

SAN JUAN COUNTY/TOWN of FRIDAY HARBOR

COMPREHENSIVE EMERGENCY  
MANAGEMENT PLAN (CEMP)

SAN JUAN COUNTY



DEPARTMENT OF  
EMERGENCY MANAGEMENT

JANUARY 2004

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# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

TO: The Citizens of San Juan County  
All San Juan County Departments and other organizations with disaster mitigation, preparedness, response and/or recovery responsibilities

FROM: San Juan County Emergency Management Department

SUBJ: San Juan County Comprehensive Emergency Management Plan (CEMP)

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

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

The San Juan County Division of Emergency Management will be responsible for coordinating all such mitigation, preparedness, response, and recovery activities, as well as publishing and distributing this Plan and changes, as required.

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

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

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

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Letter of Promulgation

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

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

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## RECORD OF CHANGES

**NOTICE TO PLAN HOLDERS:** In order to maintain a current *San Juan County Comprehensive Emergency Management Plan*, changes will be issued periodically by the Emergency Management Division. Please make those changes upon receipt, and record them on this page. **If a previous change number shows no entry you may not have an up to date version of the plan.**

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- CEMP Terrorism Annex (*separate restricted issue document*)

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**BASIC PLAN**

I. INTRODUCTION

A. Mission

It is the policy of the government of San Juan County and the mission of its Department of Emergency Management, in cooperation with other elements of our community, to protect life, property and the environment by endeavoring to mitigate, prepare for, respond to and recover from all man-made and natural disasters and emergencies.

San Juan County's emergency management goals are as follows:

1. Develop citizen self sufficiency
2. Develop first responder capabilities
3. Present a plan that will guide organized behavior in a disaster
4. Create an atmosphere of interagency cooperation, to include private sector and volunteer resources.

B. Purpose

The following Comprehensive Emergency Management Plan (**CEMP**) has been developed to assist in carrying out the aforementioned policy and mission.

The plan applies to any disaster or emergency that requires a coordinated response. This may include natural disasters, such as earthquakes, tsunamis, and winter storms; technological emergencies, such as hazardous materials release, utility infrastructure failure, and ferry service interruption; and other incidents. The potential hazards affecting the islands are discussed in the Hazard Identification and Vulnerability and Analysis (**HIVA**) found in Appendix E.

The CEMP establishes:

1. An organizational structure
2. Fundamental assumptions and policies
3. A concept of operations
4. Specific functional responsibilities for appropriate departments, agencies and organizations.

C. Scope

1. The CEMP applies to all disasters and emergencies affecting San Juan County and the Town of Friday Harbor.
2. The term "**emergency**" as used in this plan means a set of circumstances that demand immediate action to protect life, property or the environment; a "**disaster**" is an emergency that is beyond the capabilities of the responding organizations or jurisdiction.
3. The CEMP supports existing plans and operational procedures followed by the government, private sector, and volunteer entities mentioned within

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the plan. It is **not** the purpose of the CEMP to dictate how a responding entity internally operates but rather how it coordinates with other responders and the Department of Emergency Management.

4. The State of Washington's CEMP and, in turn, the U.S. government's Federal Response Plan also support this document in a similar manner.

## D. Organization

5. San Juan County Municipal Code Chapter 2.48, Ordinance No. 9-1998, establishes the San Juan County-Friday Harbor Emergency Management Council (**EMC**) comprising of the Mayor of Friday Harbor and the Chair of The Board of County Commissioners. The ordinance further establishes the Department of Emergency Management (**DEM**). The Director of the Department of Emergency Management is appointed by the EMC and is subject to their direction and control. The Director of DEM is empowered to carry out the following duties:
  - i Prepare emergency plans and programs for San Juan County
  - ii Manage the emergency services organization for the County
  - iii Represent the emergency organization of the County in all matters pertaining to emergency services and disasters.
6. The Director of DEM manages a staff of coordinators, each responsible for matters pertaining primarily to their respective island and surrounding locale. However, the staff are a County-wide asset and can be utilized as such.
7. DEM is also responsible for managing the Emergency Operations Center (**EOC**), based at the Fire District No.3 Headquarters at 1011 Mullis St. on San Juan Island. The EOC is not permanently staffed but activated to various levels depending on the incident. The EOC acts as a central location for coordination.

## II. POLICIES

### A. Authority

This plan is developed, promulgated and maintained under the following local, state and federal statutes and regulations:

1. San Juan County Municipal Code Chapter 2.48, Ordinance No. 9-1998
2. Revised Code of Washington (RCW) 38.52 and 39.34
3. Washington Administrative Codes (WAC) 118-04, 118-30, and 296-62-40115(2)
4. Public Law 93-288, The Disaster Relief Act of 1974, as amended
5. Public Law 920, Federal Civil Defense Act of 1950, as amended

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6. Public Law 96-352, Improved Civil Defense 1980
7. Title III, Superfund Amendment Reauthorization Act of 1986.

## **B. Limitations**

The unique geography that makes San Juan County the desirable location it is also works against emergency responders in their efforts to serve the community. Limited inter-island transportation, few roads, and dense forest growth hamper efforts to move personnel and equipment to a disaster site or evacuate residents out of harms way. While every reasonable effort will be made to respond to emergencies or disasters, resources and/or systems may be overwhelmed. Therefore, it is neither implied nor should it be inferred that this plan guarantees a perfect response to a disaster or emergency.

## **III. SITUATION**

### **A. Condition**

Such events as earthquakes, tsunamis or hazardous materials releases are a challenge to any community. Here on the islands however, the impact from such events is magnified significantly by our geography. Not only in the response stage of an incident, where speed of deployment and quantity of resources can be critical to saving life or mitigating further disaster, but also during the recovery stage, where a delay in providing medical supplies, water and shelter can, in itself, result in severe hardship or even loss of life. The potential hazards facing San Juan County are discussed in the attached Hazard Identification and Vulnerability Analysis (HIVA).

Comprising of 172 named islands (32 occupied), San Juan County has no bridges to the mainland or between the larger islands on which the majority of the County's 14,000+ residents live. Power is provided to the County via a single submersed cable from the mainland. Although out-of-county phone communications are also reliant on a submersed cable to the mainland, inter-island communications can work independently. Both services have been interrupted for extended periods in the past. There are no licensed TV or radio stations in San Juan County and cell phone coverage is sporadic.

Transportation to and between the larger islands of San Juan County is primarily provided by Washington State Ferries. Larger equipment or goods that are forbidden on the public ferry system are moved by one of three barges servicing the entire County. Use of the barges is dependent on the tides and the availability of suitable beaches to off-load. Other methods of transportation include private vessels operating out of the island's 11 marinas or from numerous private moorings and general aviation aircraft utilizing the 3 public airfields or the smaller private strips scattered throughout the region. Although there is an abundance of boats and aircraft in the San Juan area, they have a limited ability to transport equipment and their use relies on the willingness of their owners to assist.

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Historically, the residents of San Juan County, like others living in remote locations, have proved very self-reliant during emergencies. Clearing fallen trees off roads, assisting neighbors in medical emergencies, and making urgent repairs to communal property being an understood part of island life. However, with the influx of residents from more urban areas, where such services are expected to be performed by the authorities, this self-reliance may not be as evident in the future.

## B. Planning Assumptions

1. A disaster may overwhelm the resources and capabilities of San Juan County. For example, the occurrence of a significant earthquake may result in large numbers of casualties, destruction of critical infrastructure facilities, and supply shortages. The islands' medical treatment facilities have no serious trauma capability; limited redundancy exists in the power, phone, and road systems; and few food supplies are held in storage by grocers or other retailers.
2. Mutual aid between both the County's islands and adjoining jurisdictions, possibly including Canada, may be required.
3. The residents of San Juan County may have to rely on their own resources for at least three days. If the disaster is a regional event involving the mainland, this period could be *longer* for island residents, particularly those on the smaller outer islands. In addition to welfare items, "own resources" could include such things as medical aid, firefighting and rescue.
4. Transportation by Washington State Ferry to and between islands may be reduced or even eliminated during a regional disaster. Heavy reliance will be placed on *light-duty* private transportation support.
5. Both government and public communications maybe impacted. Alternative communications are likely to be used by government, including amateur radio or marine channels.

## IV. CONCEPT OF OPERATIONS

### A. General

1. San Juan County DEM is a department of the San Juan County Sheriff's Office and is responsible for the County and the Town of Friday Harbor. Primary support agencies include the Sheriff's Office, County fire districts, Town of Friday Harbor Fire Dept., San Juan Island EMS, Department of Health and Community Services, Red Cross, IOSA, the County Public Works Department, Orcas Power and Light Cooperative (OPALCO), CenturyTel (phone company), and the local medical centers on the three major islands.
2. A local **Proclamation of Emergency** is the legal instrument that authorizes extraordinary measures to solve disaster-related problems. A proclamation allows for the emergency use of resources without regard to

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time-consuming procedures and formalities prescribed by law. DEM is the lead agency for evaluating a situation to determine if the extraordinary authority of an Emergency Proclamation by the EMC is necessary. If so, DEM shall make such recommendation. See Appendix B.

3. If the situation exceeds or is anticipated to exceed the capabilities of the County, the EMC may request assistance from the Governor, or the federal government through the Governor. This is facilitated through San Juan County DEM and the state Emergency Management Division **(EMD)**.
4. When the situation that required a proclamation is over, the Director of Emergency Management shall request the EMC to issue a "Termination of Proclamation."
5. The four phases of emergency management are mitigation, preparation, response and recovery. During day-to-day operations DEM is primarily involved in the planning, funding and implementation of measures addressing each of these phases. During a disaster DEM's function becomes that of information analysis, coordination and logistic support for each of the phases. This is facilitated through the use of the Emergency Operations Center (EOC) and the Incident Command System (ICS).

### **B. Emergency Management Concepts**

1. The following list of management priorities, listed in order of importance, is provided to guide policy making during a disaster:
  - i Protect life
  - ii Protect critical assets
  - iii Protect public and private property
  - iv Disseminate public information (as soon as possible)
  - v Restore essential services
  - vi Minimize economic disruption to the community
2. Due to transportation limitations, any resource support from surrounding counties or the State is likely to be delayed. Consequently, more reliance will probably be placed on private resources from within the County for an extended period. Enhancing cooperation from and coordination between government agencies, volunteer organizations, private business and the public at large is a priority for DEM.
3. Reliance on so many groups or entities, who are not normally accustomed to emergency response type environments, makes the use of ICS even more critical. For this reason, wherever practically possible, all elements of the response to a disaster will have a representative integrated, at some level, into the Incident Command System. See example organizational chart in Appendix Annex 4.
4. Furthermore, RCW 38.52 requires the use of the Incident Command System for all multi-agency responses. Washington Administrative Code (WAC) 296-62-40115(2) also requires ICS be used in response to

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hazardous materials incidents and specifies the procedures and actions required by the Incident Commander at a hazardous materials incident.

### C. Direction and Control

1. Direction and control of emergency management functions for San Juan County is the responsibility of the San Juan County-Friday Harbor Emergency Management Council (EMC), comprising of the Mayor of Friday Harbor and the Chair of The Board of County Commissioners. The EMC has delegated this responsibility, with oversight measures, to the Director of the Department of Emergency Management. DEM is responsible for the direction and control of emergency management activities throughout the County, including the Town of Friday Harbor. The Director of Emergency Management is “subject to the direction and control of” the EMC regarding disaster-related decisions concerning **priorities and disaster response policy** (RCW 38.52.070).
2. DEM is the lead agency for facilitating **coordination** among local, state, federal and private sector agencies and organizations in San Juan County. One exception is the Department of Natural Resources (DNR) response to certain wild-land fires (*Refer to CEMP Part 2.06, section C., sub-section 8.*).
3. **Operational responsibility** rests in the hands of the Incident Commander (**IC**) from the lead response agency. Should the incident be of a complexity or magnitude that requires significant multiple response agency input, the incident commander may elect to establish a **Unified Command**. Working in concert, operational responsibility for the incident rests with the UC.

### D. Emergency Operations Facilities

1. The primary Emergency Operations Center (EOC) is a multi-functional room located at the Fire District No.3 Headquarters on San Juan Island. The establishment and management of the EOC is the responsibility of DEM.
2. Due to the unique island geography of San Juan County, the EOC is supplemented by two independent locations on Orcas and Lopez islands, referred to as Area Command Posts (**ACP**). The primary responsibility of the ACP is to act as a local 9-1-1 dispatch during a communication failure of the normal facility in Friday Harbor. These locations can also be used as local EOCs for individual island based incidents requiring no external resources or during a county-wide emergency where critical coordinating personnel may be unable to attend the County EOC. Albeit that the ACPs have independent communications capabilities, the **San Juan County EOC is the primary coordination center and contact point for requesting resources from surrounding counties, the State, or the Federal government, including Canada** (For exception and further information regarding ACPs see CEMP Part 2.06, section C., sub-section 8.).

