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**WHATCOM COUNTY**

**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

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December 2008

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**WENDY JONES**  
CHIEF OF CORRECTIONS

**LETTER OF PROMULGATION**

August 03, 2009

**TO:** The Citizens of Whatcom County  
The Chief Elected Officials of all parties to the Interlocal Cooperative Agreement  
for the Provision of Emergency Management Services  
All Whatcom County Departments and other organizations with disaster  
mitigation, preparedness, response and/or recovery responsibilities

**FROM:** Pete Kremen, Chairperson  
Whatcom County Emergency Management Council  
Whatcom County Executive

**SUBJECT:** Whatcom County Comprehensive Emergency Management Plan

The Whatcom County Comprehensive Emergency Management Plan (Plan) is designed to ensure that all jurisdictional members of the Emergency Management Interlocal Agreement have the capability to respond to emergencies and disasters.

Pursuant to RCW 38.52 the Plan is intended as a comprehensive framework for countywide disaster mitigation, preparedness, response, and recovery. It details authorities, functions, and responsibilities to establish a mutually cooperative plan of action between local, State and Federal; public; and private sector organizations.

The Whatcom County Division of Emergency Management is responsible for coordinating such mitigation, preparedness, response, and recovery activities, as well as publishing and distributing this Plan and changes, as required.

Every effort has been made to assure the Plan's compatibility with planning guidance provided by the Federal Emergency Management Agency and the Washington State Emergency Management Division.

This Plan will be used to direct and coordinate response and recovery efforts to protect the lives, health, and property of citizens of Whatcom County.

Letter of Promulgation  
August 03, 2009  
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I request that all jurisdictions, agencies and organizations in Whatcom County study this plan, and be prepared to discharge their emergency responsibilities, or to support the emergency responsibilities of others. All jurisdictional Chief Elected Officials should be familiar with this Plan. They should prepare, as appropriate, emergency response plans for their jurisdictions, and coordinate emergency response planning through the Whatcom County Division of Emergency Management to ensure a prompt response to, and timely recovery from emergencies and disasters.

In addition, the Director of the Whatcom County Division of Emergency Management will be responsible for coordinating maintenance of this Plan, and working with other levels of government to maintain the organizational capabilities and resources necessary to effectively implement this Plan.

Finally, each citizen of this County is requested to prepare to do his or her part to provide for self-protection and the protection of public and private property within Whatcom County.

Signed this 3<sup>rd</sup> day of August, 2009 by:



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Pete Kremen, Chairperson  
Whatcom County Emergency Management Council  
Whatcom County Executive

## RECORD OF CHANGES

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**NOTICE TO PLAN HOLDERS:**

In order to maintain a current Whatcom County Comprehensive Emergency Management Plan (CEMP), changes will be issued periodically by the Whatcom County Sheriff's Office Division of Emergency Management (DEM). Please make those changes upon receipt, and initial them on this page. If a previous change number shows no initials you may not have an up to date version of the plan.

<b>CHANGE #</b>	<b>DATE</b>	<b>LOCATION / PAGE(S) CHANGED</b>	<b>INITIALS</b>
01	Feb 2004	CEMP updated and re-distributed	
02	Aug 2005	Changes made to the following sections to incorporate the National Incident Management System (NIMS): 4.3; 5.1; 5.2; 7.D/G; 8.B/C/D/E/F; 9.D/F/G/J/K; 11.H and to the Glossary	
03	Dec 2008	CEMP updated	
04	Aug 2009	CEMP distributed	

## **I. SUMMARY**

### **A. GOAL**

Develop and implement a disaster preparedness strategy for Whatcom County; the cities of Blaine, Everson, Ferndale, Lynden, Nooksack, Sumas; and the Port of Bellingham consistent with their unique needs, capabilities and resources and the requirements of the law.

### **B. PURPOSE**

Each political subdivision of the State of Washington is required by law to establish an organization for emergency management including disaster mitigation, preparedness, response, and recovery; and to develop and maintain a plan as to how such an organization will function. The law also provides for more than one jurisdiction to establish a joint emergency management organization. The Whatcom County Comprehensive Emergency Management Plan (CEMP) is intended to meet the requirements of Chapter 38.52, Revised Code of Washington (Emergency Management), see [apps.leg.wa.gov/RCW/default.aspx?cite=38.52](https://apps.leg.wa.gov/RCW/default.aspx?cite=38.52) for Whatcom County jurisdictions participating in the Interlocal Cooperative Agreement for the Provision of Emergency Management Services (Interlocal Agreement).

### **C. ORGANIZATION**

1. The emergency management organization for Whatcom County has been established as the Division of Emergency Management (DEM) of the Whatcom County Sheriff's Office. The Port of Bellingham and the cities of Blaine, Everson, Ferndale, Lynden, Nooksack, and Sumas have recognized their joint participation with Whatcom County by execution of the Interlocal Agreement.
2. The Whatcom County Sheriff is the Director of Emergency Management and is responsible for development, administration, and execution of an overall program of disaster preparedness in accordance with this plan.
3. Personnel, services, and facilities of Whatcom County and the participating cities of the Interlocal Agreement augment the emergency management organization as necessitated by the nature and scope of the incident.
4. Each participating jurisdiction is responsible for coordination of its own internal resources within its territorial limits. In the event of a multi-jurisdictional incident, overall coordination of response and recovery may be delegated to the DEM on request of the individual jurisdictions.

## **D. CONCEPT OF OPERATIONS**

1. The Whatcom County Emergency Management Council (EMC), made up of representatives of the participating jurisdictions and defined by the Interlocal Agreement, approves emergency management and disaster plans, and other disaster related action(s) of the Director of Emergency Management.
2. The Emergency Management Advisory Committee made up of EMC member representatives provides a broad base of expertise to discuss and make recommendations to the Director of Emergency Management on important issues.
3. The command structure for direction and control of emergency/ disaster response is based on the standards and practices of the internationally recognized Incident Command System (ICS) and the National Incident Management System (NIMS). (See also Section V.)
4. This plan defines the emergency responsibilities of elements of County government, and the relationship to the overall emergency management organization in Whatcom County and the State of Washington. (See also Section III.) County departments will coordinate their activities through the Incident Command System. Designated representatives will have knowledge of the capabilities and responsibilities of their department or agency, and the appropriate authority to commit resources.
5. The Whatcom County Emergency Operations Center (EOC) is the designated central direction and control point for the multi-agency and/or multi-jurisdictional management of emergency response and recovery.

## **E. ORGANIZATION OF THE CEMP**

1. The Whatcom County CEMP format combines elements of the National Response Framework (NRF), adopted by the Washington State Emergency Management Division (EMD), and the Incident Command System/National Incident Management System, the primary management method now required by State law. A cross-reference is provided at Annex B to identify the relationship between the NRF format and the CEMP. Since ICS/NIMS is the fundamental operating strategy, Whatcom County adopted it as the most logical plan format to meet local needs.
2. The CEMP consists of a Basic Plan and six supporting elements. The Basic Plan Section IV provides the overall policy guidance involving a comprehensive program of emergency/disaster mitigation, preparedness, response and recovery. Five of the plan elements, arranged by ICS/NIMS category (command-coordination, operations, planning, logistics, and finance/administration) provide additional details on coordination of emergency/disaster activities. A sixth element, Special Subjects, provides for



detailed discussion of special subjects and hazard-specific issues not covered elsewhere in the plan.

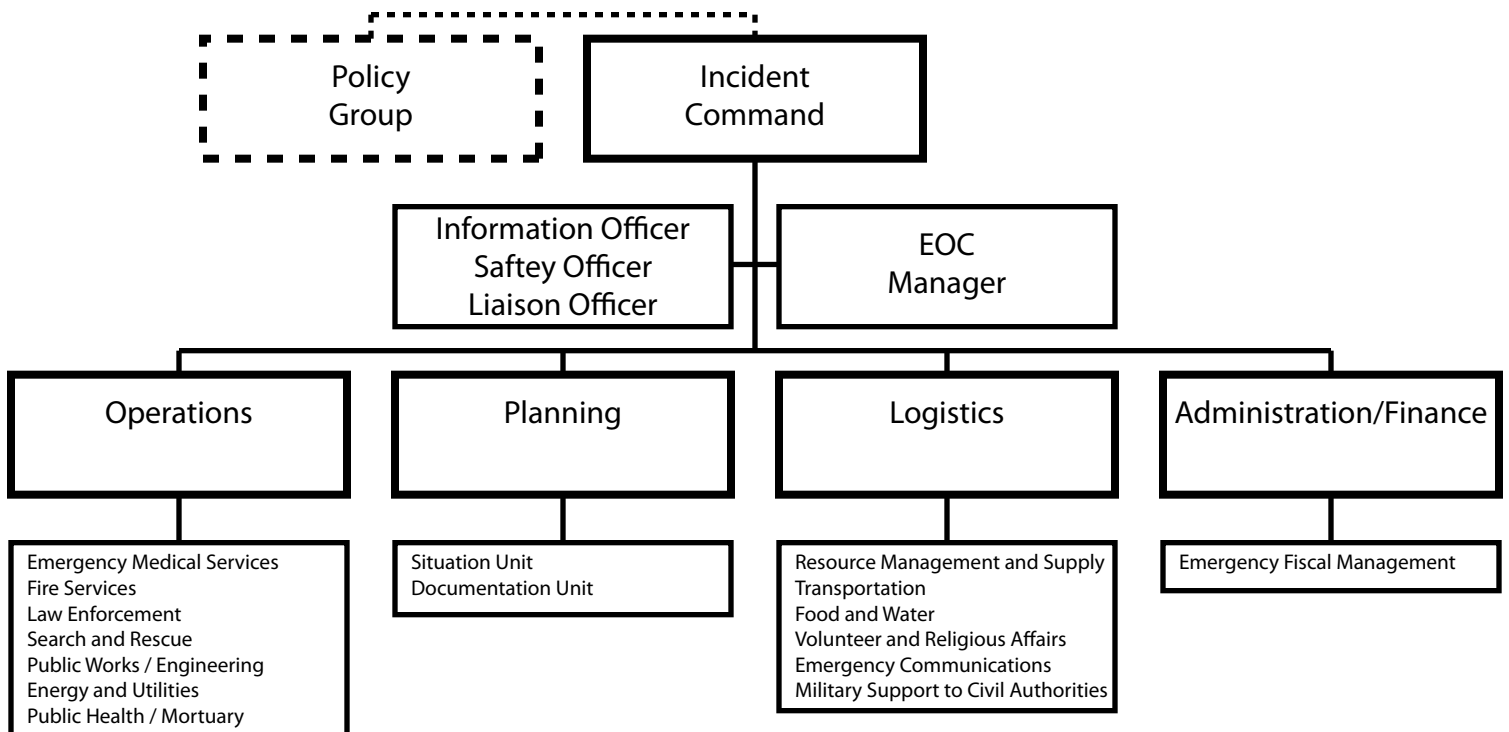
3. Supporting material, necessary for clarification of key issues, is included in addenda and annexes to the CEMP. This includes the cross-references and the Interlocal Agreement.

**F. SUPPORTING PLANS AND PROCEDURES**

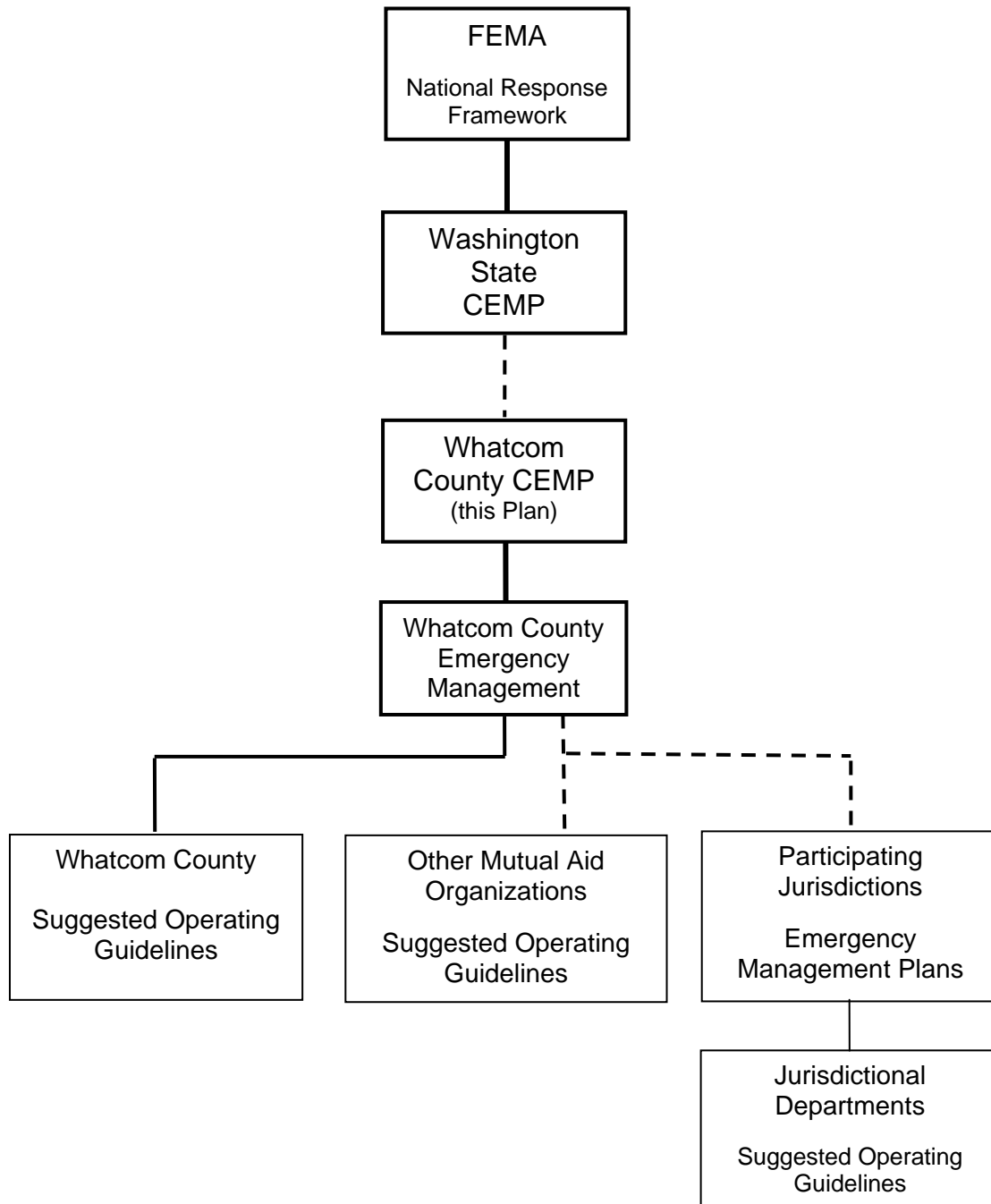
1. Each of the constituent jurisdictions is urged to develop individual plans to define how they will coordinate their resources in response to an emergency/disaster within their territorial limits and how they will coordinate their activities with the DEM. See also Section III.
2. Each response agency with a role identified in the CEMP is urged to develop internal policies and procedures that define in detail how they will carry out their assigned roles in a coordinated way.

## II. EMERGENCY OPERATIONS CENTER ORGANIZATIONAL DIAGRAM

### Whatcom County Emergency Operations Center Organizational Diagram



### III. RELATIONSHIP WITH OTHER EMERGENCY PLANS AND PROCEDURES



## **IV. BASIC PLAN**

### **A. MISSION**

It is the policy of the governments of Whatcom County, in order to protect lives, property and the environment, and in cooperation with other elements of our jurisdiction, to endeavor to mitigate, prepare for, respond to, and recover from, natural and manmade emergencies and disasters. The Whatcom County Comprehensive Emergency Management Plan (CEMP) was written to assist in carrying out this policy.

