



Jefferson County - City of Port Townsend

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

VERSION 2013

Jefferson County Emergency Management
Emergency Operations Center
81 Elkins Road, Port Hadlock, WA 98339
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Jefferson County - City of Port Townsend
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

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Version 2013.01

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JEFFERSON COUNTY – CITY OF PORT TOWNSEND COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Part 1: Basic Plan

VERSION 2013.01

CURRENCY AND CHANGES: This plan is version **2013.01**. The electronic version on line will be updated automatically as significant changes occur. See www.jeffcoec.org.

COMPLIANCE WITH RCW 38.52: This plan was reviewed by the State of Washington Emergency Management Division as required. To coordinate this plan with the State of Washington Comprehensive Emergency Management Plan, a cross reference can be found at Attachment 1.9.7.

STRATEGIC PLAN: This Basic Plan is not intended to address every possible contingency. It is a gross overview applicable to all hazards with a single concept of operation.

ABOUT THE FORMAT: The Emergency Response Function (ESF) approach used in Federal and State plans is not used here except by reference. The format for this plan was selected to meet the unique needs of Jefferson County and the City of Port Townsend. Some emergency plans use different layouts.

IMPLEMENTATION: Supporting plans and emergency action checklists are published separately since they change often. The *Emergency Operations Guide* (EOG), identified as Part 3 of the CEMP (also published separately), defines in detail how this Basic Plan will be implemented. The EOG also serves as a team training manual.

For emergency activation, step-by-step “start up” instructions are included in the quick reference “Red Book” located in the primary and alternate Emergency Operations Centers.

LEGAL REFERENCES: Any mention in this plan or attachments of local, state, or federal laws or regulations, is for *reference purposes only*. Use the full text of the referenced documents for a precise definition.

PLAN DISTRIBUTION: With the exception of the master copies maintained by the Department of Emergency Management, and the copies provided to the Board of County Commissioners and City Council, this plan will be distributed electronically and will also be available on line at www.jeffcoec.org.

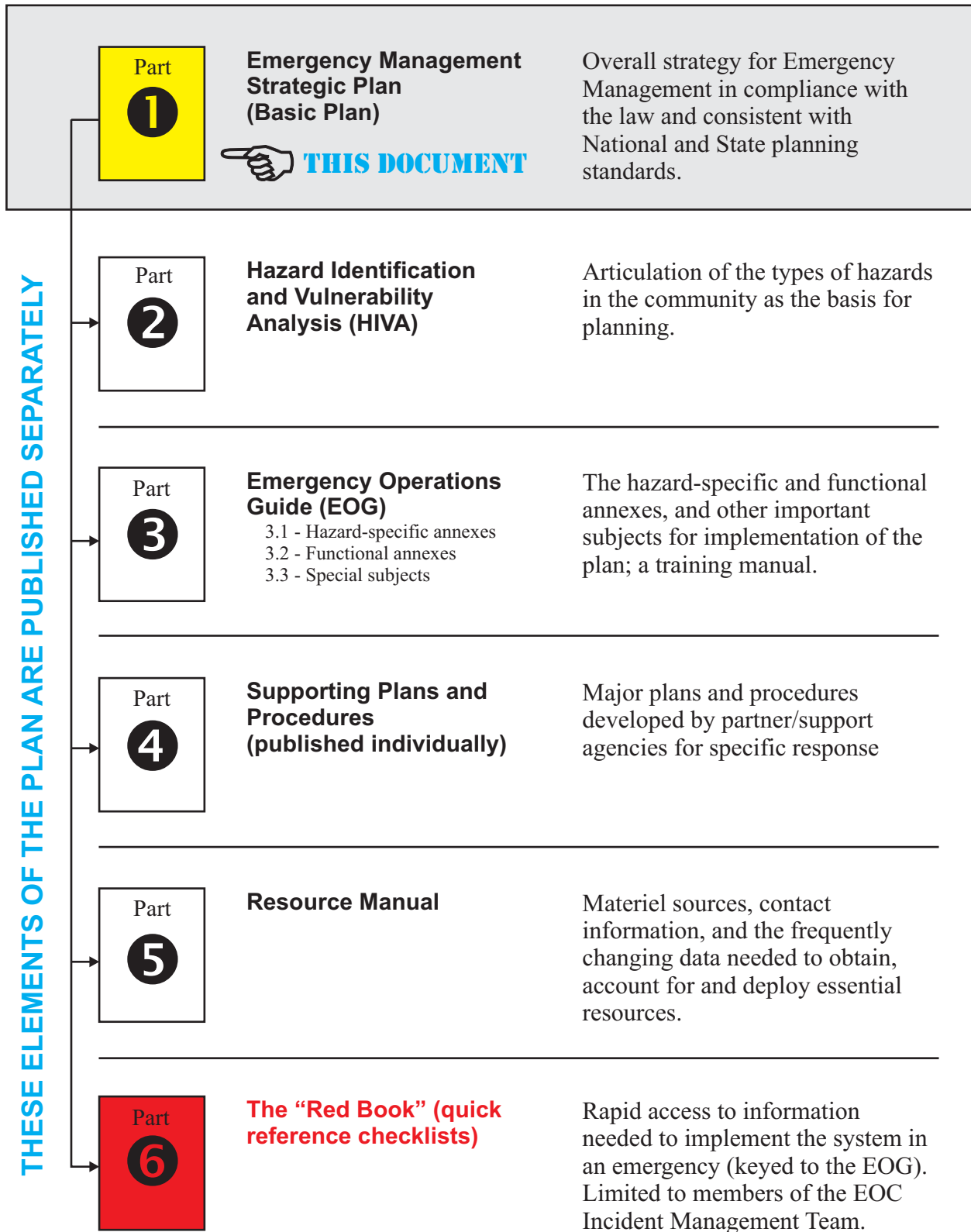
CONTENT CLARIFICATION: For further information on this plan or the Jefferson County/City of Port Townsend Emergency Management program, contact *Jefferson County Department of Emergency Management*, 81 Elkins Road, Port Hadlock, WA 98339; phone 360.385.9368, email jcdem@co.jefferson.wa.us.



Robert W. (Bob) Hamlin
July 1, 2013

Planning Concept

Comprehensive Emergency Management Plan





Jefferson County - City of Port Townsend
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Executive Summary

Version 2013.01

This is the *Comprehensive Emergency Management Plan* (CEMP) required by law. It defines how we will carry out an inclusive program of Emergency Management in Jefferson County and the City of Port Townsend. This plan uses a single scalable approach to handling most hazards.

The law says each political subdivision must develop such a plan and program¹. It is permissible to set up a joint emergency management capability, and Jefferson County and the City of Port Townsend have agreed to do so.

This plan follows the recommendations of the Federal Response Framework. The contents are specified in state and federal planning guides. The format of this plan was developed to meet unique local needs and concept of operation.

The plan is implemented by DEM through an Incident Management Team at the Emergency Operations Center (EOC). The team is made up of key agency representatives and qualified volunteers, and is structured according to the Incident Command System (ICS). The EOC team determines an overall strategy, assures communications flow, supports acquisition of essential resources, and generally supports the response partners in the field.

The EOC is the DEM base of operations, and the central coordination point for activities related to the emergency. An Alternate EOC (AEOC) in Port Townsend serves as a Coordination Center for coordination of city resources. There is a secure communications link between the two facilities, and both are equipped with the radio resources needed to coordinate with field operations.

DEM has procedures in place to receive and disseminate alerts and activate public warning systems. A Duty Officer system provides for 24/7 coverage.

In a major emergency, all county and city offices and departments become part of the emergency management system as needed. The emergency response agencies and support partners participate in the joint emergency management system by formal and informal agreements. A network of local volunteer, non-profit, and faith based organizations can be mobilized to provide much needed aid.

When needed, a declaration of emergency activates the local emergency powers necessary to combat the emergency. These powers include the ability to obligate expenses, obtain resources, and use equipment and services with the greater flexibility necessary to meet critical demands.

¹ Each political subdivision shall maintain a current plan of operation which shall be based on a hazard analysis and as a minimum include a basic document with the elements listed in [WAC 118-30-060 \(1\)-\(8\)](#).

After the emergency, local government leaders provide policy-level support to the Department of Emergency Management, and play a major role in communication with the community during disaster recovery. The County Administrator and the City Manager provide the conduit between the EOC Incident Management Team and the Board of County Commissioners/City Council.

In the event conditions overwhelm local capabilities, state and federal disaster assistance may be triggered through a number of legal mechanisms. A declaration of emergency by the Governor activates certain state support.

To determine the amount of damage, a Preliminary Damage Assessment (PDA) process is conducted. If it appears that the level of damage may meet the federal criterion, the Governor may request a Presidential declaration of emergency to initiate the federal aid process. A cumulative amount of damage among several communities in the state is usually necessary to meet the federal assistance threshold.



Hood Canal Bridge – February 13, 1979 (WSDOT)

Federal disaster relief may be released under the Stafford Act. Individual Assistance involves a menu of programs designed to provide direct aid, grants, and other critical services to individuals and families. Public Assistance is intended for support of emergency measures taken by local government agencies in response to the emergency and to aid with restoration of damaged public facilities and infrastructure.

Some Public Assistance reimbursement to local government may be possible. A narrowly interpreted set of rules requires detailed documentation, and not all emergency measures will qualify. Local and state matching funds may be required in this category.

Recovery operations following a disaster include stabilization and re-establishment of basic life needs of county and city residents (food, clothing, shelter and medical services), restoration of lifeline services (power, water, sewer, phone and transportation routes), repairs to critical public facilities, and the clearance of hazardous debris. Long term recovery will involve a task force of local officials and community leaders.

This plan is frequently exercised and updated to meet changing needs and community growth. The ongoing planning process includes input from a range of interests and disciplines, and strongly reflects local preparedness values and expectations.

SECTION 1.1 INTRODUCTION AND STRATEGY



**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**

"CORN DOG ONE"

FIELD OPERATIONS - MULTI-PURPOSE UNIT



Jefferson County - City of Port Townsend COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.1 Introduction and Strategy

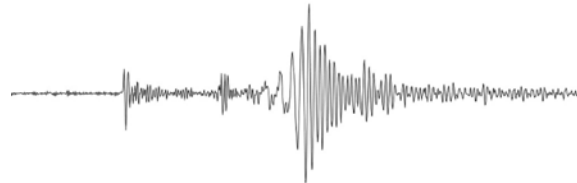
Version 2013.01

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

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

ACTION PRIORITIES – These priorities will be observed to the extent possible in the execution of emergency management plans and procedures:

1. Threat to life
2. Property damage
3. Lifeline infrastructure damage
4. Environmental impact
5. Economic impact



REQUIREMENTS OF THE LAW - Chapter 38.52 Revised Code of Washington, requires each political subdivision of the State of Washington to establish and maintain a program of disaster preparedness consistent with the National Response Framework.

The emergency management program, established by resolution and defined by an approved plan, must be consistent with State and Federal expectations and best practices to assure the maximum coordination and use of resources at all levels.

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

PHASES OF EMERGENCY MANAGEMENT – According to the National Response Framework there are five “preparedness missions”: *Prevention, Protection, Mitigation, Response, and Recovery*. These preparedness missions aid in organizing program activities. This plan, and the sub-elements included by reference, addresses all phases.

JEFFERSON COUNTY DEPARTMENT OF EMERGENCY MANAGEMENT - The Department of Emergency Management (DEM) is established to administer the program and coordinate activities according to the plan. Administrative offices of the department are located at

the Emergency Operations Center (EOC) in Port Hadlock. The EOC is also the primary location for overall implementation of the CEMP.

JOINT EMERGENCY MANAGEMENT ORGANIZATION - The law allows a joint organization of emergency management between jurisdictions. An agreement between Jefferson County and the City of Port Townsend defines how the multi-jurisdictional program will be achieved, and how collaborative disaster planning, training and coordination of operations makes the best use of limited local resources.

THE COMPREHENSIVE EMERGENCY MANAGEMENT PLAN - The Jefferson County-Port Townsend Comprehensive Emergency Management Plan (CEMP) meets the requirements of the law by defining how a program for emergency management will be implemented. The CEMP, in its various component parts, identifies the hazard or threat, establishes the strategy, guides operations, and organizes resources to meet the emergency response and recovery needs of the community.

HAZARD IDENTIFICATION AS A BASIS FOR PLANNING - A *Hazard Identification and Vulnerability Analysis* (HIVA) enumerates the hazards this community may face, the potential impact of these hazards, and the overall probability of occurrence. The HIVA is the foundation for emergency planning and therefore establishes the context in which a disaster plan and program is developed and executed.