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3. Staffing for the EOC is dependent on the level of activation. Starting primarily with DEM staff at the lower level of activation, the EOC could eventually include representatives from all response agencies and support organizations, along with administration support personnel from government or volunteer sources.
4. The EOC utilizes the Incident Command System (**ICS**) as an incident management tool. Using ICS results in a more organized structure with a better span of control for the incident commander or EOC manager. For more information on ICS see Appendix D.

### E. Mitigation Activities

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

### F. Preparation Activities

1. Training
  - i The DEM will provide emergency training and education programs for the community. Training and education programs may target government, the public, schools and businesses. A HIVA may be used in anticipation of predicted hazardous events or potential emergencies.
  - ii It is goal of the DEM training and education program to present or act as a clearinghouse for the following, as resources permit:
    - (1) Training covering the basic components of emergency management
    - (2) Training for DEM staff in professional development and specific emergency management skills
    - (3) Programs for local businesses to assist them in developing their own plans and programs
    - (4) Training for employees and hazardous materials response personnel as outlines in SARA Title III and WAC 296-62
    - (5) Public Awareness and safety information for schools, businesses, citizens, etc.

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- (6) Any other training and education programs either upon request, or in the judgment of the Director of the DEM, are in the best interests of the community.
- iii When possible, it is the intent of DEM to provide free training and education opportunities. Registration fees may be charged for books, materials and other course costs if necessary.
- iv The DEM is the lead organization for developing exercises and drills to evaluate the San Juan County CEMP and EOC Emergency Procedures in accordance with appropriate state program requirements, and the requirements of Title III of SARA. This may be done in cooperation with the Local Emergency Planning Committee (LEPC) or others in the community.

### **G. Response Activities**

- 1. It is the policy of San Juan County government that no guarantee is implied by this plan of a perfect disaster response system. As San Juan County assets and systems may be overwhelmed, San Juan County can only endeavor to make every reasonable effort to respond based on the situation, information and resources available.
- 2. When a disaster threatens or occurs, management of departments, agencies and organizations shall use the following guidance as a basis for actions to manage disaster operations:
  - i Report to the pre-designated site to manage operations
  - ii Make an assessment of damage to facilities and resources
  - iii Ascertain available personnel and resources
  - iv Determine department needs and problems
  - v Make contact and report situation, damages and capabilities to the EOC
  - vi Carry out responsibilities and assigned tasks.
  - vii Continue assessment and inform EOC of major actions, problems, damage, costs, resources needed, etc.
  - viii Keep records, document actions, costs, etc.
- 3. In instances where emergency work is performed to protect life and property, requirements for environmental review and permits may be waived or orally approved as provided in the State Environmental Policy Act and related WAC, the State Hydraulics Act, the Forest Practices Act, the Shoreline Management Act, or the Flood Control Act.

### **H. Recovery Activities**

- 1. Although this plan mainly addresses response activities of departments, agencies and organizations, recovery operations must also be considered. Recovery operations will be started according to county priorities and based on the availability of personnel and resources that do not conflict with response operations. The DEM will assist any participating jurisdictions in recovery operations.

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2. Repair and restoration of damaged facilities may require an environmental impact permit prior to final project approval, requiring compliance with the State Environmental Policy Act (SEPA), the Hydraulics Act (HPA), the Forest Practices Act, the Shoreline Management Act and the Flood Control Act, as well as the rules governing historic sites.

### **V. RESPONSIBILITIES**

- A. Whenever possible, emergency assignments will parallel day-to-day activities of the department or person so assigned. Each department, agency or organization is responsible for the following:
  1. Appointing a liaison to the LEPC
  2. Assigning a representative to the EOC when applicable
  3. Establishing, and keeping current, a 24-hour contact to activate department responsibilities
  4. Develop disaster Standard Operating Procedures or Guidelines, to include:
    - i Department chain of command
    - ii List of required resources
    - iii Method of coordination and communication with EOC
- B. Each named department, agency and organization has the following specific responsibilities:
  1. Administrative Services
    - i Coordinate the emergency relocation and repair of county facilities
    - ii Assist County agencies in the preservation of essential records
    - iii Coordinates the hiring of emergency personnel
    - iv Responsible for county building and facility evacuation/emergency plans
    - v Reviews emergency contracts for county liability exposure considerations
  2. American Red Cross
    - i Provide sheltering facilities
    - ii Provide food and clothing to disaster victims
    - iii Provide food to response workers
    - iv Provide nursing care to victims at shelters
    - v Provides personnel to damage assessment teams
  3. Assessor
    - i Provides personnel for damage assessment
  4. Auditor
    - i Serve as Finance Section Chief
    - ii Provides personnel for time unit, procurement unit, and compensation unit
    - iii Provide cost estimate and financial analysis
  5. Clinics

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- i Provide medical care
  - ii Provide medical supplies to field units
  - iii Provide personnel for field triage and treatment
  - iv Provide EMS (San Juan and outlying islands)
6. County Commissioners/Town Council
- i Appropriate funds for emergency needs
  - ii Request state and federal assistance
  - iii Pre-delegate emergency authority
  - iv Fill vacancies of elected officials
  - v Declare state of emergency for the county
7. Emergency Management Council
- i Provide disaster/emergency policy direction
  - ii Declare state of emergency for the county
  - iii Be responsible for the appointment of the Director of Emergency Management
8. Emergency Operations Manager
- i Provide overall direction and control
  - ii Direct activation of the EOC
  - iii Determine objectives and set priorities
  - iv Activate elements of ICS at the EOC level
  - v Conduct briefings and planning sessions
  - vi Approve and authorize incident action plan
  - vii Approve requests for additional resources
  - viii Authorize release of information to the media
9. Department of Emergency Management
- i Provides emergency preparedness information
  - ii Presents emergency training programs
  - iii Coordinates disaster assistance
  - iv Provides disaster mitigation information
  - v Prepare disaster declarations
  - vi Serves as liaison officer to state and federal disaster response agencies
  - vii Prepares disaster declarations
  - viii Serves as liaison officer to state and federal disaster response agencies
  - ix Prepare disaster analysis, damage assessment and incident reports
10. Fire Service
- i Provide fire suppression
  - ii Provide EMS (where applicable)
  - iii Conducts light duty rescue operations
  - iv Provides limited property preservation
  - v Provides initial response to hazardous materials incident, and coordinates with outside agencies as needed
11. Hazardous Waste Coordinator
- i Provide and monitor interim storage of hazardous materials

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- ii Provide disposal or arrange for disposal of hazardous materials
- 12. Department of Health and Community Services
  - i Coordinates disease prevention activity
  - ii Provides vaccinations (limited)
  - iii Provides information on sanitation and food safety
  - iv Coordinates the mitigation of health hazards
  - v Provides nursing care where needed
- 13. IOSA
  - i Respond to oil spills on the water
  - ii Responds to impending spills on the water
  - iii Provides related wildlife search and rescue
- 14. OPALCO
  - i Restore electrical power
- 15. CenturyTel
  - i Restore telephone service on priority basis starting with to 9-1-1 centers, fire stations, sheriff facilities, medical clinics, and the EOC.
- 16. Planning / Building
  - i Coordinates damage assessment
  - ii Provides personnel for damage assessment teams
- 17. Public Works
  - i Clears emergency response routes for fire, EMS and law enforcement units upon request
  - ii Provides heavy and light equipment
  - iii Provides debris clearance and temporary repairs
  - iv Directs flood control activities
  - v Provides for restoration of County facilities
  - vi Provides damage assessment for land transportation routes
  - vii Repairs damaged land transportation routes within jurisdiction
  - viii Provide signs and barricades for traffic detour and closures
- 18. School Districts
  - i Develop emergency plans and evacuation plans for schools
  - ii Provide school facilities for shelter and feeding
  - iii Provide buses for temporary sheltering and transportation
  - iv Provide shelter and food for students not able to be reunited with family for up to 72-hours
- 19. Sheriff
  - i Provide law enforcement and security
  - ii Provide emergency traffic control
  - iii Provides command and control of search and rescue
  - iv Provides water craft for reconnaissance and emergency missions
  - v Evacuate affected areas
- 20. Town of Friday Harbor Administrator

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- i Under the supervision of the mayor, assist with town centered administrative and support services
- ii Declare state of emergency in the absence of the mayor
- iii Serve as town representative to a unified command

21. Water Department / Water system

- i Ensure water systems are operational
- ii Ensure water treatment systems are operational
- iii Ensure wastewater treatment systems are operational
- iv Ensure storm sewers are operational
- v Monitor water systems for contamination

C. Expectations

1. Each agency shall be expected to assess the situation, plan a response and manage that response. If the agency assesses that the situation is beyond their capabilities, they may request assistance through the EOC or existing mutual aid channels. **The EOC should be notified of any mutual aid requests made directly to the assisting agency. This will avoid duplicate requests for the assistance of the same resource and also facilitate the access or transportation of that resource into the disaster area.**
2. The premise of this plan is that all listed agencies will participate in planning for disasters and in exercises designed to test this plan. Voluntary and mutual support of all the listed agencies is necessary to ensure a coordinated response to emergencies.

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## APPENDIX A CONTINUITY OF GOVERNMENT

### I. PURPOSE

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

### II. OPERATIONAL CONCEPTS

#### A. GENERAL

1. The San Juan County RCW provides for the filling of vacant elective offices by the Board of County Commissioners.
2. The San Juan County-Friday Harbor emergency management council (EMC) bears the **responsibility for declaring a state of emergency** in San Juan County. A state of emergency may be declared by any one of the Commissioners in the event they are not able to contact any other commissioners. In the event that no commissioners can be contacted, San Juan County Municipal Code Chapter 2.48, Ordinance 9-1998 ss. 11, provides authority for the following individuals to declare a state of emergency, *subject to approval by the County Commissioners at the earliest possible date*:
  - Director of Emergency Management
  - Department of Emergency Management (DEM) Coordinator
  - Highest ranking member of the San Juan County Sheriff's Department

#### B. SUCCESSION OF AUTHORITY FOR COUNTY GOVERNMENT

1. In the event the County Commissioners are unavailable or inaccessible, the succession of authority for the **administrative management** of the Executive Branch of County Government is as follows:
  - (a) Sheriff
  - (b) Director of Public Works
  - (c) Director of Health and Human Services
2. It is the policy of San Juan County government that all department heads designate successors to fulfill their functions in the event of their absence or disability. It is also the policy of San Juan County government that department heads designate **primary and alternate locations to direct department operations**.

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## **C. SUCCESSION OF AUTHORITY FOR TOWN OF FRIDAY HARBOR**

1. Municipal governments are encouraged to formalize the internal transfer of power for continued operations of government. The order of succession should be identified by position titles and made available on an annual basis to the DEM. Such adopted rules and regulations should provide for appointment of temporary interim successors to the elected and appointed offices of the political subdivision.
2. In the event that such formalized succession has not been identified, the language of RCW 42.14.050 may be applied. RCW 42.14.050 provides that *“In the event that the executive head of any city or town is unavailable by reason of [emergency or disaster] to exercise the powers and discharge the duties of the office, then those members of the city or town council or commission available for duty shall by majority vote select one of their number to act as the executive head of such city or town. In the event [that the emergency or disaster] reduces the number of city or town council members or commission members, then those members available for duty shall have full power to act by majority vote of those present.”*

## **D. PROTECTION OF ESSENTIAL RECORDS**

1. It is the policy of San Juan County government that County departments identify and adequately protect essential records. County Administrative Services is the lead for providing guidance and direction related to the identification and preservation of essential records.
2. The Town of Friday Harbor is encouraged to establish policies for the guidance and direction related to the identification and preservation of essential records.

## **E. RELOCATION OF THE SEAT OF GOVERNMENT IN AN EMERGENCY**

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

## **III. DISASTER / EMERGENCY RESPONSIBILITIES**

### **A. ELECTED OFFICIALS**

1. Provide for the identification and preservation of essential records.

### **B. COUNTY COMMISSIONERS**

1. Fill vacancies in elected offices.
2. Provide for the continuity of operations.

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## C. COUNTY DEPARTMENTS

1. Provide for the continuity of operations.
2. Provide for the identification and preservation of essential records.

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# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **APPENDIX B PROCLAIMING AN EMERGENCY**

### **I. Local Actions**

Washington State law gives local jurisdictions the responsibility for protecting their citizens. It also provides great flexibility in paying for such costs when a disaster occurs requiring local action beyond normal capabilities, provided that local officials issue a proclamation of emergency or resolution.

#### **A. Proclamation or Resolution**

A local proclamation authorizes the emergency use of local resources and allows emergency expenditures, as well as waiving the normal bid procedures, if necessary. A local proclamation is a prerequisite for some state or federal assistance.

#### **B. Emergency Powers**

The Revised Code of Washington (RCW) has specific sections that deal with emergency powers for local governments. These sections affect political subdivisions as shown below:

- Cities under 300,000 population RCW 35.33.081
- Cities over 300,000 population RCW 35.32A.060
- Counties RCW 36.40.180
- All political subdivisions RCW 38.52.070(2)

Generally, before requesting state assistance or a Governor's Proclamation of Emergency, all local resources are committed and effective response is beyond the capabilities of the affected local jurisdiction. Local resources include those owned by the local jurisdiction or private sources obtained with local funds. Mutual aid or interlocal agreements should be considered, as well. This commitment of resources can create a severe financial strain that can be overwhelming to long-term recovery.