### **B. PURPOSE**

The CEMP is designed to address disasters or major emergencies in which there is a need for a coordinated response. This plan applies to natural disasters such as earthquakes, floods, and volcanic eruptions; technological emergencies involving hazardous materials releases; and other incidents.

The CEMP describes the mechanisms and structures by which local government will mobilize resources and conduct activities to respond to disasters or major emergencies in Whatcom County. The CEMP serves as the foundation for the further development of detailed departmental and contingency plans and procedures to implement coordinated response activities in a timely and efficient manner.

The CEMP establishes a system for coordinated and effective response to disasters. The purpose is to:

1. Establish fundamental assumptions and policies
2. Establish a concept of operations
3. Assign specific functional responsibilities to appropriate departments, agencies and organizations
4. Identify actions that participating departments, agencies and organizations should take in the overall County response
5. Identify the roles and support abilities of the local jurisdictions and other agencies/organizations and their relationship within the response organization

### **C. SCOPE**

1. The CEMP provides guidance to participating jurisdictions for:
  - a. Mitigation, preparedness, response and recovery policy

- b. Disaster and emergency \* responsibilities
  - c. Training and public education activities
  - d. Compliance with emergency planning requirements SARA Title III
  - e. Supporting, and support by, other plans required by the State and Federal government (see Section III, Relationship with Other Emergency Plans and Procedures)
- \* The term “emergency” as used in the CEMP means a set of circumstances that demand immediate action to protect life, property and the environment. A “disaster” is an emergency that is beyond the capabilities of the responding organizations or jurisdiction.
2. The CEMP applies to all Whatcom County departments. It describes Whatcom County’s response to any disaster or emergency that affects either the unincorporated area of the County or any Interlocal Agreement participating jurisdiction.
  3. The Whatcom County Division of Emergency Management (DEM) serves as the emergency management organization and coordinator for the participating jurisdictions. Each jurisdiction is urged to have its own written emergency plan that supports the CEMP. The DEM will provide certain support functions to each participating jurisdiction, as outlined in the Interlocal Cooperative Agreement for Provision of Emergency Management Services (Interlocal Agreement) and as decided by the Emergency Management Council (EMC). During a disaster / emergency, each participating jurisdiction is responsible for coordinating tactical operations within its jurisdiction. The Whatcom County Emergency Operations Center (EOC), in accordance with the Interlocal Agreement, may be used by any participating jurisdiction to conduct planning and coordinate resources in a local or regional disaster.

**D. ORGANIZATION**

1. Whatcom County Ordinance 89-115 establishes the Division of Emergency Management and appoints the Whatcom County Sheriff as the Director of Emergency Management.
2. All incorporated cities within Whatcom County (except Bellingham), Whatcom County government, and the Port of Bellingham have joined together to form the Whatcom County EMC, as outlined in the Interlocal Agreement. Each participating jurisdiction makes a financial contribution in accordance with the current Interlocal Agreement. The EMC also establishes a budget and sets policy for the DEM and emergency management operations.

3. In accordance with the Interlocal Agreement, each city and the Port of Bellingham will appoint a jurisdictional Emergency Management Coordinator to coordinate the jurisdiction's emergency management functions and act as a liaison with the DEM.
4. The EOC is organized using the principles of the Incident Command System/National Incident Management System (ICS/NIMS). See Section II, EOC Organizational Diagram. Other participating jurisdictions are encouraged to adopt ICS/NIMS for their emergency response organizations.

## **E. POLICIES**

### 1. Authorities

This plan is developed under the following statutes and regulations:

- a. Superfund Amendment Reauthorization Act of 1986, Title III (SARA Title III – 40 CFR 350-372 including the Emergency Planning and Community Right-to-know Act (EPCRA)
- b. Revised Code of Washington (RCW) 38.52 and 39.34
- c. Washington Administrative Codes (WAC) 118-04, 118-30, and 296-62-40115(2)
- d. Whatcom County Ordinance No. 89-115
- e. Whatcom County Interlocal Cooperative Agreement for the Provision of Emergency Management Services (Interlocal Agreement)

### 2. Assignment of Responsibilities

This plan provides standing mission assignments to the designated departments and agencies with primary and support responsibilities to carry out emergency response and recovery activities. This Section covers general emergency responsibilities for listed departments/agencies.

- a. It is the policy of Whatcom County government that the head of each County department is responsible for the following:
  - Developing plans for the continuation of essential departmental services and functions after a disaster
  - Providing for the identification and preservation of essential department records

- Appointing a liaison and alternates to work with the DEM in the development and maintenance of this plan and agency procedures
- Establishing 24-hour departmental contacts
- Developing the capability to continue operations in an emergency/ disaster and to carry out the responsibilities outlined herein
- Developing Suggested Operating Guidelines (SOGs) that address the following:
  - The department's chain of command
  - The resources needed to manage departmental emergency operations
  - The information needed to manage departmental emergency activities and how it will be obtained
  - Departmental capabilities and responsibilities
  - Departmental resources
  - Location of the departmental emergency operations
  - How the department will coordinate with the EOC
  - Ensuring that department staff is aware of the department's emergency plans, SOGs and contents of this plan.
- b. It is the policy of Whatcom County government that County departments make staff available at the request of the DEM for appropriate training and emergency assignments such as EOC activities, documentation, damage assessment, and liaison with other agencies and organizations. All costs for these activities shall be the responsibility of the respective County department.

### 3. Limitations

The diverse nature of emergencies and disasters is such that it is likely no single government agency or jurisdiction will be capable of handling all potential incidents alone. It is neither implied nor should it be inferred that this plan guarantees a perfect emergency or disaster response. No plan can shield individuals from all events. While every reasonable effort will be made to respond to emergencies or disasters, resources and/or systems may be overwhelmed. Some events provide little or no warning to implement

operational procedures and all emergency plans are dependent upon tactical execution, which may be imperfect.

4. General

- a. Because of the nature of disasters, it is further the policy of Whatcom County to advise its citizens to be prepared to be on their own for at least three days after a disaster.
- b. Goals of the DEM:
  - Encourage citizen self-sufficiency
  - Develop first responder capabilities
  - Have plans to coordinate organizational interaction
  - Create an atmosphere of interagency cooperation
- c. Response by departments and agencies to life threatening situations covered by this plan takes precedence over other County business. Support will be provided to the extent it does not conflict with other emergency missions a department or agency is required to carry out.
- d. It is the policy of Whatcom County government that no services will be denied on the basis of race, color, national origin, religion, sex, age or disability and no special treatment, over and above what normally would be expected in the way of County services, will be extended to any person or group in an emergency or disaster. Local activities pursuant to disaster recovery will be carried out in accordance with applicable Federal guidelines. Compliance is required for eligibility for Federal disaster assistance.

**F. SITUATION**

1. Emergency/Disaster Conditions

- a. Disasters have occurred in Whatcom County and will occur again.
- b. The Whatcom County Hazard Identification and Vulnerability Analysis (HIVA) provides information on potential hazards threatening Whatcom County including the hazard analysis requirements of SARA Title III. Specialized hazards, such as terrorism, may be addressed in separate addenda to this plan.

2. Planning Assumptions



- a. A disaster or emergency has the potential to cause substantial health and medical problems.
- b. A disaster or emergency may cause significant damage, particularly to critical infrastructure and key resources.
- c. A disaster may overwhelm the capabilities of the local participating jurisdictions, preventing a timely and effective response to meet the needs of the situation. For example, the occurrence of a large or catastrophic earthquake may cause casualties, property loss, disruption of normal life support systems, and impact the County's economic, physical, and social infrastructures.

State and Federal assistance may be available through State EMD.

## **G. CONCEPT OF OPERATIONS**

### 1. General

- a. The following list of management priorities, listed in order of importance, is provided to guide policy making during generic disaster events.
  - Protect life
  - Protect critical assets
  - Protect public and private property
  - Develop and disseminate public information
  - Restore essential services
  - Minimize economic disruption to the community
  - Protect the environment
- b. The DEM is the lead agency for evaluating a situation to determine if the extraordinary authority of an Emergency Proclamation by the Executive is necessary. If so, the DEM shall make such recommendation.
- c. When a disaster occurs, it is anticipated that affected jurisdictions will implement their emergency plans. When agency resources cannot meet the needs created by a disaster, additional assistance including mutual aid may be requested through the EOC.

- d. If the situation exceeds or is anticipated to exceed the capabilities of Whatcom County, the County Executive may request assistance from the Governor, or from the Federal government through the Governor.
  - e. It is the policy of Whatcom County government to cooperate with and support the Indian Tribes, cities and towns, and other political jurisdictions within Whatcom County. Assistance provided by Whatcom County shall be supplemental to the efforts of those requesting assistance.
  - f. A local Proclamation of Emergency is the legal instrument that authorizes extraordinary measures to solve disaster-related problems. A proclamation allows for the emergency use of resources without regard to time-consuming procedures and formalities prescribed by law and activates extraordinary measures as outlined in this plan.
  - g. Whatcom County Code authorizes the County Executive, or in the absence of the Executive, the Executive Pro Tempore of the County Council, to make a Proclamation of Emergency.
  - h. It is the policy of Whatcom County government that all Proclamations of Emergency be prepared and processed by the DEM.
  - i. A proclamation may be accompanied by a Request for Assistance that states the situation is beyond the capabilities of the County and requests assistance from the State and/or Federal governments.
  - j. There are some forms of assistance that, due to an immediate need, may be obtained without this proclamation; however, there are many ramifications involving State expenditures, Federal assistance, and audit trails that make obtaining one advisable. This proclamation is prepared by the DEM, signed by the County Executive, then sent to the State EMD for consideration and presentation to the Governor.
  - k. When the situation that required a proclamation is over, the Director of Emergency Management shall request the County Executive to issue a Termination Proclamation.
2. Emergency Management Concepts
- a. The Incident Command System/National Incident Management System (ICS/NIMS) will be the primary management system for multi-agency and multi-jurisdictional operations in Whatcom County.
  - b. In multi-agency or multi-jurisdictional incidents the development of a Unified Command structure, using the ICS/NIMS Unified Command is encouraged.

- c. State law RCW 38.52 requires the use of ICS for all multi-agency and all multi-jurisdictional responses. State law WAC 296-62-40115(2) also requires ICS be used in response to hazardous materials incidents and specifies the procedures and actions required by the Incident Commander at a hazardous materials incident, including the designation of a safety officer.

### 3. Direction and Control

- a. Direction and control of emergency management functions for Whatcom County government is the responsibility of the County Executive RCW 38.52.070 (1). The County Executive has delegated that responsibility to the Director of Emergency Management, who is the County Sheriff. The Director of Emergency Management is responsible for the direction and control of emergency management activities in the unincorporated areas of Whatcom County Ordinance 89-115. The Director of Emergency Management is subject to the direction and control of the County Executive regarding disaster-related decisions about priorities and disaster response policy RCW 38.52.070.
- b. Direction and control of emergency management functions in incorporated cities rests with the mayor or city manager of each city, although that responsibility may be delegated by local ordinance. In accordance with State law, the chief executive officer of each jurisdiction retains both the authority and responsibility for direction and control RCW 38.52.070, even when that jurisdiction participates in a joint emergency management organization.
- c. In accordance with County ordinance 89-115, Whatcom County Code 2.40 the Director of Emergency Management is responsible for carrying out emergency functions to mitigate, prepare for, respond to and recover from disasters, subject to the direction of the County Executive, for the unincorporated portions of Whatcom County. The Interlocal Agreement extends that responsibility to the incorporated cities (except Bellingham) and the Port of Bellingham.
- d. The Whatcom County Council's responsibilities include:
  - Filling vacancies of elected officials as provided in the Whatcom County Charter
  - Appropriating money to meet emergency expenditure needs
- e. Effective disaster response requires improvisational problem solving.

Whatcom County departments are expected to carry out their responsibilities outlined in this plan using their own judgment and in a coordinated manner.

- f. The DEM is the lead agency for facilitating coordination among local, State, Federal and private sector agencies and organizations in Whatcom County.
- g. Contact with the State EMD for assistance will be through the State Duty Officer or State EOC when activated.

#### 4. Emergency Operations Facilities

- a. The Emergency Operations Center location is known to appropriate response personnel. Alternate locations may be designated as warranted.
- b. The primary County EOC will be equipped with information display materials, internal communications, and additional supporting equipment, materials, and supplies to ensure efficient operations and effective emergency management. In addition, power generation capabilities and other such special facilities to allow continuous operations apart from normal public utilities and services will be installed and operational.

#### 5. Mitigation Activities

- a. It is the policy of Whatcom County government to support mitigation activities to eliminate or reduce disaster damages. Since mitigation efforts will not eliminate disasters, Whatcom County shall endeavor to be as prepared as possible for a disaster.
- b. The DEM will endeavor to include mitigation in its disaster training programs for individuals, families, neighborhoods, civic organizations, businesses, and government organizations. The DEM may also assist other County organizations in identifying ways to consider disaster mitigation in their public programs.
- c. As appropriate, and as opportunity allows, other government organizations are encouraged to address disaster mitigation in projects such as growth management and regional transportation planning, flood control, zoning ordinance revision, and building code revision.

#### 6. Preparedness Activities

##### Training

- a. The DEM provides emergency training and education programs for the

community. Training and education programs may target government, the public, schools and businesses. The HIVA may be used in determining training needs. Intensified training may be presented in anticipation of predicted hazardous events or potential emergencies. e.g., 2010 Olympics

- b. It is the goal of the DEM training and education program to present or act as a clearinghouse for the following as resources permit:
  - Training and education covering the basic components of emergency management
  - School emergency preparedness training
  - Training for DEM staff in professional development and specific emergency management skills
  - Programs for business and industry to assist them in developing their own plans and programs
  - Training for employees and hazardous materials response personnel in accordance with State and Federal guidelines WAC 296-62 and SARA Title III
  - Search and rescue training and exercise programs to assist volunteers in meeting training requirements
  - Public awareness and safety information, e.g., businesses and citizens
  - Any other training and education programs either upon request, or in the judgment of the Director of the DEM, are in the best interests of the County
- c. The DEM is the lead organization for developing exercises and drills to evaluate the Whatcom County CEMP in accordance with State and Federal requirements WAC 296-62 and SARA Title III. This may be done in cooperation with the Local Emergency Planning Committee (LEPC) or others in the community.

## 7. Response Activities

- a. It is the policy of Whatcom County government that no guarantee of a perfect response system is implied by this plan. As Whatcom County assets and systems may be overwhelmed, Whatcom County can only endeavor to make every reasonable effort to respond based on the situation, information and resources available.

