of the main tasks involved in debris clearance and disposal are:

- Remove debris from public rights-of-way
- Remove debris from other public property
- Coordinate or assist in removal of debris from private property if this debris constitutes a hazard to the general public
- Establish disposal sites
- Provide input for contracted disposal
- Coordinate hazardous materials disposal
- Provide for increased garbage volume and construction debris

**PRELIMINARY DAMAGE ASSESSMENT** - The Preliminary Damage Assessment (PDA) process is based on each eligible applicant (which has experienced damage) preparing a PDA and forwarding it to the Department of Emergency Management. The Department of Emergency Management (DEM) is responsible for notifying eligible applicants to complete a PDA, and to coordinate the PDA data collection from all jurisdictions in the county.

The DEM is the county's single focal point to submit the PDA to the Washington Emergency Management Division. Tribes have the option of submitting their PDAs through Emergency Management or forwarding them directly to the State EOC.

If it is determined that a formal Preliminary Damage Assessment will be pursued, federal/state PDA teams will arrive in each county. Coordination will begin and end with the Department of Emergency Management. An Applicant's Briefing will be held to explain Public Assistance eligibility criteria for officials of the identified applicant jurisdictions. Criteria, rules and regulations, and procedures are subject to constant revision and may change from one disaster situation to another.

**DETAILED NEEDS ASSESSMENT and IDENTIFICATION OF CLIENTS** - Specific information on damage will be required early in the recovery process. Identification of specific "clients" will require direct contact with individuals and businesses.

Many clients will identify themselves once they know where to seek support and learn what information is required. Experience shows that some disaster survivors do not make an effort to seek assistance and an outreach effort may be needed to inform all affected individuals.

A needs assessment usually progresses over time, as loss information comes to light gradually from many sources. Working from a needs database, recovery staff can prepare a summary of direct needs. A summary of direct needs will be instrumental in developing coherent, clear requests for donations of goods and services.

Individuals may not have specific information available on their affected properties. Sources of information may include County property tax roles. The DEM will establish a database of client information that will provide detailed information on the client. This database will assist in the formation of an overall needs assessment. Matching needs with resources requires full knowledge of services received to date to avoid duplication and gaps.

Forms for collection of this information are at Attachment xx. (EOC Form 140 and 145)

**STEPS IN COMMUNITY RECOVERY** - No written summary can accurately identify every action that may be needed during recovery. There are too many variables at work in most situations, and the interactions among the players are far too complex to describe in simple terms. In addition, disasters differ by category of hazard, magnitude of damage, type of community affected, and ability of those impacted by a disaster to recover. There are, however, some common elements in every recovery effort. This section attempts to organize what is in reality a dynamic and fairly fluid set of steps in the community recovery process.

Before recovery activities begin, there is a transition from the response effort. Key EOC functions directly support recovery. These EOC transition functions include:

**Public Information Officer:** The PIO may coordinate early recovery messaging, such as the need for certain types of donations and the nature of the recovery effort. Communication regarding the recovery program is vitally important and it begins in the EOC with the PIO.

**Operations Section:** The Operations Section supports evacuations and re-entry during response by establishing Reception Centers or arranging other accommodations. The DEM Logistics Trailer is a key component in recovery efforts, and will be important in providing a recognizable facility to help identify potential clients by name, address, and how they may be contacted for further information. Among other roles, Operations may be involved in providing continuity of care during the transition from response to recovery.

**Plans Section:** *The Situation Unit*, located in the Planning Section, after receipt of the initial damage assessment is the focal point for information including: initial summary of the geographic area of impact; magnitude of damage; and approximate time required for response. These are important facts for recovery planning, and will usually provide enough information to estimate the approximate resources required.

*The Recovery Unit* is located within the Plans Section. The Recovery Unit assesses the need for recovery services based on the type and extent of damage. In addition, the Recovery Unit may take initial steps in recovery, such as working with the PIO to issue media messages that control the donation of unwanted goods.

**Finance Section:** If Federal assistance is provided, detailed records of labor, equipment and supply costs from the outset of the disaster will be required. Only actual damage and reasonable costs will be reported. Detailed rosters of employee and equipment time, volunteer contributions, and supplies used will be critical to obtaining Federal assistance. Keeping records will not

ensure reimbursement, but not keeping records will ensure that reimbursement will not be possible in the event that a Presidential declaration is made.

Community recovery is loosely described by four broad functions that overlap throughout the process:

- Get Organized
- Understand Needs
- Understand Resources
- Match Needs and Resources

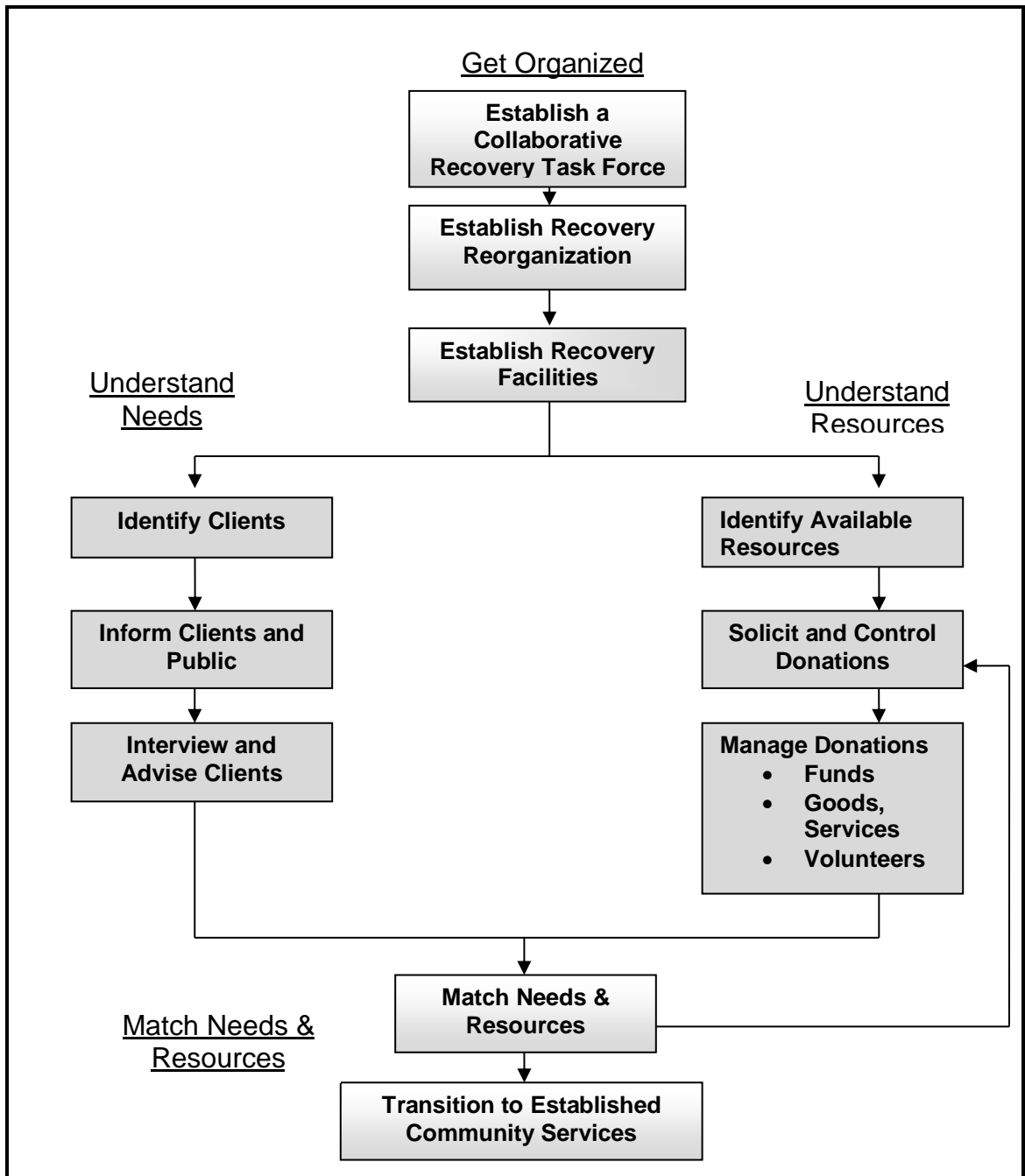


Figure 2: Steps in the Community Recovery Process

**DISSEMINATION OF RECOVERY INFORMATION:** The dissemination of timely and accurate information on the recovery process is critical. A lack of information may lead to chaos and ill feelings when many citizens may already be experiencing a high degree of stress. Public meetings, websites, distribution of written information and the establishment of an identified location for recovery operations is a critical step in recovery.

**ESTABLISHMENT OF RECOVERY FACILITIES** - The variability of disasters cannot be met with an established list of required recovery facilities. Recovery facilities usually are separate from the EOC and should not compete with facilities that may be required for response. Long-term use of local public facilities or community buildings may be avoided (i.e. schools and community centers) that may result in adverse impacts if occupied for many months. In addition, sights that may be important for long term revenue or other community impacts should be avoided. Depending on the scope of the disaster, recovery facilities to consider may include:

**Recovery Office:** The set of offices and meeting rooms used by the Recovery Staff.

**Recovery Center:** A clearinghouse of recovery information for clients and others affected by the disaster. The Recovery Center may include client interviews. The DEM Logistics trailer may fill the requirement for this in the early days following the disaster. The American Red Cross may be able to assist in the further development of a Recovery Center.

**Goods Warehouse:** Facilities used to receive, sort, store, and disseminate goods purchased in bulk and those collected through donations.

**Public Meetings:** Temporary facilities used to communicate the recovery process to large gatherings.

**Media Center (JIC):** Facilities to support the delivery of recovery information through the news media.

The EOC Logistics Section will be the focal point for establishing recovery facilities. The Logistics Section will also be the focal point for phones, computers, janitorial services, and other support services.

**IDENTIFICATION OF AVAILABLE RESOURCES** - Locally available resources may be identified through available contractor rosters, local telephone directories, and personal knowledge of available resources. Service organizations may be a resource for additional recovery resources. Individual volunteers will usually surface and be available for provision of services.

Early in the recovery process, it is critical to define the requirements for resources and establish an estimated time for arrival of recovery resources.

**DONATIONS AND VOLUNTEERS** - When disaster strikes there is often an outpouring of human generosity. Disasters generally generate three types of donation: 1) Funds, 2) Goods and Services, and 3) Volunteer Effort.

Outgoing messages on donations should begin within the first day following the event and must focus on an actual assessment of needs. Without a request for specific kinds of donations that will be helpful, overwhelming contributions of unwanted goods may result in “the second disaster” when disaster recovery personnel are required to stop work and address the issue of unwanted goods.