### **II. State Actions**

The state may be responding even if a Governor's Proclamation is not issued. Any response under the State Comprehensive Emergency Management Plan or any special contingency plan can be initiated without a proclamation of emergency.

#### **A. Governor's Proclamation**

Washington State law allows the Governor to proclaim a State of Emergency or Disaster after finding that a public disorder, disaster, energy emergency or riot exists that affects life, health, property or the public peace. A State of Emergency can be for the entire state or a specific community and is effective only within the area described in the proclamation or subsequent amendments. The

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

proclamation will indicate the activation of the state's Comprehensive Emergency Management Plan and authorization for use of appropriate state resources.

## **B. Governor's Powers**

The Governor has widespread powers after proclaiming an emergency. When the law was written in 1969, those powers were aimed at curtailing civil unrest. In recent years, however, an emergency proclamation often is issued in response to more typical emergencies faced in the state such as floods and wildland fires.

Circumstances for which the Governor might proclaim a State of Emergency or Disaster include:

- Recognizing a situation has the potential for overwhelming the capabilities and resources of the affected communities
- Use of the Washington National Guard or making extraordinary use of state resources to assist affected communities (Use of the National Guard does not require an emergency proclamation; it can be accomplished by "order of the Governor." Chapter 38.08 RCW)
- Pursuing appropriate federal assistance for emergency response or disaster relief programs, including obtaining Federal Highways Administration Emergency Relief funding for road damages.
- Reassuring the public that the state is responding with all available resources to protect the public health and safety

## **III. State Assistance Supplements Local Capacity**

### **A. Reimbursement**

A proclamation does not imply that the state will reimburse the local costs of responding to or recovering from an emergency. If other assistance is not available, the cost of recovery is borne by the individual; local and state governments; businesses and industry; and Indian Tribes. State assistance is supplemental to the local capacity to recover from disasters.

### **B. Documentation**

The Washington Military Department, Emergency Management Division, prepares the Governor's Proclamation based upon the documentation gathered from the local emergency management offices and government agencies. Initial documentation from local emergency management offices is necessary very early during the response phase to meet certain federal criteria for requesting federal assistance. (Local emergency management office as defined in Chapter RCW 38.52, Title 118 WAC, and the Washington State Comprehensive Emergency Management Plan.)

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## **APPENDIX C SAN JUAN COUNTY MUNICIPAL CODE**

### **CHAPTER 2.48 - EMERGENCY MANAGEMENT COUNCIL**

#### Sections:

- 2.48.010 Created.
- 2.48.020 Department of emergency services.
- 2.48.030 Appointment of director.
- 2.48.040 Duties of director.
- 2.48.050 Annual meeting.
- 2.48.060 Fund established.
- 2.48.070 Sharing of expenses.
- 2.48.080 Operational responsibility.
- 2.48.090 Local emergency planning committee.
- 2.48.100 Disaster declarations.
- 2.48.110 Director of emergency services – Authority.

#### **2.48.010 Created.**

An emergency management council is created, to be composed of the mayor of Friday Harbor and the chair of the board of County commissioners, and to be known as the San Juan County-Friday Harbor emergency management council (EMC), all under the authority of Chapter 38.52 RCW. (Ord. 9-1998 § 2)

#### **2.48.020 Department of emergency services.**

A local organization for emergency services is created, to be called the San Juan County-Friday Harbor department of emergency services. (Ord. 9-1998 § 3)

#### **2.48.030 Appointment of director.**

A director of the department of emergency services shall be appointed by the emergency management council. The director shall have the direct responsibility for the administration and operation of the department, subject to the direction of the emergency management council. (Ord. 9-1998 § 4)

#### **2.48.040 Duties of director.**

The director shall be empowered and directed to:

- A. Prepare emergency plans and programs for San Juan County, in accordance with the state emergency plan and program.
- B. Manage the emergency services organization for the County.
- C. Represent the emergency organization of this County in all dealings with the public and public and private agencies pertaining to emergency services and disasters. (Ord. 9-1998 § 5)

#### **2.48.050 Annual meeting.**

The emergency management council shall meet at least once per year. The meeting date shall be agreed upon by the members of the council. (Ord. 9-1998 § 6)

#### **2.48.060 Fund established.**

A special pool of funds, to be administered through the San Juan County treasurer, is established which shall be known as the San Juan County-Friday Harbor emergency management fund, into which all funds budgeted by the County and the town of Friday Harbor

## **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

for such joint organization and operation shall be deposited and out of which shall be paid all expenses thereof in accordance with the provisions of Chapter 36.22 RCW. This funding is intended for normal operating costs of the department, and is not intended to be used for operating costs during emergencies. (Ord. 9-1998 § 7)

### **2.48.070 Sharing of expenses.**

The budget for the department shall be set by the emergency management council at the annual meeting. The County and the town of Friday Harbor shall contribute on a fair and equitable basis as determined by the emergency management council. Said budget shall be subject to the approval of the board and the town of Friday Harbor council. In the event that an equitable sharing of expenses cannot be agreed upon, the Washington State Emergency Management Council shall decide upon the division of costs, in accordance with RCW 38.52.070. (Ord. 9-1998 § 8)

### **2.48.080 Operational responsibility.**

The operation of the department shall be conducted by the employees of the department, who shall be responsible to the director thereof, subject to the direction and control of the EMC. All employees of the department, including the director, shall be employees of the County, which shall exercise such legislative authority as may be necessary to effectuate such employment. (Ord. 9-1998 § 9)

### **2.48.090 Local emergency planning committee.**

A. A local organization is created for the purpose of planning for hazardous materials response in accordance with WAC 118.40.170 – 118.40.180. The local emergency planning committee serves an all-hazard planning function. The committee shall be composed of individuals appointed by the emergency management council. The LEPC shall include a representative of each of the following groups in accordance with WAC 118.40.160:

1. San Juan County;
2. Town of Friday Harbor;
3. San Juan County sheriff;
4. Department of emergency services;
5. Fire departments;
6. Emergency medical services/hospitals;
7. Health department;
8. Local environmental groups;
9. Local news agency;
10. Community groups;
11. Local industry owner/operator.

B. And in addition shall include representatives from:

1. Commissioner district No. 1 member-at-large;
2. Commissioner district No. 2 member-at-large;
3. Commissioner district No. 3 member-at-large;
4. Public works;
5. Telephone utility;
6. Power utility;
7. Transportation. (Ord. 9-1998 § 10)

### **2.48.100 Disaster declarations.**

The board of County commissioners bears responsibility for declaring a state of emergency in San Juan County. In the event the board of County commissioners cannot convene, an effort

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shall be made to contact the commissioners by telephone. A state of emergency may be declared by any one of the commissioners in the event they are not able to contact any other commissioners. In the event that no commissioners can be contacted, the following individuals are authorized to declare a state of emergency, subject to approval by the County commissioners at the earliest possible date:

- A. Director of emergency services (DEM);
- B. Emergency services coordinator (DEM);
- C. The highest ranking member of the San Juan County sheriff's department available. (Ord. 9-1998 § 11)

### **2.48.110 Director of emergency services (DEM) – Authority.**

In the event of a disaster, the director, or his or her designee, is empowered to:

- A. Make and issue rules and regulations reasonably related to the protection of life and property as affected by such disaster; provided, that the rules and regulations must be confirmed by the board of County commissioners at the earliest practical time.
- B. Obtain vital supplies, equipment and other such properties needed for the protection of life and property, and to bind the county for fair value thereof.
- C. Request emergency service of any County officer or employee, and to secure the aid of volunteers as needed.
- D. Requisition necessary personnel or material of any County department or agency. (Ord. 9-1998 § 12)

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# SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## APPENDIX D INCIDENT COMMAND SYSTEM (ICS)

### I. Overview

The Incident Command System (**ICS**) is the model tool for command, control and coordination of a response and provides a means to coordinate the efforts of individual agencies as they work toward the common goal of stabilizing the incident and protecting life, property and the environment.

Federal law *requires* the use of ICS for response to all Hazardous Material incidents. However, ICS is rapidly becoming the standard all hazards incident management tool for all emergency response organizations, government agencies and private sector businesses.

### II. ICS Organization

#### A. Standardization

No single agency or department can handle a significant emergency situation alone. Everybody must work together to manage the incident. ICS provides a standardized management structure that lends consistency, fosters efficiency and provides direction during a response.

#### B. Components

The ICS organization is built around five major components that are reflected in Parts 1-5 of the Comprehensive Emergency Management Plan (CEMP):

- Command
- Planning
- Operations
- Logistics
- Finance/Administration

#### C. Management

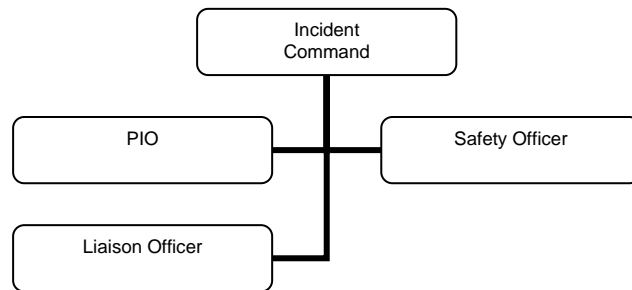
1. In a small-scale incident all of the components may be managed by one person, the Incident Commander (IC). As an incident grows in complexity or size all or some of the components may be staffed by other personnel under the direction of the IC. A key ICS concept is that the **IC is responsible** for on-scene management until command authority is transferred to another person who then becomes the IC.
2. **Span of control** is another important concept of ICS. Ideally for a manager to be effective they should not directly supervise more than five to seven people. If the incident warrants more personnel then another subordinate level of supervision is implemented.

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## D. Command Staff

If an incident warrants it the IC may delegate authority for performing certain tasks to others at a Command Staff Level. These positions include:

1. **Public Information Officer (PIO)**  
Handles all media inquiries and coordinated the release of information to the public.
2. **Safety Officer**  
Monitors safety conditions and develop measures for ensuring the safety of all assigned personnel.
3. **Liaison Officer**  
Contact for other agencies assigned to the incident.

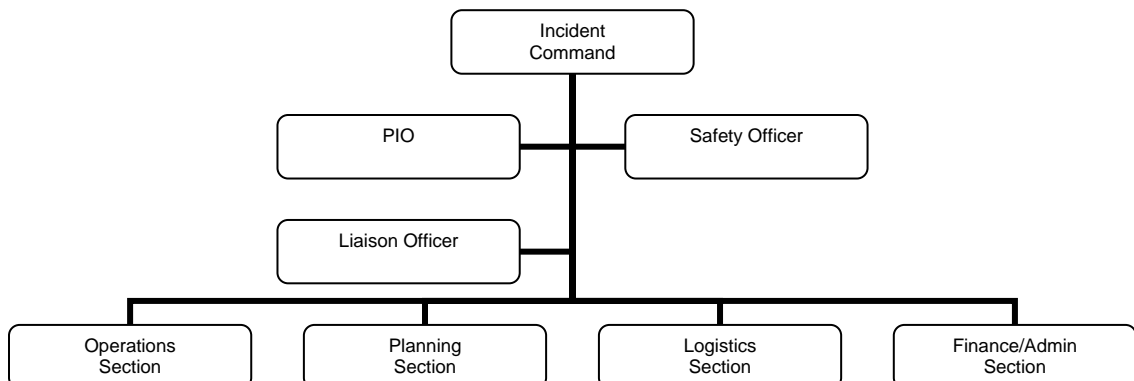


## E. General Staff

Once the size or complexity of the incident becomes such that the span of control has been met or it is felt that certain issues require dedicated attention, the IC may implement all or some of the General Staff Positions below:

1. **Operations Section**
2. **Planning Section**
3. **Logistics Section**
4. **Finance/Admin Section**

The specific functions of these positions within the Emergency Operations Center (EOC) are described in Parts 1-5 of the CEMP.



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## F. EOC/Incident ICS Interface

The ICS in the EOC reflects the ICS in the field, with the exception that the IC position may be replaced with an Emergency Operations Manager in the EOC. The title **Incident Commander** is generally reserved for the person with overall responsibility for the response to a *particular* incident and is usually located on scene. The **Emergency Operations Manager**, on the other hand, may be responsible for coordinating and facilitating Incident Commanders of multiple incidents. That said, due to the size or length of an operation, an IC may elect to work directly out of the County EOC or even the Area Command Posts (ACP) on Lopez and Orcas.

Example:

1. An earthquake results in a county-wide power outage, a large fire in downtown Friday Harbor, and a school collapse on Orcas Island. Each incident requires an IC. The ICs from the fire and building collapse run their respective incidents from the scene. The IC for the power outage is a manager from the power company and elects to attend the County EOC, where they feel they can get a better island-wide oversight of what is going on. Realizing that the three incidents will be drawing from the same resources, the Emergency Operations Manager, using input from relevant agency representatives in the EOC Operations Section, coordinates and prioritizes resource allocation.