- b. When a disaster or emergency threatens or occurs, management of departments, agencies and organizations should use the following guidance, as applicable, as a basis for actions to manage operations:
- Report to the pre-designated site to manage operations
  - Make an assessment of damages to facilities and resources
  - Ascertain available personnel and resources
  - Determine departmental needs and problems
  - Make contact and report situation, damages and capabilities to the EOC
  - Carry out responsibilities and assigned tasks
  - Continue assessment and information to the EOC of major actions, problems, damages, costs and resource needs
  - Document response and recovery including actions taken, personnel lists and costs
  - Waive, or orally approve, requirements for environmental review and permits during emergency work performed to protect life and property as provided for in the State law Environmental Policy Act and related WAC, the State Hydraulics Act, the Forest Practices Act, the Shoreline Management Act, or the Flood Control Act

#### 8. Recovery Activities

- a. Although this plan mainly addresses response activities of departments, agencies and organizations, recovery operations must also be considered. Recovery operations will be started according to County priorities and based on the availability of personnel and resources that do not conflict with response operations. The DEM will assist participating jurisdictions in recovery operations.
- b. Repair and restoration of damaged facilities may require an environmental impact permit prior to final project approval in accordance with State law. Environmental Policy Act (SEPA), the Hydraulics Act (HPA), the Forest Practices Act, the Shoreline Management Act and the Flood Control Act, as well as the rules governing historic sites

## **H. RESPONSIBILITIES**

1. County Executive
  - a. May authorize activation of the EOC
  - b. Issues appropriate policies, orders and declarations, as necessary
  - c. Signs Proclamation of Emergency, when necessary
  - d. Requests State and Federal disaster assistance when necessary
  - e. Makes decisions regarding priorities and disaster response policy, when required
  - f. Provides liaison with local, State and congressional elected officials
2. Political Subdivision Chiefs, Elected Officials or Appointed Administrators
  - a. May authorize activation of the EOC
  - b. Issue appropriate policies, orders and declarations, as necessary
  - c. Sign Proclamation of Emergency, when necessary
  - d. Request local, State and Federal disaster assistance through the EOC
  - e. Make decisions regarding priorities and disaster response policy, when required
3. Director of Emergency Management (Sheriff)
  - a. Provides overall direction and control of County emergency operations
  - b. May authorize activation of the EOC
  - c. Makes decisions regarding priorities and disaster response policy when required
  - d. Performs as Incident Commander as appropriate (see 4. below)
  - e. Recommends Proclamations of Emergency
  - f. Responsible for the emergency functions to mitigate, prepare for, respond to and recover from emergencies disasters
4. Incident Commander(s)

- a. Directs on-scene emergency operations in accordance with established protocols
  - b. Reviews and approve press releases
  - c. Maintains liaison with the EOC
5. Division of Emergency Management
- a. Manages and maintains the EOC
  - b. Prepares Proclamations of Emergency and requests for State and Federal assistance
  - c. Functions as lead agency for facilitating coordination among local, State, Federal and private sector agencies and organizations in Whatcom County regarding emergency management
  - d. Fulfills the requirements of the Interlocal Agreement
6. County Departments
- a. Appoint liaisons to work with the DEM
  - b. Designate locations(s) from which to manage departmental response and recovery activities and notify the EOC of the locations
  - c. Provide situation reports to the EOC as needed
  - d. Provide staff to assist in the EOC when requested
  - e. Develop departmental Suggested Operating Guidelines (SOGs)
7. Cities In Whatcom County (except Bellingham)
- a. Appoint a jurisdictional emergency management coordinator to work with the DEM
  - b. Designate a location for tactical response operations
  - c. Coordinate the jurisdiction's response with the EOC

**I. APPENDIX 1 - CONTINUITY OF GOVERNMENT**

- 1. Purpose



To provide guidance for the continued operations of local government and the preservation of essential records

## 2. Operational Concepts

### a. General

- The Whatcom County Charter provides for the filling of vacant elective offices by the County Council.
- The Whatcom County Charter establishes the Executive Pro Tempore to perform the duties of the County Executive in case the executive is absent or is temporarily disabled (except for appointment or removal of officers and veto of acts by the Council).
- In the absence of the County Executive, County Code provides that the Executive Pro Tempore has the authority to proclaim the existence of a disaster and request the Governor to proclaim a State of Emergency.
- Each political subdivision should identify a succession of authority that defines the internal transfer of power for continued operations of government.

### b. Succession of Authority for County Government

In the event the County Executive is unavailable or inaccessible, the succession of authority for the administrative management of the Executive Branch of County government is as follows:

- Deputy Administrator
- Sheriff/DEM Director
- Director of Public Works
- Director of Whatcom County Health Department

It is the policy of Whatcom County government that department heads designate successors to fulfill their functions in the event of their absence or disability.

It is also the policy of Whatcom County government that department heads designate primary and alternate locations to direct department operations.

c. Succession of Authority for Local Municipal Governments and the Port of Bellingham

Municipal governments and the Port of Bellingham are encouraged to formalize the internal transfer of power for continued operations of government. The order of succession should be identified by position titles and made available on an annual basis to the DEM. Such adopted rules and regulations should provide for appointment of temporary interim successors to the elected and appointed offices of the political subdivisions.

In the event that such formalized succession has not been identified, State Code language may be applied. State law RCW 42.14.050 provides that “In the event that the executive head of any city or town is unavailable by reason of [emergency or disaster] to exercise the powers and discharge the duties of the office, then those members of the city or town council or commission available for duty shall by majority vote select one of their number to act as the executive head of such city or town. In the event [that the emergency or disaster] reduces the number of city or town council members or commission members, then those members available for duty shall have full power to act by majority vote of those present.”

d. Protection of Essential Records

It is the policy of Whatcom County government that County departments identify and adequately protect essential records. The Information Services Division is the lead for providing guidance and direction related to the identification and preservation of essential records and minimizing disruption to telephone communication services, computer equipment and data processing capabilities.

All other participating jurisdictions are encouraged to establish policies for the guidance and direction related to the identification and preservation of essential records and minimizing disruption to telephone communication services, computer equipment and data processing capabilities.

e. Relocation of the Seat of Government in an Emergency

State law RCW 42.14.075 allows local government to conduct the affairs of that local government at a place within or without the territorial limits of the political subdivision if it becomes imprudent, inexpedient or impossible to do business at the usual places. The decision to relocate Whatcom County government will be dependent on the circumstances and information available at the time of an emergency.

3. Responsibilities

- a. Elected Officials
  - Provide for continuity of operations
  - Provide for identification and preservation of essential records
- b. County and City Councils
 

Fill vacancies in elected offices
- c. County and City Departments
  - Provide for continuity of operations
  - Provide for identification and preservation of essential records
- d. Courts – Superior, District, Municipal and Juvenile
  - Provide for continuity of court operations
  - Provide for identification and preservation of essential records

**J. APPENDIX 2 - HAZARD MITIGATION**

1. Purpose

To provide guidance for hazard mitigation

2. Operational Concepts

It is the policy of Whatcom County government to support mitigation activities to eliminate or reduce disaster damages and to coordinate recovery efforts with long-term development and hazard mitigation plans of the County. This is done a number of ways including, but not limited to, land use planning and the enforcement of existing codes and mitigation requirements in the permit process.

County departments that issue permits for building and other activities are responsible for including hazard mitigation considerations as authorized by County Code or applicable State and Federal requirements.

When the President makes a Disaster Declaration, the Disaster Relief Act of 1974, et seq sets forth certain conditions for receiving Federal disaster loans or grants, specifically that mitigation measures will be taken to prevent such damages from recurring.

Following a disaster an Interagency Hazard Mitigation Team (IHMT) is established consisting of representatives from Federal, State and local government. The IHMT prepares three reports at different time intervals after the disaster to document mitigation needs, recommendations for action, and progress on mitigation activities to reduce future impacts in the disaster area. The Federal Emergency Management Agency (FEMA) provides guidance for these reports through the State Emergency Management Division after a Presidential Declaration of Disaster.

### 3. Responsibilities

#### a. Participating Jurisdictions

Participate on the IHMT, as appropriate

#### b. Chief Elected Officials

Coordinate mitigation activities with long-range economic development plans.

#### c. Division of Emergency Management

- Provide information for hazard identification and mitigation
- Work with participating jurisdictions in developing mitigation strategies Monitor 3/08 leg on school EP relative to mitigation
- Coordinate the efforts of the IHMT including coordination of local membership

#### d. Fire Marshal

- Coordinate fire prevention and mitigation activities in Whatcom County
- Assist fire districts in fire prevention planning and programs
- Enforce codes that relate to life safety and hazardous materials

#### e. Fire Services (Fire Districts and Departments)

Mitigate fire hazards through fire prevention programs and code enforcement

#### f. Whatcom County Health Department

Coordinate programs for the mitigation of public health hazards

g. Planning and Development Services

- Coordinate hazard mitigation activities as they relate to land use planning and policy
- Coordinate hazard mitigation activities as they relate to natural resource management
- Consider hazard mitigation in the design and maintenance of structures, the development of policy and the issuance of permits
- Enforce codes to assure health and safety in the construction of new buildings
- Abate hazards in existing buildings

h. Public Works Departments

Design and maintain flood mitigation structures along rivers and surface water drainage where the County is responsible

i. School Districts

Develop district hazard mitigation and emergency plans in accordance with State and district policy

## **V. DIRECTION, CONTROL, AND COORDINATION**

### **A. PURPOSE**

To provide for the effective overall direction, control, and coordination of emergency management activities undertaken in accordance with the CEMP and to provide guidance for the dissemination of warning information

### **B. SCOPE**

1. The provisions of this Section encompass activation of all or part of the Whatcom County CEMP for emergencies and disasters in Whatcom County or in support of the emergency response and recovery effort of any of the participating jurisdictions.
2. Recognition of the use of the Incident Command System/National Incident Management System (ICS/NIMS) at all levels provides for the expansion of the emergency management system to meet the specific needs of the incident, regardless of the nature and scope.
3. Functions covered by this portion of the plan are:
  - a. Incident Command including Unified Command
  - b. Liaison
  - c. Emergency public information and warning
  - d. Incident personnel safety

### **C. POLICIES**

1. The standards and practices of the ICS/NIMS, or a variation of ICS/NIMS that meets specific local needs, will be the primary emergency management concept.
2. It is the policy of Whatcom County government to establish overall direction, control and coordination through an Emergency Operations Center (EOC) to support response to a disaster. The EOC may be jointly established with other jurisdictions, as appropriate. The Whatcom County Division of Emergency Management (DEM) is responsible for designating the site(s) for the EOC.
3. Each participating jurisdiction designates primary and alternate locations from which to establish direction and control during a disaster. The EOC shall be kept informed of current status and needs.
4. It is the policy of Whatcom County government to use 24 hour dispatch

centers and other existing systems, such as telephone, telephone facsimiles, County radio frequencies, law enforcement teletype, and amateur radio for the dissemination of warning information. The Emergency Alert System (EAS) may also be used.

5. It is the policy of Whatcom County government to endeavor to release timely and accurate emergency information to the public concerning emergency preparedness, response and recovery in a cooperative manner with the media. This should be coordinated with Incident Command authorities, other jurisdictions and the State Emergency Management Division (EMD).
6. Participating jurisdictions are encouraged to recognize the need to coordinate emergency public information. When possible, this information will be approved by the Incident Commander and coordinated with the Joint Information Center (JIC).

#### **D. SITUATION**

##### 1. Emergency/Disaster Conditions and Hazards

Major incidents may occur in Whatcom County that require the activation of special procedures for coordination of emergency response and recovery. Multi-agency and multi-jurisdictional response will necessitate special protocols to ensure close cooperation between all participants and the optimal use of resources.

##### 2. Planning Assumptions

- a. Because the ICS/NIMS is the universal method for coordination it may be used at many levels throughout the County. Simultaneous ICS/NIMS organizations should be anticipated.
- b. Nothing in this plan is intended to inhibit innovative and resourceful response by jurisdictions and agencies in reaction to unique emergency needs. Expedient field activity is appropriate, provided that the ultimate goal is to establish safe and coordinated actions.
- c. No part of this plan is intended to usurp or replace the command authority of any participating agency but reflects how those authorities can unite and coordinate their resources to their maximum collective advantage.
- d. Supporting plans and procedures developed by participating agencies should not be inconsistent with the CEMP.
- e. The current County warning system is limited. The DEM is the lead agency for developing County warning procedures utilizing existing capabilities.

## **E. CONCEPT OF OPERATIONS**

### 1. General

- a. Under State law RCW 38.52.070 (1) responsibility for the direction and control of emergency management activities within the unincorporated area of Whatcom County rests with the County Executive. Through County Ordinance 89-115, the County Executive has delegated this responsibility, in accordance with State law, to the Sheriff, who is the Director of Emergency Management. Within incorporated cities, direction and control of emergency management rests with the mayors or city managers, unless otherwise designated by local ordinance.
- b. Under the Interlocal Cooperative Agreement for the Provision of Emergency Management Services (Interlocal Agreement) the DEM is the emergency management organization for the participating jurisdictions: Whatcom County, the cities of Ferndale, Lynden, Nooksack, Everson, Blaine, and Sumas, and the Port of Bellingham.
- c. Suggested Operating Guidelines (SOGs) will be developed to provide for the incremental activation of this plan based on the type of hazard, location, and scope. The EOC may be activated based on the needs of the situation. Incident Command may transition from the field to the EOC as the scope of the incident broadens.

### 2. Organization

- a. The EOC may be organized and staffed according to ICS/NIMS. The EOC will function either in support of field operations media coordination, resource acquisition, etc. or as the primary coordination point in complex multi-agency or multi-jurisdictional incidents. See also Section III.
- b. Sections and Functional Units will be established according to ICS/NIMS, as required by the nature and scope of the incident. Sections may include:
  - Operations: Responsible for coordination of all first line services, including emergency medical services (EMS), fire, law enforcement, search and rescue (SAR), mass care and shelter, public works and engineering, energy and utilities and public health and mortuary
  - Planning: Responsible for coordination of collecting, analyzing and documenting incident information
  - Logistics: Responsible for coordination of material support of the incident, including supplies and equipment ordering, warehousing and



distribution, transportation coordination, and facilities

- Finance and Administration: Responsible for coordination of incident related fiscal issues including cost tracking, recovery and restoration contracts management, procurement control, and financial records

### 3. Procedures

- a. Whatcom County intends to use an Incident Command structure in its EOC. The EOC will activate and communicate with field command posts to coordinate disaster resources and information and monitor the disaster situation. Field command posts may direct and coordinate field operations.
- b. Each municipal government is responsible for coordinating its own resources. When an incident overwhelms a jurisdiction's capability, overall coordination of response and recovery may be transferred to an Incident Command structure in the EOC.
- c. The Continuity of Government Act RCW 42.14 sets forth provisions for the continuation of local government in the event its leadership is incapacitated. State codes RCW 40.10 and 40.14 also set forth provisions for the identification and preservation of vital records. The Whatcom County Charter sets forth provisions for filling vacancies of elected and appointed officers in the County. Appendix 1 to the Basic Plan, at 4.I, Continuity of Government, contains detailed information on continuation of government in a disaster.
- d. Emergency Operations Center(s)
  - Chief Elected Officials or appointed administrators may form policy groups or other mechanisms that provide policy direction to Incident Command.
  - Maintenance of the County EOC in a readiness mode is the responsibility of the DEM staff.
  - Activation Levels: The following general guidelines will be used for activation of the EOC:

PHASE I (routine): DEM staff or the Duty Officer handles incidents.

PHASE II (enhanced): The EOC may be partially activated in support of field operations or to assume other coordination functions as required.

PHASE III (full operation): The EOC may be fully activated as the central direction and control point for overall coordination. Appropriate agencies and organizations may be requested in the EOC.

**F. INCIDENT COMMAND (UNIFIED COMMAND)**

1. Primary Agency

Based on the hazard

2. Support Agencies

As determined by Incident Command for each event.

3. Concept of Operations

a. Designation of the Incident Command agency

The appropriate Incident Command agency is based on jurisdictional authority, the hazard (type of event) and/or scope (level of activation). Assumption of Incident Command (or participation in Unified Command) will be based on:

- Jurisdiction
- Statutory authority or responsibility
- Prior agreement or plan
- Commitment of resources

b. Unified Command

A Unified Command structure may be appropriate under the following conditions:

- The incident is contained totally within a single jurisdiction, but more than one department or agency shares management responsibility due to the nature of the incident or the kinds of resources required.
- The incident is multi-jurisdictional.

c. Layered Operations

The use of ICS/NIMS structures at more than one echelon of response is not inconsistent with nationally recognized ICS/NIMS concepts. Where more than one ICS/NIMS structure exists (such as where field resources have established on-scene command, and the EOC has been activated) coordination will take place between like functions.

d. Policy Decisions

A Policy Group may be established at the EOC to provide policy guidance to Incident Command as needed. Only one Policy Group will be established.

e. Responsibilities

Incident Command (or Unified Command when established) is responsible for all incident response activities. These responsibilities include, but are not limited to the development and implementation of strategic decisions, incident objectives and priorities, ordering and releasing of resources, public information and emergency warning functions.