PLANNING OBJECTIVES - This is an all-hazards plan covering the full range of natural or man-made/technological disasters (including the consequences of terrorism) in a single flexible concept of operations. The execution of the plan is based on the universal coordination methods defined in the *National Response Framework* to assure consistency and seamless collaboration. The National Incident Management System is recognized throughout the plan as the basis for organization and management of resources.

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

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

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

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

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

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

NATIONAL DISASTER RECOVERY FRAMEWORK – The National Disaster Recovery Framework (NDRF) is a guide to promotion of effective recovery in large-scale incidents. The NDRF focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural and environmental fabric of the community. (See Section 1.8 – Recovery).

STATE COMPREHENSIVE EMERGENCY MANAGEMENT PLAN - The *State of Washington Comprehensive Emergency Management Plan* mirrors the NRF by defining how state, local, and tribal entities will coordinate under the overall national scheme.

LOCAL EMERGENCY PLANNING MODEL - Jefferson County has developed a planning model that reflects our local concept of operations. The plan's major elements are consistent with the requirements of the law and best practices, and are centered on the standards and expectations of the *State of Washington Comprehensive Emergency Management Plan*.

The following six parts collectively make up the *Jefferson County-Port Townsend Comprehensive Emergency Management Plan*. Each component is designed to add incrementally to the overall view.

Part 1 – Emergency Management Strategic Plan (EMSP). This document – known as the Basic Plan - defines the overall strategy for development and delivery of a program of disaster mitigation, preparedness, response, and recovery.

*Part 2 – Hazard Identification and Vulnerability Analysis (HIVA)*¹. This is an inventory of conditions in the community that have a potential for larger impact and can adversely affect people, property, the environment, and the economy.

*Part 3 – Emergency Operations Guide (EOG)*². The EOG provides details by which the plan is implemented. The EOG serves as a training manual, and the associated Emergency Action Checklists support rapid implementation. Part 3 consists of:

- Part 3.1 – Hazard-Specific Annexes
- Part 3.2 – Functional Annexes
- Part 3.3 – Special Subjects

*Part 4 – Supporting Emergency Plans and Procedures*³. This is a compendium of plans and procedures developed by partner agencies for specific response and recovery scenarios.

*Part 5 – Resource Manual*⁴. This frequently changing component contains the data necessary to support operations. It includes contact information, resource inventories, and the information needed to obtain, deploy, and account for essential resources.

¹ Published separately. Available on line at www.jeffcoecoc.org.

² Published separately in limited numbers to facilitate frequent additions.

³ On file at the Department of Emergency Management.

⁴ Located at the Emergency Operations Center. Contains material that is changed frequently.

Part 6 – Quick Reference Manual (The “Red Book”). This segment provides the EOC Incident Management Team with rapid access to the key information needed to implement the system in an emergency.

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

The supporting elements of the CEMP, (subject to frequent modifications to assure currency), are consistent with the EMSP and are included in the overall strategy by reference.

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

§ 1.1 – *Introduction and Strategic Vision.* An overview of the emergency management plan and program and an outline of the concept of operations (this document).

§ 1.2 – *Emergency Management and Multi-Agency Coordination.* This section defines the mechanism for coordination of multiple agencies and organizations involved in the emergency or disaster, and explains the roles and responsibilities of the Emergency Operations Center and the Incident Management Team.

§ 1.3 – *Emergency Services and Support Agencies.* This section discusses how the first line response agencies and their support services will conduct emergency operations under the overall coordination schematic.

§ 1.4 – *Engineering and Utilities.* Section 1.4 covers issues relating to public works, utilities restoration, and public facilities.

§ 1.5 – *Resource Management.* Discussion of acquisition and distribution of essential material support.

§ 1.6 - *Community Operations.* This section provides for coordination of community partners in delivering essential services to special needs populations. It also includes provisions for neighborhood preparedness groups, animal welfare services, shelter and assistance (mass care), and discusses the conduit for communication with community groups and private business. Schools are included in the Community Operations segment. A major component of Community Operations is a process for dissemination of emergency public information.

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

§ 1.8 – *Disaster Recovery.* Strategies for coordinated post-disaster stabilization and community recovery.

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

SUPPORTING PLANS AND PROCEDURES - Local emergency response and recovery partners develop internal plans and procedures that support the overall concept of operations.

Local agency plans identify how they will conduct and coordinate their activities to support collaboration with all the partners under a single overarching concept of operation. The major supporting plans are included in the CEMP by reference.

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

IMPLEMENTATION TRAINING AND EXERCISES - The Department of Emergency Management will coordinate training aimed at implementation of the plan according to agency roles and responsibilities.

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

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

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

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

Limited resources make such accommodation challenging. We will attempt to meet those challenges by acquiring a better picture of the need in the community, including a disabilities component in all future emergency planning, and by involving people with different types of disabilities in an ongoing planning process.

All associated emergency plans will include a special needs component to assure this segment of the population is included at every level. The goal is to integrate the diverse elements of the community into a single, comprehensive emergency planning and response strategy. (See Section 1.6 for more on people with access and functional needs).

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

- Local resources may be overwhelmed, damaged, or otherwise limited in their ability to respond as planned. It may not be possible to meet all needs under extreme circumstances.
- The lack of funds or a shortage of resources may limit the ability to conduct emergency operations as planned.

- The inability to disseminate local warnings may result in some citizens not receiving emergency information. This plan relies heavily on the capabilities of the State and Federal governments and the news media.
- Geographic isolation or impaired access may limit or prevent timely delivery of outside aid.
- Resources and time may constrain the ability of the program to meet all objectives, and require prioritization of planning, response, and recovery efforts.

PARTICIPATION IN THE PLANNING PROCESS

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

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



PLAN REVIEW AND REVISION - The *Comprehensive Emergency Management Plan* is revised as necessary every four calendar years. Components of the CEMP are reviewed annually and updated as needed to assure currency with best practices.

PLAN DISTRIBUTION - The adopted Emergency Management Strategic Plan (Basic Plan) will be distributed in paper version to all partner agencies. An electronic version in .pdf format will also be available for distribution.

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

SECTION 1.2 EMERGENCY MANAGEMENT AND COORDINATION



**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**



Jefferson County - City of Port Townsend
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.2 **Emergency Management and Coordination** Version 2013.01

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

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

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

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

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

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

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

EOC INCIDENT MANAGEMENT TEAM - An EOC Incident Management Team (EOC IMT) is established to provide overall coordination and support¹. It is a combination of

¹ The EOC IMT is a NIMS Type 4 local all-hazards, multi-discipline team designated for overall coordination from the Emergency Operations Center.

Emergency Management staff, agency representatives, and trained volunteers. The team is organized according to the Incident Command System (ICS) consistent with the NIMS compliance requirement.² The City of Port Townsend also has a management team that acts in coordination with the EOC IMT.

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

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

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

Contact with those partnerships is provided by the EOC Incident Management Team utilizing a wide variety of communications tools. Each stakeholder is afforded unique connectivity to the team for development of plans, training, exercises, and emergency operations coordination. These partnerships are multilateral, and coordinated through a central point to assure the best use of resources.

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

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

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

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

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

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

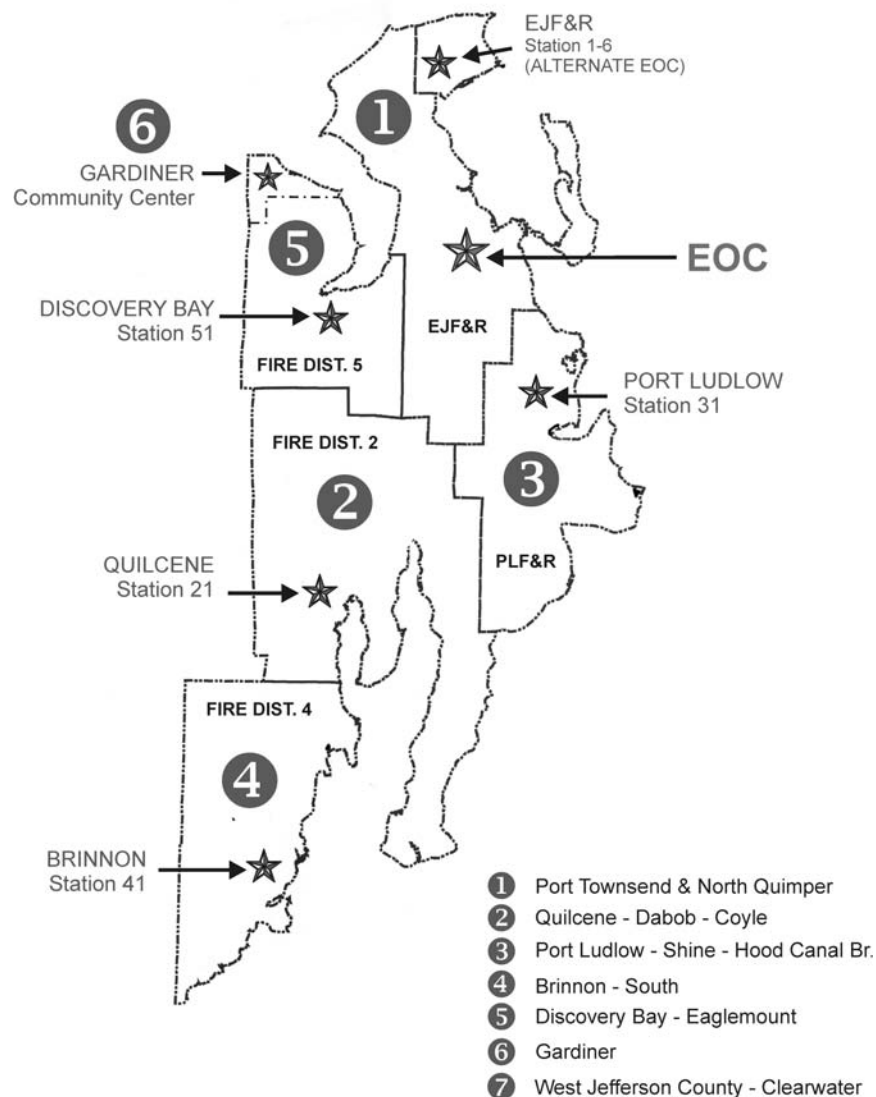
- Coordination Center (for primary direction and control point)
- A common emergency response coordinator agency (fire district)

² Additional reference: Attachment 1.9.6 – Incident Management Team Organization Chart

- Point of Distribution (for distribution of critical supplies). More than one POD may be identified to cover geographic separation
- Air transportation capabilities (landing strips or suitable LZ's)
- Marine transportation capabilities (for movement of goods and people by water)
- Communications capabilities (development of a communications plan for each OA consistent with the overall communications networks)
- Critical facilities inventory (identification of vulnerable facilities)
- Shelter facilities (community points of refuge and mass care shelters)

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

Figure 1.2.1 – OPERATIONAL AREAS



Revised March 2013

A photograph showing three firefighters in full protective gear, including helmets and SCBA tanks, fighting a large fire. One firefighter in the foreground is spraying a high-pressure stream of water from a hose onto the flames. The fire is intense, with bright orange and yellow flames and thick black smoke rising into the sky. The scene is set outdoors, with trees visible in the background.

SECTION 1.3 EMERGENCY SERVICES AND SUPPORT

**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**



Jefferson County - City of Port Townsend
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.3 Emergency Services and Support

Version 2013.01

EMERGENCY SERVICES - This section describes emergency response agencies (fire, emergency medical, law enforcement, coroner, search and rescue, and public safety communications), how they plan to augment local capabilities with outside help (surge capacity), and how they will coordinate overall response.

Surge capacity is the ability of the agency or organization to obtain, coordinate, deploy and communicate with like resources when local assets are exhausted or overwhelmed.

ORGANIZATION AND DELIVERY OF FIRE/EMERGENCY MEDICAL SERVICES - Fire and Emergency Medical (pre-hospital) Services (EMS) are organized into six Rural Fire Protection Districts (Fire Districts) encompassing the populated areas of East Jefferson County and a small segment of West Jefferson County. A part of the Gardiner area is served by Clallam County Fire District No. 3.