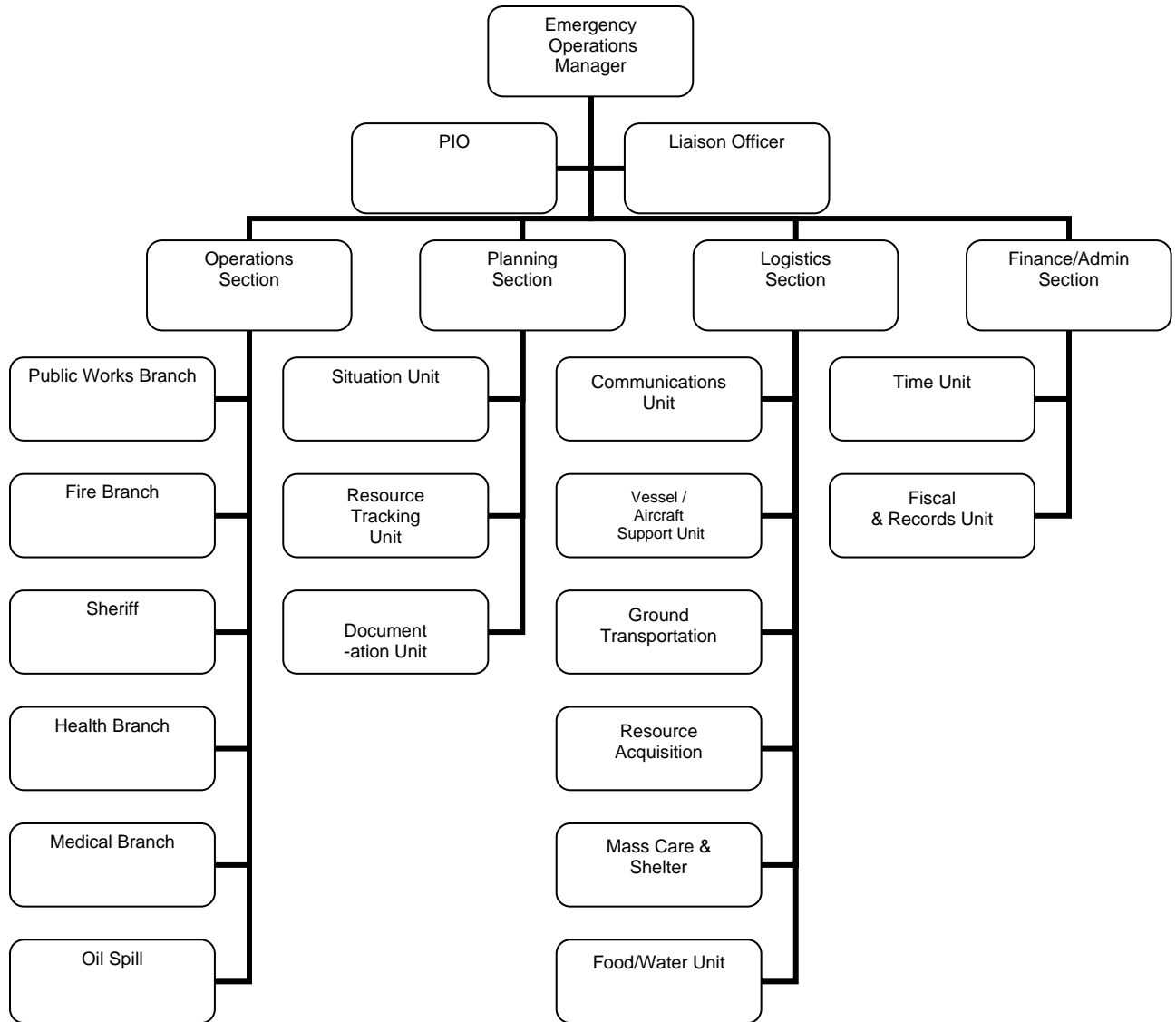
## III. San Juan County EOC

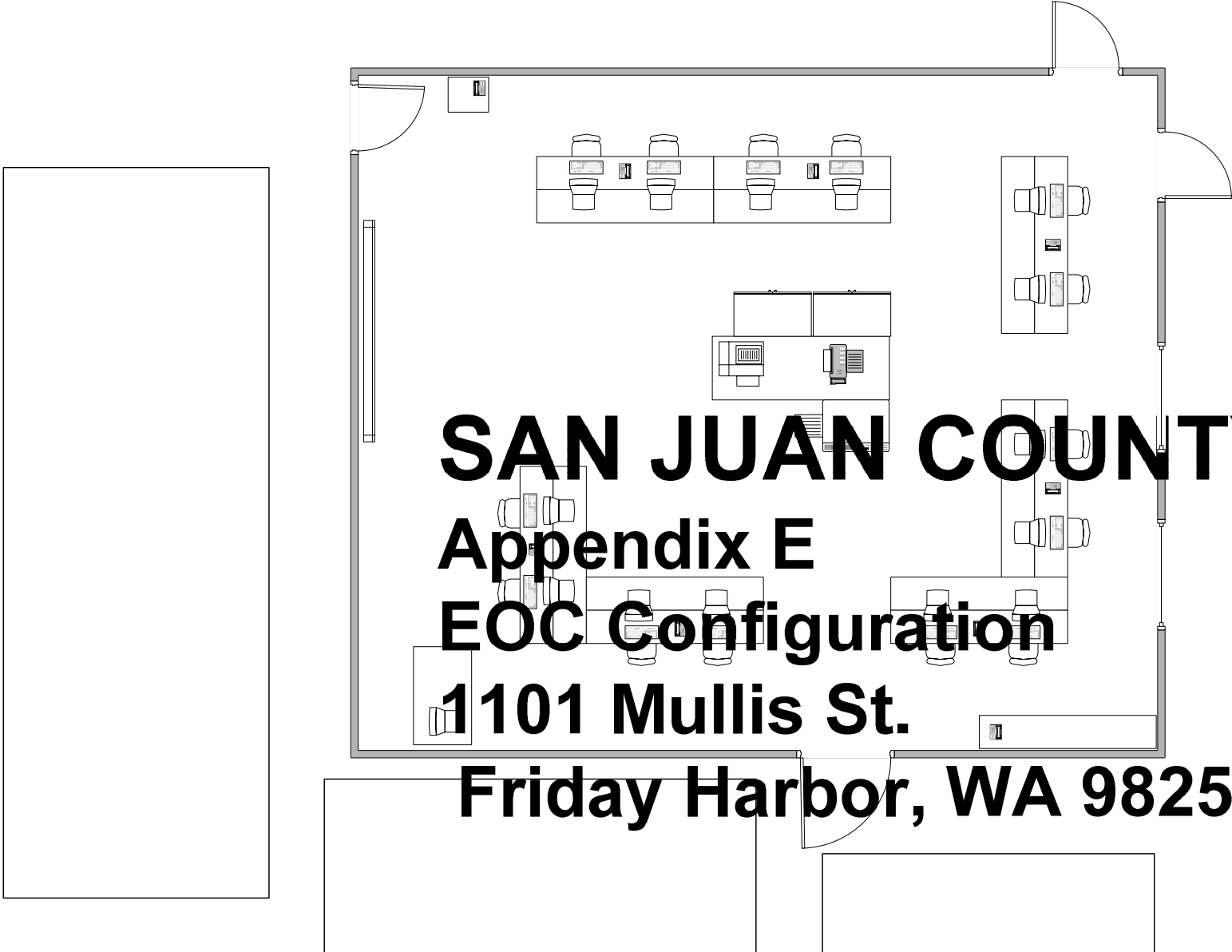
The generic ICS for San Juan County EOC is set out in the following organizational chart. This is a guideline only. Depending on the incident, some of the sections shown may not be activated; other sections may be expanded into multiple units beyond that described, depending on need.

This appendix is designed as a basic overview of ICS, for further information please refer to San Juan County Department of Emergency Management or go to the Federal Emergency Management Agency (FEMA) web site at <http://www.FEMA.gov>.

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**San Juan County Emergency Operations Center  
Conceptual Incident Command System Organizational Chart**





# SAN JUAN COUNTY EM

## Appendix E

### EOC Configuration

1101 Mullis St.

Friday Harbor, WA 98250

To Radio

## Station Assignments

1. DEM

2. Fire/EMS

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# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **PART 1 DIRECTION, CONTROL, AND COORDINATION (INCLUDES ESF-02)**

### **1.01 INTRODUCTION**

#### **A. PURPOSE**

To provide for the effective overall direction, control, and coordination of emergency management activities undertaken in accordance with the San Juan County Comprehensive Emergency Management Plan (CEMP) and to provide guidance for the dissemination of warning information.

#### **B. SCOPE**

1. The provisions of Part 1 encompass activation of all or part of the San Juan County CEMP for emergencies and disasters in San Juan County and the Town of Friday Harbor.
2. Recognition of the use of the Incident Command System (ICS) at all levels provides for the expansion of the emergency management system to meet the specific needs of the incident, regardless of the nature and scope.
3. Functions covered by this portion of the plan are:
  - (a) Incident Command (Unified Command)
  - (b) Liaison
  - (c) Emergency Public Information and Warning
  - (d) Incident personnel safety

### **1.02 POLICIES**

- A. The standards and practices of the ICS, or a variation of ICS that meets specific local needs, will be the primary emergency management concept.
- B. It is the intent of San Juan County government to establish overall direction, control and coordination through the Emergency Operations Center (EOC) to support the community response to a disaster. The San Juan County Department of Emergency Management (DEM) is responsible for designating the site(s) for the EOC.
- C. The San Juan County EOC is the primary coordination center and contact point for requesting resources from surrounding Counties, the State, or the Federal government (including Canada). The EOC shall be kept informed of current status and needs.

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- D. It is the policy of San Juan County government to use 24 hour dispatch centers and other existing systems, such as telephone, telephone facsimiles, county radio frequencies, law enforcement teletype, and amateur radio for the dissemination of warning information. The Emergency Alert System (EAS) may also be used.
- E. San Juan County government will endeavor to release timely and accurate emergency information to the public concerning emergency preparedness, response and recovery in a cooperative manner with the media. This should be coordinated with Incident Command authorities, other jurisdictions and the State Emergency Management Division (EMD).
- F. All participating agencies or organizations will coordinate emergency public information in a timely manner, when possible, through the EOC.

### **1.03 SITUATION**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

Major incidents may occur in San Juan County that requires the activation of special procedures for coordination of emergency response and recovery. Multi-agency response, both public and private, will necessitate special protocols to ensure close cooperation between all participants and the maximum use of resources.

#### **B. PLANNING ASSUMPTIONS**

1. Because the ICS is the universal method for coordination it may be used at many levels throughout the community. Simultaneous ICS organizations should be anticipated. For this reason, when communicating with the County EOC, incident commanders must identify themselves by geographic, incident specific, or agency titles. For example, *Roche Harbor Incident Command, Ferry Fire Incident Command or Red Cross Incident Command*.
2. Nothing in this plan is intended to inhibit innovative and resourceful response by communities and agencies in reaction to unique emergency needs. Expedient field activity is appropriate, provided that the ultimate goal is to establish safe and coordinated actions.
3. No part of this plan is intended to usurp or replace the command authority of any participating agency but reflects how those authorities can unite and coordinate their resources to their maximum collective advantage.
4. Supporting plans and procedures developed by participating agencies should not be inconsistent with the CEMP.
5. The current county warning system is limited. The DEM is the lead agency for developing county warning procedures utilizing existing capabilities.

# SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## 1.04 CONCEPT OF OPERATIONS

### A. GENERAL

1. Direction and control of emergency management functions for San Juan County is the responsibility of the San Juan County-Friday Harbor Emergency Management Council (EMC), comprising of the Mayor of Friday Harbor and the Chair of The Board of County Commissioners. The EMC has delegated this responsibility, with oversight measures, to the Director of the Department of Emergency Management. DEM is responsible for the direction and control of emergency management activities throughout the County, including the Town of Friday Harbor. The Director of Emergency Management is “subject to the direction and control of” the EMC regarding disaster-related decisions concerning **priorities and disaster response policy** (RCW 38.52.070).
2. Suggested Operating Guidelines (SOG’s) will be developed to provide for the incremental activation of this plan based on the type of hazard, location, and scope. The EOC may be activated based on the needs of the situation. Incident Command may transition from the field to the EOC as the scope of the incident broadens.

### B. ORGANIZATION

1. The EOC will be organized and staffed according to the ICS. The EOC will function either in support of field operations (media coordination, resource acquisition, etc.) or as the primary coordination point in complex multi-agency or multi-jurisdictional incidents. The EOC is supplemented by two independent locations on Orcas and Lopez islands, referred to as Area Command Posts (**ACP**). These locations can be used as local EOCs for individual *island based* incidents requiring no external resources or during a County-wide emergency where critical coordinating personnel would be unable to attend the County EOC.
2. Albeit that the ACPs have independent communications capabilities, it should be noted that the San Juan County EOC, when activated, remains the primary coordination center and contact point for requesting resources from surrounding Counties, the State, or the Federal government (including Canada). *See Part 2.06-section C subsection 8 for exception.*
3. Sections and Functional Units will be established according to ICS, as required by the nature and scope of the incident. Sections may include:
  - (a) Operations: Responsible for coordination of all first line services, including emergency medical services (EMS), fire, law enforcement, public works, and public health. Their efforts are directed at controlling the situation, reducing hazards, and restoring normal operations.
  - (b) Planning: Responsible for collecting, analyzing and disseminating tactical information. This section maintains information of current and forecasted situation and on status of resources assigned. Planning may also, depending on the extent of the incident, prepare the Incident Action Plan (this may be completed by incident command in the field).

# SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

- (c) Logistics: Responsible for coordination of all material support of the incident, including supplies and equipment ordering, warehousing and distribution, transportation coordination, and facilities.
- (d) Finance and Administration: Responsible for coordination of incident related fiscal issues including cost tracking, damage assessment records, recovery and restoration contracts management, procurement control, and financial records.

## C. PROCEDURES

1. San Juan County intends to use an Incident Command structure in its EOC. The EOC will activate and communicate with Incident Command Posts (ICP) in the field (and ACPs if established) to coordinate disaster resources and monitor the disaster situation. Incident Command Posts may direct and coordinate field operations.
2. The Continuity of Government Act (RCW 42.14) sets forth provisions for the continuation of local government in the event its leadership is incapacitated. RCW 41.10 sets forth provisions for the identification and preservation of vital records. Appendix A to the Basic Plan, Continuity of Government, contains detailed information on continuation of government in a disaster.
3. Emergency Operations Centers
  - (a) The San Juan County/Friday Harbor Emergency Management Council (EMC) may form a policy group to provide policy direction to incident command.
  - (b) Maintenance of the primary EOC in a readiness mode is the responsibility of the DEM staff.
4. Activation Levels: The following general guidelines will be used for activation of the EOC:
  - (a) **PHASE 1** (routine): A DEM staff member or the Duty Officer handles incident. Example incident – *Minor HAZMAT spill with potential for limited evacuation and shoreline water contamination. Continuous monitoring of the incident required.*
  - (b) **PHASE 2** (enhanced): The EOC may be partially activated in support of field operations or to assume other coordination functions as required. Example incident – *A large landslide during heavy rain resulting in the blockage of the only road into a resort area during high season. Power and phones are out and road could take five days to clear. Coordination between County and utility agencies necessary. Locating and transporting welfare supplies required. Continuous monitoring for emergency situations and regular release of information to the public necessary. A declaration of disaster could occur.*
  - (c) **PHASE 3** (full operation): EOC may be fully activated as the central direction and control point for overall coordination. All appropriate agencies and organizations may be requested in the EOC.

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

*Example Incident – Ferry sets on fire outside harbor and sinks resulting in multiple fatalities along with a dozen serious burn injuries and thirty other miscellaneous injuries requiring hospital treatment. A declaration of disaster would occur.*

## **1.05 INCIDENT COMMAND (UNIFIED COMMAND)**

### **A. PRIMARY AGENCY**

- Based on the hazard

### **B. SUPPORT AGENCIES**

- As determined by Incident Command for each event.

### **C. CONCEPT OF OPERATIONS**

#### **1. Designation of the Incident Command agency**

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

- (a) Jurisdiction.
- (b) Statutory authority or responsibility.
- (c) Prior agreement or plan.
- (d) Commitment of resources.

#### **2. Unified Command**

A unified command structure may be appropriate under the following conditions:

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

#### **3. Layered operations**

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

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## 4. Policy decisions

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

## D. RESPONSIBILITIES

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

### **1.06 LIAISON**

#### A. PRIMARY AGENCY

- Incident Command agency

#### B. SUPPORT AGENCIES

- As determined by Incident Command
- Division of Emergency Management

#### C. CONCEPT OF OPERATIONS

1. Incident Command may designate a Liaison Officer as the point of contact for assisting and cooperating agency representatives that are not otherwise assigned within the incident command structure.
2. County Commissioners provide liaison with local, state and Congressional elected officials.

#### D. RESPONSIBILITIES OF THE LIAISON OFFICER

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

### **1.07**

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **EMERGENCY PUBLIC INFORMATION AND WARNING (ESF-02)**

### **A. PRIMARY AGENCY**

- Incident Command agency

### **B. SUPPORT AGENCIES**

- Department of Emergency Management
- San Juan County Sheriff's Office
- Fire Districts

### **C. CONCEPT OF OPERATIONS**

1. The National Alert and Warning System (NAWAS) is the primary system used by the federal government to disseminate warnings. Warnings may originate from a variety of federal agencies and are received at the Washington Warning Point, a 24-hour operation managed by the State EMD, which then disseminates the warning to local warning points.
2. The Primary Warning Point for San Juan County is the 9-1-1 Dispatch Center. When a warning is received for San Juan County, the Dispatch Center relays the information as needed.
3. The NOAA weather radio system may also be used to disseminate specific warning or emergency information. It is limited, however, to those who use NOAA Weather Radio. The DEM may activate the system through the State EMD Duty Officer.
4. Because of the limited warning systems in San Juan County, notification to citizens of incidents may be done by door-to-door contact, mobile loud speakers, sirens, or any other means available to on-scene command agencies.
5. A Public Information Officer (PIO) appointed by Incident Command is the lead person for the coordination of emergency public information and media relations during an emergency.
6. During emergency situations the PIO, or designee(s), report to the Incident Command Post or EOC to prepare and disseminate public information. The primary means to do this is by direct contact with the media and by use of the Emergency Alert System (EAS). Information should be coordinated with Incident Command to ensure accuracy and prevent conflicts with command objectives.
7. Activation of the EAS is governed by the local EAS plan and may be requested through the 9-1-1 Dispatch Center.
8. If the magnitude of the situation warrants it, a Joint Information Center (JIC) may be established outside of the EOC to provide a single point of contact for releasing information. This facility would be in direct contact with the EOC and may include

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

multiple information officers. The location of the JIC will be determined on a case-by-case basis.

## D. Responsibilities:

### 1. Division of Emergency Management:

(a) Acts as the lead agency for the development and maintenance of county warning procedures

(b) Develops and distributes public information materials.

(c) Maintains the Emergency Alert System (EAS) plan.

2. Participating agencies and organizations: Provide the PIO with information concerning emergency activities.

3. Public Information Officer (PIO): Coordinates contacts with the media and the release of information to the public.

4. Dispatch Center: Disseminate warning information.

## **1.08**

### **INCIDENT PERSONNEL SAFETY**

#### A. Primary Agency

Incident Command agency

#### B. Support Agencies

All participating agencies and organizations

#### C. Concept of Operations:

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

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

#### D. RESPONSIBILITIES OF THE SAFETY OFFICER

1. Maintain awareness of active and developing situations.

2. Expand support staff as needed to meet multiple incident sites and/or specialized safety requirements.

3. Identify potentially unsafe situations.

## **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

4. Correct unsafe acts or conditions through the regular line of authority when time permits.
  5. Develop Incident Safety Plans as required.
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# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

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# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **PART 2 OPERATIONS**

(INCLUDES ESF-03, ESF-04, ESF-08, ESF-09, ESF-12 and ESF-22)

### **2.01 INTRODUCTION**

#### **A. PURPOSE**

This section of the plan defines how essential emergency services will execute coordinated response and recovery operations in the event of an emergency or disaster.

#### **B. SCOPE**

1. These procedures, supported by the detailed internal procedures developed by each of the participating agencies, encompass all multi-agency operations undertaken in the execution of the San Juan County Comprehensive Emergency Management Plan (CEMP).
2. In addition, this plan defines how external resources on a state or national level may be integrated into emergency efforts should the incident exceed the capacity of local and mutual aid resources to meet all local emergency needs.
3. The functions covered by this portion of the plan are:
  - (a) Emergency Medical Services (EMS)
  - (b) Fire Services
  - (c) Law Enforcement
  - (d) Public Works
  - (e) Utilities
  - (f) Public Health and Mortuary.

### **2.02 POLICIES**

- A. It is the policy of San Juan County that a Disaster Medical Control Center (DMCC) be designated to provide coordination in a disaster.
- B. It is the policy of San Juan County that Emergency Medical Technicians (EMT), Paramedics or other responders providing emergency medical assistance in San Juan County shall operate under accepted procedures and protocols designated by the Medical Director.
- C. It is the policy of San Juan County that a Mass Casualty Incident (MCI) may be

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

declared to allow EMS personnel to follow established written emergency protocols without base station contact.

- D. It is the policy of San Juan County that heavy rescue operations be a team effort of law enforcement, fire services, volunteers, other agencies, and the private sector.
- E. It is the policy of San Juan County government to provide public works response services to lands and facilities under county jurisdiction. In the absence of an emergency proclamation, response to private property problems shall be done only when a county facility, such as a culvert, is causing the problem or when life or public health is threatened.
- F. It is policy of San Juan County to use the inspection guidance in ATC-20, the field manual for post earthquake safety evaluation of buildings developed by the Applied Technology Council, to survey damaged buildings for safety. (Published separately.)
- G. It is the policy of San Juan County that all utilities, whether publicly or privately owned, be prepared to respond to needs caused by an emergency or disaster. The Division of Emergency Management (DEM) may request a liaison from such utility providers to coordinate disaster and emergency services.
- H. It is the policy of the San Juan County Department of Health and Community Services (HCS) to provide guidance to agencies and individuals on basic public health principles involving safe drinking water, food sanitation, personal hygiene, and proper disposal of human waste, garbage and infectious/hazardous waste.
- I. Operations regarding incidents of terrorism or suspected terrorism are addressed in the **CEMP Terrorism Annex (*Restricted Issue*)**. Although much of the response to such an event will remain in the hands of local and regional responders, The Federal Bureau of Investigation (FBI) will be the lead agency.

## **2.03 SITUATION**

### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

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

### **B. PLANNING ASSUMPTIONS**

1. The size of the incident may exceed the capability of local responders to meet all emergency needs without coordinated outside assistance.
2. Fire resource mobilization plans and mutual aid agreements are in place to identify how diverse agencies will coordinate their activities.
3. The Incident Command System (ICS) will be used as the resource management mechanism when outside assistance is requested. See Appendix D to the Basic Plan for explanation of ICS.

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **2.04 CONCEPT OF OPERATIONS**

### **A. GENERAL**

1. Initial Response: First response to major incidents will be done according to the standing orders for each agency. On-scene direction and control of agency personnel and equipment will be carried out through the existing chain of command. The ICS may be the primary method for coordination of on-scene activities.
2. Mutual Aid: When circumstances require, local mutual aid resources will be requested according to standing mutual aid agreements. Extraordinary resources will be requested through the Emergency Operations Center (EOC). If activated, the EOC will be *notified*, when practical, of all mutual aid requests.
3. Emergency Operations Center: When needed, central coordination by designated representatives of the response agencies may occur in the activated EOC.

### **B. ORGANIZATION**

#### **1. Incident Command System**

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

#### **2. Operations Section**

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

- (a) Emergency Medical Services
- (b) Fire Services
- (c) Law Enforcement
- (d) Public Works
- (e) Public Health
- (f) Public Utilities
- (g) Search and Rescue

#### **3. Designated Agency Representatives**

- (a) Functional units at the EOC will be staffed by representatives of the participating agencies or as otherwise identified in this plan.

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- (b) Designated agency representatives should be empowered to act on behalf of the agencies they represent with regard to overall coordination of response and recovery from the EOC.

## **C. PROCEDURES**

### Internal Procedures

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

## **2.05 EMERGENCY MEDICAL SERVICES (ESF-8)**

### **A. JOINT PRIMARY AGENCIES**

- San Juan Island EMS
- Fire District EMS
- Local Island Clinics

### **B. SUPPORT AGENCIES**

- American Red Cross

### **C. CONCEPT OF OPERATIONS**

1. Each island's own EMS service is the lead agency for the coordination of EMS on their island, including, but not limited to such activities as:
  - (a) Identification and coordination of medical resources.
  - (b) Coordination of medical transportation resources.
2. Dr. Marcia Zakarison is the Coordinator of the Disaster Medical Control Center (DMCC).
3. Basic and advanced life support services shall be provided per existing standing operating procedures, patient care guidelines and treatment/transfer protocols as promulgated or coordinated by the Medical Director.
4. Direction and control of emergency medical functions at clinics will be the responsibility of the facility administrator.
5. The clinic should maintain decontamination procedures and appropriate equipment to handle patients who are contaminated by hazardous materials.

## **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

6. In the event of a disaster where normal communications are disrupted, doctors and nurses should report to their assigned clinics. Doctors, nurses and other medical professionals residing in the county who are unable to reach, or are not required at, their mainland facilities, should report to the nearest clinic, doctors office or fire station. Additional reporting points for physicians may be established to meet local community needs.
7. The American Red Cross and other agencies may support the EMS response with additional resources. The EOC will coordinate requests for additional resources.
8. Emergency medical personnel and supplies not available in San Juan County may be requested from the Washington State Department of Health through the State Emergency Management Division (EMD), State EOC or other jurisdictions through mutual aid
9. Where fire resources in San Juan County may become or are exhausted as a result of a major incident, the provisions of the State and/or Regional Fire Mobilization Plans may be activated to provide for outside assistance.