**G. INCIDENT PERSONNEL SAFETY**

1. Primary Agency

Incident Command agency

2. Support Agencies

All participating jurisdictions, agencies and organizations

3. Concept of Operations

a. Incident Command should designate a Safety Officer to assess hazardous and unsafe situations associated with response personnel and to develop measures for personnel safety.

b. The Safety Officer has emergency authority to stop or prevent unsafe acts when immediate action is required.

4. Responsibilities of the Safety Officer

a. Correct unsafe acts or conditions through the regular line of authority when time permits

b. Maintain awareness of active and developing situations

c. Expand support staff as needed to meet multiple incident sites and/or

specialized safety requirements

- d. Identify potentially unsafe situations
- e. Develop Incident Safety Plans as required

## **H. LIAISON**

### 1. Primary Agency

Per Incident Command agency

### 2. Support Agencies

- a. As determined by Incident Command
- b. Division of Emergency Management

### 3. Concept of Operations

Incident Command may designate a Liaison Officer as the point of contact for assisting and cooperating agency representatives that are not otherwise assigned within the Incident Command structure.

### 4. Responsibilities

#### a. Liaison Officer

- Identifying representatives from each agency
- Responding to requests from incident personnel for external assistance
- Monitoring incident operations to identify current or potential external problems

#### b. County Executive

Provides liaison with local, State and Congressional elected officials

## **I. EMERGENCY PUBLIC INFORMATION AND WARNING**

### 1. Primary Agency

Incident Command agency

## 2. Support Agencies

- a. Division of Emergency Management
- b. Participating Local Political Subdivisions
- c. Whatcom County Sheriff's Office
- d. Municipal Police Departments
- e. Prospect Communications Center
- f. What-Comm Dispatch
- g. Fire Departments and Districts

## 3. Concept of Operations

- a. The National Alert and Warning System (NAWAS) is the primary system used by the Federal government to disseminate warnings. Warnings may originate from a variety of Federal agencies and are received at the Washington Warning Point, a 24-hour operation managed by the State EMD, which then disseminates the warning to local warning points.
- b. The Primary Warning Point for Whatcom County is the What Comm dispatch center. When a warning is received for Whatcom County, the information is relayed to dispatch centers for further distribution, as needed.
- c. The NOAA weather radio system may also be used to disseminate specific warning or emergency information. It is limited, however, to those who use NOAA weather radios. The DEM may activate the system through the State EMD Duty Officer.
- d. Because of the limited warning systems in Whatcom County, notification to citizens of incidents may be done by door-to-door contact, mobile loud speakers, sirens, American Emergency Notification (AEN) or any other means available to on-scene command agencies.
- e. A Public Information Officer (PIO) appointed by Incident Command is the lead person for the coordination of emergency public information and media relations during an emergency.
- f. During emergency situations the PIO, or designee, report to the Command Post or EOC to prepare and disseminate public information. The primary means to do this is by direct contact with the media and by use of the EAS

and AEN. Information should be coordinated with Incident Command to ensure accuracy and prevent conflicts with command objectives.

- g. Activation of the EAS is governed by the local EAS plan and may be requested through the Prospect Communications Center, or the EOC.
- h. The Whatcom County Executive is responsible for coordinating with and providing information to local, State and Congressional elected officials from Whatcom County.
- i. A Joint Information Center (JIC) may be established to provide a single point of contact for releasing information if the magnitude of the situation warrants. This facility would be in direct contact with the EOC and may include multiple information officers. The location of the JIC will be determined on a case-by-case basis.
- j. The DEM maintains a supply of emergency public information materials concerning a variety of hazards that are available upon request. The DEM may also develop hazard information specific to Whatcom County for distribution to the public.

#### 4. Responsibilities

##### a. Division of Emergency Management

- Acts as the lead agency for the development and maintenance of County warning procedures
- Develops and distributes public information materials
- Maintains the Emergency Alert System (EAS) plan

##### b. Participating Jurisdictions

Provide the PIO with information concerning emergency activities

##### c. Public Information Officer

Coordinates contacts with the media and the release of information to the public

##### d. Law Enforcement

Disseminate warning information to the member agencies and to field units

e. Dispatch Centers

Disseminate warning information

## **VI. OPERATIONS**

### **A. PURPOSE**

To define how essential emergency services will execute coordinated response and recovery operations in the event of an emergency or disaster

### **B. SCOPE**

This section, supported by the detailed internal procedures developed by each of the participating agencies, encompasses multi-agency and multi-jurisdictional operations undertaken in the execution of the CEMP.

In addition, this plan defines how external resources on a State or national level may be integrated into emergency efforts should the incident exceed the capacity of local and mutual aid resources to meet all local emergency needs.

The functions covered by this portion of the plan are:

1. Emergency Medical Services (EMS)
2. Fire Services
3. Law Enforcement
4. Search and Rescue (SAR)
5. Mass Care And Shelter
6. Public Works and Engineering
7. Energy and Utilities
8. Public Health and Mortuary

### **C. POLICIES**

1. It is the policy of Whatcom County that a Disaster Medical Control Center (DMCC) be designated to provide coordination in a disaster.
2. It is the policy of Whatcom County that Emergency Medical Technicians (EMT), Paramedics or other responders providing emergency medical assistance in Whatcom County will operate under accepted procedures and protocols designated by the Medical Director.
3. It is the policy of Whatcom County that a Mass Casualty Incident (MCI) may be declared to allow EMS personnel to follow established written emergency



protocols without base station contact.

4. It is the policy of Whatcom County that Sheriff's Office personnel sent to assist other jurisdictions will maintain their own supervision and chain of command. They will accept mission assignments through a supervisor who will coordinate with the command structure of the requesting agency.
5. It is the policy of Whatcom County that heavy rescue operations be a team effort of law enforcement, fire services, volunteers, other agencies, and the private sector.
6. It is the policy of Whatcom County government to provide public works response services to lands and facilities under County jurisdiction. In the absence of an emergency proclamation, response to private property problems shall be done only when a County facility, such as a culvert, is causing the problem or when life, public health or environment is threatened.
7. It is the policy of Whatcom County to use the inspection guidance in the field manual for post earthquake safety evaluation of buildings developed by the Applied Technology Council (ATC-20), to survey damaged buildings for safety.
8. It is the policy of Whatcom County that all utilities, whether publicly or privately owned, be prepared to respond to needs caused by an emergency or disaster. The Division of Emergency Management (DEM) may request a liaison from such utility providers to coordinate disaster and emergency services.
9. It is the policy of the Whatcom County Health Department to provide guidance to political jurisdictions, agencies and individuals on basic public health principles involving safe drinking water, food sanitation, personal hygiene, and proper disposal of human waste, garbage and infectious/hazardous waste.

#### **D. SITUATION**

1. Emergency/disaster conditions and hazards

There are numerous natural and technological hazards present in Whatcom County that could result in multiple simultaneous casualties which may overwhelm available resources.

2. Planning assumptions:

- The size of the incident may exceed the capability of local responders to meet all emergency needs without coordinated outside assistance.

- Fire resource mobilization plans and mutual aid agreements are in place to identify how diverse agencies will coordinate their activities.
- ICS/NIMS will be used as the resource management mechanism when outside assistance is requested.

## **E. CONCEPT OF OPERATIONS**

### 1. General

#### a. Initial Response

First response to major incidents will be in accordance with standing orders for each agency. On-scene direction and control of agency personnel and equipment will be carried out through the existing chain of command. The ICS/NIMS may be the primary method for coordination of on-scene activities.

#### b. Mutual Aid

When circumstances require, local mutual aid resources will be requested according to standing mutual aid agreements. Extraordinary resources will be requested through the Emergency Operations Center (EOC).

### 2. Emergency Operations Center

When needed, central coordination by designated representatives of the response agencies may occur in the activated EOC.

## **F. ORGANIZATION**

### 1. Incident Command System/National Incident Management System

Coordinated multi-agency and multi-jurisdictional response will be organized according to ICS/NIMS.

### 2. Operations Section

When the EOC is activated, an Operations Section may be established for the coordination of response services. An Operations Section Chief may be assigned. Functional units within the Operations Section may include:

- a. Emergency Medical Services (EMS)
- b. Fire Services
- c. Law Enforcement

- d. Search and Rescue (SAR)
  - e. Mass care and shelter
  - f. Public Works and Engineering
  - g. Energy and Utilities
  - h. Public Health and Mortuary
3. Designated Agency Representatives
- a. Functional units at the EOC will be staffed by representatives of the participating agencies or as otherwise identified in this plan.
  - b. Designated agency representatives should be empowered to act on behalf of the agencies they represent with regard to overall coordination of response and recovery from the EOC.
4. Procedures

Internal procedures

Each participating agency and organization will develop internal policies and procedures (such as Suggested Operating Guidelines) which define how they will carry out their assigned responsibilities in the event of an emergency or disaster requiring activation of the CEMP.

## **G. EMERGENCY MEDICAL SERVICES**

1. Joint Primary Agencies
- a. Whatcom Medic One
  - b. Fire Districts and Departments
  - c. St. Joseph Hospital
2. Support Agencies
- a. American Red Cross
  - b. Medical Society of Whatcom County
  - c. Private ambulance service(s)

### 3. Concept of Operations

- a. The Whatcom Medic One is the lead agency for the coordination of EMS, including, but not limited to such activities as:
  - Identification and coordination of medical resources
  - Coordination of medical transportation resources
- b. St. Joseph Hospital is the designated County Disaster Medical Control Center (DMCC). The Medical Director of St. Joseph Hospital is the Coordinator of the DMCC.
- c. Basic and advanced life support services shall be provided in accordance with existing standing operating procedures, patient care guidelines and treatment/transfer protocols as promulgated or coordinated by the Medical Director.
- d. Direction and control of emergency medical functions at hospitals will be the responsibility of the facility administrator.
- e. The hospital should maintain decontamination procedures and appropriate equipment to handle patients who are contaminated by hazardous materials. Upon request, the Whatcom County Local Emergency Planning Committee may assist hospitals in locating decontamination information for developing this capability.
- f. In the event of a disaster where normal communications are disrupted, doctors and nurses should report to the hospital for an assignment. Doctors and nurses who do not practice at a hospital should go to their normal place of business to handle walk-in patients. Additional reporting points for physicians may be established to meet local community needs.
- g. The Medical Society of Whatcom County is responsible for informing member physicians of current emergency policy and procedures through their regular publications. The Medical Society may also assist with coordinating physician services.
- h. During a disaster, hospitals may re-supply field units with consumable medical supplies, to the extent practical. Non-consumable items will be procured through normal re-supply procedures or through coordination with the EOC.
- i. Hospitals normally stock oral and injectable pharmaceutical supplies. Needs for additional pharmaceutical supplies will be coordinated by the DMCC with information received from different hospitals when capability

assessments are reported.

- j. Distribution of influenza vaccine will be in accordance with established Whatcom County Health Department plans.
- k. The American Red Cross and other agencies may support the EMS response with additional resources. The DEM or the EOC may coordinate requests for additional resources.
- l. Emergency medical personnel and supplies not available in Whatcom County may be requested from the Washington State Department of Health through the State Emergency Management Division (EMD), State EOC or other jurisdictions through mutual aid.
- m. The Whatcom Medic One is responsible for emergency medical transportation in Whatcom County. Fire protection districts may provide the nucleus of emergency medical responders. Each fire district would respond to their capability level. Private ambulance service(s) may also be used.
- n. St. Joseph Hospital has arrangements in place to expand to other health care facilities as needed. The hospital will coordinate this activity with the EOC.
- o. Where fire resources in Whatcom County may become or are exhausted as a result of a major incident, the provisions of the State and/or Regional Fire Mobilization Plans may be activated to provide for outside assistance.

#### 4. Responsibilities

##### a. Fire Districts and Departments

- Establish incident command for on scene emergency operations
- Provide first aid, EMT and paramedic services in response to injured persons
- Provide emergency medical transportation capability

##### b. St Joseph Hospital

- Provides medical care
- Re-supplies field units with consumable medical supplies
- Makes assessments of hospital capabilities and damages

- May mobilize staff to provide teams to respond to field treatment and triage sites
- Assists in blood procurement for County needs
- Identifies potential sites and support staff for temporary emergency clinics

c. American Red Cross

- Under its Charter, provides available supplementary medical, nursing aid and other health services upon request
- Obtains the names of victims from appropriate agencies for health and welfare communications
- Assists victims with replacement of personal medical supplies, glasses, dentures, hearing aids, wheelchairs, prostheses, etc.

d. Medical Society of Whatcom County

- May assist in the procurement of physician services
- Provides information to member physicians on current emergency response policy and procedures

e. Private Ambulance Providers

Provide emergency medical transportation

**H. MASS CARE AND SHELTER**

1. Primary Agency

Division of Emergency Management

2. Support Agencies

- a. American Red Cross
- b. Salvation Army
- c. Whatcom County Health Department
- d. Humane Society

- e. Security Specialists Plus
  - f. Parks Departments
3. Concept of Operations
- a. Mass care provides for the immediate survival needs of disaster victims through collective services and facilities.
  - b. Mass care will normally be carried out during and immediately after a disaster until individual services can be provided.
  - c. The American Red Cross is the primary resource for carrying out mass care activities in accordance with national, State and local agreements.
4. Responsibilities
- a. Division of Emergency Management
    - Informs the American Red Cross of the need for shelter activation, areas to be evacuated and other information necessary for implementation of the mass care system
    - Coordinates the activities of local relief agencies assisting in the provision of emergency mass care
  - b. American Red Cross
    - Undertakes relief activities, including mass care
    - Identifies community shelter sites and maintain the necessary agreements for their expedient use
    - Opens and staffs reception centers, shelters and mass feeding stations as needed
  - c. Salvation Army

Assists the American Red Cross in the provision of mass care and shelter services in accordance with agreements
  - d. Whatcom County Health Department

Provides for coordination of health and sanitation inspection at mass care facilities

- e. Humane Society and/or Security Services Plus

Establishes and manages pet shelters in proximity to Red Cross shelters as resources and equipment allows

- f. Parks Departments

Identifies County properties that can serve as temporary mass care tent sites and other care facilities

## **I. FIRE SERVICES**

### 1. Primary Agency

- a. Fire Districts and Departments for the jurisdiction
- b. Whatcom County Fire Chiefs' Association

### 2. Support Agencies

- a. Fire Districts and Departments
- b. National Park Service
- c. Department of Natural Resources

### 3. Concept of Operations

The public fire and life safety services in Whatcom County include city fire departments, fire protection districts, the U.S. Forest Service, the National Park Service and the Department of Natural Resources. Each fire service is a branch of government, governed by its own separate statutory authority. Generally these fire services are responsible for fire prevention, suppression, immediate life safety and light rescue.

- a. Fire services within Whatcom County are all signatory to a countywide mutual aid agreement.
- b. The Whatcom County Fire Chiefs' Association is the lead group for emergency planning with the fire services. Fire services not members of the Association will be coordinated individually.
- c. The Whatcom County Fire Chiefs' Association will designate a Fire Resource Coordinator (and alternate) to be an overall coordinator of fire service activities during a disaster. This coordinator may operate from a field command post or the EOC, as necessary. If the Fire Resource



Coordinator works from a field command post, a liaison may be designated to go to the EOC.