“Convergent volunteers” also pose a major challenge for recovery managers. Volunteers often need transportation, protective clothing for some tasks, equipment, food and water, accommodation, and supervision. This consumes precious time and resources unless planned in advance. The American Red Cross will be the focal point in coordinating volunteers.

Actions to consider may include:

- A news release as soon as possible to request initial donations in cash or a clearly identified and needed resource donation
- An estimation of the need for donations of all types in terms of quantity and timing, and set targets
- Advertise the need for certain types of donations, such as funds or volunteers
- Approaching community businesses for specific kinds of support
- Approaching local volunteer organizations to access available personnel

**COMMUNITY HEALING** - In the initial days of the disaster, response and early recovery activities will dominate the list of priorities. Some of the less tangible needs of the community may be neglected at first. However, community members may suffer from a number of disaster related stresses including:

- Emotional distress
- Financial loss
- Childcare issues
- Family relationship strain
- Physical health concerns

Community outreach programs are an important component of any disaster response and recovery effort. These programs should include activities that help residents understand the nature and kinds of stress reactions they are experiencing and provide information and resources to assist them in coping with the effects of the disaster.

Community resources such as churches, service clubs, Parent / Teacher groups, may serve as initial focal points to assist in identifying people experiencing disaster related stresses. Jefferson County Mental Health, clergy, and psychologists / therapists may be able to help provide assistance in outreach efforts.

**TRANSITION TO LONG TERM RECOVERY** - As the focus shifts to rebuilding, the recovery phase takes on more of a long term focus. The foundation built during short term recovery as described in this Annex contributes directly to Long Term Recovery. The myriad variables involved with long term recovery make describing the process only speculation and an exercise in recording generalities. Detailed information on long term recovery processes can be found throughout FEMA descriptions of the structures involved with long term recovery.

## Attachment 1.10.6 Lead and Support Agencies

A lead coordinating agency is identified for each hazard category.<sup>27</sup> The support agencies are those most likely to have a major role, but does not exclude other participation.

Strategy and overall coordination of larger scope incidents (earthquake, storms, etc.) is typically the role of the Emergency Operations Center (EOC). Specific hazards have clear lead agencies, and the EOC will provide support if requested.

All jurisdictions and agencies retain their internal command authority and recognize the coordination role of the EOC Incident Management Team. Each participating agency has representation or a designated point of contact in the EOC.

Unified Command may be established at the EOC when the command function affects multiple jurisdictions. Some hazards are best handled by the designated command agency/Unified Command at the scene.

HAZARD		LEAD AGENCIES	SUPPORTING AGENCIES
01	Damaging Winds	Emergency Management	Fire/EMS Public Works Law Enforcement P. U. D.
02	Winter Storms	Emergency Management	Public Works Law Enforcement
03	Flood	Emergency Management	Public Works
04	Earthquake	Emergency Management	All
05	Public Health Emergency	Public Health	Fire/EMS
06	Terrorism	Law Enforcement	Fire/EMS Emergency Management
07	Tsunami	Emergency Management	Fire/EMS Law Enforcement
08	Volcanic Activity	Emergency Management	Public Works
09	Heat Wave	Public Health	Fire/EMS
10	Drought	Public Health	Emergency Management
11	Power Outage	PUD	Fire/EMS Public Works Public Health
12	911 Outage/Overload	Jeffcom	Emergency Management
13	Civil Emergency, Other	Law Enforcement	Fire/EMS
14	Wildland Fire	Fire/EMS	Mutual aid Fire Law Enforcement
15	Marine Oil Spill	Coast Guard	Dept. of Ecology Fire/EMS Responsible Party Environmental Health
16	Water Shortage	City Utilities (city) PUD (county)	Public Health
17	Mass Casualty Incident	Fire/EMS	Law Enforcement
18	Maritime Emergency	Coast Guard	Fire/EMS

<sup>27</sup> Reference purposes only. Actual conditions will determine organizational structure.

19	Major Fire	Fire/EMS	Mutual aid Fire/EMS Law Enforcement
20	Major Law Enforcement Incident	Law Enforcement	Mutual aid LE Washington State Patrol
21	Hazardous Materials	Washington State Patrol	Fire/EMS
22	Military Ordnance	NAVMAG Indian Island	Fire/EMS Law Enforcement
23	Aircraft Mishap	Fire/EMS	Law Enforcement Aircraft Parent Agency
24	Dam Failure	Fire/EMS	City Utilities (Lords Lake)
25	Mudslide with exposures	Fire/EMS	Public Works

## **Annex 1.10.7 Disaster Roles of County/City offices and departments, and public sector and private sector partner agencies and organizations**

All county and city government personnel, services, equipment, and facilities become part of the emergency management system as needed in carrying out the requirements of this plan according to the law. Most assignments mirror daily operations; some require a local declaration of emergency to expedite.

Emergency activities of local government offices and departments are coordinated by the EOC Incident Management Team until demobilized when the emergency is over. Post disaster activities are coordinated by the Joint County – City Long Term Recovery Group.

Numerous other government agencies, special districts, quasi-municipal corporations, non-governmental organizations, and private sector entities cooperate and coordinate with the Emergency Management program through various formal and informal mechanisms. Each of these partners retains its internal structure and responsibilities, while collaborating where possible with the community response effort.

State and federal agencies with local ties may opt to coordinate locally to the extent possible, while remaining within the overall responsibility of their parent organization. Many of our other partners cooperate where they can, while focusing on their individual responsibilities.

<b>COUNTY OFFICES AND DEPARTMENTS</b>	
Assessor	Emergency tax relief (property value adjustment) Assistance with damage assessment Continuation of essential services
Auditor	Fiscal management Budget emergencies Recovery support (contracts administration) Records preservation and recovery Continuation of essential services
Board of County Commissioners	Policy and oversight Emergency measures and legislative support Emergency appropriation Declarations of emergency
Central Services	Technical support Internal telephone services and restoration Network administration and restoration County building damage assessment County facilities repair and restoration Continuation of essential services
Community Development	Long term recovery coordination Support to damage assessment
Coroner	Identification of human remains Determine cause of death Provide for temporary storage of human remains Establish and maintain official casualty list
County Administrator	Emergency Management Policy level communication (BOCC and EOC IMT) Policy level communication County to City



	Restoration of county government services
District Court	Continuation of essential court services
Emergency Management	Emergency management planning Coordination of training Emergency Operations Center management Inter-agency and inter-jurisdictional coordination Execution of emergency plans and procedures
Health Department	Immunization Sanitation inspection Food and water quality control Environmental health Home health services Special needs populations
Prosecutor	Acts as Coroner per charter Legal advisor to the BOCC for policy Legal advisor to the County Administrator Continuation of essential services
Public Works	Restoration of roads and bridges County infrastructure damage assessment Support to law enforcement for traffic control Debris removal Solid waste disposal
Sheriff	Law enforcement Search and rescue Traffic control (on county roads) Accident investigation
Superior Court	Continuation of essential court services
Treasurer	Fiscal management (with Auditor) Budget support Emergency procurement Continuity of government services

<b>CITY OFFICES AND DEPARTMENTS</b>	
Administration	Clerical support
City Attorney	Legal advisor to the City Council Legal advisor to the City Manager Assists in drafting emergency legislation
City Council	Policy and oversight Appropriation of emergency funds Emergency declaration Legislative support
City Clerk	Preservation and recovery of essential records
City Manager	Executive powers Emergency Management Communication with the City Council Restoration of essential city services Continuity of Operations
Development Services	Long term recovery coordination Assistance with damage assessment
Finance	Fiscal management and support Cost tracking Contracts administration (recovery)
Grants Administration	Post disaster mitigation

	Assistance with recovery coordination
Information Services	Network restoration Telephone service restoration
Library	Alternate city offices
Police Department	Law enforcement Traffic control Coordination of mutual aid law enforcement Evacuation Search and rescue coordination
Public Works	Streets and bridges Water and sewer Public facilities damage assessment

<b>OTHER GOVERNMENT AGENCIES (Local, State and Federal)</b>	
Washington State Patrol	Traffic control (state routes) Assistance with evacuation Augment local law enforcement resources (mutual aid) Assistance with dissemination of warnings
Washington State Department of Transportation	State highway clearance and restoration Damage assessment (state routes) Augment local public works resources (mutual aid) Assistance with dissemination of warnings (HAR signs, etc.)
Washington State Parks	Activation of internal emergency plans and procedures Coordination of park resources Coordination of the use of park facilities for emergency purposes Damage assessment (park facilities)
Washington State Department of Natural Resources	Wildland fire suppression Clearance and restoration of DNR roads Damage assessment (DNR roads)
Washington State Ferries	Activation of internal emergency plans and procedures Assistance with emergency transportation (ferry assets)
U. S. Navy (Naval Magazine Indian Island)	Coordination of Navy personnel and facilities Provision of mutual aid fire services Provision of logistics support to local government (optional)
U. S. Forest Service	Wildland fire suppression (federal lands) Wildland fire suppression – mutual aid (state lands) Augmentation of local law enforcement (mutual aid)
Jeffcom/911	Law enforcement and fire/EMS communications

<b>SPECIAL DISTRICTS AND QUASI-MUNICIPAL CORPORATIONS</b>	
Jefferson County Fire Protection Districts	Activation of emergency plans and procedures Fire suppression Urban/technical rescue and evacuation Fire investigation Emergency Medical Services (pre-hospital aid) Hazardous materials emergency response (support) Assistance with initial damage assessment Assistance with dissemination of warnings

Jefferson County Public School Districts	<ul style="list-style-type: none"> <li>Activation of emergency plans and procedures</li> <li>Coordination of school resources</li> <li>Emergency communication with staff and students</li> <li>Assistance with emergency transportation</li> <li>Damage assessment (school facilities)</li> </ul>
Jefferson County Hospital District No. 2 (Jefferson Healthcare)	<ul style="list-style-type: none"> <li>Activation of emergency plans and procedures</li> <li>Provision of basic hospital services</li> <li>Coordination of hospital resources</li> <li>Coordination with regional hospitals</li> <li>Coordination of clinics and surge capacity facilities</li> </ul>
Jefferson County Public Utility District	<ul style="list-style-type: none"> <li>Activation of emergency plans and procedures</li> <li>Damage assessment (water systems)</li> <li>Damage assessment (power grid)</li> <li>Restoration of the water system (served areas)</li> <li>Restoration of power</li> </ul>

<b>NON-GOVERNMENT ORGANIZATIONS AND PRIVATE SECTOR ENTITIES</b>	
American Red Cross	<ul style="list-style-type: none"> <li>Shelter operations</li> <li>Mass care</li> <li>Assistance to disaster victims</li> </ul>
Olympic Community Action Programs (Olycap)	<ul style="list-style-type: none"> <li>Assistance with emergency food</li> <li>Special needs populations (Olycap clients)</li> <li>Point of refuge coordination (Olycap community centers)</li> </ul>
Jefferson County Ministerial Association	<ul style="list-style-type: none"> <li>Designated points of refuge</li> <li>Assistance with shelter and mass care</li> </ul>
Community Service Organizations	<ul style="list-style-type: none"> <li>Assistance with community recovery programs</li> </ul>
Neighborhood Preparedness Groups	<ul style="list-style-type: none"> <li>Individual and family preparedness</li> <li>Neighborhood communications</li> <li>Neighborhood damage assessment and reporting</li> </ul>
Private business	<ul style="list-style-type: none"> <li>Activation of business recovery plans</li> <li>Assistance with community recovery programs</li> <li>Critical goods and services</li> </ul>

## Attachment 1.10.8 Cross Reference to State and Federal Plans (ESF Format)

The Emergency Support Function (ESF) arrangement in the State Comprehensive Emergency Management Plan is shown here, with the location of the referenced subjects in this plan and supporting documents.