### **D. RESPONSIBILITIES**

1. American Red Cross
  - (a) Under its Charter, the American Red Cross provides available supplementary medical, nursing aid and other health services upon request.
  - (b) Responsible for establishing a method to obtain names of victims from appropriate agencies for health and welfare communications.
  - (c) Assist victims with replacement of personal medical supplies, glasses, dentures, hearing aids, wheelchairs, prostheses, etc.
2. Fire Districts and Departments
  - (a) Establish incident command for on scene emergency operations.
  - (b) Provide first aid, EMT and paramedic services in response to injured persons.
  - (c) Provide emergency medical transportation capability.
3. Island Clinics
  - (a) Provide medical care to the level possible for the facility.
  - (b) Make assessments of hospital capabilities and damages.
  - (d) May mobilize staff to provide teams to respond to field treatment and triage sites.
  - (e) Assist in blood procurement for community needs.

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## **2.06 FIRE SERVICES (ESF-4)**

### **A. PRIMARY AGENCY**

- Fire Districts for the jurisdiction in which the incident occurs
- San Juan County Fire Chiefs' Association

### **B. SUPPORT AGENCIES**

- Fire Districts and Departments
- National Park Service
- Department of Natural Resources

### **C. CONCEPT OF OPERATIONS**

1. The public fire and life safety services in San Juan County include fire districts, the U.S. Forest Service, the National Park Service and the Department of Natural Resources. Each fire service is a branch of government, governed by its own separate statutory authority. Generally these fire services are responsible for fire prevention, suppression, immediate life safety and light rescue.
2. Fire services within San Juan County are all signatory to a countywide mutual aid agreement.
3. The San Juan County Fire Chiefs' Association is the lead group for emergency planning with the fire services.
4. The San Juan County Fire Chiefs' Association will designate a Fire Resource Coordinator (and alternate) to be an overall coordinator of fire service activities during a disaster. This coordinator may operate from an Incident Command Post (ICP), Area Command Post (ACP) or the EOC, depending on the location and impact of the fire (see 8. below). If the Fire Resource Coordinator works from the ICP, a liaison may be designated to go to the ACP or EOC.
5. ICS will be used under this plan to manage multi-agency and multi-jurisdictional disaster operations.
6. The San Juan County Fire Marshals' Office and local fire districts may cooperate to develop and implement fire prevention and fire safety programs for San Juan County.
7. Where fire resources may become or are exhausted as a result of a major incident, the provisions of the State and/or Regional Fire Mobilization Plans may be activated to provide for outside assistance.
8. If a wild-land fire is limited to one particular island covered by the Lopez or Orcas Area Command Post (ACP) and will not require intra-island assistances beyond normal mutual aid, requests for and coordination of Department of Natural

## **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

Resources (DNR) fire fighting crews may be done directly through the relevant ACP. All other requests for state or regional resources *must* go through the County EOC. In all cases the County EOC or DEM Duty Officer should be notified as soon as practical.

### D. RESPONSIBILITIES

#### 1. Division of Emergency Management

- (a) Supports fire suppression operations with resources not covered under mutual aid agreements.
- (b) Coordinates with Fire Resource Coordinator to activate State and/or Regional Fire Mobilization Plans.
- (c) If necessary, activates the EOC or assigns a coordinator to the relevant ACP.

#### 2. Fire Marshal

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

#### 3. Fire Districts

- (a) Provide fire suppression and immediate life safety services within their respective jurisdictions and support other fire protection agencies if they are signatories to a mutual aid agreement.
- (b) Conduct fire prevention and life safety activities.
- (c) Maintain inventories of fire fighting personnel and equipment.
- (d) Assists with dissemination of door-to-door warning.
- (e) Friday Harbor Fire Department provides marine fire fighting assets.

#### 4. Fire Resource Coordinator

Represents county fire agencies on the Northwest Regional Fire Defense Board. Coordinates with the DEM to fulfill the responsibilities outlined in the State and Northwest Region Fire Mobilization Plans. Coordinates fire resources and activities during disaster operations.

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## **2.07 LAW ENFORCEMENT (ESF-22)**

### **A. PRIMARY AGENCY**

- San Juan County Sheriff's Office

### **B. SUPPORT AGENCIES**

- Washington State Patrol
- U.S. Customs & Border Patrol
- Federal Bureau of Investigation

### **C. CONCEPT OF OPERATIONS**

1. The San Juan County Sheriff is the chief law enforcement officer in San Juan County. When the EOC is activated, an appropriate liaison may be requested to report to the EOC to coordinate law enforcement activities.
2. Coordination between the Sheriff's Office and other law enforcement agencies is facilitated by the State Mutual Aid Assistance Act. This allows for law enforcement personnel to respond to another jurisdiction upon request and for more specific agreements to be developed for special circumstances.
3. Supplemental law enforcement assistance may be requested through normal mutual aid channels or through the EOC.
4. ICS may be used for the coordination of mutual aid resources.
5. Internal policies and procedures are in place for the mobilization of law enforcement personnel and equipment.
6. Issues regarding terrorism or suspected terrorism are addressed in the CEMP Terrorism Annex (restricted document).

### **D. RESPONSIBILITIES**

1. Sheriff's Office
  - (a) Provides law enforcement in San Juan County.
  - (b) Provides representation in the EOC to coordinate law enforcement and/or SAR/SAR DIVE operations.
  - (c) Provides security to the County EOC during disaster operations.
  - (d) Assists with the dissemination of warnings to the public.
  - (e) As appropriate, provides field observations to the EOC.

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- (f) Provides communications support to the EOC as needed.
- (g) Provides traffic control and crowd control.
- (h) Provides marine assets for EMS to attend smaller islands and for other appropriate emergency response functions.

## **2.08 SEARCH AND RESCUE (ESF-9)**

### **A. PRIMARY AGENCY**

- San Juan County Sheriff's Office

### **B. SUPPORT AGENCIES**

- Division of Emergency Management
- Fire Districts
- Public Works Department
- Planning and Community Development Services

### **C. CONCEPT OF OPERATIONS**

1. The San Juan County Sheriff is responsible for ground SAR operations (RCW 38.52.400). The primary source of personnel is registered volunteers.
2. SAR for missing aircraft is the responsibility of the State Department of Transportation, Division of Aeronautics. The Sheriff's Office coordinates ground resources in support of these operations.
3. Some aviation assets, such as those of the U.S. Coast Guard, Military Assistance to Safety and Traffic (MAST), or NAS Whidbey may be requested.
4. While the Sheriff is responsible for disaster SAR operations (RCW 38.52) the unique environment of Urban Search and Rescue should result in a unified command structure that includes the jurisdictional fire agency. Public Works is the lead agency for the provision of heavy equipment. Planning and Community Development Services is the lead for providing technical advice concerning structures.

### **D. RESPONSIBILITIES**

1. Sheriff: Responsible for SAR operations.
2. Division of Emergency Management
  - (a) Supports SAR operations with additional resource coordination and activation of the EOC, as needed.

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- (b) Develops and maintains a system of volunteer registration in accordance with WAC 118.
  - (c) Requests state mission number from the EMD Duty Officer.
3. Fire Districts
- Provides assistance to SAR operations and coordination of heavy rescue operations.
4. Public Works Department
- Provides heavy equipment to support rescue operations.
5. Planning and Community Development Services
- Provides technical information on damaged structures.

### **2.09 PUBLIC WORKS AND ENGINEERING (ESF-3)**

#### **A. PRIMARY AGENCY**

- Public Works Departments

#### **B. SUPPORT AGENCIES**

- Facilities Management
- Planning and Community Development Services
- Parks Departments

#### **C. CONCEPT OF OPERATIONS**

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

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

engineering expertise from the private sector. Prioritization of inspection efforts may be coordinated by the EOC.

## **D. RESPONSIBILITIES**

### **1. Facilities Management**

Coordinates emergency repair or relocation of facilities.

### **2. Planning and Community Development Services**

Acts as the lead agency for the inspection of damaged structures.

### **3. Public Works Departments**

(a) Provides debris clearance except on private property, emergency protective measures, emergency and temporary repairs and/or construction on jurisdictional lands, roads and facilities.

(b) Provides construction and emergency equipment, supplies and personnel.

(c) Conducts flood fighting operations.

(d) Provides damage assessments, inspections and emergency restoration for roads, bridges and facilities.

(e) Serves as the applicant agent for processing federal financial assistance under Public Law 93-288, the Disaster Relief Act.

(f) Performs or contracts major recovery work to restore damaged public facilities under Public Law 93-288, the Disaster Relief Act.

(g) Provides traffic control signs and barricades for road closures, detours and potential road hazards; provides operational control of traffic signals and flashers.

### **4. Parks Department**

(a) Provides light duty construction equipment, supplies and personnel.

(b) Provides for emergency repair or restoration of park facilities.

## **2.10 ENERGY AND UTILITIES (ESF-12)**

### **A. PRIMARY AGENCY**

- Division of Emergency Management

### **B. SUPPORT AGENCIES**

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- Public Works Department
- Law Enforcement
- Fire Districts
- Involved utilities

### **C. CONCEPT OF OPERATIONS**

1. Contact with utility providers may be established by the EOC to coordinate resources, establish priorities, assess and document damages and provide information to the public. Information programs may be initiated to keep the public informed of utility status and any restrictions.
2. Utility providers may be requested to send a liaison to the EOC to facilitate coordination and provide communications equipment for contact with field units.
3. Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers. The DEM and/or the EOC may assist with coordinating outside resources.
4. General Information
  - (a) Electric power within San Juan County is operated by Orcas Power and Light Cooperative (OPALCO), a local power cooperative. When affected by a disaster, it can be anticipated that OPALCO will work to re-establish service. However, the OPALCO service is reliant on a submersed power line from the mainland. Should this line or any of the other similar lines connecting the islands be damaged, a return to normal power may take an extended period of time. Residents should be prepared.
  - (b) Public drinking water systems within San Juan County are both publicly and privately owned. These systems are not normally interconnected. Personal preparedness can reduce the impact from disruptions to the water supply.
  - (c) Contact with local petroleum suppliers and major oil companies may be made to facilitate the delivery of adequate amounts of emergency petroleum fuel supplies.
  - (d) There are numerous sewer utility providers in the county. Typically these utilities have cooperated in mutual support during emergencies.
  - (e) CenturyTel provides land-line telephone service to San Juan County. Several cellular phone services are also available to the islands. These companies have emergency plans and priorities for restoration of service. The first priority is usually restoration of company capability then 9-1-1 systems and life safety related agencies. San Juan County residents can anticipate a delay in restoration of telephone service in a major outage due to a disaster. Due to the design of the system, Inter or intra-island communications may be available before communications with the mainland.

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## D. RESPONSIBILITIES

1. Division of Emergency Management
  - (a) Maintains contact and coordinates with utility and energy providers.
  - (b) Coordinates planning with providers as needed.
2. Energy and Utility Providers
  - (a) Continue to operate supply system and support mutual aid.
  - (b) As needed, provide for the timely restoration of services.
  - (c) Facilitate coordination and communications by providing liaisons to the EOC as requested.

## **2.11 PUBLIC HEALTH AND MORTUARY (ESF-8)**

### A. PRIMARY AGENCY

- San Juan County Health & Community Services (HCS)
- San Juan County Medical Examiner (contracted through the Snohomish County ME).

### B. SUPPORT AGENCIES

- San Juan County Sheriff's Office
- Washington State Dental Association
- American Red Cross
- Washington State Department of Health
- Centers for Disease Control
- Federal Bureau of Investigation (Disaster Response Team)

### C. CONCEPT OF OPERATIONS

1. HCS is the lead for the coordination of public health services.
2. If political jurisdictions, agencies or individuals are unable to meet appropriate public health standards under their own resources or authority, the Director of HCS or the Public Health Officer may take actions to ensure public health is protected.
3. If the threat to public health is of such magnitude that supplemental assistance is necessary, state assistance may be requested through the DEM to the State EMD.

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4. Support for emergency workers, disaster victims and relatives is coordinated on scene with assistance from mental health care providers from the community. Long range mental health care may be provided by the "Crisis Counseling" program of the National Institute of Mental Health, which is delivered through local providers.
5. The American Red Cross may provide disaster mental health counseling to the victims of disaster as needed.
7. The contracted Medical Examiner is the lead for activities concerning the deceased as a result of a disaster or emergency, including identification and disposition of the remains. The deceased should only be moved when authorized by the Medical Examiner or designee.
8. HCS is the lead for providing death certificates, coordination with the Medical Examiner and coordination with funeral homes. This assures vital data is recorded and burial-transit permits are appropriately issued. The San Juan County Sheriff Identification Unit, forensic dentists of the Washington State Dental Association, the Federal Bureau of Investigation (Disaster Response Unit) may be used to assist in the identification of human remains at the request of the Medical Examiner.
9. Given the lack of local mortuary facilities, the contracted Medical examiner may designate temporary morgues as the situation dictates.
10. The contracted Medical Examiner is responsible for notifying local agencies of the locations of morgues and arranging transportation of the deceased to these sites. These tasks may be coordinated by the EOC.
11. The American Red Cross may assist in the notification of next of kin following mass casualty disasters.
12. The Federal Bureau of Investigation may assume identification responsibilities in accidents involving interstate commercial carriers, hostage situations or citizens killed in acts of terrorism.