Fire Districts are municipal corporations and considered political subdivisions of the state. The Fire Districts are organized and equipped to deliver both fire suppression and EMS. Career personnel make up about 20% of the workforce, the remainder being qualified volunteers.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

HOSPITAL SERVICES - Jefferson County Hospital District No. 2 operates Jefferson Healthcare (previously Jefferson General Hospital) in Port Townsend. It is the only hospital in East Jefferson County. Hospital services in West Jefferson County are provided by the Forks Community Hospital (West Clallam County) serving West Jefferson County as Hospital District

No. 1. Jefferson Healthcare is a municipal corporation, operating under a five member elected commission.

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

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

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

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

DUTIES OF THE CORONER AND DISPOSITION OF HUMAN REMAINS - The Jefferson County Prosecutor is the Coroner. The death of all persons, with certain limited exceptions, falls within the jurisdiction of the County Coroner. The Coroner is responsible for identification, determination of cause of death, notification of next of kin, and disposition of unclaimed bodies.

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

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

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

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

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

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

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

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



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

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

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

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

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

MILITARY SUPPORT TO CIVIL AUTHORITIES – Assets of the Washington State National Guard and the Department of Defense are permitted to provide military support to civil authorities under the Defense Support of Civil Authorities (DSCA) provision. National Guard assistance is considered DSCA but is conducted as a state-directed action.

Military assistance is considered supplemental to local efforts. All military assistance will be requested through or coordinated with the State Emergency Management Division.

SECTION 1.4 PUBLIC WORKS AND UTILITIES



**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**



Jefferson County - City of Port Townsend COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.4 Public Works and Utilities

Version 2013.01

DELIVERY OF PUBLIC WORKS AND ENGINEERING SERVICES - The City's Department of Public Works maintains the city infrastructure. It is dedicated to street maintenance, wastewater treatment, surface water management, and the maintenance of city buildings.

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



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

PUBLIC WORKS SURGE CAPACITY AND DISASTER STRATEGY - Both the City and County Department of Public Works are signatory to the *Washington State Public Works Emergency Response Mutual Aid Plan*.

- Overall coordination of Public Works activities is accomplished through representation on the EOC Incident Management Team in the Operations Section. (Public Works unit when activated.) The City Department of Public Works may work through the City Command Center when activated.

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

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

WATER DISTRIBUTION SURGE CAPACITY AND PLANNING STRATEGY - Public water systems maintain emergency plans and procedures, coordinated with this plan, for response to water emergencies¹. There is some connectivity between systems allowing for limited redirection of water resources to systems in need.

¹ City of Port Townsend Water Utility Emergency Response Plan.

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

ELECTRICITY DISTRIBUTION SYSTEMS - Jefferson County is served by four electrical utilities:

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

ELECTRICAL DISTRIBUTION SYSTEMS SURGE CAPACITY AND PLANNING STRATEGY - There is interconnectivity among the electric utilities providers that can accommodate moderate shortages. In addition, mutual aid plans and agreements cover sharing of repair resources.

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



An annual hypothetical emergency scenario will be conducted to identify policy, communications, resources, coordination, and organizational elements to verify the operability of the ERP and consistency with the Jefferson County CEMP.

OTHER FRANCHISE UTILITIES - A cable television system, and various public and private internet service providers (ISP), make up the balance of franchise utilities in Jefferson County.

SECTION 1.5 RESOURCE MANAGEMENT



**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**



Jefferson County - City of Port Townsend
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.5 Resource Management

Version 2013.01

RESOURCE MANAGEMENT STRATEGY - The resource management objective is to identify unmet community emergency needs, establish strategic priorities for meeting those needs, acquire the essential resources, and coordinate the best application of those resources toward the overall incident objectives. In addition, the emergency management system provides coordination of materiel support to the emergency response and recovery partners.

RESOURCES - The general term “resource”, as used here, means personnel, supplies, equipment, services, or funds. Such resources, vital to the execution of this plan, may be drawn from existing government agencies, rented, leased, purchased, loaned, conscripted, or donated.

STATUS OF INTERNAL (ORGANIC) RESOURCES - Local emergency response organizations have existing plans and procedures for augmenting their capabilities (surge capacity). This includes agreements with adjacent agencies and jurisdictions, regional mutual aid agreements, state mobilization plans, and similar instruments of collaboration. For purposes of this plan these are “organic” resources, considered for direct coordination by the emergency management system only where there is a critical scarcity. An organic resource is coordinated by the recipient agency according to a pre-arranged command structure.

INFORMATION SHARING AND COORDINATION - Although many organic resources may be obtained, assigned, and applied without direct involvement of the Emergency Operations Center, coordination of that information with the EOC is important in order to understand the scope of the response, reduce the possibility of duplication, and fill in the big-picture information necessary to grasp the scope of the response. That process is particularly important when local and mutual aid resources are about to become exhausted or depleted and may need to be replaced with outside help.

IDENTIFICATION OF UNMET NEEDS - Unmet needs are those critical life and safety elements associated with the incident for which there are no apparent and timely solutions. Meeting those needs may require re-prioritization of local capabilities, acquisition of external resources, or some other combination of efforts to mitigate the hardship. For larger scale incidents, an **Unmet Needs Unit** will be established in the EOC in the **Community Operations Branch**.

LOCAL GOVERNMENT RESOURCES ARE THE FIRST PRIORITY - It is the responsibility of local government to aid persons suffering from injury or damage. Jefferson County and the City of Port Townsend are required to utilize their personnel, facilities, services, and equipment (resources) to the extent possible to mitigate the emergency.¹ This is the first level in the cost assignment hierarchy. External resources are utilized in support of local efforts.

SPECIAL PROVISIONS OF THE LAW – EMERGENCY POWERS - In carrying out response to an emergency within this plan, when a Declaration of Emergency has been made, the County and the City have the power to enter into contracts and incur the obligations

¹ RCW 38.52.110.

necessary to protect health and safety of persons and property and provide emergency assistance to victims. These actions can be taken with greater flexibility to meet critical demands in a timely way. This includes such formalities as budget law limitations, competitive bidding, etc. Demonstration of reasonable attempts to attain the best value, given the limitations of the incident, is highly recommended in the event that emergency expenditures become eligible for cost recovery.

BORROWING SERVICES AND EQUIPMENT FROM CITIZENS - In the event of a disaster, after proclamation by the governor, the County and the City shall have the power to command services and equipment of private citizens, PROVIDED, that they are entitled to the privileges, benefits, and immunities identified in the law.

RESOURCE MANAGEMENT PROCESS - The Emergency Operations Center Incident Management Team will establish a resource ordering and tracking process to assist with the acquisition and coordination of requested resources. This system will provide the tracking procedures necessary to document the request, ordering, receiving and delivery of ordered resources. Resource management is the responsibility of the **Logistics Section** of the EOC Incident Management Team.

CENTRAL RECEIVING AND DISTRIBUTION - Consistent with state and federal requirements, a central material staging depot may be identified to serve Jefferson County, with additional points of distribution planned for each of the Operational Areas.

POINTS OF DISTRIBUTION – Points of distribution (PODs) may be established at various locations throughout the county for distribution of essential supplies to citizens impacted by the emergency.



CONTROL OF A TRANSFERRED RESOURCE - When requested resources, processed through the resource management system, are received and assigned to a requesting agency, they will be considered transferred to the direct management control of the requestor until released. When a transferred resource has an internal command/supervision structure, that structure will remain intact within the overall organization of the requesting agency.

RESOURCES REQUESTED BY OTHER AGENCIES - Where essential resources are being acquired through the emergency management system at the request of other response agencies, the cost of those resources will be assigned to the requesting agency. Whenever possible, the costs will be pre-identified.

RESOURCES NOT OFFICIALLY REQUESTED THROUGH THE RESOURCE MANAGEMENT SYSTEM - There is a prescribed resource ordering process in place through the Emergency Operations Center. The cost for resources that are not requested through this resource management process (including those that respond spontaneously) may not be eligible for reimbursement should it become available. Unrequested/unplanned resources are seldom used, and may interfere with the resource management system.

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

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

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

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

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

When volunteers are utilized by private agencies, assumption of liability will be in accordance with their internal policies. Other volunteers, assigned outside of existing groups, will be provided the special protections defined by the law for emergency workers.²

We love our Emergency Management

Volunteers!



² Reference RCW 38.52 and WAC 118-04.

SECTION 1.6 PUBLIC AFFAIRS AND COMMUNITY OUTREACH



**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**



Jefferson County - City of Port Townsend COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.6 Public Affairs and Community Outreach Version 2013.01

CITIZEN PREPAREDNESS - Disaster preparedness of our citizens is a key component of our emergency management strategy. The promotion and support of local family and business readiness will result in a reduction of demand for limited resources in an emergency and accelerate community recovery. A comprehensive emphasis on responsibility and collaboration, along with a four-way communication scheme, is the basis of our community outreach.

PUBLIC EDUCATION - The emergency management system strongly supports preparedness education at the family and neighborhood level. Jefferson County Emergency Management fully utilizes a wide variety of pre-planned events in the community as well as traditional media outlets to promote awareness and preparedness education. Additionally, through the department's web page, links can be found to assist the community in better understanding the potential for various weather and non-weather related events or disasters.



NEIGHBORHOOD PARTNERSHIP - The promotion of preparedness activities neighborhood-by-neighborhood is a way to increase partnership. Self-sustaining neighborhoods, with internal plans for initial response to disasters at the block level, provide a support base that accommodates both our scarcity of assets as well as our sense of community.

Organized neighborhoods are an emergency preparedness core value. Prepared neighborhoods share resources, expertise, and communications, relieving emergency responders to concentrate on broader priorities.

NEIGHBORHOODS ARE A COMPONENT OF THE WARNING NETWORK - Whenever possible, the use of organized neighborhood communications networks will be employed as an adjunct to the traditional warning and emergency information dissemination processes. Leveraging these relationships reinforces saturation of information.

INDIVIDUAL/FAMILY RESPONSIBILITY TO PREPARE – Our foundation strategy for meeting emergency needs of people with access or functional needs or other special conditions, is to actively support individual/family responsibility for preparedness at the personal level, adding progressive layers of neighborhood collaboration, care agencies, and assistance groups. Should the need overwhelm our local capabilities in a major emergency, assistance can also be marshaled from the larger community. Community members can contribute by:

- Reducing hazards in and around their homes.
- Preparing an emergency supply kit and household emergency plan.
- Monitoring communications carefully during the emergency.
- Volunteering with an emergency response and recovery agency (or organized emergency preparedness neighborhood organization).
- Enrolling in emergency preparedness courses.

EMERGENCY PUBLIC INFORMATION - The timely dissemination of public information following a major emergency expands the warning component by filling in the details. The demand for information exceeds most other emergency elements. The regional and national media provide some elements of this information, but localization best fulfills the need. Our emergency public information strategy is to augment traditional outlets with details essential to our community using methods known to work in our community.

LIMITATIONS TO EMERGENCY INFORMATION DISSEMINATION – Dissemination of emergency public information relies on local broadcast outlets KPTZ FM and KROH FM. In addition we rely on regional media (larger Puget Sound area radio and television stations) to carry important local information to the majority of our population. This is sometimes problematic due to prioritization of information aimed at the large market areas of those commercial outlets. Our local print media, while limited in an emergency as well, plan to support our information dissemination efforts in protracted events.

We maintain a subscription-based text and email alerting system supported by a dedicated web site to augment traditional media outlets. Some additional use of internet technology methods (including “social media” capabilities) can be employed, but the reliance on functioning infrastructure (survival of fragile internet resources) limits effectiveness in major emergencies.

JOINT INFORMATION PROCESS - The multiple emergency response and recovery partners represented on the EOC Incident Management Team understand and support the need for coordinated community message. The concept of a Joint Information Center (JIC) will be used to make sure all stakeholders have message saturation in an emergency, and speak with a common, unified voice.

COMMUNITY OPERATIONS – To assure coordination of disaster relief, a **Community Operations Branch** (COB) has been established in the EOC Incident Management Team. The COB is responsible for coordination of:

- Special needs populations (uniquely vulnerable citizens)
- Expedient shelter and temporary housing
- Food programs (mass feeding and bulk food/water distribution)
- Short term assistance to individuals
- Neighborhood preparedness groups
- Disaster animal welfare

RESPONSIBILITY FOR MASS CARE, SHELTER, AND ASSISTANCE – Coordination of a program “... *to aid victims suffering from injury or damage resulting from disasters caused by all hazards* ...” is an essential responsibility of the Emergency Management program. The strategy for this essential function is to make the best coordinated use of resources from the many non-profit relief agencies and community organizations. A Mass Care unit will be established in the **Community Operations Branch** (Operations Section) to coordinate this activity.