EMERGENCY SUPPORT FUNCTION	EQUIVALENT IN THIS PLAN
ESF 1 – Transportation	Page 29 – Section 1.5 Responsibilities Page 60 – Annex 1.10.4
ESF 2 – Communications and Warning	Page 32 – Section 1.6 Information Collection, Analysis, and Dissemination Page 34 – Section 1.7 Communications
ESF 3 – Public Works and Engineering	Page 68 – Annex 1.10.5 Recovery Page 14 – Jefferson County PUD Emergency Restoration Plan, Section 1.2 Concept of Ops
ESF 4 – Firefighting	Page 15 – Section 1.2 Concept of Ops
ESF 5 – Emergency Management	Page 25 – Section 1.4 Organization
ESF 6 – Mass Care and Human Services	Page 16 – Section 1.2 Concept of Ops Page 60 – Annex 1.10.4 Evacuation Plan Page 64 – Annex 1.10.5 Recovery
ESF 7 – Logistics and Resource Support	Page 36 – Section 1.8 Finances Page 39 – Section 1.8 Logistics
ESF 8 – Public Health and Medical Services	Page 17 – Section 1.2 Concept of Ops Page 74 – Annex 1.10.6 Lead and Support
ESF 9 – Search and Rescue	Page 16 – Section 1.2 Concept of Ops
ESF 10 – Hazardous Materials Response	Page 13 – Section 1.2 Concept of Ops Page 75 – Annex 1.10.6 Lead and Support
ESF 11 – Agriculture and Natural Resources	Not used in this plan
ESF 12 – Energy	Page 14 – Jefferson County PUD Emergency Restoration Plan, Section 1.2 Concept of Ops Page 74 – Annex 1.10.6 Lead and Support
ESF 13 – Law Enforcement	Page 16 – Section 1.2 Concept of Ops Page 74 – Annex 1.10.6 Lead and Support Page 77 – Annex 1.10.7 Disaster Roles
ESF 14 – Long Term Recovery	Page 18 – Section 1.2 Concept of Ops Page 38 – Section 1.8 Finance and Logistics Page 62 – Annex 1.10.5 Recovery
ESF 15 – Public Affairs	Page 7 – Section 1.2 Concept of Ops
ESF 16 – Not used	
ESF 17 – Not used	
ESF 18 – Not used	

ESF 19 – Not used	
ESF 20 – Military Support to Civil Authorities	Page 28, 30 – Section 1.5 Responsibilities

**Attachment 1.10.9**  
**Relevant Partner Agencies' Emergency Plans and Procedures**  
**(Included by Reference - Published Separately)**

City of Port Townsend Water Utility Emergency Response Plan

Clallam County Comprehensive Emergency Management Plan

Jefferson County Health and Human Services Emergency Response Plan

Jefferson County Mass Casualty Incident (MCI) Plan

Jefferson County Moderate Hazardous Waste Plan

Jefferson County Public Utility District Emergency Restoration Plan

Jefferson County RACES (VECOM) Emergency Communications Plan

Jefferson County/Port Townsend Debris Management Plan

Jefferson Healthcare Emergency Plan

Jefferson Transit Emergency Response Plan

Kitsap County Comprehensive Emergency Management Plan

Kitsap County Health District Emergency Response Plan

National Disaster Recovery Framework

National Response Framework

Olympic Peninsula Chapter, American Red Cross Emergency Response Plan

Olympic Regional Fire Defense Plan

Region Two Hospital Emergency Plan – Preparedness and Response to Bioterrorism

Washington State Comprehensive Emergency Management Plan

Washington State Department of Ecology Geographic Response Plan

Washington State Ferries Emergency Management Plan

Washington State Fire Service Resource Mobilization Plan

## **Annex 1.10.10 Procedures for Local Declaration of Emergency**

**EXECUTION OF EMERGENCY POWERS** - To provide for the full implementation of the Comprehensive Emergency Management Plan and execution of certain emergency powers by a Declaration of Emergency made by the Board of County Commissioners or the City Council.

This guide defines a local Declaration of Emergency, outlines how to expeditiously make a local Declaration, and clarifies the emergency powers triggered by a Declaration.

**REQUIREMENTS OF THE LAW** - This document provides guidance in carrying out a Declaration of Emergency pursuant to the requirements of the law.

A Declaration of Emergency is indicated when 1) the event will likely require full commitment of county and/or city resources, 2) it may be necessary to expend funds not provided for in the budget or to suspend certain budget rules, and 3) when the leaders of government wish to assure the public that local government is responding with all available effort.

**DECLARATION OF EMERGENCY AND FEDERAL DISASTER ASSISTANCE** - A local Declaration of Emergency (declaration) is a prerequisite for requesting state and federal assistance in a major emergency, and it activates certain emergency powers and procedures that are not available without it.

**WHO MAKES A DECLARATION OF EMERGENCY** - A Declaration of Emergency must be made by the county or city legislative body by adoption of an ordinance or resolution.

The County declaration is made under RCW 36.40.180, and the City declaration is made under RCW 35.33.081. A joint declaration can be made under RCW 38.52.070(2).

A declaration must be made by the legislative body unless there is specific authority given to the administrative executive to take such action on their behalf. Such temporary action will be affirmed by the legislative body as soon as practicable.

**DECLARATION REQUIRED FOR FULL ACTIVATION OF THE EMERGENCY MANAGEMENT PLAN** - A declaration is required for full activation of the Comprehensive Emergency Management Plan, and designates the Department of Emergency Management as the primary agency for assuring coordination and maximum use of resources.

**IMMEDIATE DISPOSITION OF A DECLARATION** - The declaration will be forwarded to the State Emergency Management Division by the most expeditious means by the local Emergency Operations Center.

### **RESPONSIBILITIES OF THE BOARD OF COUNTY COMMISSIONERS OR CITY COUNCIL –**

- Review the recommendation of the Department of Emergency Management for making a Declaration of Emergency.
- Adopt a Declaration of Emergency by resolution or ordinance.
- Establish procedures for continuity of government in the absence of a quorum.

### **RESPONSIBILITIES OF THE DEPARTMENT OF EMERGENCY MANAGEMENT:**

- Determine the need for full activation of the Comprehensive Emergency Management Plan according to the nature and scope of the emergency.
- Draft an appropriate declaration document for presentation to the legislative authority.

- Provide a summary of the events necessitating a declaration.
- Disseminate the declaration.

#### **RESPONSIBILITIES OF THE COUNTY/CITY DEPARTMENT OF PUBLIC WORKS**

- Provide advice to the Department of Emergency Management when damage is occurring to public roads and bridges.
- Request a Declaration of Emergency for public roads and bridges and other infrastructure.

**CONCEPT OF OPERATION** - The Director of Emergency Management or designee shall determine the necessity of requesting a declaration using the following general guidance:

The nature of the incident requires extraordinary commitment of county and/or municipal resources to combat the emergency.

Effective response to the emergency requires activation of the emergency powers and procedures defined by law. Such powers include entering into contracts and incurring obligations necessary to combat such disaster, protecting the health and safety of persons and property, and providing emergency assistance to the victims.

Make expenditures associated with the emergency without further notice or hearing.

When a declaration is necessary to emphasize and affirm the seriousness of the event and the intent of government to bring all the available resources to bear in meeting the needs of the community.

The County Administrator and/or the City Manager will arrange for an emergency session of the legislative body according to the rules. The Continuity of Government procedures will be enacted in the absence of a quorum.

**CONTENTS OF A DECLARATION** - A Declaration of Emergency will be made by adoption of a resolution including the following elements: (A sample Declaration of Emergency is attached).

- A description of the nature of the emergency.
- A definition of the impact areas.
- A statement that an emergency exists and that unusual measures will be necessary in order to safeguard life and property.
- Notification that release of specified city/county resources is authorized in responding to the emergency.
- A time limitation to the emergency declaration.
- The estimated amount of money required to meet the emergency if known.

**DISTRIBUTION** – In addition to internal distribution requirements, the declaration will be immediately forwarded to the State Emergency Management Division as an indication that local emergency procedures have been activated.

**COORDINATION** - The Emergency Operations Center (or Alternate EOC) will be activated as the central coordination point for implementation of emergency procedures authorized by the declaration.

**TELEPHONIC VOICE VOTE AUTHORIZED** - When exigent circumstances require, a telephone vote of the legislative body can adopt a Declaration of Emergency. This action needs to be on the record, witnessed, and later affirmed. Telephonic voice vote will be coordinated by the County Administrator or City Manager (or designee).



**ALTERNATE LOCATION FOR CONDUCTING PUBLIC BUSINESS** - The emergency affairs of the county or city can be conducted at an alternate place of business for the duration of the emergency provided a reasonable effort is made to notify the public of the emergency relocation.

**IMPORTANT REFERENCES RELATING TO A DISASTER DECLARATION**

- Chapter 35.33.081 Revised Code of Washington – Emergency expenditures (second and third class cities and towns).
- Chapter 36.40.180 Revised Code of Washington – Emergencies subject to hearing – non-debatable emergencies (counties).
- Chapter 38.52.070(2) – Local organizations and joint organizations authorized – Establishment, operation – Emergency powers, procedures.
- Jefferson County Resolution 54-05 – Continuity of County Government in the Case of an Emergency or Disaster (September 2005).