- d. To facilitate management in a major event, the Fire Resource Coordinator may divide the County into zones and designate Zone Coordinators in cooperation with respective Fire Chiefs. Direction and control of individual district or department personnel and equipment would be the responsibility of that agency. It is anticipated that respective incident commanders would establish specific incident objectives and policy decisions in coordination with the Fire Resource Coordinator and/or Zone Coordinators.
- e. ICS/NIMS will be used under this plan to manage multi-agency and multi-jurisdictional disaster operations.
- f. The Whatcom County Fire Marshals' Office and local fire departments may cooperate to develop and implement fire prevention and fire safety programs for Whatcom County.
- g. Where fire resources may become or are exhausted as a result of a major incident, the provisions of the State and/or Regional Fire Mobilization Plans may be activated to provide for outside assistance.

#### 4. Responsibilities

##### a. Division of Emergency Management

- Supports fire suppression operations with resources not covered under mutual aid agreements
- Coordinates with Fire Resource Coordinator to activate State and/or Regional Fire Mobilization Plans
- Activates EOC if necessary

##### b. Fire Marshal

- Investigates fire scenes
- Delivers, coordinates and assists fire agencies in fire prevention and life safety activities
- Conducts inspections for code violations and acts as a resource to fire agencies regarding issues of the Uniform Fire Code

##### c. Fire Districts and Departments

- Provide fire suppression and immediate life safety services within their respective jurisdictions and support other fire protection agencies if they are signatories to a mutual aid agreement
  - Conduct fire prevention and life safety activities
  - Maintain inventories of fire fighting personnel and equipment
  - Assist with dissemination of door-to-door warning
- d. Fire Resource Coordinator
- Represents County fire agencies on the Northwest Regional Fire Defense Board
  - Coordinates with the DEM to fulfill the responsibilities outlined in the State and Northwest Region Fire Mobilization Plans
  - Coordinates fire resources and activities during disaster operations

**J. LAW ENFORCEMENT**

1. Primary Agency
  - a. Whatcom County Sheriff's Office or
  - b. Law Enforcement agency for the jurisdiction
2. Support Agencies
  - a. Local law enforcement agencies
  - b. Washington State Patrol
  - c. U. S. Border Patrol
  - d. Federal Bureau of Investigation
  - e. Private Security Agencies
3. Concept of Operations
  - a. The Whatcom County Sheriff is the chief law enforcement officer in Whatcom County. When the EOC is activated, an appropriate liaison may be requested to report to the EOC to coordinate law enforcement activities.

- b. Coordination between the Sheriff's Office and other law enforcement agencies is facilitated by the State Mutual Aid Assistance Act. This allows for law enforcement personnel to respond to another jurisdiction upon request and for more specific agreements to be developed for special circumstances. All jurisdictions within Whatcom County are signatory to this Act.
- c. Supplemental law enforcement assistance may be requested through normal mutual aid channels or through the EOC.
- d. ICS/NIMS may be used for the coordination of mutual aid resources.
- e. Internal policies and procedures are in place for the mobilization of law enforcement personnel and equipment.

#### 4. Responsibilities

##### a. Sheriff's Office

- Provides law enforcement in the unincorporated portions of Whatcom County
- Provides representation in the EOC to coordinate law enforcement and/or search and rescue
- Provides security to the EOC during disaster operations
- Assists with the dissemination of warnings to the public
- As appropriate, provides field observations to the DEM and/or EOC
- Provides communications support to the EOC as needed
- Provides traffic control and crowd control

##### b. Municipal Police Departments

- Provide law enforcement in their respective jurisdictions
- Provide representation in the EOC to coordinate law enforcement
- Assist with the dissemination of warnings to the public
- As appropriate, provide field observations to the DEM and/or EOC

- Provide communications support to the EOC as needed
- Provide traffic control and crowd control

## **K. SEARCH AND RESCUE**

1. Primary Agency
  - a. Whatcom County Sheriff's Office or
  - b. Law Enforcement agency for the jurisdiction
2. Support Agencies
  - a. Whatcom County Search and Rescue (SAR) organizations
  - b. Division of Emergency Management
  - c. Fire Departments and Districts
  - d. Public Works Departments
  - e. Planning and Development Services
3. Concept of Operations
  - a. The chief law enforcement officer of each political subdivision is responsible for ground SAR operations. RCW 38.52.400 The primary source of personnel is registered volunteers.
  - b. SAR for missing aircraft is the responsibility of the State Department of Transportation, Division of Aeronautics. The Sheriff's Office coordinates ground resources in support of these operations.
  - c. Some aviation assets, such as those of the U.S. Coast Guard or Naval Air Station (NAS) Whidbey may be requested.
  - d. While the chief law enforcement officer of each political subdivision is responsible for disaster SAR operations, RCW 38.52 the unique environment of Urban Search and Rescue should result in a unified command structure that includes the jurisdictional fire agency. Public Works is the lead agency for the provision of heavy equipment. Planning and Development Services is the lead for providing technical advice concerning structures.
4. Responsibilities

- a. Chief Law Enforcement Officer of Each Political Subdivision  
Responsible for SAR operations
- b. Whatcom County SAR Organizations  
Responsible for establishing membership standards in accordance with County policy and providing the DEM with the latest active membership roster and call-out procedures
- c. Division of Emergency Management
  - Supports SAR operations with additional resource coordination and activation of the EOC, as needed
  - Develops and maintains a system of volunteer registration in accordance with WAC 118
  - Requests State mission number from the EMD Duty Officer
- d. Fire Districts and Departments
  - Provide assistance to SAR operations
  - Coordinate heavy rescue operations
- e. Public Works Departments  
Provide heavy equipment to support rescue operations
- f. Planning and Development Services  
Provide technical information on damaged structures

**L. PUBLIC WORKS AND ENGINEERING**

- 1. Primary Agency  
Public Works Departments
- 2. Support Agencies
  - a. Jurisdictional Facilities Management
  - b. Planning and Development Services

c. Jurisdictional Parks Departments

3. Concept of Operations

- a. The jurisdictional Public Works Department is the lead for the response coordination of public works and engineering functions. When the EOC is activated, Public Works may be requested to send a liaison to the EOC.
- b. Information concerning public works response activities and damage assessments should be collected and provided to the EOC.
- c. Supplemental public works assistance may be requested through normal mutual aid channels or through the EOC. Assistance may be obtained from the private sector as provided for by State law. RCW 38.52.390
- d. Jurisdictional Planning and Development Services is the lead for inspecting structures after a disaster to determine building safety. This may be a cooperative effort with the County Fire Marshal, other departments and jurisdictions and with persons with engineering expertise from the private sector. Prioritization of inspection efforts may be coordinated by the EOC.

4. Responsibilities

a. Public Works Departments

- Provide debris clearance except on private property, emergency protective measures, emergency and temporary repairs and/or construction on jurisdictional lands, roads and facilities
- Provide construction and emergency equipment, supplies and personnel
- Conduct flood fighting operations
- Provide damage assessments, inspections and emergency restoration for roads, bridges and facilities
- Serve as the applicant agent for processing Federal financial assistance in accordance with the Disaster Relief Act Public Law 93-288
- Perform or contracts major recovery work to restore damaged public facilities in accordance with Public Law 93-288 the Disaster Relief Act
- Provide traffic control signs and barricades for road closures, detours

and potential road hazards

- Provide operational control of traffic signals and flashers

b. Jurisdictional Facilities Management

Coordinates emergency repair or relocation of jurisdictional facilities

c. Planning and Development Services

Act as the lead agency for the inspection of damaged structures

d. Jurisdictional Parks Departments

- Provide light duty construction equipment, supplies and personnel
- Provide for emergency repair or restoration of park facilities

**M. ENERGY AND UTILITIES**

1. Primary Agency

Division of Emergency Management

2. Support Agencies

- a. Public Works Departments
- b. Law Enforcement
- c. Fire Departments and Districts
- d. Involved utilities

3. Concept of Operations

- a. Contact with utility providers may be established by the DEM and/or EOC to coordinate resources, establish priorities, assess and document damages and provide information to the public. Information programs may be initiated to keep the public informed of utility status and any restrictions.
- b. Utility providers may be requested to send a liaison to the EOC to facilitate coordination and provide communications equipment for contact with field units.

c. Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers. The DEM and/or the EOC may assist with coordinating outside resources.

d. General Information

- The electric power industry within Whatcom County is organized into a network of public and private generation and distribution facilities, which is a part of the Northwest Power Pool. When affected by a disaster, it can be anticipated that the respective power companies will work to re-establish service.
- Public drinking water systems within Whatcom County are both publicly and privately owned. These systems are not normally interconnected.
- Personal preparedness can reduce the impact from disruptions to the water supply.
- Natural gas in Whatcom County is distributed through common pipelines originating in Canada.
- Contact with local petroleum suppliers and major oil companies may be made to facilitate the delivery of adequate amounts of emergency petroleum fuel supplies.
- There are numerous sewer utility providers in the County. Typically these utilities have cooperated in mutual support during emergencies.
- Several telephone companies serve the Whatcom County area. These companies have emergency plans and priorities for restoration of service. The first priority is usually restoration of company capability then national security related lines of the Federal government. Local priorities are usually 9-1-1 systems and life safety related agencies. Whatcom County can anticipate a delay in restoration of telephone service in a major outage due to a disaster.

4. Responsibilities

a. Division of Emergency Management

- Maintains contact and coordinates with utility and energy providers
- Coordinates planning with providers as needed

b. Energy and Utility Providers



- Continue to operate supply system and support mutual aid
- Provide for the timely restoration of services
- Facilitate coordination and communications by providing liaisons to the EOC as requested

**N. PUBLIC HEALTH AND MORTUARY**

1. Primary Agency
  - a. Whatcom County Health Department
  - b. Whatcom County Medical Examiner (for deceased victims)
2. Support Agencies
  - a. Whatcom County Sheriff's Office
  - b. Washington State Dental Association
  - c. American Red Cross
  - d. Washington State Department of Health
  - e. Centers for Disease Control
  - f. Federal Bureau of Investigation (Disaster Response Team)
3. Concept of Operations
  - a. Whatcom County Health Department is the lead for the coordination of public health services.
  - b. If political jurisdictions, agencies or individuals are unable to meet appropriate public health standards under their own resources or authority, the Director of Whatcom County Health Department or the Public Health Officer may take actions to ensure public health is protected.
  - c. If the threat to public health is of such magnitude that supplemental assistance is necessary, State assistance may be requested through the DEM to the State EMD.
  - d. Support for emergency workers, disaster victims and relatives is coordinated on scene with assistance from mental health care providers

from the jurisdiction. Long range mental health care may be provided by the Crisis Counseling program of the National Institute of Mental Health, which is delivered through local providers.

- e. The American Red Cross may provide disaster mental health counseling to the victims of disaster as needed.
- f. The Whatcom County Medical Examiner is the lead for activities concerning the deceased as a result of a disaster or emergency, including identification and disposition of the remains. The deceased should only be moved when authorized by the Medical Examiner or designee.
- g. Whatcom County Health Department is the lead for providing death certificates, coordination with the Medical Examiner and coordination with funeral homes. This assures vital data is recorded and burial-transit permits are appropriately issued. The Whatcom County Sheriff Identification Unit, forensic dentists of the Washington State Dental Association, the Federal Bureau of Investigation (Disaster Response Unit) may be used to assist in the identification of human remains at the request of the Medical Examiner.
- h. The Medical Examiner may designate temporary morgues if local morgues are overwhelmed. The Medical Examiner may coordinate with local funeral directors to identify staff to support temporary morgues.
- i. The Medical Examiner is responsible for notifying local agencies of the locations of morgues and arranging transportation of the deceased to these sites. These tasks may be coordinated by the EOC.
- j. The American Red Cross may assist in the notification of next of kin following mass casualty disasters.
- k. The Federal Bureau of Investigation may assume identification responsibilities in accidents involving interstate commercial carriers, hostage situations or citizens killed in acts of terrorism.

#### 4. Responsibilities

- a. Whatcom County Health Department
  - Coordinates public and mental health services
  - Provides inoculations
  - Provides sanitation services and basic hygiene

- Identifies and controls communicable diseases
- Provides vector control
- Examines of food and water supplies for contamination
- Provides emergency sanitation standards for disposal of garbage, sewage and debris
- Assesses environmental contamination and public health risk from hazardous materials spills
- Notifies the public of public health risks
- Provides technical support for terrorist incidents involving weapons of mass destruction

b. Medical Examiner

- Identifies and disposes of human remains
- Determines cause(s) of death
- Coordinates mortuary facilities and the establishment of temporary morgues as needed
- Notifies next of kin

c. Sheriff's Office

- Provides limited first aid capability
- Identification Unit assists the Medical Examiner with the identification of the deceased
- Provides scene security as needed
- Notifies next of kin

d. Washington State Dental Association

- Forensic dentists may assist with the identification of the deceased
- Provides information to member forensic dentists on current emergency response policy and procedures

e. American Red Cross

- Assists in the notification of next of kin following mass casualty disasters as directed by the Medical Examiner
- Provides disaster mental health counseling to the victims of disaster as needed

## **VII. PLANNING**

### **A. PURPOSE**

To provide guidance for the collection, analysis, distribution and documentation of disaster information

### **B. SCOPE**

1. Applies to the planning and information functions carried out relating to an incident requiring activation of the Whatcom County Comprehensive Emergency Management Plan (CEMP).
2. The functions covered by this portion of the plan are:
  - a. The duties and functions of the Planning Section
  - b. The duties and functions of the Situation Unit
  - c. The duties and functions of the Documentation Unit
  - d. Disaster analysis
  - e. Damage assessment

### **C. POLICIES**

1. All Participating Jurisdictions shall be prepared to report operational information and damages to the Whatcom County Division of Emergency Management (DEM) or Emergency Operations Center (EOC).
2. The Local Emergency Planning Committee (LEPC) has designated the DEM as the agency to receive and file follow-up written reports from facilities concerning releases of certain hazardous materials covered under Section 304 of Title III of the Superfund Amendment Reauthorization Act.
3. Radio Amateur Civil Emergency Services (RACES) is a principal communications resource for information management. Procedures may also be developed with organizations such as the Whatcom Transportation Authority or School Districts to utilize their communications capabilities to receive additional damage assessment information.
4. The inspection guidance in ATC-20, the field manual for post-earthquake safety evaluation of buildings developed by the Applied Technology Council, shall be used to survey damaged buildings for safety.

## **D. SITUATION**

1. Emergency / disaster Conditions and Hazards
  - a. Emergency or disaster conditions can often present a complex and confusing overload of information.
  - b. Early analysis of the flow of information into the EOC is essential to activating plans and procedures and prioritizing response.
  - c. The accurate and timely flow of information is required to determine the need for outside assistance.

### 2. Planning Assumptions

#### a. Response Phase

Planning is necessary for prioritizing initial response and determining the need for outside assistance.

#### b. Recovery Phase

- Documentation of private and public damage for planning recovery activities and for requests for State and Federal assistance
- Early reports may provide an incomplete or inaccurate picture of the extent and/or magnitude of damage
- There may be a shortage of individuals qualified to assess damage
- The sources of damage information include the public, utilities, Participating Jurisdictions, special purpose districts, critical facilities, the American Red Cross, Structural Evaluation Teams (SET) and other volunteer groups

## **E. CONCEPT OF OPERATIONS**

### 1. General

- a. The Planning Section, when established in the EOC, is responsible for the centralized coordination of information collection, analysis, distribution and documentation.
- b. Information on the nature and scope of the event may be collected from dispatch centers, assigned field observers, citizens, agencies, Participating Jurisdictions and other appropriate sources.