MEDICAL NEEDS SHELTERS – The Region 2 Health Care Coalition will develop a strategic plan (under separate cover) for provision of temporary shelters for vulnerable, medically fragile individuals (not hospitalized) who require sustained assistance when their daily survival mechanisms and support systems are interrupted in a disaster.



PEOPLE WITH ACCESS AND FUNCTIONAL NEEDS IDENTIFIED – Vulnerable citizens include those who may need additional assistance in an emergency because of reduced mobility, dependency on medical technology, impaired vision or hearing, fragile age, or other factors. This may include persons who are at a high risk from harm due to a significant limitation in their personal care or self-protection abilities. For

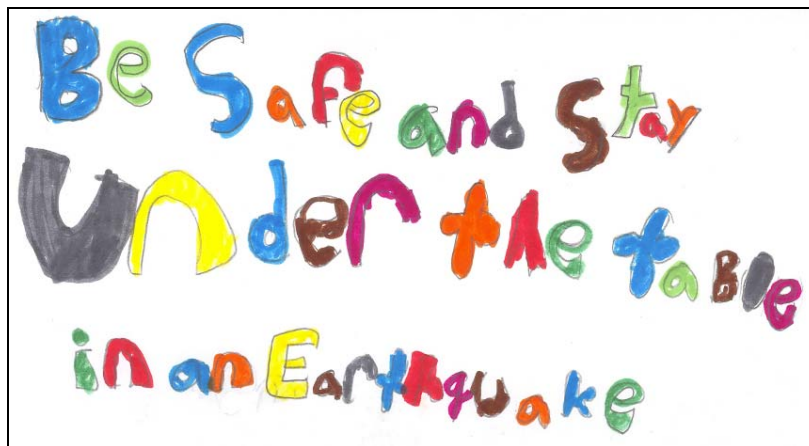
some, loss of supports due to power or communications outages, or transportation and supply disruptions, may be the only risk factor.

SPECIAL NEEDS COORDINATION – A Task Force of health care agencies, service providers, adult care facilities, support groups, and individuals¹ can be established in the EOC **Community Operations Branch** to coordinate emergency services to people with access and functional needs.

EMERGENCY PLANNING INTEGRATION POLICY (EPIP) – The objective of the EPIP is to integrate the diverse elements of the community into a single, comprehensive emergency planning and response strategy. An *Emergency Planning Integration* work force will be convened to oversee meeting the project goals and objectives. The outcome is to assure inclusion of a “persons with disabilities/special needs” component in all training, drills, exercises, and public education and outreach, emergency response and recovery to the extent possible within available resources. (See EOG 3.2.08 – Emergency Planning Integration Policy).

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

ACCOMMODATING THE UNIQUE NEEDS OF CHILDREN IN A DISASTER – The needs of children, particularly post-disaster, including reunification of children with families, childcare services, identification of special resources, lead coordinating agency identification, post-disaster counseling, and other support services. Guidance and planning support for the identification and delivery of special services to children is being conducted by the State Department of Social and Health Services in cooperation with the State Superintendent of Public Instruction.



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

THE JEFFERSON COUNTY BUSINESS COMMUNITY – Economic stability and recovery following a major emergency depends largely on the level of preparedness of the business community. Continuity of critical business functions, the protection of essential data, protection of inventory, the welfare of the workforce, and partnership in the response and recovery effort, are the objectives of our business and industry component.

¹ Jefferson County component of the Region 2 Health Care Coalition

COORDINATION OF BUSINESS AND INDUSTRY RECOVERY – A long term recovery group will be established jointly by County and City leadership. Constituents of the recovery group will be determined by the nature and scope of the impact. (See EOG 3.2.10 – Short Term Recovery).

SCHOOL EMERGENCY PLANS – There are four East Jefferson County public school districts (Port Townsend District 50, Chimacum District 49, Quilcene District 48, and Brinnon District 46). West Jefferson elementary students attend Queets-Clearwater School, other grades travel to Forks schools (Quillayute Valley School District). All schools have Safe Schools Plans in accordance with the requirements of the law. There are some private independent and faith-based schools that have varying degrees of emergency preparedness.

COORDINATION WITH SCHOOLS – Schools do not have an individual representative in the Emergency Operations Center. Coordination with the school districts (a designated point of contact) depends on the nature and scope of the incident. Default communication with local schools is through **EOC Liaison**.

NON-GOVERNMENTAL AND VOLUNTEER ORGANIZATIONS – The resources of non-governmental organizations (NGO) are an important part of the community response and recovery capability. They will be integrated with the emergency management system to the extent possible. NGO's are coordinated through the EOC Incident Management Team **Community Operations Branch**.

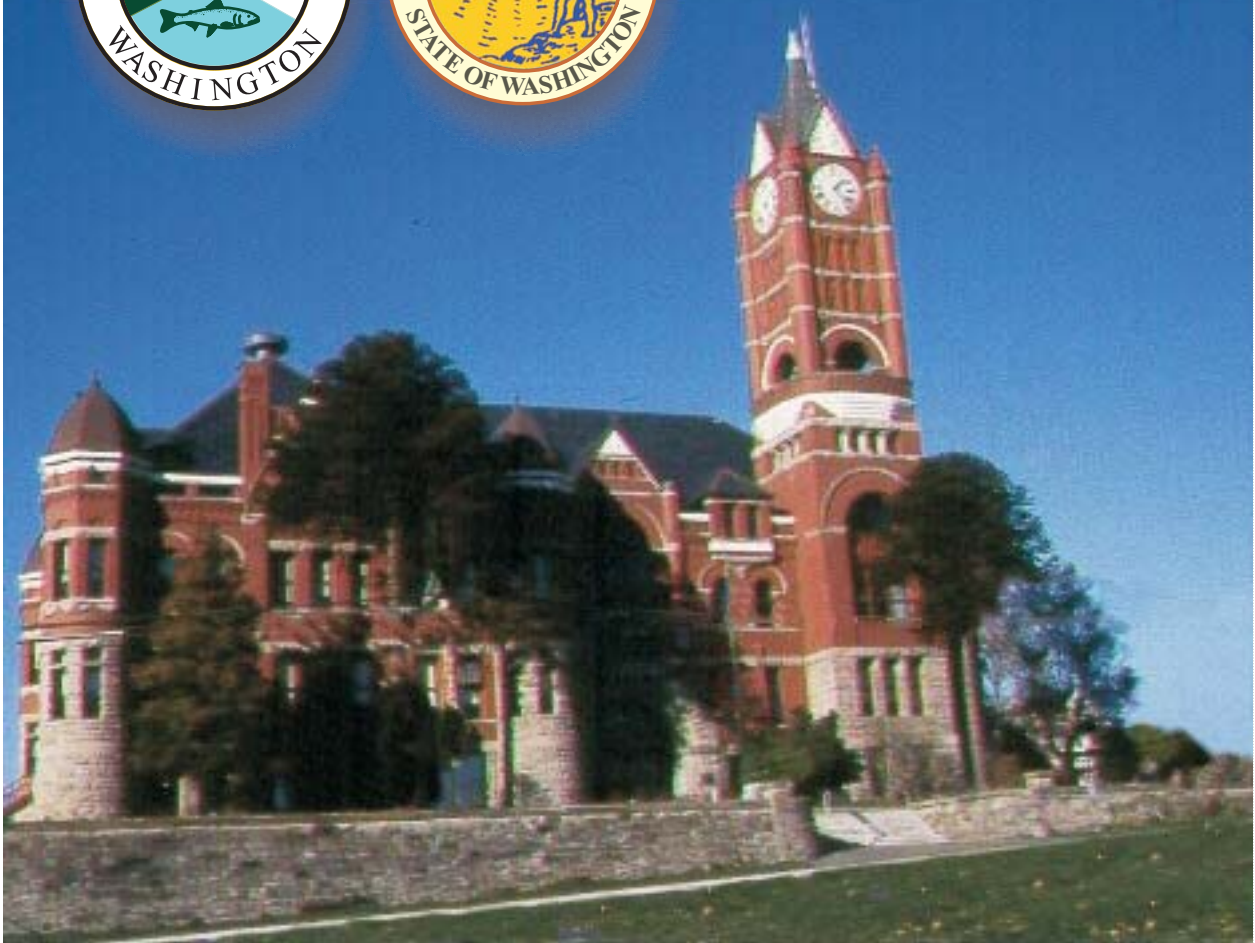
ANIMAL EMERGENCY PLANS – Pets and livestock can become victims of disaster. Although it is an individual/family responsibility for having animal emergency plans, the emergency management system takes an organized approach to support this. Procedures are in place for animal rescue, evacuation, expedient shelter, veterinary services, and mortality management. An **Animal Welfare Unit** can be established as the central coordinating organization, coordinated through the **Community Operations Branch** in the EOC. The task force will have the responsibility to assure accommodation of the rescue, evacuation, transportation, or shelter of persons with pets or service animals.



The Animal Welfare Group will prepare a resource list of the agencies/organizations that can provide services and supplies needed to support this plan in a major emergency. (See EOG 3.02.14 – Jefferson County Animal Disaster Protection Plan).

UNMET NEEDS – It is challenging to foresee all the possible needs of our citizens impacted by a disaster. For this purpose an **Unmet Needs Unit** can be activated in the EOC **Community Operations Branch** to identify and consider solutions for unique emergency needs for which there is no apparent remedy readily available. The Unmet Needs Unit will make maximum use of private sector community resources as well as non-traditional services.

SECTION 1.7 LOCAL GOVERNMENT OPERATIONS AND ADMINISTRATION



Jefferson County - Port Townsend Comprehensive Emergency Management Plan



Jefferson County - City of Port Townsend COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.7 Government Operations and Administration Version 2013.01

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

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

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

The Jefferson County Administrator is an appointed official who serves as the Chief Executive Officer for the County, and is responsible for carrying out all decisions, directives, policies, ordinances, and resolutions made by the Board of County Commissioners. Administrative departments, under the County Administrator, include Central Services, Public Health, Public Works, Community Development, WSU Cooperative Extension, and Emergency Management. (See Section 1.9.1 – County government Organization Chart).

CITY ORGANIZATION - The legislative responsibility for city government is assigned to a seven-member City Council. The executive authority is vested in the City Manager (appointed by the City Council). City departments are: Administration (City Attorney, City Clerk), Development Services, Finance, Library, Public Works (Engineering, Parks, Streets and Utilities), and Police. The City Manager is responsible for Emergency Management in the City, and executes that duty through the interlocal agreement for Emergency Management. (See Section 1.9.2 – City Government Organization Chart).



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

USE OF COUNTY AND CITY PERSONNEL AND SERVICES IN AN EMERGENCY - County and City personnel, services, and equipment are a part of the local emergency

management system. Washington State law directs the heads of governments to utilize those assets, along with those of the other municipal corporations and special districts, to the “maximum extent practicable”.¹ It is the responsibility of the Department of Emergency Management to assist them in developing the internal procedures necessary for execution of their emergency duties as identified in this plan.

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

EMERGENCY POWERS - The law provides certain unique powers to the heads of local government in the event of an emergency. Such powers may be enacted when an emergency or disaster occurs that demands immediate action to preserve public health, protect life and public property, and provide relief to the stricken community.² In carrying out this plan the Board of County Commissioners and/or the City Council may exercise those powers without regard to the time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) including (but not limited to)³:

- Budget law limitations
- Requirements of competitive bidding
- Publication of notices
- Provisions pertaining to the performance of public works
- Entering into contracts
- Incurring obligations
- Employment of temporary workers
- Rental of equipment
- Purchase of supplies and materials
- Levying of taxes
- Appropriation and expenditure of public funds

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

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

DECLARATION OF EMERGENCY - A local declaration of emergency activates the emergency powers described above and is the prerequisite for requesting state and federal assistance in a major emergency. Such declaration is made by the county or city legislative body by adoption of an ordinance or resolution. A city declaration/resolution is made under RCW 35.33.081 whereas a county declaration is covered by RCW 36.40.180. A joint resolution can be made under RCW 38.52.070(2).⁴

¹ RCW 38.52.110(1)

² RCW 38.52.010(6)(a)

³ RCW 38.52.070(2)

⁴ Additional reference: Emergency Operations Guide (EOG) 3.3.13 – Procedures for Local Declaration of Emergency

ALTERNATE LOCATION FOR THE CONDUCT OF PUBLIC BUSINESS - The emergency affairs of the county or city can be conducted in an alternate place for the duration of the emergency provided reasonable effort is made to notify the public of the emergency relocation.