**CLARIFICATION OF SOME OF THE TERMS USED HERE**

1. Declaration of emergency – Activation of emergency powers by adoption of a resolution by the legislative body
  2. Emergency powers – Emergency actions authorized without regard to time-consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements), including, but not limited to, budget law limitations, requirements of competitive bidding and publication of notices, provisions pertaining to the performance of public work, entering into contracts, the incurring of obligations, the employment of temporary workers, the rental of equipment, the purchase of supplies and materials, the levying of taxes, and the appropriation and expenditures of public funds.
  3. Joint declaration – A Declaration of Emergency enacted concurrently by the Board of County Commissioners and the City Council that includes both Jefferson County and the City of Port Townsend.
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**Jefferson County - City of Port Townsend  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Section 2: Lead and Support Agencies**

**State and Local Government**

Departments	<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;"> <b>L = Lead Agency</b>  <b>S = Support Agency</b> </div>														
	Policy	Managing Emergency Operations	Situation Reporting	Damage Assessment	Alert, Warning, and Notification	Emergency Public Information	Animal Considerations	Sheltering	Relocation and Evacuation	Volunteer Management	Donations Management	Mass Care	Transportation	EOC Assistance	Notification Rosters, SOPs, Checklists
Port Townsend Police Department	S	L	S			S	S	S	S				S	S	
Port Townsend Public Works				S											
Jefferson County Communications (JeffCom)	S	S			S	S								S	
Jefferson Transit	S	S	S						S				S		
Jefferson Co. Fire Districts	S	L	L	L	S	S	S					S			
Jefferson Co. GIS		S													
Jefferson Co. Emergency Management	L	L	L	S	L	L	S	S	S	L	L	L	S	L	L
Jefferson Co. Public Health	S	S													
Jefferson Co. Administration	L														
Jefferson Co. Sherrifs Department	S	L	L												
Jefferson Co. Treasurer														S	
Jefferson Co. Public Works	S	S		L											
Jefferson Co. County Commissioners	L														
Washington State Emergency Management		S	S		L		S	S	S	S		S	S	S	
Washington State Patrol													S	S	

Not shown in these matrixes is a number of different variables that can affect the response of each department and agency. For example, one agency may start out as lead and later be relegated into a supporting role or vice versa. In other cases location plays a big role with an incident being contained within the City of Port Townsend but the matrix shows that county agencies can or will be involved<sup>28</sup>. Everything is situation dependent.

## Public and Private Entities

Agency	<div style="border: 1px solid black; padding: 5px; display: inline-block;">                     L = Lead Agency                      S = Support Agency                 </div>														
	Policy	Managing Emergency Operations	Situation Reporting	Damage Assessment	Alert, Warning, and Notification	Emergency Public Information	Animal Considerations	Sheltering	Relocation and Evacuation	Volunteer Management	Mass Care	Transportation	EOC Assistance	Notification Rosters, SOPs, Checklists	
American Red Cross								S	S						
Port of Port Townsend				S								S	S		
Jefferson County Schools	S		S	S		S		S	S		S	S			
Naval Magazine Indian Island		S	S	S	S	S						S	S		
Puget Sound Energy				S					S		S	S			
Jefferson County Airport				S	S				S		S	S			
Fort Flagler State Park			S	S	S	S	S	S	S		S				
Fort Worden State Park			S	S	S	S	S	S	S		S				
KPTZ		S	S		S	S							S	S	
Neighborhood Preparedness Groups		S	S	S	S	S	S	S	S	S	S		S		
Private Businesses			S	S				S	S			S			
Hoh Tribe	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	L/S	

Jefferson County schools includes all school districts within Jefferson County and the City of Port Townsend while the Port of Port Townsend is the overseeing entity for all the Marinas within the County area such as in Port Ludlow, Port Hadlock, Quilcene, and Brinnon and even the Jefferson County Airport.

<sup>28</sup> Port Townsend departments would take lead if incident occurs solely within city limits

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Jefferson County - City of Port Townsend  
**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Hazard-Specific Procedures**

**Annex A  
Earthquakes**



**DEFINITION**

Earthquakes are the sudden, violent shaking of the ground caused by an abrupt shift along a fracture in the earth, known as a fault. The earth's crust is divided into eight major plates and numerous smaller plates. The plates are constantly moving and when they create enough friction, release stress, which in turn can create significant earthquakes.

**HISTORY**

Washington State is littered with many large and small faults with most being located within the Puget Sound or coast. Hundreds of small earthquakes are recorded each year within the state with ones in 1949, 1965, and 2001 causing more than \$1 billion in damages to the Puget Sound region. The most recent large earthquake was the 2001 Nisqually earthquake that occurred 11 miles north of the city of Olympia.

**HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

There are multiple major fault lines that are in or near Washington and have the potential to create powerful earthquakes.

- The Southern Whidbey Island Fault crosses directly between Northeastern Jefferson County and the Southwest portion of Whidbey Island and has the potential to cause strong earthquakes in excess of 6.5 on the Richter scale as well as tsunamis in the upper sound. Due to the proximity, this has the potential to cause large amounts of damage within the City of Port Townsend and Jefferson County.
- The Seattle Fault bisects the Kitsap Peninsula across the Puget Sound through Seattle into the Cascade Mountains. Like the SWIF, it too has the potential to create strong earthquakes and tsunamis within the Puget Sound region.
- The Cascadia Subduction Zone is a 600-mile long fault that separates the Juan de Fuca and North American Plates. This fault has the potential to create earthquakes similar in strength and damage to that of the 2011 Tohoku event which was registered at 9.0 and caused a tsunami that was up to 130 feet tall. An earthquake of this strength generally causes more than a minute of continuous shaking and numerous powerful aftershocks that can cripple any infrastructure that wasn't destroyed in the initial shock.

The primary ways these earthquakes can cause damage is from:

- Strong ground shaking
- Landslides
- Liquefaction
- Subsidence
- Tsunamis

A lot of the casualties caused by earthquakes are actually due to building collapse or the resulting tsunami if near the coast. The disruption of utilities such as gas, power, sewer, water, telephone, and waste can hasten the disruption of economics within the City and County. The loss of which would be huge given the limited capability that currently exists.

Another principal concern is soil liquefaction which occurs when water saturated sands, silts, or gravels are shaken so violently that the grains rearrange and the sediment loses strength, begins to flow out as sand boils or causes lateral spreading of overlying layers. Liquefaction commonly causes loss of bearing strength under foundations and roadways, can trigger landslides, and can float low-density structures and objects.

The areas of Jefferson County that would be most affected in the event of an earthquake is the City of Port Townsend and the smaller communities of Quilcene, Port Ludlow, and Port Hadlock as they all contain the highest population density and a lot of the economic income. Port Townsend itself contains many older masonry buildings that are unreinforced making them very susceptible to damage. There are other infrastructure issues faced by the City and County involving bridges and transportation nodes such as Highway 101, 104 and the Washington State Ferry Terminal in Port Townsend. Each of these face the risk of earthquake caused landslide or the complete structural failure in the case of the ferry terminal. These vulnerabilities can severely affect response times and help from outside agencies.

Some additional assumptions:

- Overloaded healthcare systems
- Disturbance of community services (schools and government closures)
- Failure of wireless/internet structure
- Damage or closure of food and pharmaceutical outlets
- Competing demands for relief and recovery resources
- General public communications disturbance and extreme anxiety

## **IMPLEMENTATION**

When responding to an earthquake, emergency personnel will prioritize the following:

- Life safety

- Property protection
- Protection of the environment
- Preservation of the economy

Table 1 describes how the typical sequence of events that can be anticipated following a moderate to major earthquake scenario. Many of these actions are conducted simultaneously, and are supported by response agency plans and procedures which outline the way they will carry out their duties.

<b>Table 1 POST EARTHQUAKE RESPONSE ACTIONS</b>		
<b>STEP</b>	<b>CATEGORY</b>	<b>ACTION</b>
1	INITIAL RESPONSE EXPECTATIONS	Emergency response agencies, critical government services, and other essential service providers will establish spontaneous early post-incident procedures that are activated by observation of the event. Procedures (standing orders) will outline the initial steps to be taken without the time delay experienced when waiting for instructions from higher authority.
2	DETERMINE STATUS OF EMERGENCY RESOURCES	JeffCom, in coordination with the Emergency Operations Center, will implement a roll call/reporting procedure to gain a rapid estimation of the operational status of the primary emergency response agencies and facilities.
3	EXPECT SELF DISPATCH	Communications overload (or damage to communications facilities) may require emergency response agencies to “self dispatch” and assume direct coordination of their individual resources. Additionally, JeffCom may choose to only dispatch tier one (life threat) calls according to internal procedures.
4	CONDUCT FIRST ROUND DAMAGE ASSESSMENT	LE and Fire/EMS agencies will conduct initial “windshield” damage/impact observations and report to the EOC via JeffCom within the first hour following the incident. The purpose of the reports is to provide for production of a common operating picture as a basis for initial strategic planning.
5	SET UP ORGANIZATION AND COORDINATION SYSTEMS	Emergency Management will activate the Emergency Operations Center (and City Command Center) according to standing orders. If calls for service exceed response resources, fire districts may establish Area Command and assume direct coordination of district assets.
6	IDENTIFY BROAD SCALE PRIORITIES	The EOC Operations Section will conduct survey of operational needs and shortfalls. The EOC Community Operations Branch will assess community needs. The needs assessment will be used to establish response priorities.
7	ACTIVATE PUBLIC INFORMATION NETWORK	The EOC Public Information Officer will implement the Joint Information System and establish regular distribution of critical information to the public.
8	OPEN COMMUNITY RELIEF CENTERS	The EOC Community Operations Branch may identify and activate emergency relief centers, points of refuge or public shelters for displaced persons if needed.
9	COORDINATE A DECLARATION OF EMERGENCY	The Director of Emergency Management will request and coordinate a formal Declaration of Emergency from the Board of County Commissioners and City Council. A regular executive briefing schedule will be established to keep key personnel apprised of the status of the incident.