- c. The Participating Jurisdictions, various County and city departments and emergency response agencies should support the information management process with the timely submission of Situation Reports (SitReps) and other data as requested.

## 2. Organization

The Planning Section in the EOC is responsible for coordination of disaster information and damage assessment. See Section F below for details on the organization and responsibilities of the Planning Section.

## 3. Procedures

### a. Earthquake Damage to Structures

Jurisdictional Planning and Development Services is the lead for inspecting structures after a disaster to determine building safety. This may be a cooperative effort with other departments, SET members and/or persons with engineering expertise from the private sector.

### b. Hazard Mitigation Reports

If the President makes a Disaster Declaration, the Disaster Relief Act of 1974, Section 408, requires the establishment of an Interagency Hazard Mitigation Team consisting of representatives from Federal, State and local government. The team will document mitigation needs, make recommendations for action, and determine progress on mitigation activities designed to reduce future impacts in the disaster area.

### c. National Security/Radiological Reports

The Federal government has developed procedures for local government to provide SitReps in response to national security situations or international hostilities. The DEM is responsible for preparing and transmitting the SitReps to the State.

## **F. PLANNING SECTION**

### 1. Primary Agency

Division of Emergency Management

### 2. Support Agencies

#### a. Participating Jurisdictions

- b. Whatcom County Sheriff
  - c. Municipal Police Departments
  - d. Fire Departments and Districts
  - e. Public Works Department
  - f. Whatcom Transportation Authority
  - g. RACES
  - h. School Districts
3. Concept of Operations
- a. A Planning Section will be established by Incident Command as the central coordination point for incident related information, damage assessment and disaster analysis. The Section Chief will establish Functional Units within the Section as needed.
  - b. Situation reports will be provided to the EOC by involved agencies and organizations upon request.
  - c. The Planning Section compiles and analyzes information from the field and from city command posts into Situation Reports. This information will be used by Incident Command and may be shared with the Chief Elected Officials (CEOs), other agencies, or the State EOC.
  - d. Damage Assessment
    - As soon as possible after a disaster, information on public and private damages must be compiled to determine if State and/or Federal assistance may be needed. DEM may provide forms for documenting public and private property damage and impact.
    - After the initial damage information is collected, Federal/State/ local teams may be formed to verify the damage information. See Disaster Assistance Guide for Local Government and Disaster Assistance Manual for more information (published separately).
4. Responsibilities
- a. Division of Emergency Management
    - Prepares local Situation Reports and collects damage assessment



information

- Coordinates the efforts of the Interagency Hazard Mitigation Team including the selection of membership from Whatcom County

b. Participating Jurisdictions

- Report information to the DEM or EOC
- Provide members for Damage Assessment Teams as appropriate
- Provide staff to Planning Section as requested

c. Emergency Response Agencies and Organizations

Provide situation reports to the EOC as needed

d. Whatcom Transportation Authority (WTA)

Provide field observations as collected from drivers and supervisors

e. RACES

- Assist in the collection of damage information from pre-designated critical facilities
- Provide communication support to field locations and the EOC

f. School Districts

- Provide damage assessment information from individual schools
- Provide damage assessment information and situation reports from field observations
- See 2008 legislation for potential school updates when appropriate

**G. SITUATION UNIT**

1. Primary Agency

Division of Emergency Management

2. Support Agencies

As required by the nature and scope of the incident

3. Concept of Operation

- a. The Planning Section Chief may establish a Situation Unit.
- b. The Situation Unit Leader is responsible for the collection and organization of incident status information and the assembly of damage assessment information.

4. Responsibilities

- a. Oversee the collection, organization, and analysis of disaster situation information
- b. Ensure that information collected is validated prior to posting on status boards
- c. Ensure that situation status reports are developed for dissemination to EOC staff
- d. Assist in developing an Action Plan for each operational period, based on objectives developed by each EOC Section
- e. Ensure that maps, status boards and other displays contain current and accurate information

**H. DOCUMENTATION UNIT**

1. Primary Agency

Division of Emergency Management

2. Support Agencies

As required by the nature and scope of the incident

3. Concept of Operations

- a. The Planning Section Chief may establish a Documentation Unit.
- b. The Documentation Unit Leader is responsible for establishing and maintaining accurate and complete incident files and historical records.

4. Responsibilities

- a. Collect, organize and file completed event or disaster related forms, to include: EOC position logs, situation status reports, EOC Action Plans and

related information prior to the end of each operational period

- b. Provide assistance with document reproduction services to EOC staff
- c. Distribute the Whatcom County EOC situation status reports, EOC Action Plan, and other documents, as required
- d. Maintain a permanent electronic archive of situation reports and Action Plans associated with the event or disaster
- e. Assist the EOC Manager in the preparation and distribution of the After Action Report
- f. Supervise the Documentation Unit

## **VIII. LOGISTICS AND RESOURCE SUPPORT**

### **A. PURPOSE**

To provide guidance for the emergency acquisition, staging, distribution, conservation and use of essential resources

### **B. SCOPE**

The functions covered in this portion of the plan are:

1. The acquisition of essential resources
2. Coordination of transportation
3. Bulk food and water supplies
4. Mass care and shelter
5. Coordination of volunteer and religious organizations
6. Emergency communications coordination
7. Provisions for military support to civil authorities

Expect Red Cross to manage donations

### **C. POLICIES**

1. It is the policy of Whatcom County government that the County Executive may convene advisory groups of public and private sector representatives to coordinate and manage the emergency use of community resources and coordinate with the State Emergency Operations Center when it is activated.
2. Following a Declaration of Emergency by the Governor, in accordance with RCW 38.52.110, Whatcom County Chief Elected Officials and the Director of Emergency Management (Sheriff) may utilize all services, supplies, personnel or extraordinary controls that may be needed to protect lives, property and the environment. Any controls that may be established shall be coordinated with other jurisdictions. The Whatcom County Public Information Officer may coordinate with the State Public Information Officer for disseminating information concerning any emergency measures, controls or rationing.
3. After a major disaster, the free market economy and normal distribution, transportation, warehousing and retail systems will be encouraged and maintained to the maximum extent possible. If a disaster causes a shortage of

essential resources, Participating Jurisdictions will coordinate with the State to encourage voluntary controls and to enforce mandatory controls when necessary.

4. Political subdivisions and public transportation authorities are responsible for restoring transportation systems under their control. Priorities may be coordinated through the Whatcom County Emergency Operations Center (EOC).
5. Purveyors of potable water are responsible for their own plans to supply their customers should their systems fail.

Citizens are advised to prepare their own emergency water supplies.

6. If a disaster disrupts the normal food distribution process, the establishment of an emergency distribution system will be coordinated through the EOC with major food distributors, grain storage facilities and other members of the food industry.
7. A military liaison will be established in the EOC to facilitate coordination with responding military units during disaster operations.

#### **D. SITUATION**

##### 1. Emergency/Disaster Conditions And Hazards

An emergency or disaster may occur which seriously disrupts the normal sources of food, water and essential goods and services.

##### 2. Planning Assumptions

- a. Participating Jurisdictions may not have all of the resources necessary to combat the effects of a disaster.
- b. Weather conditions, damage to transportation routes, damage to distribution facilities, and other factors may affect the availability and distribution of essential supplies and equipment.
- c. Not all resource support needs can be met in every occasion, and it may be necessary to prioritize the distribution of scarce resources to meet the greatest overall need based on the information available at the time.
- d. After a major disaster has occurred, it can be anticipated that outside resources will be sent to Whatcom County. Systems will need to be established to assemble, inventory, register and distribute these resources.

##### 3. Concept of Operations

- a. It is the responsibility of the Participating Jurisdictions to develop appropriate contacts to facilitate the emergency use of resources. The Division of Emergency Management (DEM) maintains lists of resources and contacts.
- b. Hazardous materials resource information required by Title III of the Superfund Amendment Reauthorization Act is maintained by the DEM, and is periodically updated in cooperation with the Whatcom County Local Emergency Planning Committee (LEPC).
- c. The U.S. Department of Agriculture (USDA) is responsible for the distribution of the nation's food supply and the preservation of agricultural resources in a national emergency.
- d. Attempts will be made to meet the special needs of victims and volunteers in a disaster using available resources and volunteer organizations in the community to offer expertise and services in many areas.

#### 5. Organization

- a. A Logistics Section may be established at the EOC to assume central coordination of the acquisition and distribution of essential resources.
- b. Functional Units may be established within the Logistics Section to coordinate specific areas of the emergency resource management responsibility.
- c. The resources and services of private sector relief organizations, including the American Red Cross, Salvation Army and others, may be used to augment local government efforts in the care and shelter of persons impacted by the emergency or disaster.

#### 6. Procedures

- a. Each Participating Jurisdiction shall be responsible for its own disaster-related expenses.
- b. Resources ordered through the EOC shall be approved by the Command authority and may be routed through the Finance Section.

### **E. RESOURCE MANAGEMENT**

#### 1. Primary Agency

Division of Emergency Management

## 2. Support Agencies

- a. Public Works Departments
- b. Parks Departments
- c. Finance Departments

## 3. Concept of Operations

- a. A Logistics Section may be established to coordinate resource support for an emergency or disaster.
- b. The Logistics Section is responsible for coordination of facilities, services, and material in support of the needs of the emergency response and recovery effort. Service and Support Branches may be established if needed to manage functional units.
- c. Functional Units may be established independently or under Service and Support Branches to coordinate various subordinate functions depending on the nature and scope of the incident. Functional Units may include Supply (Resource Management), Facilities, Transportation (ground support), Food and Water, Mass Care and Shelter, Volunteer and Religious Services, and Communications.

## 4. Responsibilities

- a. Division of Emergency Management
  - Coordinates with public and private sectors for maintaining resources information
  - Develops specific resource lists as required
  - Provide staff to the Logistics Section as available
- b. Public Works Departments
  - Provide personnel and equipment to support the emergency resource management effort, including heavy equipment, trucks and other transport vehicles as available
  - Provide staff to the Logistics Section as needed or assigned
- c. Parks Departments

Provide transportation support when available

d. Finance Departments

Coordinate emergency procurement and purchase of emergency supplies and equipment

e. Participating Jurisdictions

- Develop appropriate resource lists for inclusion in department SOPs
- Provide staff to the Logistics Section as needed or assigned

f. County Executive

Convenes advisory groups with representatives of the various private and public sector resource agencies

**F. TRANSPORTATION**

1. Primary Agency

Public Works Departments

2. Support Agencies

- a. Division of Emergency Management
- b. Whatcom County School Districts
- c. Whatcom Transportation Authority

3. Concept of Operations

- a. A Transportation Unit may be designated in the Logistics Section to coordinate transportation resources, maintain liaison with such groups as the National Defense Transportation Association (NDTA), coordinate with Public Works Departments concerning emergency routes and assist with other appropriate transportation functions.
- b. Transportation resources may be obtained from Participating Jurisdictions or the private sector. Buses may be acquired for emergency use in coordination with the local school boards or private bus contractors.
- c. Whatcom Transportation Authority may, subject to the availability of equipment and operators, support emergency operations with buses or vans upon request.



#### 4. Responsibilities

##### a. Public Works Departments

- Acts as lead for the assessment of damages to highway and road transportation routes and the identification and coordination of emergency transportation routes
- Provide staff to the Transportation Unit as needed or assigned

##### b. Division of Emergency Management

Maintains lists of transportation resources

##### c. Whatcom County School Districts

Provide buses on a temporary basis RCW 28A.24.170

##### d. Whatcom County Transportation Authority (WTA)

Provide buses and qualified drivers as available

### **G. FOOD AND WATER**

#### 1. Primary Agency

Division of Emergency Management

#### 2. Support Agencies

- a. American Red Cross
- b. Salvation Army
- c. Whatcom County Health Department
- d. WSU Cooperative Extension
- e. Finance Departments

#### 3. Concept of Operations

- a. A Food and Water Unit may be established by the Logistics Section Chief to coordinate activities.
- b. The Food Unit will be responsible for coordinating the acquisition and

distribution of bulk food and water resources.

- c. The resources of the American Red Cross and Salvation Army will be used to provide prepared food to emergency workers and disaster victims.

#### 4. Responsibilities

##### a. Division of Emergency Management

- Acts as lead agency for the procurement of emergency food supplies
- Coordinates with the major food distributors for the provision and distribution of food to disaster victims or food service organizations
- Coordinates with the WSU Cooperative Extension, the U.S. Department of Agriculture and others concerning food needs

##### b. County Executive

Convenes advisory groups with representatives of the various private and public sector resource agencies responsible for food and water

##### c. American Red Cross

Provides food and water for emergency workers and victims

##### d. Salvation Army

Assists with the provision of food, water and clothing for emergency victims

##### e. Whatcom County Health Department

- Acts as lead agency for coordination and dissemination of information regarding preventative measures for contamination of foodstuffs, crops and livestock
- Acts as lead agency for monitoring emergency water supplies for compliance with health regulations
- Provides information for the public regarding food contamination, proper handling, distribution, conservation and safe drinking water
- Monitors food preparation at point of consumption for compliance with applicable standards

- f. WSU Cooperative Extension
  - Provides information on safe preparation, handling, storage and preservation of food and water
  - Provides educational information to discourage waste and/or loss of food
  - Provides information on sources of food supplies

## **H. VOLUNTEER AND RELIGIOUS AFFAIRS**

### 1. Primary Agency

Division of Emergency Management

### 2. Support Agencies

- a. Whatcom County Support Officers
- b. Community Emergency Response Team (CERT)
- c. Medical Reserve Corps (MRC - Whatcom County Health Department)
- d. Washington Volunteer Organizations (WAVOAD)
- e. Search and Rescue (SAR)
- f. Registered volunteers
- g. Other support organizations (American Red Cross, Salvation Army)

### 3. Concept of Operations

- a. A Volunteer and Religious Affairs Unit may be established within the Logistics Section for the coordination of these activities.
- b. All Emergency Volunteers including expedient or temporary volunteers shall be registered with the DEM in accordance with the standards of WAC 118-04.
- c. Registered volunteers shall only perform those duties or assignments that are consistent with their level of training. Under no circumstances is a registered volunteer authorized to exceed their level of training.
- d. Attempts will be made to meet the special needs of victims and volunteers

in a disaster using available resources and volunteer organizations in the community to offer expertise and services in many areas.

4. Responsibilities

a. Whatcom County Support Officers

Provide support and grief counseling services in accordance with established protocol

b. WAVOAD

Coordinates religious organizations and provides volunteer services after a disaster to help communities and citizens rebuild and recover.

c. Whatcom County Search and Rescue

Operates in the ICS/NIMS structure under the direction and control of the jurisdictional law enforcement agency to provide services within the scope of their capabilities during the incident

d. Other Volunteers

- All registered volunteers provide support within their capabilities and under the direction and control of an appropriate emergency organization.
- Other support organizations will function as required at the direction and control of an appropriate emergency organization.
- DEM is responsible for registering all emergency worker volunteers for worker coverage, in accordance with WAC 118.

**I. EMERGENCY COMMUNICATIONS COORDINATION**

1. Primary Agency

Division of Emergency Management

2. Support Agencies

a. Information Services/Technology Departments

b. Dispatch Centers

c. RACES

### 3. Concept of Operations

- a. A Communications Unit may be established by the Logistics Section Chief or Service Branch Director to develop an incident specific communications plan and to coordinate the utilization of incident communication equipment and facilities.
- b. The EOC has a full range of emergency communications capabilities. Systems are available for communication with local and State agencies. A complete listing of current operational frequencies and communications capabilities is located in the EOC Suggested Operating Guidelines (SOG) (published separately).
- c. In addition to communication equipment in the EOC, the DEM maintains a portable communications package, satellite radio/phone and a range of mobile radios.
- d. The RACES organization maintains a mobile communications van with an assortment of radios and has established a communications base at the Search and Rescue Building at 911 West Smith Road.