### **D. RESPONSIBILITIES**

1. Health & Human Services Department
  - (a) Coordination of public and mental health services.
  - (b) Inoculations.
  - (c) Sanitation services and basic hygiene.
  - (d) Identification and control of communicable diseases. *Refer to Terrorism Annex (Restricted Document) for cases involving terrorism.*
  - (e) Vector control.

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- (f) Examination of food and water supplies for contamination.
  - (g) Emergency sanitation standards for disposal of garbage, sewage and debris.
  - (h) Assessment of environmental contamination and public health risk from hazardous materials spills.
  - (i) Public notifications of public health risks.
  - (j) Technical support for terrorist incidents involving weapons of mass destruction.
2. Medical Examiner (contracted through Snohomish County).
- (a) Identification and disposal of human remains.
  - (b) Determination of the cause of death.
  - (d) Coordination of mortuary facilities and the establishment of temporary morgues as needed.
  - (e) Notification of next of kin.
3. Sheriff's Office
- (a) Provide limited first aid capability.
  - (b) Identification Unit assists the Medical Examiner with the identification of the deceased.
  - (c) Provide scene security as needed.
  - (d) Notification of next of kin.
4. Washington State Dental Association
- (a) Forensic dentists may assist with the identification of the deceased.
  - (b) Provide information to member forensic dentists on current emergency response policy and procedures.
5. American Red Cross
- (a) Assist in the notification of next of kin following mass casualty disasters as directed by the Medical Examiner.
  - (b) Provide disaster mental health counseling to the victims of disaster as needed.

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **PART 3 PLANNING (INCLUDES ESF-05)**

### **3.01 INTRODUCTION**

#### **A. PURPOSE**

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

#### **B. SCOPE**

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

### **3.02 POLICIES**

- A. All Participating Jurisdictions shall be prepared to report operational information and damages to the San Juan County Department of Emergency Management (DEM) or Emergency Operations Center (EOC).
- B. The Local Emergency Planning Committee (LEPC) has designated the DEM as the agency to receive and file follow-up written reports from facilities concerning releases of certain hazardous materials covered under Section 304 of Title III of the Superfund Amendment Reauthorization Act of 1986.
- C. Alternative disaster communications for information management shall include:
  1. Available law enforcement frequencies
  2. Available fire frequencies
  3. Public Works frequency
  4. Radio Amateur Civil Emergency Services (RACES).

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- D. The inspection guidance in ATC-20, the field manual for post-earthquake safety evaluation of buildings developed by the Applied Technology Council, shall be used to survey damaged buildings for safety.

### **3.03 SITUATION**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

- 1. Emergency or disaster conditions can often present a complex and confusing overload of information.
- 2. Early analysis of the flow of information into the EOC is essential for activating the appropriate plans and procedures and prioritizing response in the best interests of the whole community.
- 3. The accurate and timely flow of information is required to determine the need for outside assistance.

#### **B. PLANNING ASSUMPTIONS**

- 1. There are two phases of damage assessment:
  - (a) Response Phase  

Necessary for prioritizing initial response and determining the need for outside assistance.
  - (b) Recovery Phase  

Documentation of private and public damage for planning recovery activities and for requests for state and federal assistance.
- 2. Early reports may provide an incomplete or inaccurate picture of the extent and/or magnitude of damage.
- 3. There may be a shortage of individuals qualified to assess damage.
- 4. The primary source of detailed damage information is from the public, Public Works, utility companies, school districts, critical facilities, the American Red Cross, and other volunteer groups.
- 5. Initial damage information, particularly from the public or private entities, may be grossly exaggerated due to high emotions or even a desire to receive aid first. A reliable confirmation of damage estimate must be sort where possible. In any case, the recipient of the initial report should ask clarifying questions where appropriate. For example, "You stated there are lots of people injured, how many people exactly 2-3, 3-5, 5-10."

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## **3.04 CONCEPT OF OPERATIONS**

### **A. GENERAL**

1. The Planning Section, when established in the EOC, is responsible for the centralized coordination of information collection, analysis, distribution and documentation.
2. Information on the nature and scope of the event may be collected from dispatch centers, assigned field observers, citizens, agencies, and other appropriate sources.
3. The various departments and emergency response agencies should support the information management process with the timely submission of Situation Reports (SitReps) and other data as requested.

### **B. ORGANIZATION**

The Planning Section in the EOC is responsible for coordination of disaster information and damage assessment. See Part 3.05 below for details on the organization and responsibilities of the Planning Section.

### **C. PROCEDURES**

#### **1. Earthquake Damage to Structures**

Planning/Building coordinates damage assessment with the Assessors office providing personnel for inspecting structures after a disaster to determine building safety. This may be a cooperative effort including other departments, or persons with engineering expertise from the private sector.

#### **2. Hazard Mitigation Reports**

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

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## **3.05 PLANNING SECTION (ESF-5)**

### **A. PRIMARY AGENCY**

- Emergency Management

### **B. SUPPORT AGENCIES**

- San Juan County Sheriff's Office
- Public Works Departments
- Fire Departments and Districts
- RACES

### **C. CONCEPT OF OPERATIONS**

1. A Planning Section may be established by the EOC Supervisor or by Incident Command as the central coordination point for incident related information, damage assessment and disaster analysis. The Section Chief will establish functional units within the section as needed.
2. Situation reports will be provided to the EOC by all involved agencies and organizations upon request.
3. The Planning Section compiles and analyzes information from the field and Area Command Posts into Situation Reports. This information will be used by Incident Command and may be shared with the Chief Elected Officials (CEOs), other agencies, or the State EOC.
4. Damage Assessment
  - (a) As soon as possible after a disaster, information on public and private damages must be compiled to determine if state and/or federal assistance may be needed. DEM may provide forms for documenting public and private property damage and impact.
  - (b) After the initial damage information is collected, federal/state/local teams may be formed to verify the damage information.

### **D. RESPONSIBILITIES**

1. Division of Emergency Management
  - (a) Prepares local situation reports and collects damage assessment information.

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2. Emergency response agencies and organization
  - (a) Provide situation reports to the EOC as needed.
3. School Districts
  - (a) Provide damage assessment information from individual schools.
  - (b) Provide damage assessment information and situation reports from field observations.
4. RACES
  - (a) Relay damage information from pre-designated critical facilities.
  - (b) Provide communication support from field locations and the EOC.

### **3.06 SITUATION UNIT**

- A. PRIMARY AGENCY
  - Division of Emergency Management
- B. SUPPORT AGENCIES
  - As required by the nature and scope of the incident
- C. CONCEPT OF OPERATIONS
  1. The Planning Section Chief may establish a Situation Unit.
  2. The Situation Unit Leader is responsible for the collection and organization of incident status information and the assembly of damage assessment information.
- D. RESPONSIBILITIES
  1. Oversee the collection, organization, and analysis of disaster situation information.
  2. Ensure that information collected from all sources is validated prior to posting on status boards.
  3. Ensure that situation status reports are developed for dissemination to EOC staff.
  4. Assist in developing an Action Plan for each operational period, based on objectives developed by each EOC Section.
  5. Ensure that all maps, status boards and other displays contain current and accurate information.

### **3.07**

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## **DOCUMENTATION UNIT**

### **A. PRIMARY AGENCY**

- Division of Emergency Management

### **B. SUPPORT AGENCIES**

- As required by the nature and scope of the incident.

### **C. CONCEPT OF OPERATIONS**

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

### **D. RESPONSIBILITIES**

1. Collect, organize and file all completed event or disaster related forms, to include: all EOC position logs, situation status reports, EOC Action Plans and any other related information, prior to the end of each operational period.
2. Provide document reproduction services to EOC staff.
3. Distribute the San Juan County EOC situation status reports, EOC Action Plan, and other documents, as required.
4. Maintain a permanent electronic archive of all situation reports and Action Plans associated with the event or disaster.
5. Assist the EOC Manager in the preparation and distribution of the After Action Report.

## **3.08**

## **RESOURCE TRACKING UNIT**

### **A. PRIMARY AGENCY**

- Division of Emergency Management

### **B. SUPPORT AGENCIES**

- As required by the nature and scope of the incident.

### **C. CONCEPT OF OPERATIONS**

1. The Planning Section Chief may establish a Resource Tracking Unit.

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2. The Resource Tracking Unit Leader is responsible for checking-in resources, tracking resources, and maintaining resource status displays.
3. Locating and requesting resources is the responsibility of the Logistics Section, Resource Acquisition Unit. Once deployed on-route, Logistics will update the Resource Tracking Unit.

### **D. RESPONSIBILITIES**

1. Track status of resources from units in the field (usually Staging Officer) and update resource status displays (i.e. personnel and equipment deployed, on standby, unavailable).
  2. Track status of requested resources already *on-route* (i.e. ETA, time available, etc.).
  3. Check-in resources (usually through Staging Officer or other field representative).
  4. Monitor time-in-the-field and report any excessive deployment periods.
-

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **PART 4 LOGISTICS AND RESOURCE SUPPORT (INCLUDES ESF-01, ESF-02, ESF-06, ESF-07, ESF-11 and ESF-20)**

### **4.01**

#### **INTRODUCTION**

##### **A. PURPOSE**

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

##### **B. SCOPE**

The functions covered in this portion of the plan are:

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

### **4.02 POLICIES**

- A. Following a Declaration of Emergency by the Governor, in accordance with RCW 38.52.110, San Juan County Chief Elected Officials and the Emergency Management Director may utilize all services, supplies, personnel or extraordinary controls that may be needed to protect lives, property and the environment. The San Juan County Public Information Officer may coordinate with the State Public Information Officer for disseminating information concerning any emergency measures, controls or rationing.
- B. After a major disaster, the free market economy and normal distribution, transportation, warehousing and retail systems will be encouraged and maintained to the maximum extent possible. If a disaster causes a shortage of essential resources, DEM will coordinate with the State to encourage voluntary controls and to enforce mandatory controls when necessary.
- C. Most residents of San Juan County are on individual wells operated by electric pump.

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Should the power be disrupted residents may find themselves unable to pump potable water. In case of an extended outage, citizens are advised to prepare their own emergency water supplies. For those with emergency generators this may mean pumping and storing adequate quantities of water before fuel supplies are exhausted. Those without generators may have to rely solely on pre-stored water or the water remaining in the household system. DEM will endeavor to notify residents when it appears that the power could be out for a period requiring such water conservation measures.

- D. If a disaster disrupts the normal food distribution process, the establishment of an emergency distribution system will be coordinated through the EOC with major food distributors.
- E. A military liaison will be established in the EOC to facilitate coordination with responding military units during disaster operations.

### **4.03 SITUATION**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

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

#### **B. PLANNING ASSUMPTIONS**

1. San Juan County may not have all of the resources necessary to combat the effects of a disaster.
2. Weather conditions, damage to the ferry system, damage to retail stores, and other factors may affect the availability and distribution of essential supplies and equipment.
3. Most food stores in San Juan County do not have significant storage capability and rely on daily deliveries from mainland distributors to replenish stock.
4. Not all resource support needs can be met in every occasion, and it may be necessary to prioritize the distribution of scarce resources to meet the greatest overall need based on the information available at the time.
5. If the event of a significant disaster, local logistical support may be sought from private aircraft and vessel owners to transport supplies, personnel, or evacuated civilians between islands or the mainland.
6. After a major disaster has occurred, it can be anticipated that outside resources will be sent San Juan County. Systems will need to be established to assemble, inventory, register and distribute these resources.

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## **4.04 CONCEPT OF OPERATIONS**

### **A. GENERAL**

1. The Department of Emergency Management (DEM) maintains lists of general emergency resources and contacts.
2. Hazardous materials resource information required by Title III of the Superfund Amendment Reauthorization Act is maintained by the DEM, and is periodically updated in cooperation with the San Juan County Local Emergency Planning Committee (LEPC).
3. The U.S. Department of Agriculture (USDA) is responsible for the distribution of the nation's food supply and the preservation of agricultural resources in a national emergency.
4. Attempts will be made to meet the special needs of victims and volunteers in a disaster using available resources and volunteer organizations in the community to offer expertise and services in many areas.

### **B. ORGANIZATION**

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

### **C. PROCEDURES**

Resources ordered through the EOC shall be approved by the Command authority and may be routed through the Finance Section as needed.

## **4.05 RESOURCE MANAGEMENT (ESF-07)**

### **A. PRIMARY AGENCY**

- Division of Emergency Management

### **B. SUPPORT AGENCIES**

- Public Works Department
- Finance Department

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **C. CONCEPT OF OPERATIONS**

1. A Logistics Section may be established to coordinate resource support for an emergency or disaster.
2. The Logistics Section is responsible for coordination of facilities, services, and material in support of the needs of the emergency response and recovery effort. Service and Support Branches may be established if needed to manage functional units.
3. Functional units may be established independently or under Service and Support Branches to coordinate various subordinate functions, depending on the nature and scope of the incident. Functional units may include Vessel/Aircraft Support, Ground Transportation, Resource Acquisition, Mass Care and Shelter, Food/Water, Volunteer and Religious Services, and Communications.