10	REQUEST STATE AND/OR FEDERAL DISASTER ASSISTANCE	Emergency Management will coordinate with the state Emergency Management Division (EMD) for logistics support. The EOC will make general status reports to EMD. Emergency Management will be the principal point of contact for state and federal disaster relief.
11	BEGIN TWENTY-FOUR HOUR INCIDENT PLANNING CYCLE	When conditions permit, the EOC (MAC Team), in coordination with the key response agencies, will produce and disseminate a general county-wide Incident Action Plan and establish a twenty-four hour planning cycle.
12	PROVIDE LOGISTICS SUPPORT TO THE RESPONSE AGENCIES	The EOC Logistics Section will establish logistics support (ordering, receiving, dissemination, and tracking of essential goods and services) according to internal procedures.
13	CONDUCT SECOND ROUND DAMAGE ASSESSMENT	The EOC Public Assistance Coordinator and Community Operations Coordinator, in cooperation with the EOC Plans Section, will set up damage assessment data collection and reporting process in order to assess the estimated cost of public and private damage. That data will be reported to the EMD as a basis for Third Round damage verification.
14	CONDUCT THIRD ROUND DAMAGE ASSESSMENT	State and federal authorities, in coordination with the EOC Manager, will conduct a Third Round damage verification process known as a Preliminary Damage Assessment (PDA). A representation of the damage sites identified in the Second Round will be verified by a site visit. The results of the PDA may be used to add to estimated damage totals in other jurisdictions as a basis for request for federal disaster declaration.
15	PREPARE FOR FEDERAL DISASTER DECLARATION	Incident-related damage may be sufficient to result in a federal disaster declaration for the state. That declaration will release certain federal relief and recovery programs under one or either of two categories: Public Assistance (damage to public facilities and infrastructure), and Individual Assistance (damage to business and private residences).
16	ESTABLISH A RECOVERY TASK FORCE	If a federal disaster declaration is received for Jefferson County, a Recovery Task Force (RTF) will be established to coordinate implementation of the recovery plan. The EOC will begin transition to recovery phase as emergency demands diminish. Emergency Management will provide staff support to the RTF.
17	CONTINUE EMERGENCY MANAGEMENT OBJECTIVES	Emergency Management will continue to provide overall coordination according to incident action plans. As objectives are retired, the EOC will begin demobilization and return to normal operations.

**Table 2: Ingredients of a Post-earthquake Common Operating Picture**

<b>Major transportation routes</b>	<ul style="list-style-type: none"> <li>• State Route (SR) 19 (from Hwy 104 to Port Townsend City Limits)</li> <li>• SR 20 (from Discovery Bay to intersection SR 19 and SR 20)</li> <li>• Highway 101 from Gardiner to Triton Cove</li> <li>• SR 104 (all)</li> </ul>
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	<ul style="list-style-type: none"> <li>• Center Road (Chimacum to Quilcene)</li> <li>• Oak Bay Road (from Hadlock to Port Ludlow)</li> <li>• Flagler Road / SR 116 (from Oak Bay Road to Fort Flagler)</li> <li>• Anderson Lake Road</li> <li>• City streets</li> <li>• Port Townsend Ferry Terminal</li> </ul>
<b>Key Bridges</b>	<ul style="list-style-type: none"> <li>• Hood Canal</li> <li>• Hamma Hamma (Hwy 101 S of Brinnon)</li> <li>• Snow Creek (Hwy 101 @ Discovery Bay)</li> <li>• Hwy 116 (@ Indian Island)</li> <li>• Marrowstone Island Causeway</li> </ul>
<b>Public power</b>	<ul style="list-style-type: none"> <li>• City of Port Townsend</li> <li>• Operational Area 1 (North Quimper)</li> <li>• Operational Area 2 (Quilcene, Coyle)</li> <li>• Operational Area 3 (Port Ludlow)</li> <li>• Operational Area 4 (Brinnon)</li> <li>• Operational Area 5 (Discovery Bay)</li> <li>• Operational Area 6 (Gardiner)</li> <li>• Operational Area 7 (West Jefferson County)</li> </ul>
<b>Public Water</b>	<ul style="list-style-type: none"> <li>• City of Port Townsend</li> <li>• PUD Water Systems (several locations)</li> <li>• Private water associations (numerous)</li> <li>• City Lake</li> <li>• Lords Lake Dam</li> </ul>
<b>Emergency Response Status</b>	<ul style="list-style-type: none"> <li>• East Jefferson Fire Rescue</li> <li>• Quilcene Volunteer Fire District</li> <li>• Port Ludlow Fire and Rescue</li> <li>• Brinnon Fire Department</li> <li>• Discovery Bay Fire</li> <li>• Jefferson County Sheriff's Office</li> <li>• Port Townsend Police Department</li> <li>• JeffCom</li> <li>• Emergency Management</li> </ul>
<b>Hospital Status</b>	<ul style="list-style-type: none"> <li>• Jefferson Healthcare</li> </ul>
<b>Conventional Telephone Systems</b>	<ul style="list-style-type: none"> <li>• Century Link network</li> </ul>
<b>Mobile Telephone Networks</b>	<ul style="list-style-type: none"> <li>• Wave Broadband (VoIP)</li> <li>• Verizon</li> <li>• AT&amp;T</li> <li>• Sprint</li> <li>• Other</li> </ul>
<b>Port of Port Townsend Facilities</b>	<ul style="list-style-type: none"> <li>• Port Townsend Marina</li> <li>• Jefferson County International Airport</li> </ul>
<b>Other Hazards</b>	<ul style="list-style-type: none"> <li>• Hazardous materials storage facilities</li> <li>• Vulnerable public structures (Courthouse)</li> <li>• Historic District buildings</li> </ul>

## **Annex B Landslides**

### **DEFINITION**

A Landslide is the sliding movement of masses of loosened rock and soil down a hillside or slope. Landslide causes depend on the rock type, precipitation, seismic shaking, land development and zoning practices, soil composition, moisture, and slope steepness.

### **HISTORY**

Landslides are a common hazard in Jefferson County. Slides have been an ongoing issue on the road between Port Hadlock and Port Ludlow. Heavy rains or winter storms have caused numerous landslides to occur over the years with areas such as Discovery Bay, Oak Bay, and much of Highway 101. The area south of Brinnon has experienced many landslides causing road closures for several days.

### **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

As the county continues to grow and the desire of people to have homes with a view, an increasing number of structures are built on top of or below slopes subject to land sliding. Many people believe that if a piece of land has not yet moved, or hasn't moved in the past fifty years, then it is safe from possible future slides. As trees are removed to make way for new homes, the nature of erosion and water absorption makes the slopes and bluff in these areas a dynamic and changing environment. Characteristics that may indicate a landslide hazard area include:

- Pre-existing landslide area
- Toppling bowed, or jack-sawed trees
- Tension or ground cracks along or near the edge of the top of the bluff
- Structural damage caused by settling and cracking of building foundations and separation of steps from the main structure
- Mid-slope ground water seepage from a bluff face

As more homes are built with the goal of having a view, trees below the house are often cut to help maintain that view. When trees are removed, the slope becomes more prone to sliding. Future slides are expected to continue to be caused by periods of heavy or prolonged rainfall or other severe weather events, large earthquakes, and the continued desire to build homes with a view. The potential for earthquakes to create a massive number of slides is high especially along highway 101, Oak Bay Road, and on the Port Townsend waterfront.

### **IMPLEMENTATION**

A landslide would likely only see a major response if it were to occur on the scale of the 2014 Oso Landslide. Smaller scale slides would see continued monitoring of the situation from DEM while local jurisdictions move to remove debris from the affected area.

- Maintain situational awareness such as understanding recent weather that has occurred
  - Knowing the amount of rainfall or strength of winds
  - Knowing whether or not more is expected
- Conduct a threat analysis
  - Road conditions
  - Rainfall last 24/48 hours
  - Soil saturation
- Conduct data collection
- Recommended action
  - Activate EOC Phase 2 staffing
  - Establish communications with jurisdictions at risk

- Consider requesting Declaration of Emergency if severity warrants
- Local fire districts and sheriff's office can be tasked to check on conditions and assist with emergency activities
- Conduct SAR operations
- Evacuate area surrounding incident site
- Staff EOC as needed
- Begin damage information collection process
- Change status of EOC if necessary

## Annex C Flooding

### DEFINITION

- 1. River building floods:** River building floods are caused by heavy, prolonged rain, melting snow, or both. Heavy rains over prolonged periods of time are the most common cause of flooding within Jefferson County. Runoff from melting snow and ice in the Olympic Mountains adds to these floods especially in the spring.
- 2. Tidal Floods:** These can occur when high tides, strong winds, heavy swell, and low atmospheric pressure all combine and create flooding in coastal areas.
- 3. Flash Floods:** Caused by rapid rise of water in small rivers or streams that move quickly downhill. Usually caused by brief intense rainfall from thunderstorms. These are rare for Jefferson County.

Flooding generally occurs along the Duckabush, Dosewallips, and both the big and little Quilcene rivers as a combination of river building and tidal. These rivers flow from the east side of the Olympic Mountains into the Hood Canal. Flooding that may occur in West Jefferson County is commonly caused by the Hoh, Clearwater, Bogachiel, and Quinault Rivers that run west down into the Pacific Ocean.

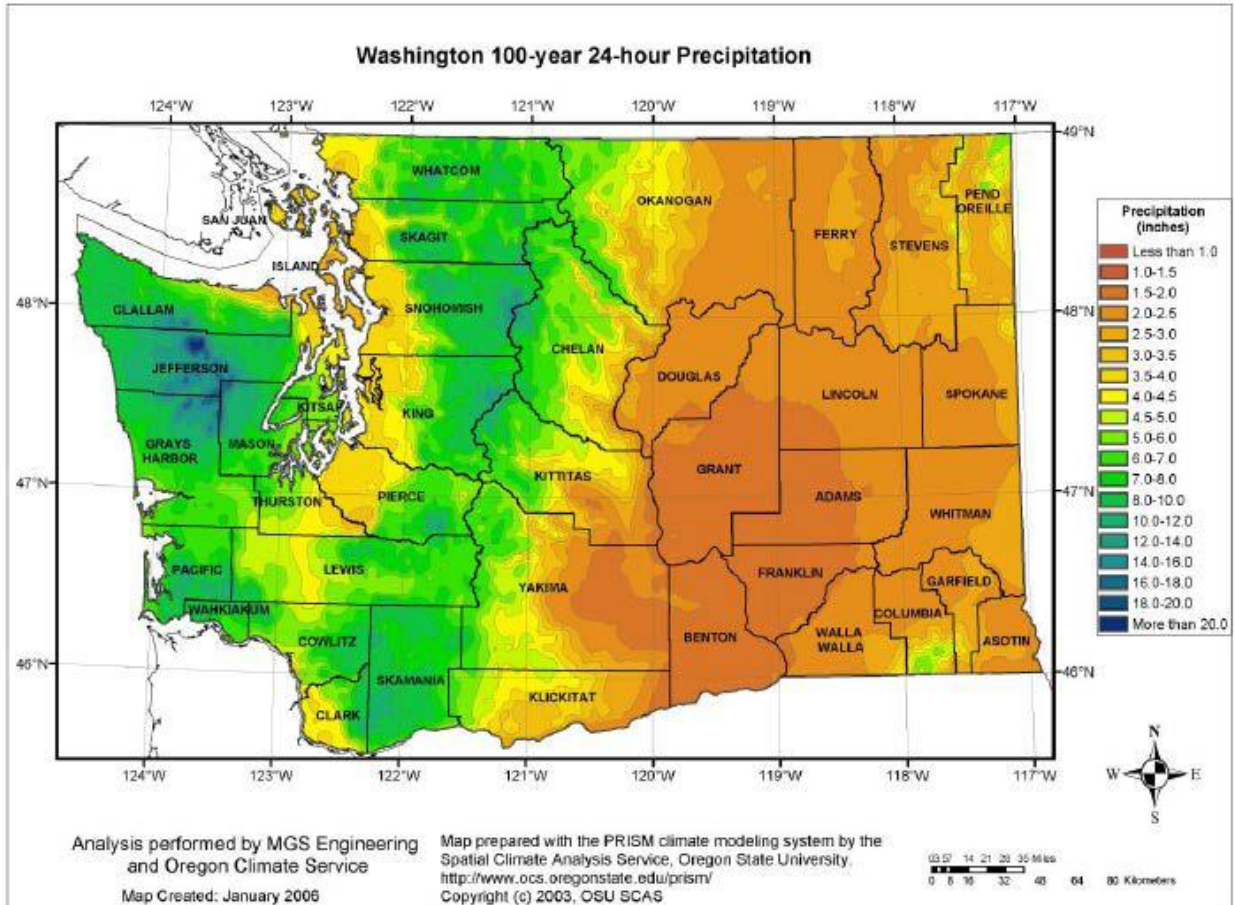
### HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT

In the history of Jefferson County, there have been eight Presidentially-declared floods dating back to December 1979. Occurring principally during the winter months, flooding has inflicted loss of life and property, damage to infrastructure and has been the cause for suspension of economic activity in communities near the Big and Little Quilcene, Duckabush, and Dosewallips Rivers in Eastern Jefferson County. Eastern Jefferson County has short, steep rivers that rise quickly and recede quickly. The flood plains are alluvial in nature and are greatly affected by tidal action. Southern winds tend to hold water against the shores compounding the effects. Most floods are short term, however the potential for extreme damage is possible. In the past ten years, the annual expense of damages caused by flooding and landslides to the county has been \$750,000.

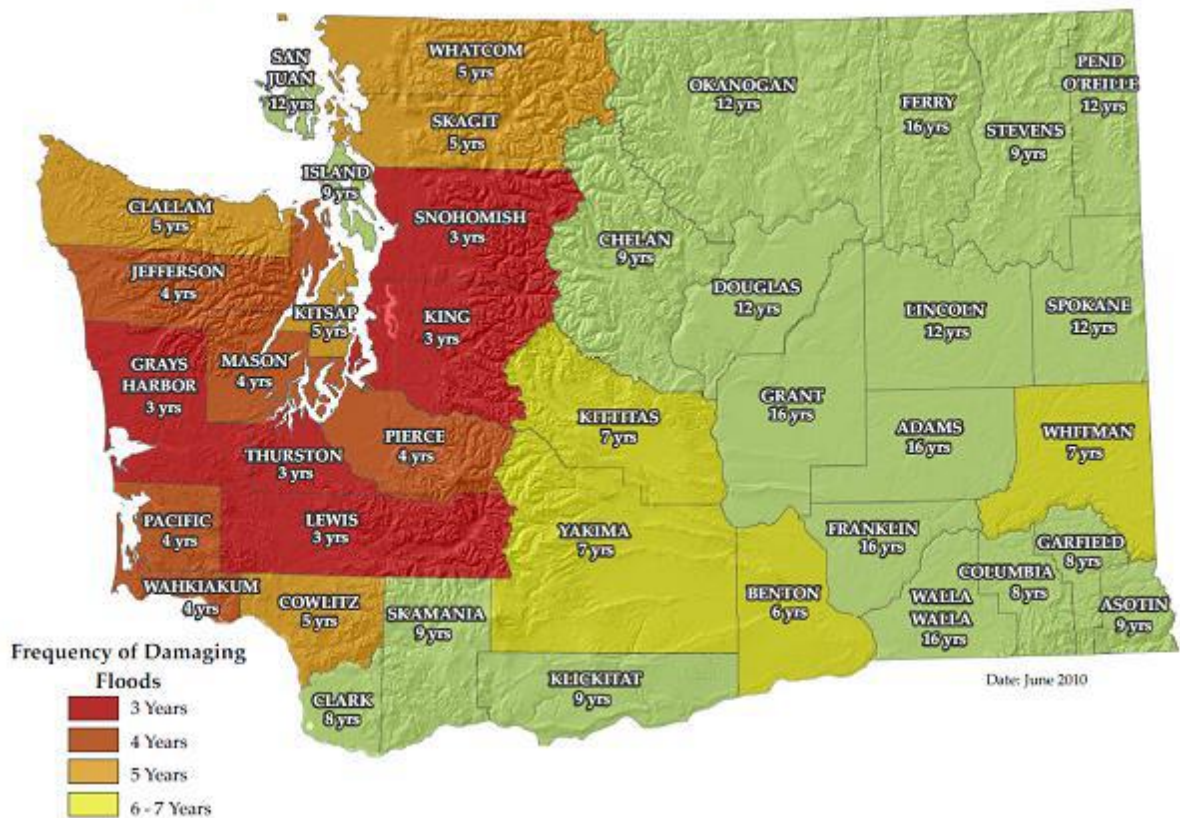
In Western Jefferson County, floods on the Hoh, Clearwater, Bogachiel, and Quinault Rivers have damaged roads and bridges, eroded both public and private properties, and have caused interruptions in transportation and economic activities. Rivers in Western Jefferson County are highly erosive to the low riverbanks of the flood plains. Many acres of farm and timberland disappear annually. Road and bridge washouts on Highway 101 in the "West End" have been common over the last several years. Rising waters on the Hoh have necessitated sandbagging and other emergency measures for members of the Hoh Tribe residing on reservation lands at the end of the Lower Hoh Road.

Although Jefferson County has less than 3% of its land in a riverine floodplain, there are two factors which argue for the county's flood vulnerability:

- Nearly all of its population centers are in coastal floodplains to one degree or another,
- The majority of the county's economic engine is in or near the floodplains, and
- Significant critical assets are within or adjacent to the coastal floodplains.



## Frequency of Flooding Causing Major Damage, 1956 - Present



### IMPLEMENTATION

Understanding these rivers and the hazards they pose is important when conducting response actions.

- Maintain situational awareness such as understanding recent weather that has occurred
  - Knowing that storms frequently develop further Southwest; look for flooding developments in southwest counties
- Check weather and flood bulletins
  - JeffCom is the designated local warning point; they will advise DEM if a flood bulletin is received
- Verify bulletins include rivers on the Olympic Peninsula
- Check bulletin type (Advisory, Watch, or Warning)
- Conduct a threat analysis
  - Freezing level
  - Rainfall last 24/48 hours
  - Soil saturation
- Conduct data collection
- Recommended action (Warning)
  - Activate EOC Phase 2 staffing
  - Establish communications with jurisdictions at risk

Revised March 2018

- Local fire districts and sheriff's office can be tasked to check on conditions and assist with emergency activities
- Staff EOC as needed
- Begin damage information collection process
- Request Declaration of Emergency if conditions warrant
- Change status of EOC if necessary



## Annex D Severe Weather



Hood Canal Bridge shortly after collapse 1979

### DEFINITION

- A.** Severe weather encompasses a variety of atmospheric hazards that range in impacts. Severe weather can be:
- Winter storms
  - Damaging winds
  - Drought
  - Thunderstorms
- A.** Severe Weather can also be strong winds which have a high probability of occurrence every year between October and April. Of all hazards that can occur within Jefferson County, damaging winds occurs the most often and usually causes the most damage. Most storms move into Washington from the Pacific Ocean with a southwest to northeast airflow. Maritime air reaching the Olympic Mountains rises upwards and cools. As this airflow reaches higher elevations and cools, there is less ability to hold moisture and precipitation occurs. Impacts and effects include:
- loss of life,
  - damage to homes,
  - businesses and critical transportation infrastructure;
    - loss of timber resources;
    - delays in emergency responses;
    - damage or loss of recreation facilities;
    - disruption of utilities;
    - loss of jobs due to damaged equipment and facilities;
    - school and business closures resulting in economic impacts
- B.** Damaging winds are considered storms with sustained winds of 50 mph or gusts 65 mph or higher.

## **HISTORY**

Jefferson County has had a history of these types of severe weather with winter storms being the most impactful. Between 2006 and 2016, there were eleven instances of winter storms occurring in Western Washington causing landslides, flooding, and wind damage to thousands of homes and businesses as well as over a billion dollars in damages. One of the most famous storms to strike Jefferson County caused the collapse of the Hood Canal Bridge in 1979 leaving the Olympic Peninsula largely cutoff from Kitsap County and all roads leading from there.

## **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

Severe weather happens almost annually within Jefferson County and have proven to be very dangerous. Due to the amount of trees within the county, many are at risk for power outages or being cutoff as trees can fall blocking roads or disrupting power and utilities to homes and businesses in the area. This also has the effect of disrupting emergency responses from fire, EMS, and law enforcement as it cuts them off from where they may be needed.

In general, these storms have the effect of causing immobility, the loss of electrical power, telephone service, and internet. Physical damage to homes and businesses can occur from wind damage or the accumulation of snow and ice. Most homes or businesses have trees very close to the building which leave them incredibly vulnerable if that tree were to fall in a storm causing potential loss of life or major damage to the property.

## **IMPLEMENTATION**

Jefferson County and Port Townsend plans should provide a priority for road and street clearance, provision of emergency services, mutual aid with other public entities, and procedures for requesting state and federal aid if needed. As part of the public information campaign, county residents are regularly informed on how to prepare for and react when severe weather strikes.

## **NATIONAL WEATHER SERVICE (NWS) CRITERIA:**

**HIGH WIND WATCH** – Conditions are favorable for the HIGH WINDS in the next 48 hours but are not yet certain

**HIGH WIND WARNING** – A potentially life-threatening HIGH WIND event is occurring or is about to happen. Winds are or will be at the WARNING level or above. HIGH WIND WARNING threshold: **Sustained winds of 40 MPH with gusts to 58 MPH or higher.**

**HIGH WIND ADVISORY/OUTLOOK** – Events that are not life threatening, but may cause limited power outages or other inconvenience. Sustained wind of 30 to 39 mph or gusts of 45 to 57 mph.

**TRIGGER LEVELS** – The NOAA/NWS HIGH WIND WARNING thresholds usually do not require activation of DAMAGING WINDS protocols unless the upper gusts are in excess of 70 MPH. (See SUGGESTED THRESHOLDS below).