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

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

CONTINUITY OF GOVERNMENT - The law provides the authority for identification of a succession of powers in an emergency.⁵ The Board of County Commissioners and the City Council have adopted resolutions defining how their powers and duties will be uninterrupted.⁶ In addition, each department or office will designate a line of succession for the discharge of emergency actions in the event the incumbent office holder or department head is unavailable. The available responsible person shall have full authority of the incumbent office holder or department head in carrying out the emergency actions of the department.

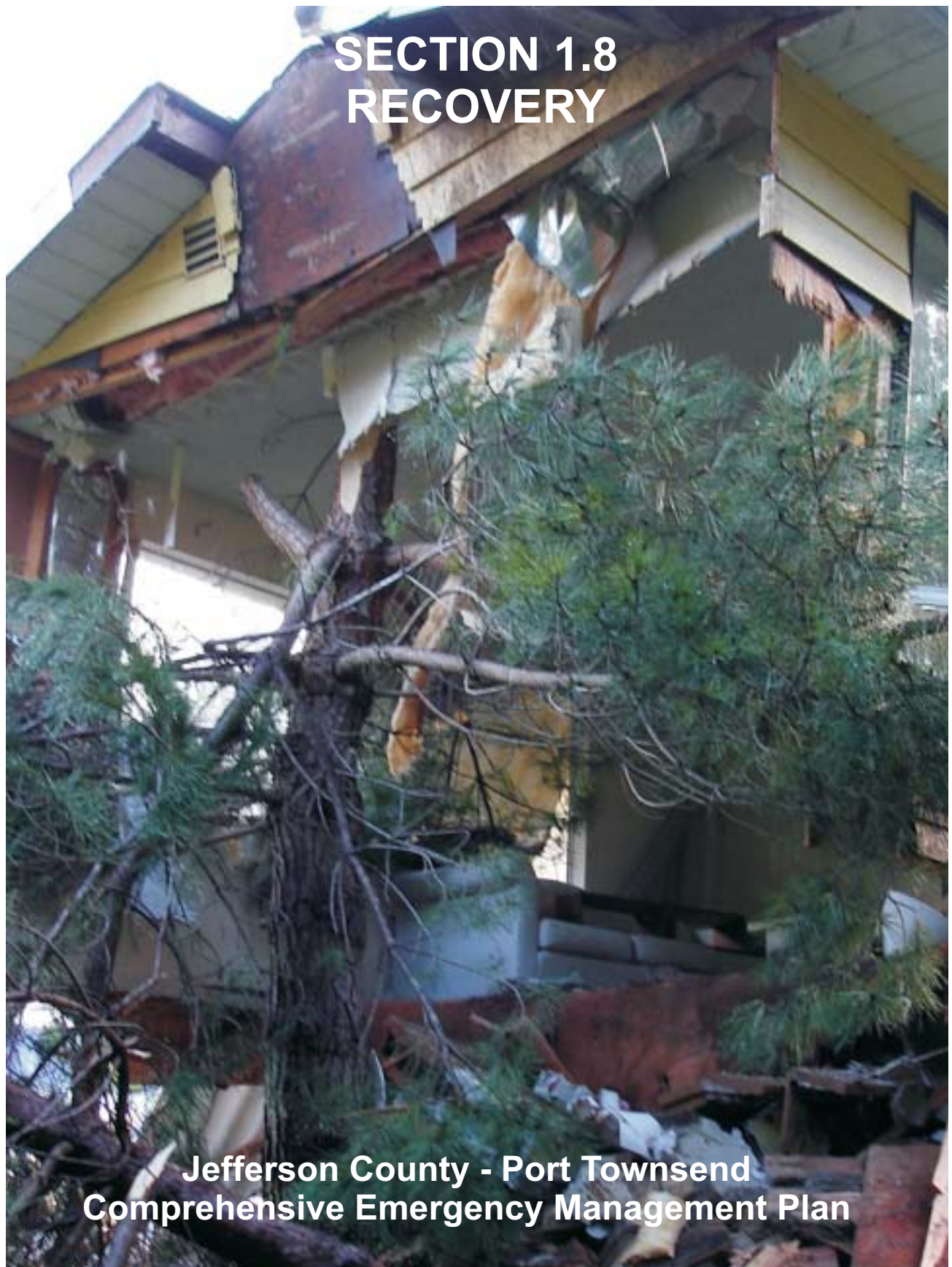


Jefferson County Courthouse, Port Townsend

⁵ RCW 42.14

⁶ Additional reference: Jefferson County Resolution No. 54-05 – Continuity of Government in Case of an Emergency or Disaster

SECTION 1.8 RECOVERY



**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**

BRINNON AREA HOME DESTROYED BY MUD SLIDE



Jefferson County - City of Port Townsend COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Part 1: Basic Plan

Section 1.8 DISASTER RECOVERY

Version 2013.01

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

PRIMARY ROLE – Local government has the primary role of planning and managing all aspects of the community’s recovery. A Local Disaster Recovery Manager (LDRM)¹ will be designated to work with the local-state-federal recovery team. The role of the LDRM is to facilitate problem solving, and foster coordination among local partners and stakeholders.

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



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

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

¹ In accordance with the National Disaster Recovery Framework.

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

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

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

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

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

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

DISASTER ASSISTANCE – Depending on the size and scope of the disaster, a menu of resources available from Federal and Non-Government agencies and organizations may be activated to assist with recovery. Upon issuance of a Declaration of Disaster by the President (requested by the governor) assistance will become available to public entities (including possible reimbursement of eligible costs) and private individuals through the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* (administered by the Federal Emergency Management Agency - FEMA) and other programs. Guidelines for how those relief benefits are allocated continuously evolve, and there is not sufficient space here for much detail about that.

OTHER VOLUNTARY ORGANIZATIONS OR CHARITABLE INSTITUTIONS – Volunteer disaster relief organizations may be able to provide short-term assistance throughout the recovery process.

OBJECTIVES OF FEMA INDIVIDUAL ASSISTANCE – The emphasis will be on stabilization of community health, safety, and security. Assistance may be available to eligible

public applicants to repair, restore, or replace damaged facilities to pre-disaster design, capacity, and condition.

PUBLIC AGENCY APPLICANTS ELIGIBLE FOR FEDERAL ASSISTANCE –

- Cities and towns
- Counties
- State agencies
- Federally recognized Indian tribes
- Special purpose districts
- Critical private non-profit organizations
- Government service type non-profit organizations

SAMPLE PUBLIC ASSISTANCE PROJECTS – These categories may be eligible for reimbursement under the Public Assistance program:

- Category A: Debris removal
- Category B: Emergency protective measures
- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Buildings and equipment
- Category F: Utilities
- Category G: Parks, recreational, and other

PROCUREMENT – Great care must be taken when purchasing goods and materials and contracting for services for projects approved under the FEMA Public Assistance Program. All projects are subject to audit. Contracts must be of reasonable cost, generally competitively bid, and otherwise comply with Federal, State, and local procurement standards.

Federal procurement standards are not waived unless lives and property are at stake. However, non-compliance after bona fide exigencies no longer exist may result in ineligibility for federal disaster assistance. All contracting practices must provide full and open competition to all qualified bidders.

COORDINATION WITH THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) – The Department of Emergency Management is the primary point of contact with FEMA. Public entities involved in recovery projects will appoint an applicant agent as the principal representative for the agency regarding approved projects.

ENVIRONMENTAL ISSUES – Although emergency powers allow certain activities impacting public health and safety to be carried out without delay, all recovery activities remain accountable to the myriad environmental laws and regulations, limitations on historical buildings and landmarks, and other regulatory processes. Each applicant agency will be required to comply with the permit requirements, and other measures required by law to the extent possible; and will be responsible for knowing what those requirements are.

DISASTER DECLARATION REQUIRED FOR ASSISTANCE DEFINED IN THE STAFFORD ACT– The governor must ask the President to make a disaster declaration. If a declaration is made, several state and federal government agencies will come together to administer the assistance programs in the eligible jurisdictions. To be eligible for aid, Jefferson County must be included in the disaster declaration.

DOCUMENTATION – Detailed documentation of ALL activities associated with disaster response and recovery is a prerequisite for Federal reimbursement under the Public Assistance

Program if available. Comprehensive records must be kept in real time and at all levels (not reconstructed) and present a clear description of the actions taken.



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

SECTION 1.9 ADDENDA



The ability to deal with a crisis is largely dependent on the structures and relationships that have been developed before the emergency.