### 4. Responsibilities

- a. Division of Emergency Management  
Provides and maintains a broad range of communication capabilities
- b. Communications Unit Leader  
Plans and coordinates emergency communications
- c. Information Services/Technology Departments
  - Responsible for coordinating the restoration of local government telephone capabilities
  - Provide equipment and software support for telephone operations
  - Provide and maintain computer software and hardware including fax capabilities, Internet connections and email communications
- d. Dispatch Centers
  - Provide emergency dispatch and communication coordination to member first response agencies

- Develop procedures for emergency restoration of communications

e. Other Agencies

Organizations that have their own communications systems, such as the Whatcom Transportation Authority, may assist in supporting emergency communications needs.

**J. MILITARY SUPPORT TO CIVIL AUTHORITIES**

1. Primary Agency

Division of Emergency Management

2. Support Agencies

- a. NAS Whidbey
- b. U. S. Coast Guard
- c. Washington Military Department

3. Concept of Operations

- a. Military assistance to civil authority is supplemental to local efforts and may come from any military base. Military units responding to assist local authorities maintain their own chain of command and supervision.
- b. The base commander of a military installation has the authority to respond to immediate life threatening emergencies. Such requests may be made directly to that installation. Other requests for military assistance are made through the State Emergency Management Division Duty Officer.
- c. The National Guard is primarily available after activation by the Governor. Local government must demonstrate that the need is indeed beyond local capability or that a special capability only provided by military is immediately required.
- d. Military assistance is considered supplemental to local efforts and should not be requested unless applicable local resources have been, or will imminently be, exhausted.
- e. All military assistance, except direct requests under emergency conditions, will be requested by the County Executive through the Washington State Military Department, Emergency Management Division.

- f. Military support to local government may be dependent upon a declaration of emergency by the Governor.
- g. When deployed to provide local assistance, military forces will work under the direction of local authority, but will retain their unit integrity and military chain of command.

4. Responsibilities

Division of Emergency Management

Establishes and maintains ongoing liaison with local military bases and units as appropriate

## **IX. FINANCE AND ADMINISTRATION**

### **A. PURPOSE**

To define how the fiscal and administrative functions will be carried out in support of emergency or disaster response and recovery

### **B. SCOPE**

The functions covered by this portion of the plan are:

2. Emergency fiscal management
3. Coordination of recovery
4. Emergency worker registration

### **C. POLICIES**

1. It is the policy of Whatcom County that participating jurisdictions designate personnel to be responsible for documentation of disaster operations and expenditures. Emergency expenditures will be incurred in accordance with existing emergency purchasing procedures. See Legal Compendium Jurisdictional council action may be required if expenditures need to exceed appropriated funding levels.
2. It is the policy of Whatcom County that the authority to approve a proclamation of emergency resides with the jurisdictional chief elected official unless otherwise specified by ordinance.
3. It is the policy of Whatcom County that during emergency operations, non-essential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support.
4. It is the policy of Whatcom County that emergency workers are advised to carry personal insurance on themselves, vehicles, and equipment.

### **D. SITUATION**

1. Emergency/disaster Conditions and Hazards

Disaster conditions may occur which require the full commitment of local government resources, and extraordinary measures may be necessary to meet the fiscal demands of dealing with the emergency.

2. Planning Assumptions



- a. Emergency expenditures are not normally integrated into the budgeting process. Nevertheless, disasters occur on a periodic basis requiring substantial and necessary unanticipated obligations and expenditures.
- b. When local funds are, or may soon become, exhausted, support from the State and/or Federal level may be available under certain clearly prescribed circumstances.
- c. Qualification for Federal disaster assistance, should conditions warrant, may depend upon accurate records which clearly separate disaster operational expenditures from day to day expenditures.
- d. State or Federal assistance may take the form of financial help, equipment, supplies, personnel, or other capabilities.
- e. All agreements and understandings for the application of support will be entered into by duly authorized officials and will be formalized in writing whenever possible.

**E. CONCEPT OF OPERATIONS**

- 1. The jurisdictional finance departments are the lead for coordinating the documentation and collection of emergency expenditure information. After a declaration of emergency, jurisdictions may appoint a manager to coordinate the application for disaster relief funds.
- 2. Local political subdivisions may incur disaster related obligations and expenditures - per the provisions of RCW 38.52.070(2) - “. . . 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. Declaration of Emergency is required to activate the emergency powers defined in RCW 38.52.
- 4. Additional guidance on emergency expenditure authorities and procedures may be found in the Whatcom County Charter Section 6.72, RCW 36.40 and RCW 42.30.070.

**F. ORGANIZATION**

- 1. A Finance and Administration Section Chief may be identified to coordinate

the activities of the Section.

2. Functional Units may be established by the Section Chief to carry out the duties of the Section as required by the nature and extent of the emergency.
3. Functional units may include:
  - a. Emergency Fiscal and Records
  - b. Recovery Coordination
  - c. Administrative and Clerical Support

**G. PROCEDURES**

1. Records should be kept in such a manner to separate disaster expenditures from general ongoing expenditures, and accurately document expenditures for potential audit or for State and/or Federal disaster assistance programs.
2. The Division of Emergency Management is responsible for registering emergency workers in accordance with WAC 118-04. See Legal Compendium When emergency workers are used by jurisdictional agencies, these agencies are responsible for keeping records of the name, Emergency Worker Registration Number, arrival time, duration of utilization, departure time and other information relative to the service of emergency workers, as well as documentation of any injuries, lost or damaged equipment, and any extraordinary costs.
3. Emergency related projects may require an environmental impact study or permit prior to final project approval. In some emergency situations environmental review and permits may be waived or orally approved in accordance with the following:

State Environmental Policy Act (SEPA - Environmental Review) WAC 197-10-180

Hydraulics Act (Hydraulics Permit) RCW 75.20.100

Forest Practices Act (Application for Forest Practices) RCW 76.09.060(2)

Shorelines Management Act (Shorelines Permit) WAC 173-14-040 (2), (3)

Flood Control Zones by State (Permit for Improvement) RCW 86.16.080

4. Non time-critical actions affecting archaeological/historical protected areas should be coordinated with the State Office of Archaeology and Historic Preservation.

## **H. EMERGENCY FISCAL MANAGEMENT**

### 1. Primary Agency

Jurisdictional Legislative Councils

Chief Elected Officials

### 2. Support Agencies

a. Finance Departments

b. Auditor

c. Treasurer

### 3. Concept of Operations

a. The Jurisdictional Legislative Councils approve budgets.

b. The Chief Elected Officials administer jurisdictional policies and approve proclamations of emergency.

c. Jurisdictional finance departments are the lead for coordinating emergency fiscal management. They will:

- Assist in applying for grants, as needed
- Assist in reviewing emergency procurement contracts and acquisitions
- Assist in damage assessment record keeping
- Ensure that a financial record keeping system is established that is accurate, easily initiated and mobile
- Track all costs associated with a disaster situation
- Ensure the establishment of a job cost system with the appropriate funds in the appropriate accounts

d. The Auditor

- Ensures compliance with all applicable financial statutes and ordinances
- Provides payroll operations

e. The Treasurer approves and issues warrants.

4. Responsibilities

a. Jurisdictional Legislative Councils

Appropriate funds to meet disaster expenditure needs

b. Jurisdictional Finance Managers

- Provide guidance for documenting disaster-related purchases and expenditures
- Assist with the compilation of disaster-related financial information

c. Auditors

- Ensure compliance with all applicable financial statutes and ordinances
- Provide for essential County services including payroll operations
- Arrange for emergency cash management and banking services
- Receive and process disaster recovery funds

## **X. SPECIAL SUBJECTS**

### **A. PURPOSE**

To describe response and recovery activities for hazards not covered in the previous sections

### **B. SCOPE**

Section X covers hazardous materials including oil. These are dealt with separately because the primary agencies and DEM interactions are different.

See also Whatcom County Hazardous Materials Response Plan.

### **C. POLICIES**

1. It is the policy of Whatcom County that during hazardous material emergencies in or affecting Whatcom County, the County will join Washington State Patrol in a Unified Command.
2. Federal law requires a Local Emergency Planning Committee for Whatcom County and an associated plan for dealing with hazardous material emergencies.
3. It is the policy of Whatcom County that during major oil emergencies in or affecting Whatcom County, the County will join the affected refinery(ies) at their EOC in a Unified Command.

### **D. SITUATION**

1. Emergency/disaster Conditions and Hazards
  - a. The lead agency for hazardous material response in the State of Washington is Washington State Patrol (WSP).
  - b. The lead responder for most oil emergencies in Whatcom County is the affected refinery(ies).
2. Planning Assumptions
  - a. WSP may not have all the resources needed in Whatcom County for response to a hazardous material emergency.
  - b. In the initial phases of an incident in Whatcom County, Whatcom County assets may be the most proximate to the incident.
  - c. Oil refineries have extensive assets for response and recovery from a

major oil emergency or disaster. However, Whatcom County has established protocols for governmental support and coordination and may be able to provide valuable support in the early phases of such an incident.

- d. After a major disaster has occurred, it can be anticipated that outside resources will be sent to Whatcom County. The County has systems available to request, assemble, inventory, register and distribute these resources.

**E. CONCEPT OF OPERATIONS**

1. See Concepts of Operation for Hazardous Material emergencies at X.F.3 below.
2. See Concepts of Operation for Oil emergencies at X.G.3 below.
3. See also the Concept of Operations for associated evacuations at X.H.3 below.

**F. HAZARDOUS MATERIALS**

1. Primary Agency  
  
Washington State Patrol or  
  
Whatcom County Fire District #2
2. Support Agencies
  - a. Fire Districts and Departments
  - b. Whatcom County Hazardous Material Response Team
  - c. Law Enforcement
  - d. Emergency Management
  - e. Public Works Departments
  - f. Local Emergency Planning Committee (LEPC)
3. Concept of Operations
  - a. Response to hazardous materials incidents in Whatcom County and political subdivisions is defined in the Whatcom County LEPC Hazardous Materials Plan.
  - b. According to the requirements of State law, a pre-designated incident

command agency has been identified, and assumes overall direction and control of hazardous materials incidents.

- c. Whatcom County Fire District #2 (Geneva/Sudden Valley) has retained the Incident Command authority for hazardous materials incidents in their jurisdiction.
- d. For all other jurisdictions in Whatcom County, the Washington State Patrol has been designated as the Incident Command agency for hazardous materials incidents.

#### 4. Responsibilities

- a. The method of operation, responsibility of individual response and recovery agencies and organizations, and operational details of coordinated response to hazardous materials incidents is defined in the Whatcom County LEPC Hazardous Materials Plan.
- b. Whatcom County LEPC Hazardous Materials Plan includes provisions for compliance with applicable Federal law. The community right-to-know requirements of the Superfund Amendment and Reauthorization Act (SARA Title III)

### **G. OIL**

#### 1. Primary Agency

- a. Department of Emergency Management
- b. Affected refinery(ies)

#### 2. Support Agencies

- a. Fire Districts and Departments
- b. Specialized Emergency Response Program (SERP)
- c. Law Enforcement
- d. Public Works Departments
- e. Local Emergency Planning Committee (LEPC)

#### 3. Concept of Operations

- a. The DEM representative(s) will report to the affected refinery's operations center in an emergency.

- b. The affected refinery will provide the technical expertise for the response and recovery operations.
  - c. The DEM representative(s) will provide coordination with government infrastructure and key resources.
  - d. DEM will continue to work with the affected refinery(ies) through recovery and assist in coordinating governmental support.
  - e. Further response to hazardous materials incidents in Whatcom County and political subdivisions is defined in the Whatcom County LEPC Hazardous Materials Plan.
4. Responsibilities
- a. The affected refinery(ies) will notify DEM through 911 or other available channels.
  - b. DEM will respond to the activated response facility as requested by the affected refinery.

## **H. EVACUATION AND MOVEMENT**

- 1. Joint Primary Agencies
  - a. Law Enforcement
  - b. Fire Districts and Departments
- 2. Support Agencies
  - a. Department of Emergency Management
  - b. Public Works Departments
  - c. American Red Cross
  - d. Salvation Army
  - e. Whatcom Transportation Authority
  - f. School Districts
  - g. Dispatch Centers
- 3. Concept of Operations



- a. This Section provides guidance for any evacuation, including those covered under the scope of Title III of the Superfund Amendments and Reauthorization Act of 1986. The evacuation planning requirements of the Act are also covered in individual agency guidelines.
  - b. The recommendation\* for evacuation of any risk area may be issued by:
    - Jurisdictional Chief Elected Official
    - Sheriff or Police Chief
    - Fire Chief
    - Health Director or his designee
    - County Fire Marshal
    - Incident Commander
- \* State law does not address evacuation
- c. Direction and control of evacuation is exercised primarily on-scene. The official making a decision to evacuate an area should consider requesting the activation of the Emergency Operations Center.
  - d. Social processes and economic consequences should also be considered. The time required to successfully accomplish an evacuation should not be underestimated.
  - e. A local Proclamation of Emergency may be considered to support the evacuation process.
  - f. Jurisdictions may direct, control, and coordinate the movement of people on their road systems and support traffic control on other jurisdictional roads as resource availability permits.
  - g. Law Enforcement and/or Fire Agencies may give evacuation instructions with door-to-door contacts, mobile sirens, public address systems, the Emergency Alert System (EAS), American Emergency Notification (AEN) or any other means available.
  - h. It is expected that some people may evacuate a risk area to places of their choice prior to receiving official evacuation instructions.

- i. Some of the population may not follow instructions to evacuate a risk area, but choose to remain in homes or places of business.
- j. Research has shown that there are incentives to evacuation that may be considered to encourage people to leave. These include the following:
  - Have the request be made by elected officials, or by recognized authorities such as the Sheriff, Police Chief or Fire Chief
  - Have contact made by uniformed personnel
  - Provide information on the exact nature of the threat and sources of confirmation
  - Provide assurances of security and property protection
  - Provide for emergency transportation, if needed
  - Reduce family separation anxiety, if possible
  - Make provisions for pets (See X.H.6)
  - Provide clear information as to what is expected of the citizens in the threatened area
- k. If multi-jurisdictional evacuations are required within Whatcom County, the public official recommending the evacuation shall make every reasonable effort to form a Unified Command and obtain approval for such evacuation with jurisdictions beyond the Incident Command's authority. If, however, a delay in evacuation may contribute to the threat, then the public official authorized to recommend the evacuation is hereby authorized to take whatever timely multi-jurisdictional actions are necessary to preserve the public's health, safety and welfare.
- l. Provisions for evacuation of special populations, pick-up points for people without private transportation, support to evacuees, referral for relatives, or re-entry into evacuated area will be handled on a case-by-case basis with the agencies controlling the evacuation.
- m. Consideration should be given to the sheltering and eventual return of the citizens. Continued information to evacuated citizens on the status of the threat, accountability of family members, reassurance of security and accurate information on the duration of the evacuation should be considered.

- n. In certain instances, attempting to evacuate people may expose them to more risk. In circumstances involving hazardous materials, Incident Command should consider the factors involved with selecting a population protection strategy as outlined in the Whatcom County LEPC Hazardous Materials Plan.