## **THREAT ANALYSIS**

- Downed trees and tree branches
- Closed roads (trees or other debris in the roadway; tree/power line entanglement)
- Power outages (short term specific sites; long term system-wide damage)
- Telephone outages (conventional and cellular; line damage; tower damage; overload)
- System outages (internet service providers; data transfer systems; communications)
- Property damage (homes and businesses; impacts from any of the above)

## **RECOMMENDED RESPONSE ACTIVITIES FOR DAMAGING WINDS**

- Maintain 24/7 awareness of conditions during storm season
- Ramp up DEM situational awareness when storm potential increases
- Provide for receipt and analysis of NWS storm bulletins
- Ramp up EOC staffing depending on potential severity
- Advise emergency response agencies to execute storm checklists (refueling chainsaws, staff call-back, etc. depending on the potential severity)
- Monitor storm activities and track damage reports

- Enhance or de-escalate EOC staffing as conditions warrant

**RECOMMENDED POST-INCIDENT RECOVERY**

- Initiate private/public property damage information collections process
- Provide public and private damage data to state EMD
- Modify or enhance EOC staffing to transition from response to recovery operations
- Coordinate with partner agencies in prioritizing restoration of services and disposal of debris
- DEM will act as principal coordinator in organizing and executing short term and long term recovery

## Annex E Tsunami



### **DEFINITION**

Tsunamis are waves, or a series of waves generated in a body of water by sudden disturbances such as earthquakes, landslides, or volcanoes. Tsunamis can travel at speeds up to 1000 km/h and have waves as high as 30 meters when they make landfall. The speed and height of a tsunami make it incredibly important for those in the path to seek high cover immediately.

### **HISTORY**

The actual history of tsunamis in Jefferson County is quite small with the 1964 Good Friday event being the only recorded tsunami to have hit Washington in the past 60 years. The 1700 Cascadia earthquake is thought to have caused a massive tsunami on the Washington coast according to Native American Tribal records dating back to the period. There have been multiple false alarms over the years where Tsunami Warning Center has issued Tsunami watches or warnings to Washington State but all of these had little real impact.

### **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

Jefferson County and the rest of the Washington Coast face a high vulnerability to tsunamis. Tsunamis can come from across the Pacific Ocean near Japan or the Philippines and travel to the west coast in less than 16 hours. Additionally, earthquakes off the coast of South America or Alaska also have the potential to cause large waves that travel up or down the coast damaging anything in its way.

The most significant risk comes from a Cascadia Subduction Zone earthquake event with thoughts on impact being similar to what happened in Japan in 2011. A tsunami of this size and power can wash away much of the thinly populated west end as well as move through the Strait of Juan de Fuca into the Puget Sound causing damage to Port Townsend and the neighboring communities. Minor, but still potentially dangerous tsunamis can come from earthquakes that

strike along the South Whidbey Island Fault or Seattle Fault lines that could cause damage to Port Townsend and other communities that lie along the water as referenced in the figures below.

**Figure 1:** Represents the area encompassing Southeast Jefferson County along the Hood Canal and in the foothills of the Olympic Mountains. The communities of Quilcene, Brinnon, and Duckabush represent the three largest population centers in this portion of the county and are positioned right at sea-level. Highway 101 is the only route in or out and runs along the Hood Canal with much of the highway sitting right at sea-level as well. This makes both the communities and the route highly vulnerable to any significant coastal surge such as a tsunami and represents a challenge in response operations.

**Figure 2:** This figure includes the portion of Northeastern Jefferson County that sits at the mouth of the Puget Sound. This is the most populated part of the county which includes the City of Port Townsend, and the various communities of Port Ludlow, Discovery Bay, Port Hadlock-Irondale, Mats Mats, Chimacum, Cape George, as well as Indian and Marrowstone Islands. The low lying nature of many of these communities make them especially vulnerable to any significant wave event that might occur. Downtown Port Townsend is a critical component of the economy within the county and its loss could prove catastrophic. Other notable concerns include the loss of both the Hood Canal Bridge and the Ferry Dock servicing the Port Townsend-Coupeville route of the Washington State Ferries as both serve as the only other way in or out of the county apart from Highway 101.

**Figure 3:** Western Jefferson County consists of less than 800 people but still faces significant risk for those that live over there. The tiny communities of Queets-Clearwater and the Hoh Tribe. This area is flooded with tourists in the spring and summer adding a layer of vulnerability that isn't felt as heavily as the populated eastside. As shown, Tsunami waves are expected to come fairly far inland in places affecting the majority of the population.