**Jefferson County - Port Townsend
Comprehensive Emergency Management Plan**



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



Part 1: Basic Plan

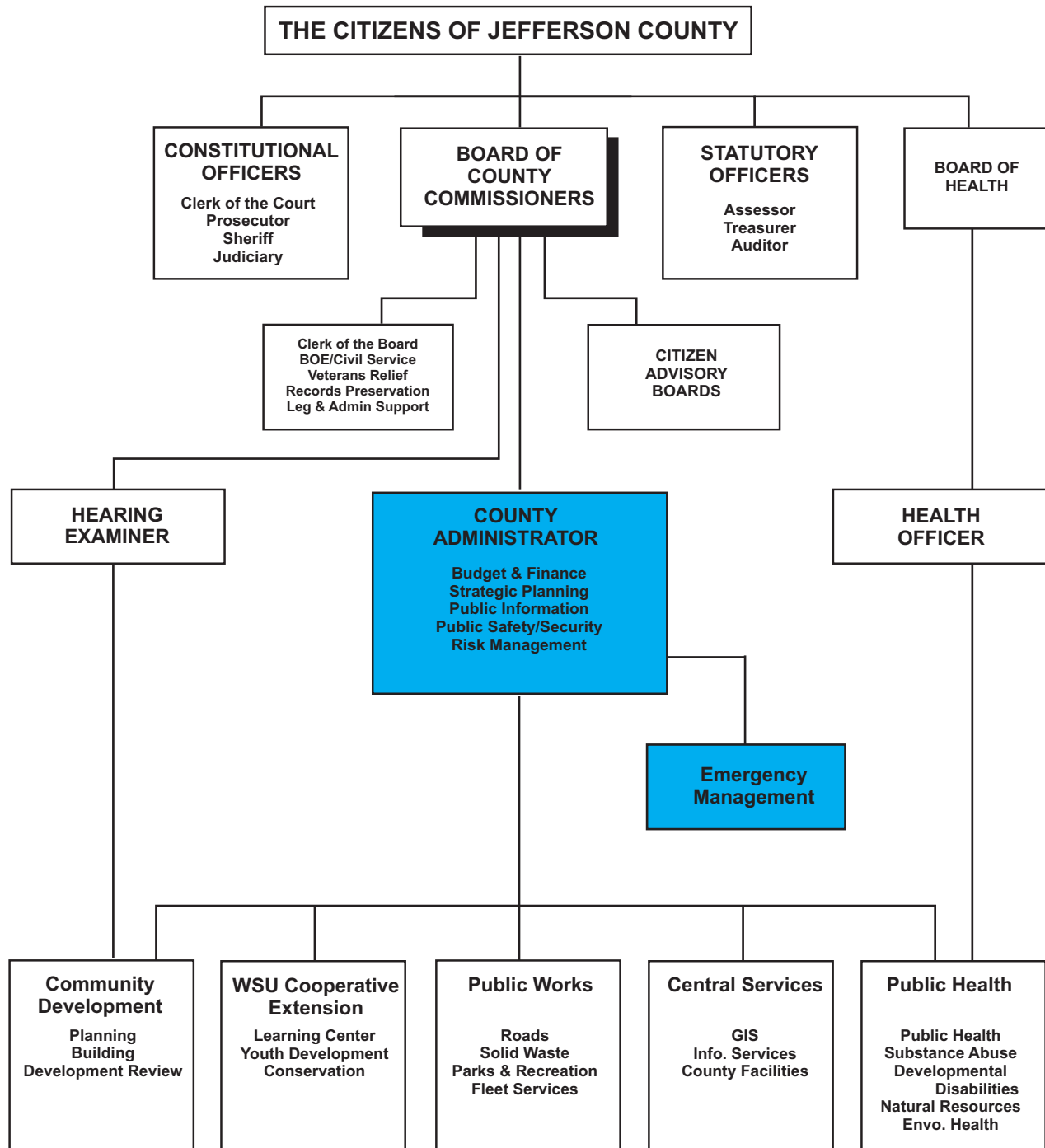
Section 1.9

Addenda

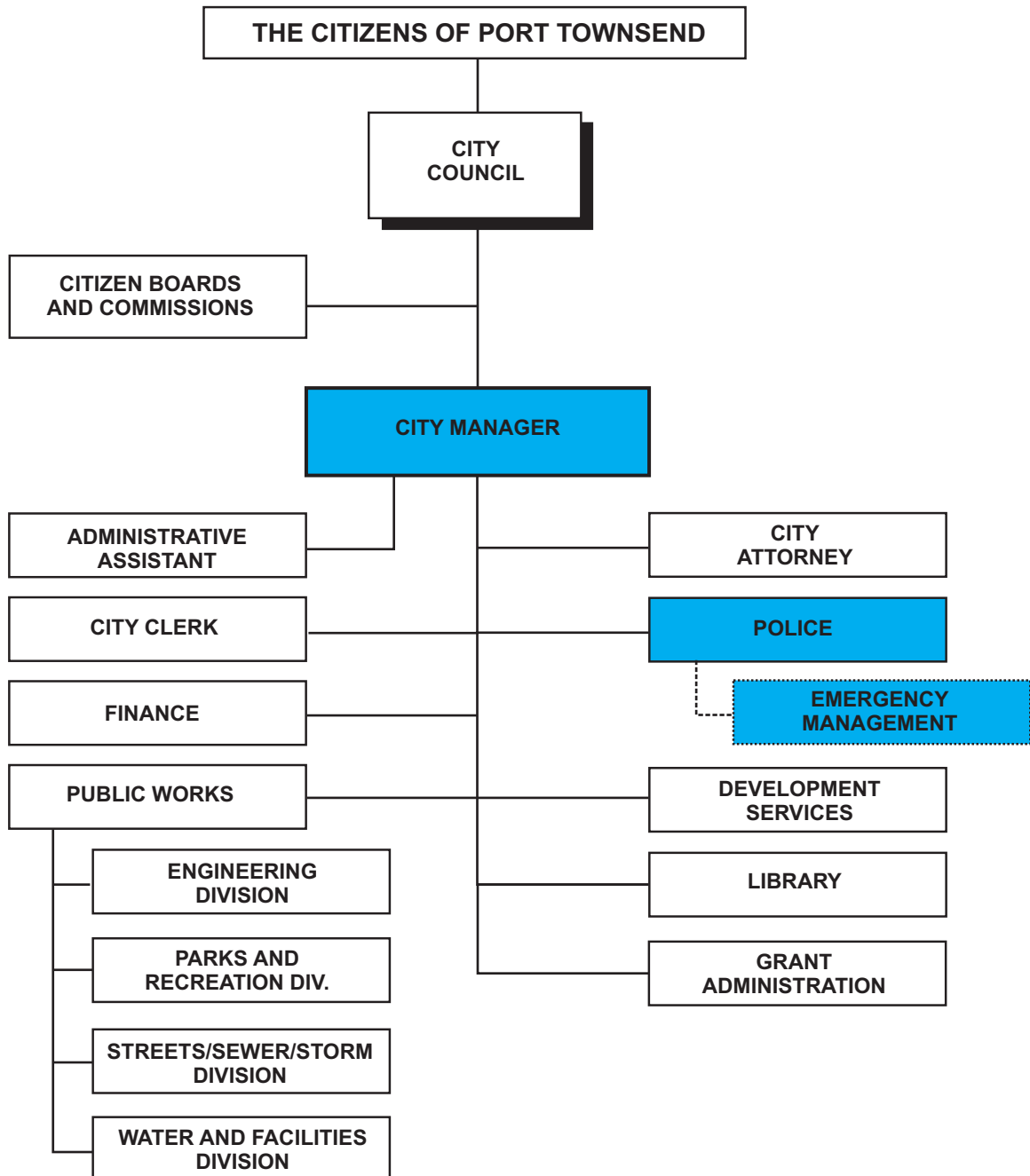
Version 2013.01

- 1.9.1 County Government Organization Chart
- 1.9.2 City Government Organization Chart
- 1.9.3 Disaster Roles of County and City Offices and Departments and Partner Agencies
- 1.9.4 Designated Coordinating Agencies
- 1.9.5 EOC Activation Criteria – Scaled Implementation
- 1.9.6 EOC Incident Management Team Organization Chart
- 1.9.7 Cross Reference to State and Federal Plans (ESF Format)
- 1.9.8 Contents of Part 3 – Emergency Operations Guide (EOG)
- 1.9.9 List of Relevant Partner Agencies' Emergency Plans (published separately)
- 1.9.10 Layout of the Emergency Operations Center

Attachment 1.9.1
County Government Organization
Version 2013



Attachment 1.9.2
City Government Organization
Version 2013



Attachment 1.9.3

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

Version 2013

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

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

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

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

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

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

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

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

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

| SPECIAL DISTRICTS AND QUASI-MUNICIPAL CORPORATIONS | |
|---|--|
| Jefferson County Fire Protection Districts | Activation of emergency plans and procedures Fire suppression Urban/technical rescue and evacuation Fire investigation Emergency Medical Services (pre-hospital aid) Hazardous materials emergency response (support) Assistance with initial damage assessment Assistance with dissemination of warnings |
| Jefferson County Public School Districts | Activation of emergency plans and procedures Coordination of school resources Emergency communication with staff and students |

| | |
|--|---|
| | Assistance with emergency transportation Damage assessment (school facilities) |
| Jefferson County Hospital District No. 2 (Jefferson Healthcare) | Activation of emergency plans and procedures Provision of basic hospital services Coordination of hospital resources Coordination with regional hospitals Coordination of clinics and surge capacity facilities |
| Jefferson County Public Utility District | Activation of emergency plans and procedures Damage assessment (water systems) Damage assessment (power grid) Restoration of the water system (served areas) Restoration of power |

| NON-GOVERNMENT ORGANIZATIONS AND PRIVATE SECTOR ENTITIES | |
|---|---|
| American Red Cross | Shelter operations Mass care Assistance to disaster victims |
| Olympic Community Action Programs (Olycap) | Assistance with emergency food Special needs populations (Olycap clients) Point of refuge coordination (Olycap community centers) |
| Jefferson County Ministerial Association | Designated points of refuge Assistance with shelter and mass care |
| Community Service Organizations | Assistance with community recovery programs |
| Neighborhood Preparedness Groups | Individual and family preparedness Neighborhood communications Neighborhood damage assessment and reporting |
| Private business | Activation of business recovery plans Assistance with community recovery programs Critical goods and services |

Attachment 1.9.4

Local Coordinating Agencies

Version 2013

A lead coordinating agency is identified for each hazard category.¹ The support agencies are those most likely to have a major role, but does not exclude other participation.

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

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

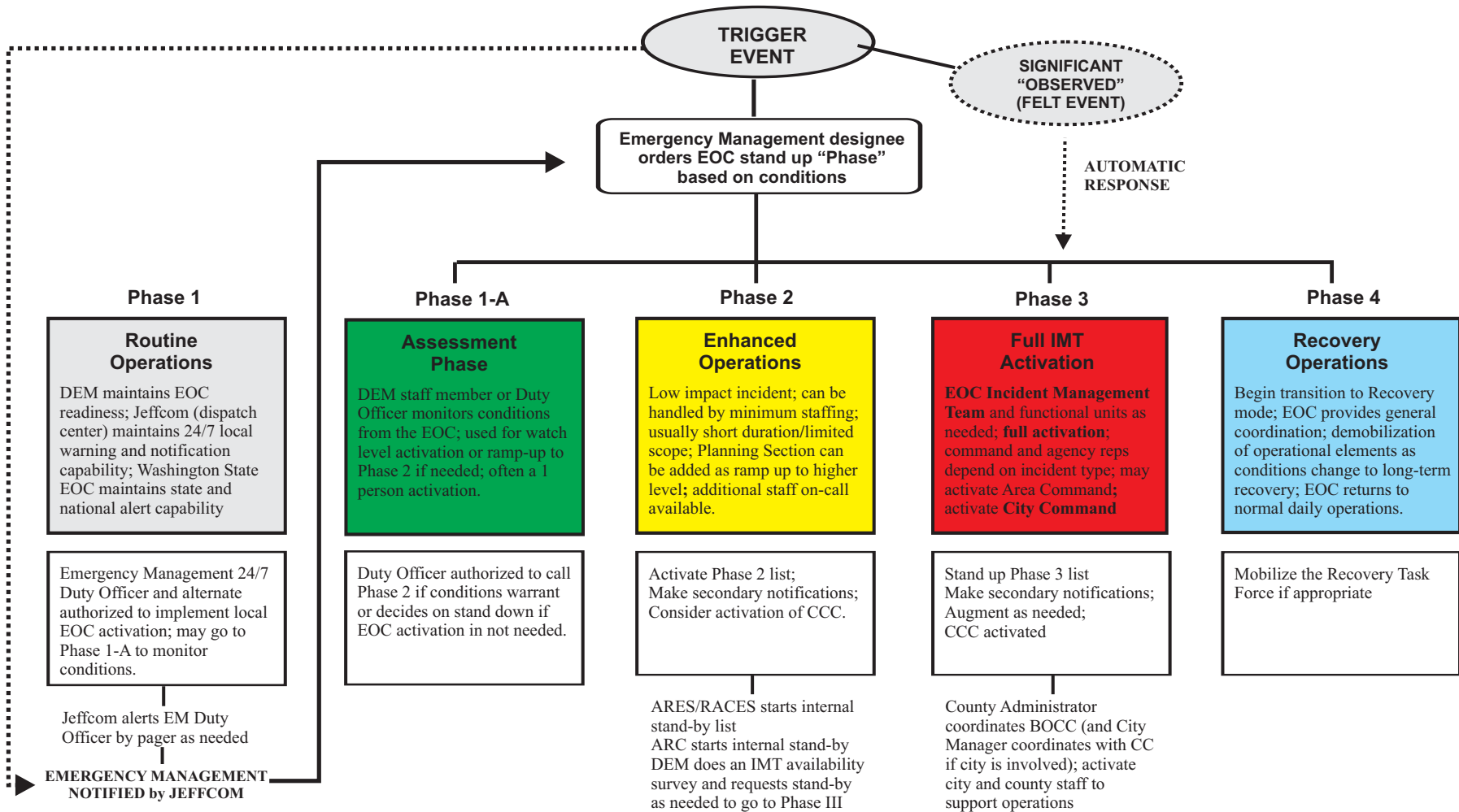
Unified Command may be established at the EOC when the command function affects multiple jurisdictions. Some hazards are best handled by the designated command agency/Unified Command at the scene.

| HAZARD | | LOCAL COORDINATING AGENCY | ASSISTING AGENCIES |
|--------|-------------------------|---------------------------|---|
| 01 | Damaging Winds | Emergency Management | Fire/EMS Public Works Law Enforcement P. U. D. |
| 02 | Winter Storms | Emergency Management | Public Works Law Enforcement |
| 03 | Flood | Emergency Management | Public Works |
| 04 | Earthquake | Emergency Management | All |
| 05 | Public Health Emergency | Public Health | Fire/EMS |
| 06 | Terrorism | Law Enforcement | Fire/EMS Emergency Management |
| 07 | Tsunami | Emergency Management | Fire/EMS Law Enforcement |
| 08 | Volcanic Activity | Emergency Management | Public Works |
| 09 | Heat Wave | Public Health | Fire/EMS |
| 10 | Drought | Public Health | Emergency Management |
| 11 | Power Outage | PUD | Fire/EMS Public Works Public Health |
| 12 | 911 Outage/Overload | Jeffcom | Emergency Management |
| 13 | Civil Emergency, Other | Law Enforcement | Fire/EMS |
| 14 | Wildland Fire | Fire/EMS | Mutual aid Fire Law Enforcement |
| 15 | Marine Oil Spill | Coast Guard | Dept. of Ecology Fire/EMS Responsible Party |

¹ Reference purposes only. Actual conditions will determine organizational structure.