#### 4. Responsibilities

##### a. Law Enforcement

- Assist Incident Command in identifying and establishing evacuation routes
- Assist Incident Command with notification of citizens to evacuate
- Direct and coordinate crowd and traffic control operations
- Secure evacuated areas
- Assist in the removal of stalled vehicles and equipment from evacuation routes
- As needed, direct and coordinate the movement and evacuation of prisoners from jails and detention facilities

##### b. Fire Districts and Departments

- Assist Incident Command in identifying and establishing evacuation routes
- Assist Incident Command with notification of citizens to evacuate
- As needed, provide technical information, including advice relative to the selection of a population protection strategy

##### c. Division of Emergency Management

- Coordinate and support evacuation effort as requested by Incident Command
- Activate EAS and/or AEN to assist in the provision of public information as requested by Incident Command
- Assist with the identification of reception areas and shelters

##### d. Public Works Departments

- Assist Incident Command in identifying and establishing evacuation routes
- Provide traffic control signs, barricades, and operational control of traffic signals and flashers as needed

e. American Red Cross

- Assist with the identification of reception areas and shelters
- Open, staff and supply reception areas and shelters as needed
- Provide continuing mass care as required
- Coordinate with the Salvation Army for appropriate assistance in meeting mass care responsibilities
- Provide Disaster Welfare Inquiry services

f. Whatcom Transportation Authority and School District Transportation Services

- Consistent with resource capabilities provides transportation assistance as requested
- Incident Command may consider the use of buses as temporary shelters or ambulances
- Provide transportation dispatch assistance and/or personnel to the EOC as requested

g. Dispatch Centers

- Assist with tactical communications
- Activate EAS and/or AEN to assist in the provision of public information as requested by Incident Command

5. Guide for Evacuation Notifications

a. General

- Drive slowly the length of all streets in the warning area. Use your siren to get people's attention.

- Stop at appropriate intervals and use your public address system to announce the message provided by Incident Command or the Emergency Operations Center (EOC). See X.H.5.d below for suggested message content.
- If you are notifying people of an evacuation and encounter a resident who refuses to evacuate, log the address and, as time permits, attempt to get the names of the people who are not evacuating and an out-of-area next of kin. Depending on the urgency of the evacuation, do not delay subsequent notification to get this information.
- Upon completion of notifications in your assigned area, inform the EOC via the appropriate chain-of-command.

b. Considerations in Message Development for Incident Command or EOC

In your evacuation recommendation, time permitting, consider including the following types of information:

- The location of the hazard
- The nature of the hazard
- Physical boundaries of the evacuation zone
- Primary evacuation routes to use
- The names and addresses of relocation centers
- Information on available public transportation systems
- Information to those with special needs, i.e., persons with disabilities, pet owners, elderly, etc.
- Details on what should be brought to the relocation site
- Information on security within the evacuation zone and time of closure

c. Possible Evacuation Instructions for Incident Command or EOC

Consider providing the following instructions to citizens who are notified to evacuate. The information should be modified if the Incident Commander determines the circumstances, or warning methods to be used do not allow for effective communication of all information:

- Gather what you and your family need. Pack only what you need

most, with particular attention to items such as special medications, materials required for infant care, or essential documents.

- Turn off heating, ventilation, cooling systems and appliances. Leave the refrigerator on.
- Lock the house or building when you leave.
- Do not use the phone unless it is urgent. Keep any emergency call very short.
- Take only one car and drive safely. Keep windows and vents closed; tune the radio to KGMI 790 AM or other local news source for evacuation routes and up-to-date information. Do not deviate from evacuation routes announced by officials.
- Follow directions given by officials along evacuation routes and be prepared to provide the right-of-way to any responding emergency vehicles.
- If possible, car-pool to help reduce traffic congestion during evacuation. If you do not have transportation, ride with a neighbor, friend or relative.
- Do not call your school or go to pick children up. They will be the first ones moved if evacuation is necessary in their location. You will be notified by local radio or television where you can pick them up.

d. EAS and/or AEN Message Templates

Message #1 – No Action Necessary

"This is (name and title), at (time) today, local emergency officials reported an incident (description of situation). The incident occurred at (location). No impact on the public is expected. Appropriate emergency response organizations have been informed of this incident and are managing the situation. This call is for information only. Please listen to your AM radio for updates, and please do not call 911 for information regarding this incident." (REPEAT MSG)

Message #2 – Shelter In Place

"This is (name and title), at (time) today, local emergency officials reported a (description of situation). The incident occurred at (location). All persons in the (location vicinity) should remain in their homes or some other closed building until you are officially instructed that you can leave

safely. If you are in the (location) area, turn off your heating and cooling systems, and window or attic fans. Close all windows, doors and vents, and cover cracks with tape or wet rags. If you are outside a building, cover your nose and mouth with a handkerchief or other cloth and proceed to the nearest closed building. Please listen to your AM radio for further instructions in about fifteen minutes, and please do not call 911 for information." (REPEAT MSG)

#### Message #3 – Prepare to Evacuate

"This is (name and title), at (time) today, local emergency officials reported a potentially serious condition, (description of situation) at (location). All persons in the (location vicinity) should remain indoors and Prepare to Evacuate. If you are in your home, gather necessary medication, one change of clothing and other necessities that you require. Do not evacuate at this time, but you should locate the County road map in the telephone book and review routes leaving your residence. Listen to your AM radio for further instructions. The next radio report will be given in (xx) minutes."

See Section X.H.5.c above (REPEAT MSG)

#### Message #4 – Evacuation

"This is (name and title), at (time) today, local emergency officials reported a potentially serious condition involving (description of situation) at (location). All persons in (location vicinity) should evacuate the area in an orderly manner. Drive or walk toward (evacuation routing) from your residence. Watch for emergency response personnel along this route to direct you to an Evacuation Shelter. Please observe normal traffic laws." (REPEAT MSG)

#### Message #5 – Termination

"This is (name and title), at (time) today, local emergency officials reported the potentially serious condition at (location) is terminated. All persons in (location vicinity) may return to the area in an orderly manner. Please observe normal traffic laws." (REPEAT MSG)

### 6. Disaster Considerations for Animals

#### a. Primary Agencies

- Whatcom County Humane Society
- WSU Cooperative Extension

b. Support Agencies

- Emergency Management
- American Red Cross
- Salvation Army
- Sardis Wildlife Center
- Others as required

c. Concept of Operations

- The Whatcom County Humane Society provides services for animal-related problems and issues.

The Humane Society furnishes animal shelter for strays, 24-hour telephone services for investigating complaints, and vehicles and field officers for investigation and enforcement of laws pertaining to animals.

- WSU Cooperative Extension may act as a liaison regarding problems and issues related to domestic livestock.
- Sardis Wildlife Center specializes in the treatment and care of birds and other wildlife.
- Requests for disaster services may be directed to the individual care providers or may be coordinated through the EOC.
- A designated Disaster Veterinarian Coordinator maintains lists of local Veterinarians, Animal Health Technicians and facilities that will provide disaster assistance for pets and animals.
- It is American Red Cross policy that pets (other than assistance animals such as seeing-eye dogs) are not allowed in shelters; however, research has shown that people will want to bring their pets with them if they are asked to evacuate. People should be encouraged to bring their own methods of confinement and control of their pets (such as a travel container for small animals and leashes for dogs) as well as food and water for pets so they may be kept in their automobiles or in a designated area outside of the shelter.
- Efforts will be made to coordinate pet concerns with local care providers.



d. Responsibilities

- Whatcom County Humane Society
  - Provides public information about emergency/disaster considerations for animals
  - Provides information and/or services for the disposal of dead animals
  - Provides emergency feeding and limited emergency shelter for animals
  - Provides limited emergency care for pets brought to public shelters, or congregate care facilities
  
- WSU Cooperative Extension

Provides assistance and acts as a liaison for the care and treatment of domestic livestock
  
- Division of Emergency Management

Maintains contact with a designated local Disaster Veterinarian Coordinator who may assist in the coordination of care providers and local veterinarians concerning animal related disaster issues

## ANNEX 1

### GLOSSARY INCLUDING ACRONYMS

ADS	Administrative Services
AEN	American Emergency Notification
ATC	Applied Technology Council (US)
CEMP	Comprehensive Emergency Management Plan (see below)
CERT	Community Emergency Response Team
CEO	Chief Elected Official
DEM	Division of Emergency Management (Whatcom County)
DMCC	Disaster Medical Control Center
EAS	Emergency Alert System (see below)
EMC	Emergency Management Council (Whatcom County)
EMD	Emergency Management Division (State)
EMS	Emergency Medical Services
EOC	Emergency Operations Center (see below)
EPCRA	Emergency Planning and Community Right-to-know Act SARA Title III
ESF	Emergency Support Function (see below)
FEMA	Federal Emergency Management Agency
HAZMAT	Hazardous Materials
HIVA	Hazard Identification and Vulnerability Analysis
ICS	Incident Command System (see below)
IHMT	Interagency Hazard Mitigation Team
JIC	Joint Information Center
LEPC	Local Emergency Planning Committee
MCI	Mass Casualty Incident
MRC	Medical Reserve Corps
NAS	Naval Air Station
NIMS	National Incident Management System (see below)
NOAA	National Oceanic and Atmospheric Administration
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Service
RCW	Revised Code of Washington
SAR	Search and Rescue
SARA	Superfund Amendment Reauthorization Act of 1986 (esp Title III)
SET	Structural Evaluation Teams
SITREP	Situation Report
SOG	Suggested Operating Guidelines
SOP	Standard Operating Procedures
WAC	Washington Administrative Code
WAVOAD	Washington Volunteer Organizations
WSP	Washington State Patrol
WSU	Washington State University
WTA	Whatcom Transportation Authority
WWU	Western Washington University

**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN - (CEMP)** - The overall master plan for disaster mitigation, preparedness, response and recovery for Whatcom County and the political subdivisions.

**DAMAGE ASSESSMENT** - The process of determining the magnitude of damage and the unmet needs of the community as the result of a hazardous event.

**DIRECTION AND CONTROL** - The emergency support function that defines the management of emergency response and recovery.

**EMERGENCY or DISASTER** - The term “emergency” as used in the CEMP means a set of circumstances that demand immediate action to protect life, property and the environment. A “disaster” is an emergency that is beyond the capabilities of the responding organizations or jurisdiction.

**EMERGENCY ALERT SYSTEM (EAS)** - A federally mandated program that requires local broadcasters to relay emergency information. Replaces the Emergency Broadcast System (EBS).

**EMERGENCY OPERATIONS CENTER (EOC)** - A central location from which overall direction, control and coordination of the community's response to a disaster may be established.

**EMERGENCY SUPPORT FUNCTION (ESF)** - Emergency Support Functions are functional components from the National Response Framework these are cross-referenced to the CEMP in Annex 2.

**FEDERAL DISASTER DECLARATION** - Formal action by the President to make a State eligible for Federal disaster assistance.

**GOVERNOR'S PROCLAMATION OF A STATE OF EMERGENCY** - A proclamation by the Governor in accordance with RCW 43.06 and 38.52 which activates the State of Washington Comprehensive Emergency Management Plan and authorizes the use of State resources to combat the effects of a disaster or emergency.

**HAZARD** - Any threat with the potential to disrupt services, cause damage, or create casualties.

**HAZARD ANALYSIS** - Process of identifying the hazards that may impact a community and forms the basis for emergency planning and preparedness.

**HAZARD MITIGATION** - Any measure that will reduce or prevent the damaging effects of a hazard.

INCIDENT COMMANDER (IC) - The individual responsible for the overall direction of operations at the scene of an incident. The IC is the authorized representative of the designated incident command agency.

INCIDENT COMMAND SYSTEM (ICS) - The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure for the purpose of responding to a hazardous event.

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) – In February 2003 Homeland Security Presidential Directive-5 (HSPD-5) required the development of a National Incident Management System. Incorporating ICS, NIMS provides a consistent nationwide template to enable government, private sector and non-governmental organizations to work together during domestic incidents.

**ANNEX 2**

**NATIONAL RESPONSE FRAMEWORK  
EMERGENCY SUPPORT FUNCTION (ESF) CROSS REFERENCE**

<b>ESF #</b>	<b>Title</b>	<b>CEMP Reference(s)</b>
1	Transportation	VIII.F
2	Communications	V.I, VIII.I
3	Public Works and Engineering	IV.J.3.h, VI.L, VIII throughout
4	Firefighting	IV.J.3.e, VI.I
5	Emergency Management	IV and throughout the balance of the CEMP
6	Mass Care, Emergency Assistance, Housing, and Human Services	VI.H, X.H
7	Logistics Management and Resource Support	VIII.E, VIII throughout
8	Public Health and Medical Services	IV.J.3.f, VI.G, VI.N
9	Search and Rescue	VI.K
10	Oil and Hazardous Materials Response	X, see also Whatcom County Haz Mat Response Plan
11	Agriculture and Natural Resources	VIII.D.3.c
12	Energy	VI.M, VI throughout
13	Public Safety and Security	VI throughout, X.H
14	Long-Term Community Recovery	IV.I
15	External Affairs	IV and V, VIII.J

Reference: National Response Framework 2007

**ANNEX 3**

**CEMP DISTRIBUTION LIST**

<b>Agency/Organization</b>	<b>Name of Recipient</b>	<b>Date of Distribution</b>	<b>Number of Copies</b>
Blaine			
Everson			
Ferndale			
Lynden			
Nooksack			
Sumas			
Port of Bellingham			
Whatcom County Executive			
Administrative Services (ADS)			
Director			
ADS HR			
ADS IS			
ADS Finance			
ADS Facilities			
Health Department			
Sheriff 's Office			
Under sheriff			
Assessor			
Auditor			
County Council			
DEM			
Deputy Fire Marshall			
District Court			
District Court Probation			
Juvenile Administration			
Parks & Recreation			
Planning & Development			
Prosecutor's Office			
Public Defender			
Public Works			
Superior Court Clerk			
Treasurer			
Cooperative Extension (WSU)			
Lynden Fire Department			
North Whatcom Fire and Rescue Service			
Fire District #01			
Fire District #02	District 3 combined with 21		

<b>Agency/Organization</b>	<b>Name of Recipient</b>	<b>Date of Distribution</b>	<b>Number of Copies</b>
Fire District #04			
Fire District #05			
Fire District #06			
Fire District #07			
Fire District #08			
Fire District #09			
Fire District #10			
Fire District #11	Dist 13 combined with 21		
Fire District #14-Sumas			
Fire District #14-Kendall			
Fire District #14-Welcome			
Fire District #16			
Fire District #17			
Fire District #18			
Fire District #19			
Fire District #21	(includes old 3 and 13)		
Blaine Public Safety			
Everson/Nooksack Police			
Ferndale Police			
Lynden Police			
Sumas Police			
WA State Police			
American Red Cross			
St. Joseph Hospital			
Medical Examiner			
EMD			
Blaine School District			
Ferndale School District			
Lynden School District			
Meridian School District			
Mt. Baker School District			
Nooksack School District			
Whatcom Transportation Authority (WTA)			

## **ANNEX 4 REFERENCES**

**See also AUTHORITIES in Section IV**

ATC-20 (US) Applied Technology Council structural information

FEMA Federal Preparedness Circular (FPC) 65, Continuity of Operations (Update 2004)

Revised Code of Washington (RCW) 36.40

RCW 42.14

RCW 42.30

RCW 75.20.100. Hydraulics Act (Hydraulics Permit)

RCW 76.09.060 (2). Forest Practices Act (Application for Forest Practices)

RCW 86.16.080 Flood Control Zones by State (Permit for Improvement)

Washington Administrative Codes (WAC) 118-04

WAC 118-30

WAC 197.10 SEPA - Environmental Review

WAC 296-62

(US) Public Law 93-288, The Disaster Relief Act of 1974, et seq e.g., the [Stafford Disaster Relief and Emergency Assistance Act](#) (Public Law 100-707).

(US) Title 44 CFR, 7 or 19 - Nondiscrimination

Whatcom County Charter Section 6.72