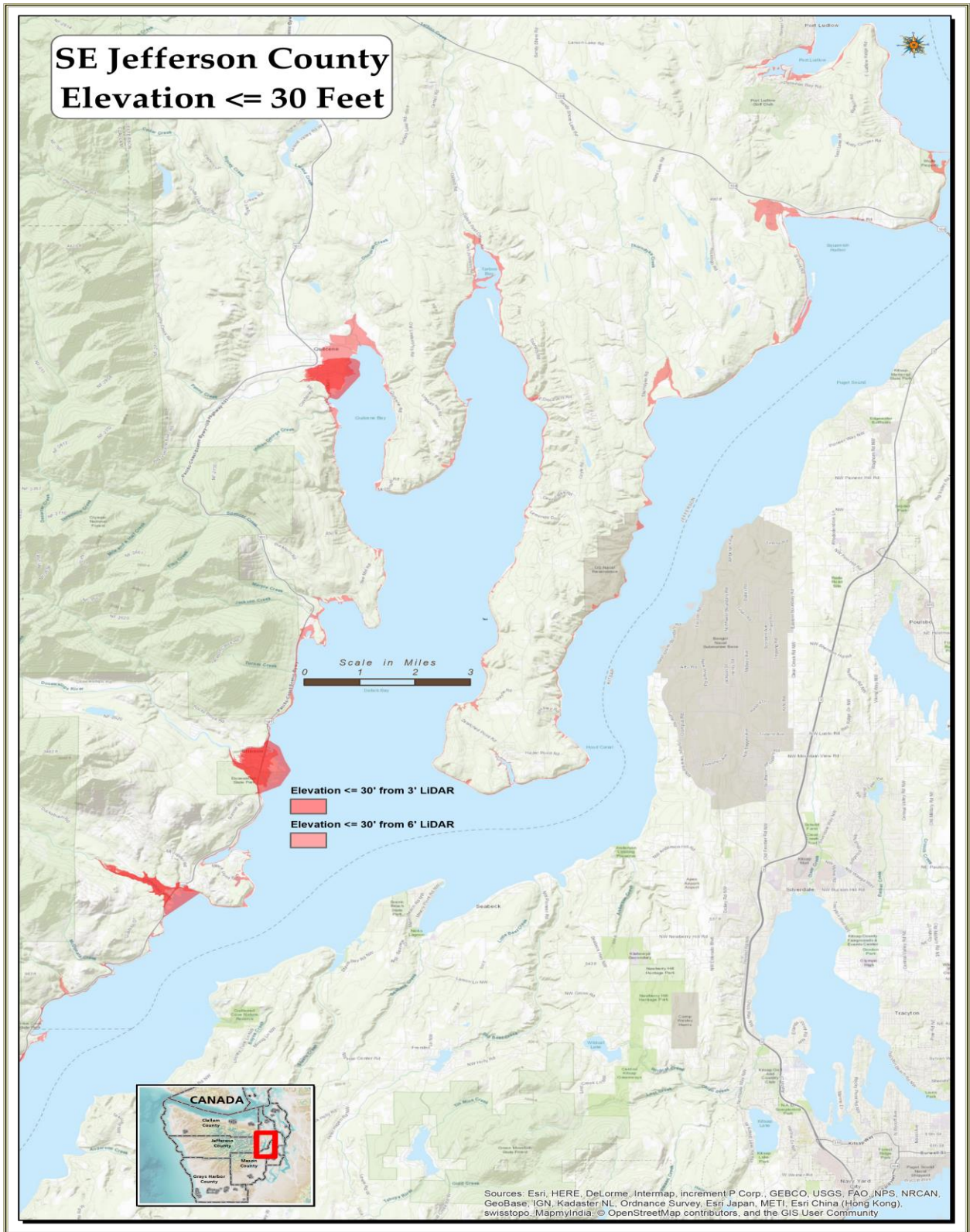


Figure 1: Southeast Jefferson County

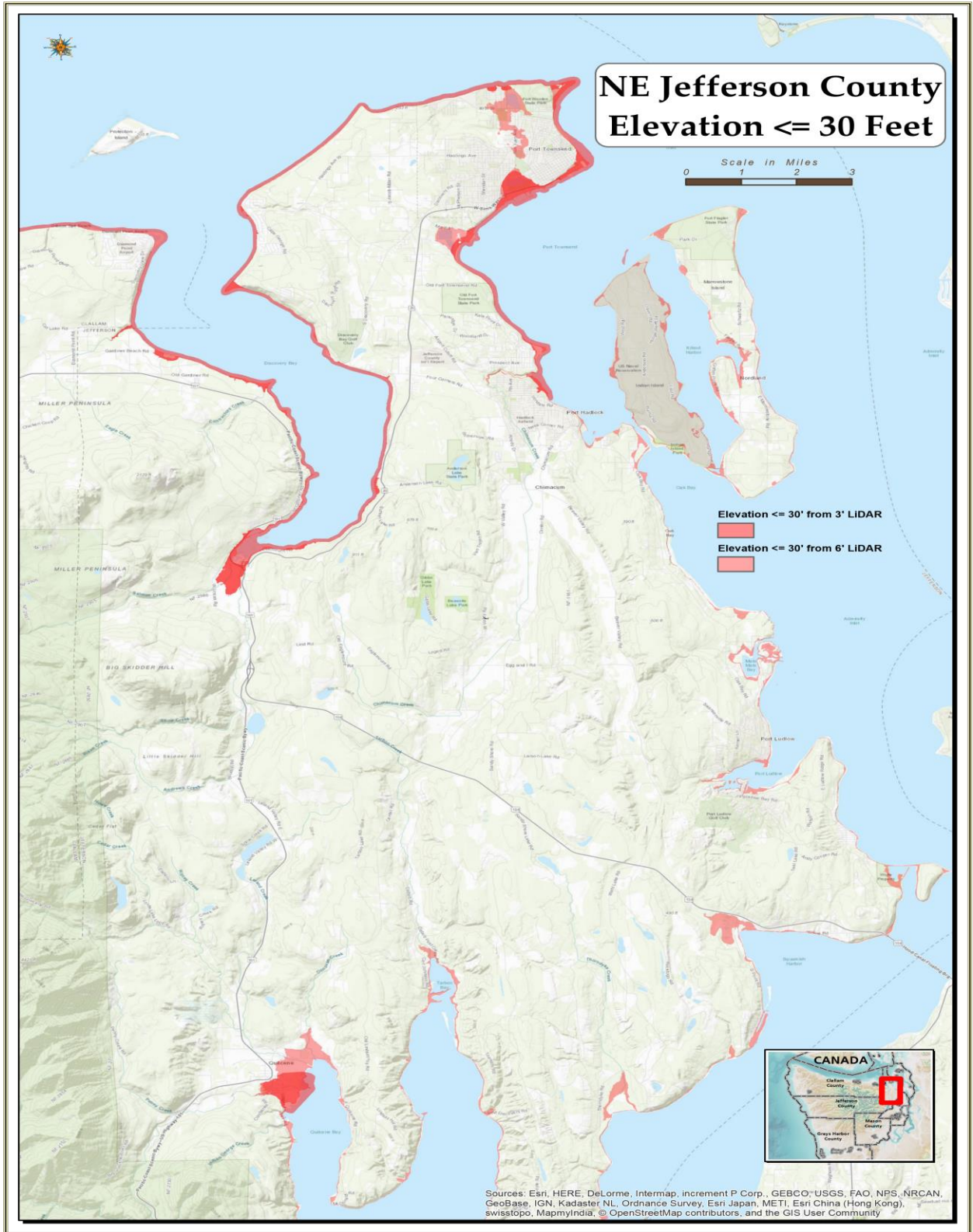


Figure 2: Northeast Jefferson County



Figure 3: Western Jefferson County



## **IMPLEMENTATION**

In order to ensure the safety Jefferson County residents, the establishment of multiple AHAB sirens along key coastal locations and the identification of evacuation routes within the City of Port Townsend as well as on the County's Pacific coast should help save lives in a tsunami. If a tsunami were to originate from the Pacific Ocean, the closest outer coast landfall listed on bulletins would be Neah Bay. The travel time from Neah Bay to Port Townsend is approximately 65 minutes with a decrease in amplitude as the wave moves down the Strait. Tsunamis that do originate in the Puget Sound may not have time to be categorized as a warning or advisory. A general evacuation of the inundation zone is top priority with the minimal safety limit being 50 feet above sea level. Once known, the following actions should take place:

- Activate EOC at Phase 2+
- Activate City Command Center (city resources)
- Execute key personnel and agency notifications
  - Include county-wide "all call"
- Implement NIXLE messaging (Alert level)
- Initialize emergency public information system
- Make inner/outer coast notifications
- Begin joint planning for evacuation and search and rescue operations
- Establish traffic control points
- Begin evacuation of hazard areas
- Establish staging areas near the hazard area for mutual aid resources
- Monitor conditions for indications of degree of threat
- Request declaration of emergency (BOCC and City Council)
- Scale up staffing as necessary
- Remain operational until 12 hours after first wave
- Coordinate SAR operations if needed (by operational area)
- Sustain operations or demobilize as appropriate

## Annex F Wildfires



Photo of 2014 Chiwaukum Creek fire near Leavenworth

### **DEFINITION**

Forest or wildland fires are the uncontrolled destruction of forested and wildlands by fire caused by natural or human-made events. Forest and wildland fires occur primarily in undeveloped areas. Interface fires are fires that occur in developed forest and wildlands, only partially cleared, and occupied by structural development. When weather conditions are dry and fuels are abundant, rapidly spreading fires can cause significant loss of life and property.

### **HISTORY**

Jefferson County has a long history of wildfires in the past thousand years. However, it is difficult to trace the fire history of the area back more than 350 years. Some old-growth trees and fire scars to indicate that fires occurred about 450, 480, 540, and 670 years ago.

### **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

Jefferson County's fire season usually runs from mid-May through October. Any prolonged period without significant precipitation presents a potentially dangerous situation, particularly if strong dry, east winds prevail. The probability of a forest fire or an interface fire in any one location depends on fuel conditions, topography, the time of the year, past weather conditions, and if there is a human activity such as debris burning, camping, etc.

Short-term loss caused by fires is the complete destruction of valuable resources such as timber, wildlife, habitat, scenic vistas, and watersheds. Vulnerability to flooding increases due to the destruction of watersheds. Long-term effects are reduced amounts of timber for building and recreation areas.

Home building near forests and wildlands increases the loss from fires. There is a trend for families to move into more rural and forested areas. Many homes are built with an effort to maintain the scenic aspects of the surrounding area. These are farther from firefighting assets. Frequently, there is little clearance of vegetation resulting in a lack of defensible space.

Narrow access roads frequently found in these areas interfere with fire suppression efforts. Frequently roads are so narrow that the standard sized fire apparatus cannot adequately turn around or pass on the roads. More diverse fire apparatus such as brush rigs and smaller engines

are needed, however smaller fire districts may not be able to financially support these additional requirements.

### **IMPLEMENTATION**

A number of activities can be undertaken which will reduce the actual numbers of fires and resulting loss of fires.

- Forest fire education and enforcement programs must be emphasized to include early reporting of fires
- Effective early fire detection and emergency communication systems are essential
- Effective early warning systems are essential to notify local inhabitants and persons in the area of the fire. An evacuation plan detailing primary and alternate escape routes should be developed if possible.
- Fire-safe development planning should be undertaken by jurisdictions to include:
  - Sufficient fuel free areas around structures
  - Fire resistant roofing materials
  - Adequate two-way routes and turnaround areas for emergency vehicles
  - An adequate water supply
  - Development of local ordinances to control human caused fires
- Road closures should be increased during peak fire periods to reduce access to fire prone areas
- Enforcement of “no-burn” periods

## **Annex G Terrorism**

### **DEFINITION**

Terrorism comprises a political effort to oppose the status quo by inducing fear in the civilian population through the widespread and publicized use of violence, including murder, injury, and destruction. The FBI definition of terrorism is “the unlawful use of force or violence against person or property to intimidate or coerce a government; the civilian population; or any segment of it, in furtherance of political or social objectives.

### **HISTORY**

Jefferson County residents, businesses, schools, and government have received numerous threatening phone calls over the years regarding bomb threats. Although many reports of pending explosions are received, most are malicious mischief. A few mailboxes have been blown up, and a few cases of arson have occurred. Arson commissions have been for personal gain, some for revenge and some for a “thrill”.

### **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

Terrorists hope to instill fear and panic in the civilian populations by convincing them that their governments cannot:

- Protect its own population
- Protect symbols of its authority
- Protect society’s institutions
- Protect society’s infrastructure
- Protect its own officials
- End the threat of more terrorism, and as a result,
- Cannot maintain normal, peaceful conditions in society.

Washington State is vulnerable to terrorist activity. Terrorism can be state sponsored or the outgrowth of a frustrated, extremist fringe of polarized and/or minority groups. Extremists have a different concept of morality than mainstream society, thereby making predictions on what and where they will perform other acts of violence very unpredictable.

Terrorist groups include extremists in:

- Ethnic, separatists, and political refugees
- Left wing radical organizations
- Right wing racists, anti-authority survivalist groups
- Extremist issue-oriented groups such as religious, animal rights, environmental, and so on.

Jefferson County has no immunity to potential terrorist activity. Terrorist groups at play today are constantly emerging. Terrorists perform acts of violence or spread anthrax through the mail system, or release bio-toxins into the food supply want notoriety, want to spread the maximum amount of fear through the population, and want to create an event that will receive national/international attention. As home to important military installations and our close proximity to Seattle’s economic, financial, and population centers, Jefferson County’s vulnerability to the effects of terrorism is substantial.

Communities that are most vulnerable to terrorist incidents have visible and vulnerable targets.

These kinds of targets that are in Jefferson County include:

- Government office buildings, courthouses, schools, hospitals
- Dams, water supplies, power distribution systems
- Military installations
- Ferries, bridges, seaports

- Theaters and parks
- Financial institutions and banks
- Sites of historical and symbolic significance
- Industrial plants and business offices
- Law, fire, emergency medical services and responder facilities
- Special events such as parades, religious services, festivals, and celebrations

The term “Weapons of Mass Destruction” (WMD) describes weapons that can be classified into the following categories: Chemical, Biological, Radiological, Nuclear and Explosive. These categories are often referred to as the acronym CBRNE. Biological and chemical agents pose threats because of their accessible nature and the rapid manner in which they could be spread. Most agents can be easily introduced into the environment through aerosol generators, explosive devices, breaking containers, or other forms of covert dissemination. Dispersed as an aerosol, chemical agents have their greatest potential for inflicting mass casualties. Biological agents can be disseminated by the use of aerosols, contaminated food or water supplies, direct skin contact, or injection. The consequences of biological attacks will first be recognized in the hospital emergency rooms and by other health care resources, and will present communities with an unprecedented requirement to provide mass protective treatment, mass patient care, mass fatality management, and environmental health clean-up procedures and plans. Radiological and nuclear weapons would inflict explosions, thermal radiation, and radiation exposure injuries, sickness or death.

Cyberterrorism is a relatively new phenomenon that can be used to potentially disrupt society and exploit our continuing reliance on computers and telecommunication. Cyberterrorism threatens the electronic infrastructure supporting the social, health, and economic well-being of all citizens. Interlinked computer networks regulate the flow of power, water, financial services, medical care, telecommunication networks, and transportation systems.

If one were able to accurately predict, it would be more likely that a site in Seattle or Tacoma or a nearby military installation would be the direct target rather than one located in the County. The consequences are that Jefferson County could appear (or it could be announced to the Seattle-Metro area) that this area could be a haven for people fleeing from a terrorist situation. County resources would be quickly overloaded, food supplies would quickly be depleted, lodging would be scarce, and management of people (both local and “refugees”) could be extremely difficult. County leaders have addressed such scenarios and are becoming cognizant of potential problems and the implications of such an event.

In the same vein, Jefferson County’s relative quiet lifestyle offers several areas of seclusion from which covert activities could be planned. The rise of militia groups in other parts of Washington, Oregon, Montana, and Idaho underscores this aspect of the County’s demographics. Groups could see the County as a place to organize and wait until circumstances seem right in other areas of the country. Alert citizens and law enforcement alike have the responsibility to be aware of citizens’ activities and to be mindful of the realities of the world today.

## **IMPLEMENTATION**

Specific response and recovery actions for Terrorist incidents are difficult to plan for as they can occur a dozen different ways in almost any location within the County or City. The Jefferson County Mass Casualty Incident Plan provides the Incident Commander with a game plan of how to respond to this type of scenario.

In the past, the warning signs of those who have conducted terrorist actions were either missed or not reported. Mitigating the potential damage an actor can cause through physical, technological, or human means has proven to be instrumental in the past, however attacks are better prevented if people were to report any kind of suspicious behavior especially if it may lead to an act of terror.

If terrorism were to occur, the following would be expected to take place:

- Maintain situational awareness
  - Who, what, when, where, and why
  - Size and scope of incident
- Damage assessment of affected area
- Immediate evacuation or shelter-in-place of those in the impacted area
- EOC full activation in support of partner agencies
- EOC provides logistical support