| | | | |
|----|--------------------------------|---------------------------------------|---|
| | | | Environmental Health |
| 16 | Water Shortage | City Utilities (city) PUD (county) | Public Health |
| 17 | Mass Casualty Incident | Fire/EMS | Law Enforcement |
| 18 | Maritime Emergency | Coast Guard | Fire/EMS |
| 19 | Major Fire | Fire/EMS | Mutual aid Fire/EMS Law Enforcement |
| 20 | Major Law Enforcement Incident | Law Enforcement | Mutual aid LE Washington State Patrol |
| 21 | Hazardous Materials | Washington State Patrol | Fire/EMS |
| 22 | Military Ordnance | NAVMAG Indian Island | Fire/EMS Law Enforcement |
| 23 | Aircraft Mishap | Fire/EMS | Law Enforcement Aircraft Parent Agency |
| 24 | Dam Failure | Fire/EMS | City Utilities (Lords Lake) |
| 25 | Mudslide with exposures | Fire/EMS | Public Works |

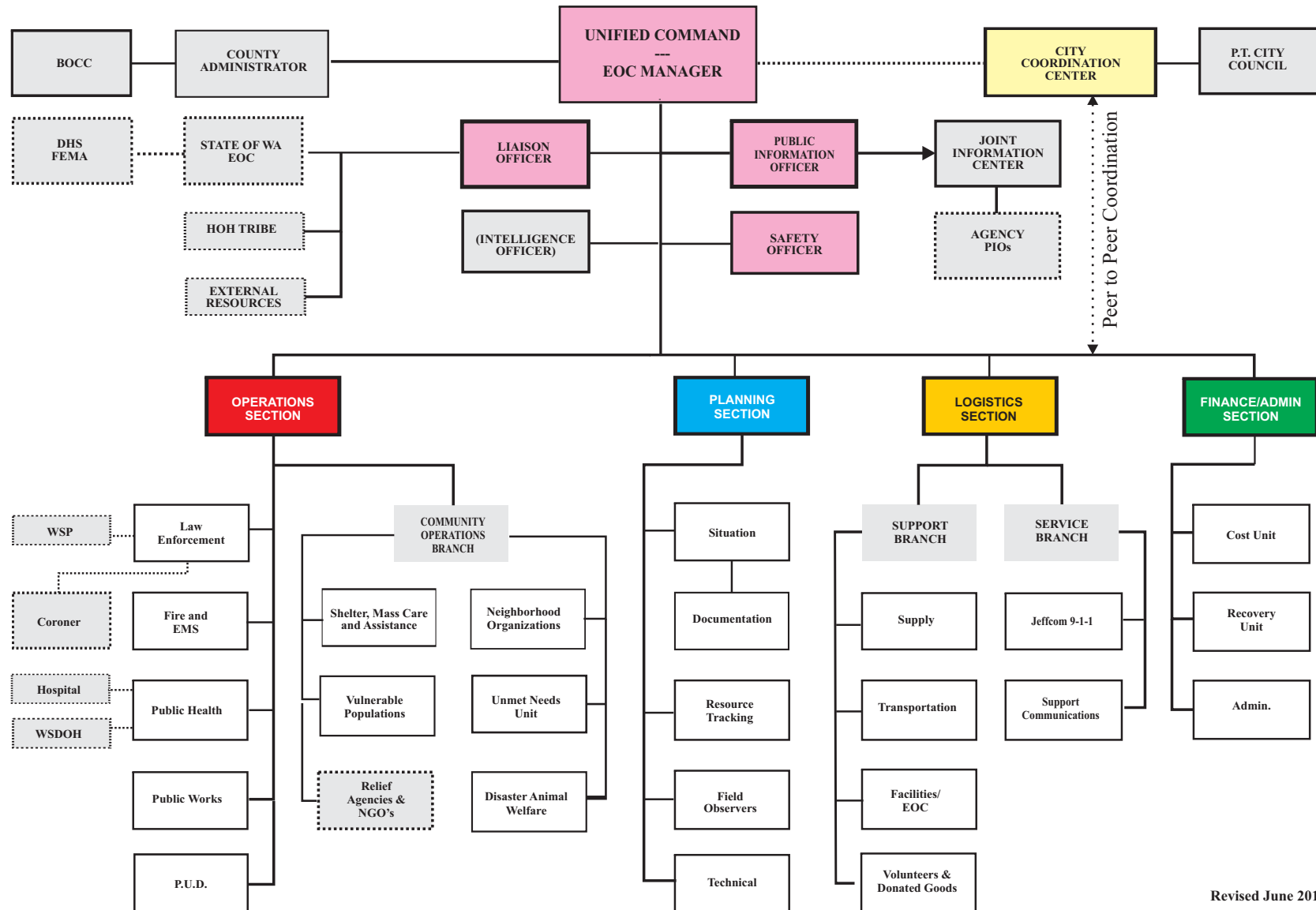
Attachment 1.9.5 EOC Activation Criteria Version 2013



Attachment 1.9.6

EOC Incident Management Team Organization Chart

Version 2013



Revised June 2013

Attachment 1.9.7
Cross Reference to
State and Federal Plans (ESF Format)
Version 2013

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

| EMERGENCY SUPPORT FUNCTION | EQUIVALENT IN THIS PLAN |
|--|---|
| ESF 1 – Transportation | Part 1.5 – Resource Management EOG 3.2.06 – Transportation EOG 3.2.07 – Resources |
| ESF 2 – Communications and Warning | EOG 3.2.01 – Warning and Alert EOG 3.2.03 – Communications Coordination EOG 3.2.03, Attachment B – Amateur Radio Emergency Service |
| ESF 3 – Public Works and Engineering | Part 1.4 – Public Works and Utilities Part 4.1 – Jefferson County PUD Emergency Restoration Plan |
| ESF 4 – Firefighting | Part 1.3 – Emergency Services and Support |
| ESF 5 – Emergency Management | Part 1.2 – Emergency Management and Coordination |
| ESF 6 – Mass Care and Human Services | Part 1.3 – Emergency Services and Support Part 1.8 – Disaster Recovery Part 1.6 – Public Affairs and Community Outreach |
| ESF 7 – Logistics and Resource Support | Part 1.5 – Resource Management EOG 3.2.07 – Resources |
| ESF 8 – Public Health and Medical Services | Part 1.3 – Emergency Services |
| ESF 9 – Search and Rescue | EOG 3.2.12 – Wilderness Search and Rescue EOG 3.2.12, Attachment A – EOC Support to SAR |
| ESF 10 – Hazardous Materials Response | Part 3.1.21 – Hazardous Materials Response |
| ESF 11 – Agriculture and Natural Resources | Not used in this plan |
| ESF 12 – Energy | Part 1.3 – Public Works and Utilities Part 4.1 – Jefferson County PUD Emergency Restoration Plan |
| ESF 13 – Law Enforcement | Part 1.3 – Emergency Services and Support Part 4.4 – Washington State LE Mobilization |
| ESF 14 – Long Term Recovery | Part 1.6 – Public Affairs and Community Outreach Part 1.7 – Government Operations |

| | |
|--|---|
| | Part 1.8 – Disaster Recovery EOG 3.2.11 - Recovery |
| ESF 15 – Public Affairs | Part 1.6 – Public Affairs and Community Outreach |
| ESF 16 – Not used | |
| ESF 17 – Not used | |
| ESF 18 – Not used | |
| ESF 19 – Not used | |
| ESF 20 – Military Support to Civil Authorities | EOG 3.2.09 – Military Support to Civil Government |

KEY:

Part 1 = Basic Plan (this plan)

Part 4 = Support Plans and Agency Emergency Procedures (published individually)

EOG 3.1= Emergency Operations Guide – Hazard Specific Annexes

EOG 3.2 = Emergency Operations Guide – Functional Annexes

EOG 3.3 = Emergency Operations Guide – Special Subjects

Attachment 1.9.8

Contents of the Emergency Operations Guide (EOG)¹

3.1 Hazard-Specific Annexes

- 3.1.01 Damaging Winds
- 3.1.02 Winter Storms
- 3.1.03 Flood (include slides, urban and small stream flooding)
- 3.1.04 Earthquake
- 3.1.05 Public Health Emergency
- 3.1.06 Terrorism
- 3.1.07 Tsunami
- 3.1.08 Volcanic Eruption/Ash fall
- 3.1.09 Heat Wave
- 3.1.10 Drought
- 3.1.11 Power Outage
- 3.1.12 9-1-1 Outage or Overload
- 3.1.13 Civil Emergency (Other)
- 3.1.14 Wildland-Urban Interface Fire
- 3.1.15 Marine Oil Spill
- 3.1.16 Water Shortage/Water or Sewer System Breakdown
- 3.1.17 Mass Casualty Incident (MCI)
- 3.1.18 Maritime Emergency (ferry accident; ship collision)
- 3.1.19 Major Fire Activity
- 3.1.20 Major Law Enforcement Activity
- 3.1.21 Hazardous Materials Incident
 - 3.1.21 – Attachment A: Hazardous Materials Emergency Response Plan
- 3.1.22 Military Ordnance Incident
- 3.1.23 Aircraft Mishap (civil, commercial, and military aviation)
- 3.1.24 Dam Failure
- 3.1.25 Mudslide (single location; significant damage)

3.2 Functional Annexes

- 3.2.01 Warning and Alert
 - 3.2.01 – Attachment A: All Hazards Alert Broadcast (AHAB)
 - Red Book Tab 6: AHAB emergency action checklist
 - 3.2.01 – Attachment B: National Warning System (NAWAS)
 - Red Book Tab 7: NAWAS emergency action checklist
 - 3.2.01 – Attachment C: Emergency Alert System (EAS)
 - Red Book Tab 3: EAS action checklist
 - 3.2.01 – Attachment D: NIXLE® Text Messaging System
 - Red Book Tab 9: NIXLE emergency action checklist
- 3.2.02 Emergency Public Information
 - 3.2.02 – EOC Media Policy
 - Red Book Tab 12: Media policy and media contact information
 - 3.2.02 – Sensitive Information Handling Policy (see 3.3.11)
 - 3.2.02 – KPTZ/KROH FM Broadcast Radio Policies and Procedures
 - Red Book Tab 14: Procedures for public broadcast from the EOC
- 3.2.03 Communications Coordination
 - 3.2.03 – Attachment A: Communications Frequency Inventory

¹ The Emergency Operations Guide (EOG) is included in the CEMP by reference and published separately.

- 3.2.03 – Attachment B: Utilization of Amateur Radio Resources
- 3.2.04 Shelter and Mass Care
 - 3.2.04 – Attachment A: Coordination with the American Red Cross
 - 3.2.04 – Attachment B: Emergency Warming Shelters
 - 3.2.04 – Attachment C: Medical Needs Shelters
- 3.2.05 Evacuation
- 3.2.06 Transportation
- 3.2.07 Resource Management, Volunteer Management, and Donated Goods
 - 3.2.07 – Attachment A: Volunteer Management
- 3.2.08 Special Needs Populations
 - 3.2.08 – Attachment A: Emergency Planning Integration Project (EPIP)
- 3.2.09 Military Support to Civil Government
- 3.2.10 Short Term Recovery
 - 3.2.10 – Attachment A: Preliminary Damage Assessment
 - 3.2.10 – Attachment B: Debris Management
 - 3.2.10 – Attachment C: Continuity of Operations Planning (COOP)
- 3.2.11 Long Term Recovery
- 3.2.12 Wilderness Search and Rescue
 - 3.2.12 – Attachment A: EOC Support to Search and Rescue Operations
- 3.2.13 Continuity of Government Business Operations (see 3.2.10)
- 3.2.14 Disaster Animal Welfare Plan

3.3 Special Subjects, Plan Implementation, and Miscellaneous Procedures

Attachment 1.9.9
Relevant Partner Agency Emergency Plans and Procedures
(Included by Reference - Published Separately)

Version 2013.01

City of Port Townsend Water Utility Emergency Response Plan

Clallam County Comprehensive Emergency Management Plan

Jefferson County Health and Human Services Emergency Response Plan

Jefferson County Mass Casualty Incident (MCI) Plan

Jefferson County Moderate Hazardous Waste Plan

Jefferson County Public Utility District Emergency Restoration Plan

Jefferson County RACES (VECOM) Emergency Communications Plan

Jefferson County/Port Townsend Debris Management Plan

Jefferson Healthcare Emergency Plan

Jefferson Transit Emergency Response Plan

Kitsap County Comprehensive Emergency Management Plan

Kitsap County Health District Emergency Response Plan

National Disaster Recovery Framework

National Response Framework

Olympic Peninsula Chapter, American Red Cross Emergency Response Plan

Olympic Regional Fire Defense Plan

Region Two Hospital Emergency Plan – Preparedness and Response to Bioterrorism

Washington State Comprehensive Emergency Management Plan

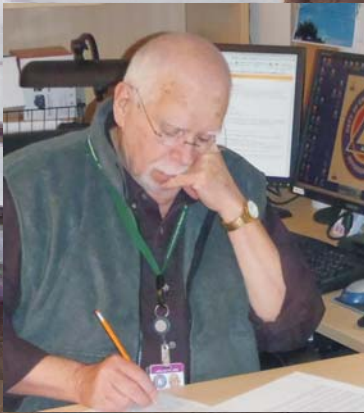
Washington State Department of Ecology Geographic Response Plan

Washington State Ferries Emergency Management Plan

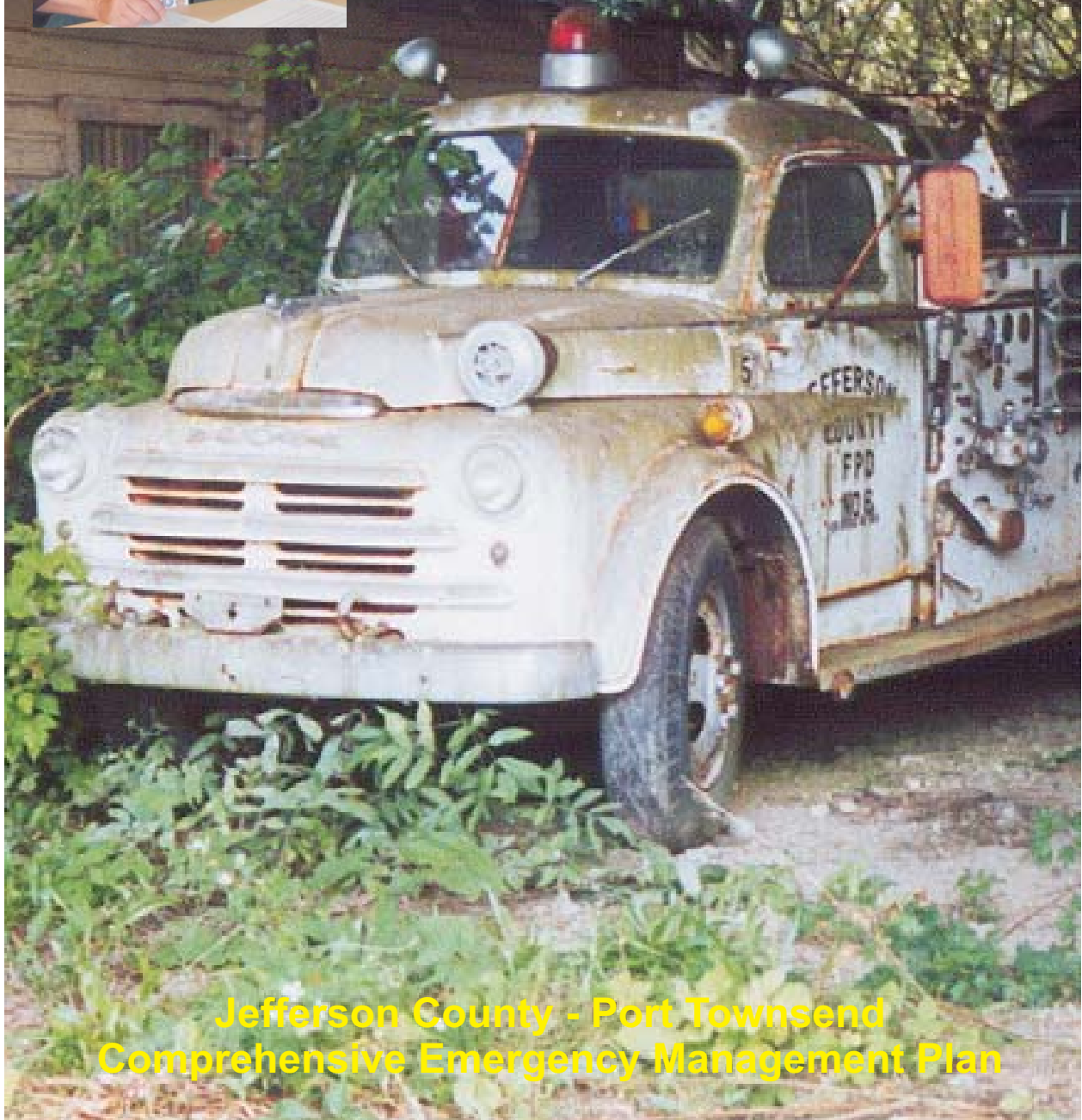
Washington State Fire Service Resource Mobilization Plan

Jefferson County Emergency Operations Center





SECTION 1.10 AFTERWORD



Jefferson County - Port Townsend
Comprehensive Emergency Management Plan

DECOMMISSIONED APPARATUS

Attachment 1.10.1

Description of the Service Area Covered by this Plan

OVERVIEW – Jefferson County consists of 1,803 square miles of the North Olympic Peninsula. 80% of the area is federally owned forest lands, dividing the county into three distinct geographic zones: the populated eastern region, the extreme mountainous central core consisting mostly of Olympic National Park, and the thinly populated western coastal shelf. A single incorporated city, Port Townsend, is the county seat.

Because of the mountainous barrier, there is no road lying entirely within Jefferson County that connects the eastern and western parts. The most direct route involves a 125 mile drive along U. S. Highway 101 through neighboring Clallam County.

GEOGRAPHY – The eastern portion of the county lies adjacent to the waters of the Strait of Juan de Fuca, Admiralty Inlet, and Hood Canal, with the coastline characterized by multiple bays, coves and inlets, most of which are populated with relatively high value properties. A number of unincorporated community clusters in the eastern area include Gardiner/Discovery Bay, Cape George, Kala Point, Marrowstone Island, Irondale, Port Hadlock, Chimacum, Port Ludlow, Shine/Thorndyke, Coyle Peninsula, Dabob, Quilcene, and Brinnon.

The City of Port Townsend occupies 6.9 square miles of the northern part of the Quimper Peninsula along the Strait of Juan de Fuca, Point Wilson, Point Hudson and the Port Townsend harbor. Port Townsend Historic District, comprising numerous 19th century buildings, is a National Historic Landmark District.



West Jefferson County is sparsely populated mostly forested lands adjacent to the Pacific Coast. The permanent population is less than 800. Small community clusters include Oil City (near the outflow of the Hoh River), Queets Village, Clearwater, along with the Hoh Indian Tribe. The majority of the coastal strip along the ocean beaches consists of lands of Olympic National Park.

Three rivers dominate the riverine environment of western Jefferson County: Hoh River, Queets River, and Bogachiel River. The Hoh River originates on Mount Olympus and flows west 97 miles emptying into the Pacific Ocean at the Hoh Indian Reservation. The Queets River also empties into the Pacific Ocean near the community of Queets, collecting numerous tributaries. The Bogachiel River originates in the Olympic Mountains and exits to the north to join with the Quillayute River west of Forks.

Two rivers of note comprise the eastern part of service area: The Dosewallips and Duckabush Rivers flow of the eastern flank of the Olympic Mountains and empty into Hood Canal. Other east slope

streams include the Big Quilcene and Little Quilcene Rivers (including Lords Lake, the principal source of water for the Port Townsend water system).

The rivers of the North Olympic Peninsula are subject to periodic episodes of flooding. See the Jefferson County Hazard Identification and Vulnerability Analysis (HIVA) for an analysis of the flood threat.

CLIMATE – Olympic Mountains often block the damp SW Chinook winds resulting in a climate that is distinctly wetter in the western part of the county than the eastern “banana belt” in the “rain shadow”. The weather is generally affected by the maritime influence which keeps temperatures moderate. Annual rainfall in eastern Jefferson County is a little as 17 to 20 inches a year (as a result of the rain shadow effect). Western Jefferson County is considerably wetter with an average annual of more than 118 inches (220 precipitation days per year).

The average summer high temperature for the area is 72°. The winter low average is 36.3°. It is about the same for the western part of the county. The average snowfall is 13.53”. There are seldom more than one or two significant snow/ice events a year in the area, rarely lasting more than a few days. Damaging winds occur in October and November, usually more severe on the outer coast than eastern Jefferson County. There is a record of serious storms about every 7 to 10 years.



The Hoh Rainforest in western Jefferson County represents a rare example of a temperate rain forest with an annual precipitation of 140” to 170” per year. The Hoh Rainforest is a principal visitor destination.

POPULATION – The population of the county is 29,872, with 9,129 of them living in the City of Port Townsend. There are 18,020 housing units. Home ownership is 72.3% (62.4% state-wide). 27.6% of the residents are 65 years of age or older, compared to the state-wide average of 12.5%. This high percentage of older residents presents some unique challenges to emergency planning.

ECONOMICS – There are 1,047 businesses in the county (2011 census). The once-robust forest products and fishing industry has declined. A more diverse commercial base now provides the majority of the jobs. A paper manufacturing plant is the principal industrial activity for the Port Townsend area. The median household income is \$46,800 compared with the state median income of \$58,900. 13.2% of residents are below the poverty level.

A seasonal increase in population during the spring and summer months is largely driven by tourism. Approximately 2.5 million people visit Olympic National Park which requires travel through the county. The coastal strip, which includes the ocean beaches, campgrounds, and the Hoh Rain Forest, is a principal destination.

TRANSPORTATION – Major land transportation routes include U. S. Highway 101 (40 miles), State Route 104 (14 miles), State Route 20 (12.5 miles), and State Route 19 (14 miles). A Washington State Ferry serves Port Townsend. Port Townsend International Airport (4 miles SW of Port Townsend) has a 3,000’ asphalt runway. There are no rail lines in Jefferson County. The principal entry points for East Jefferson County are Hood Canal Bridge and U. S. Highway 101 at Brinnon. U. S. Highway 101 is the only access to West Jefferson County (from both the north and south). Jefferson Community Transit provides regular public bus service (infrequent in less populated areas).

There are several locations along the transportation corridors east, west, and south out of the county that do not have alternate routes. Isolation of the community by slides, extreme weather, bridge closures, etc., is frequent.

ESSENTIAL SERVICES – Residents of eastern Jefferson County rely mostly on the large chain grocery outlets in Port Townsend and Port Hadlock. There are no outlets in West Jefferson County, with most residents there dependent on stores in Forks. There are no warehouses or distribution centers in Jefferson County, with the majority of basic goods provided by “just-in-time” re-provisioning.

The shortage of local medical specialists most often visited by our senior population requires travel to facilities outside the county, mostly in Kitsap County and Seattle. Because Jefferson Health Care (the only hospital) is not a trauma center, critical care patients are transported to Bremerton by ambulance or to Seattle hospitals by helicopter.



Attachment 1.10.2

HISTORY OF THE JEFFERSON COUNTY EMERGENCY MANAGEMENT LOGO



In May 1941 the **Office of Civilian Defense** (OCD) was established within the President's Office for Emergency Management. The purpose of Civil Defense was to provide for *cooperation between federal, state, and local governments with respect to the protection of the civilian population in war emergencies*. In July 1941 the official insignia of a white triangle on a blue circle was adopted. That familiar emblem remained in use though the "cold war" era. It was generally abandoned with the adoption of the Emergency Management "all hazards" model in 1979. Some related agencies retain a portion of the original triangle design.

Until 2001 Jefferson County used various versions of the federal "eagle" design. With the reorganization of the department, and the addition of the Homeland Security assignment following the September 11 attack, a "re-branding" was needed to establish a distinct identity that better represented the evolving mission while retaining the original traditions.

In the new Jefferson County logo the civil defense heritage triangle motif was maintained. Two additional triangles were added to call to mind the close partnership between local, state, and federal. The three triangles can also be seen to represent government-business-citizen collaboration essential to the mission.



Two of the triangles penetrate the circle, representing self reliance while supported by state and federal partners should the need arise. The gold circle embracing the three elements symbolizes our commitment to coordination and collaboration among all our emergency response and recovery partners. The red letter "c" and blue letter "d" forming the background, recall our highly regarded civil defense origins. Some see the red as representing the homeland security objectives, and the blue our ongoing commitment to all hazards comprehensive emergency preparedness.

As a bonus, the triangles can be seen to resemble the mountains of the Olympic range, the productive forests that make up so much of our natural environment, or the unfurled sails of our rich maritime tradition. The red, white, and blue represents a national pride.

The simple graphic design elements allow for presentation in a number of media. This unique pattern is displayed with pride on official department publications, and is worn proudly by the many partner agencies and dedicated volunteers who support the objectives of the Jefferson County Department of Emergency Management.