## **D. RESPONSIBILITIES**

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

Coordinates emergency procurement and purchase of emergency supplies and equipment.

### **4.06 TRANSPORTATION (ESF-01)**

#### **A. PRIMARY AGENCY**

- Public Works Departments

#### **B. SUPPORT AGENCIES**

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- Division of Emergency Management
- San Juan County School Districts
- Private Resort/Camp Transportation

## **C. CONCEPT OF OPERATIONS**

1. A general Transportation Unit may be designated in the Logistics Section to coordinate transportation resources, maintain liaison with such groups as the National Defense Transportation Association (NDTA), coordinate with Public Works Departments concerning emergency routes and assist with other appropriate transportation functions.
2. Alternatively, if the disaster demands, a separate Ground Transportation Unit and Vessel/Aircraft Unit may be designated to coordinate transportation efforts by road and the utilization of privately owned aircraft or vessels.
3. Ground transportation resources may be obtained from public or private sectors. Buses may be acquired for emergency use in coordination with the local school boards, private bus contractors, resorts or camps.

## **D. RESPONSIBILITIES**

1. Division of Emergency Management  
Maintains lists of transportation resources.
2. Public Works Department
  - (a) Acts as lead for the assessment of damages to highway and road transportation routes and the identification and coordination of emergency transportation routes.
  - (b) Provide staff to the Transportation Unit as needed or assigned
3. San Juan County School Districts  
Provide buses on a temporary basis (RCW 28A.24.170 ).

### **4.07 FOOD AND WATER (ESF-11)**

#### **A. PRIMARY AGENCY**

- Division of Emergency Management

#### **B. SUPPORT AGENCIES**

- American Red Cross
- Salvation Army

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- San Juan County Health & Community Services
- Finance Departments

### **C. CONCEPT OF OPERATIONS**

1. A Food and Water Unit may be established by the Logistics Section Chief to coordinate the activities associated with ESF-11.
2. The Food Unit will be responsible for coordinating the acquisition and distribution of bulk food and water resources.
3. The resources of the American Red Cross and Salvation Army will be used to provide prepared food to emergency workers and disaster victims.

### **D. RESPONSIBILITIES**

1. American Red Cross  
Provides food and water for emergency workers and victims.
3. Salvation Army  
Assists with the provision of food, water and clothing for emergency victims.
4. Division of Emergency Management
  - (a) Acts as lead agency for the procurement of emergency food supplies.
  - (b) Coordinates with the major food distributors for the provision and distribution of food to disaster victims or food service organizations.
  - (c) Coordinates with the U.S. Department of Agriculture and others concerning food needs.
5. San Juan County Health & Human Services
  - (a) Acts as lead agency for coordination and dissemination of information regarding preventative measures for contamination of foodstuffs, crops and livestock.
  - (b) Acts as lead agency for monitoring emergency water supplies for compliance with health regulations.
  - (c) Provides information for the public regarding food contamination, proper handling, distribution, conservation and safe drinking water.
  - (d) Monitors food preparation at point of consumption for compliance with applicable standards.

## **4.08**

# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **MASS CARE AND SHELTER (ESF-06)**

### **A. PRIMARY AGENCY**

- Division of Emergency Management

### **B. SUPPORT AGENCIES**

- American Red Cross
- Salvation Army
- San Juan County Health & Community Services  
Animal Protection Society of the San Juans
- Wolf Hollow
- Parks Department

### **C. CONCEPT OF OPERATIONS**

1. Mass care provides for the immediate survival needs of disaster victims through collective services and facilities.
2. Mass care will normally be carried out during and immediately after a disaster until individual services can be provided.
3. The American Red Cross is the primary resource for carrying out mass care activities in accordance with national, state and local agreements.

### **D. RESPONSIBILITIES**

1. Division of Emergency Management
  - (a) Coordinate the activities of local relief agencies assisting in the provision of emergency mass care.
  - (b) Inform the American Red Cross of the need for shelter activation, areas to be evacuated and other information necessary for implementation of the mass care system.
2. American Red Cross
  - (a) Undertake relief activities, including mass care.
  - (b) Identify community shelter sites and maintain the necessary agreements for their expedient use.
  - (c) Open, staff, and fund reception centers, shelters and mass feeding stations as needed.

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2. Salvation Army

Assist the American Red Cross in the provision of mass care and shelter services in accordance with agreements.

3. San Juan County Health & Community Services

Provide for coordination of health and sanitation inspection at mass care facilities.

4. Animal Protection Society of the San Juans

Establish and manage pet shelters in proximity to Red Cross shelters as resources and equipment allows.

5. Parks Department

Identify county properties that can serve as temporary mass care tent sites and other care facilities.

### 4.09

#### VOLUNTEER AND RELIGIOUS AFFAIRS

A. PRIMARY AGENCY

- Division of Emergency Management

B. SUPPORT AGENCIES

- Washington Volunteer Organizations Active in Disasters (WAVOAD)
- Search and Rescue (SAR)
- All registered volunteers
- Other support organizations (ARC, Salvation Army)

C. CONCEPT OF OPERATIONS

1. A Volunteer and Religious Affairs Unit may be established within the Logistics Section for the coordination of these activities.
2. All **Emergency Volunteers** including expedient or temporary volunteers shall be **registered** with the DEM in accordance with the standards of WAC 118-04.
3. All registered volunteers shall only perform those duties or assignments that are consistent with their level of training. **Under no circumstances is a registered volunteer authorized to exceed their level of training.**

D. RESPONSIBILITIES

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

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2. SAR operates in the ICS structure under the direction and control of the Sheriff's Office to provide services within the scope of their capabilities during the incident.
3. All registered volunteers provide support within their capabilities and under the direction and control of an appropriate emergency organization.
4. Other support organizations will function as required at the direction and control of an appropriate emergency organization.
5. DEM is responsible for registering all emergency worker volunteers for worker coverage, in accordance with WAC 118.

## **4.10**

### **EMERGENCY COMMUNICATIONS COORDINATION (ESF-02)**

#### **A. PRIMARY AGENCY**

- Division of Emergency Management

#### **B. SUPPORT AGENCIES**

- Information Services/Technology Department
- Dispatch Centers
- RACES

#### **C. CONCEPT OF OPERATIONS**

1. A Communications Unit may be established by the Logistics Section Chief to develop an incident specific communications plan and to coordinate the utilization of incident communication equipment and facilities.
2. The EOC has a full range of emergency communications capabilities. Systems are available for communication with local and state agencies.
3. The RACES organization maintains a mobile communications capability with members operating from both base stations and hand held radios.

#### **D. RESPONSIBILITIES**

1. Communications Unit Leader  
Plans and coordinates emergency communications.
2. DEM  
Provides and maintains a broad range of communication capabilities.

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## 3. Information Services/Technology Department

Provides and maintains computer software and hardware including fax capabilities, Internet connections and email communications.

## 4. Dispatch

(a) Provide emergency dispatch and communication coordination to first response agencies.

(b) Develop procedures for emergency restoration of communications.

### **4.11 MILITARY SUPPORT TO CIVIL AUTHORITIES (ESF-20)**

#### A. PRIMARY AGENCY

- Division of Emergency Management

#### B. SUPPORT AGENCIES

- NAS Whidbey
- U. S. Coast Guard
- MAST
- Washington Military Department

#### C. CONCEPT OF OPERATIONS

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

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5. All military assistance, except direct requests under emergency conditions, will be requested by the County Commissioners through the Washington State Military Department, Emergency Management Division.
6. Military support to local government may be dependent upon a declaration of emergency by the governor.
7. When deployed to provide local assistance, military forces will work under the direction of local authority, but will retain their unit integrity and military chain of command.

### **D. RESPONSIBILITIES**

Division of Emergency Management

Establishes and maintains ongoing liaison with local military bases.

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# **SAN JUAN COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **PART 5 FINANCE AND ADMINISTRATION**

### **5.01 INTRODUCTION**

#### **A. PURPOSE**

This section of the plan defines how the fiscal and administrative functions will be carried out in support of emergencies or disaster response and recovery.

#### **B. SCOPE**

The functions covered by this portion of the plan are:

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

### **5.02 POLICIES**

- A. Emergency expenditures will be incurred in accordance with existing emergency purchasing procedures. Council action may be required if expenditures need to exceed appropriated funding levels.
- B. It is the policy of San Juan County that during emergency operations, non-essential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support.
- C. It is the policy of San Juan County that emergency workers are advised to carry personal insurance on themselves, vehicles, and equipment.

### **5.03 SITUATION**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

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

#### **B. PLANNING ASSUMPTIONS**

1. Emergency expenditures are not normally integrated into the budgeting process. Nevertheless, disasters occur on a periodic basis requiring substantial and necessary unanticipated obligations and expenditures.

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2. When local funds are, or may soon become, exhausted, support from the state and/or federal level may be available under certain clearly prescribed circumstances.
3. Qualification for federal disaster assistance, should conditions warrant, may depend upon accurate records which clearly separate disaster operational expenditures from day to day expenditures.
4. State or federal assistance may take the form of financial help, equipment, supplies, personnel, or other capabilities.
5. All agreements and understandings for the application of support will be entered into by duly authorized officials and will be formalized in writing whenever possible. Refer to CEMP Appendix B.

### **5.04 CONCEPT OF OPERATIONS**

#### **A. GENERAL**

1. The finance department under the direction of the Auditor is the lead for coordinating the documentation and collection of emergency expenditure information. After a Presidential Disaster Declaration, jurisdictions may appoint a manager to coordinate the application for disaster relief funds.
2. Local political subdivisions may incur disaster related obligations and expenditures per the provisions or RCW 38.52.070(2) - “. . . *without regard to time consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements), including, but not limited to, budget law limitations, requirements of competitive bidding and publication of notices, provisions pertaining to the performance of public work, entering into contracts, the incurring of obligations, the employment of temporary workers, the rental of equipment, the purchase of supplies and materials, the levying of taxes and the appropriation and expenditures of public funds.*”
3. A Declaration of Emergency is required to activate the emergency powers defined in RCW 38.52.
4. Additional guidance on emergency expenditure authorities and procedures may be found in RCW 36.40 and RCW 42.30.070.

#### **B. ORGANIZATION**

1. The Auditor may serve as the Finance and Administration Section Chief to coordinate the activities of the section.
2. Functional units may be established by the Section Chief to carry out the duties of the section as required by the nature and extent of the emergency.
3. Functional units may include:

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- (a) Time Unit (tracking)
- (b) Fiscal and Records
- (c) Administrative and Clerical Support.

## **C. PROCEDURES**

1. Records should be kept in such a manner to separate disaster expenditures from general ongoing expenditures, and accurately document expenditures for potential audit or for state and/or federal disaster assistance programs.
2. The Division of Emergency Management is responsible for registering emergency workers in accordance with WAC 118-04. When emergency workers are used by jurisdictional agencies, these agencies are responsible for keeping records of the name, Emergency Worker Registration Number, arrival time, duration of utilization, departure time and other information relative to the service of emergency workers, as well as documentation of any injuries, lost or damaged equipment, and any extraordinary costs.
3. Emergency related projects may require an environmental impact study or permit prior to final project approval. In some emergency situations environmental review and permits may be waived or orally approved as per the following:
  - (a) State Environmental Policy Act (SEPA - Environmental Review) WAC 197-10-180.
  - (b) Hydraulics Act (Hydraulics Permit) RCW 75.20.100.
  - (c) Forest Practices Act (Application for Forest Practices) RCW 76.09.060 (2).
  - (d) Shorelines Management Act (Shorelines Permit) WAC 173-14-040 (2),(3).
  - (e) Flood Control Zones by State (Permit for Improvement) RCW 86.16.080.
4. Non time-critical actions affecting archaeological/historical protected areas should be coordinated with the State Office of Archaeology and Historic Preservation.

### **5.05 EMERGENCY FISCAL MANAGEMENT**

#### **A. PRIMARY AGENCY**

- Jurisdictional Legislative Councils
- Chief Elected Officials

#### **B. SUPPORT AGENCIES**

- Finance Departments
- Auditor

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- Treasurer

## **C. CONCEPT OF OPERATIONS**

1. The County Commissioners approve budgets.
2. The County Commissioners administer jurisdictional policies and approve proclamations of emergency.
3. The Finance Department is the lead for coordinating emergency fiscal management.
  - a. They will assist in applying for grants, as needed.
  - b. They will assist in reviewing emergency procurement contracts and acquisitions.
  - c. They will assist in damage assessment record keeping.
4. The Finance Department will ensure that a financial record keeping system is established that is accurate, easily initiated and mobile.
5. The Finance Department track all costs associated with a disaster situation.
6. The Finance Department will ensure the establishment of a Job Cost system with the appropriate funds in the appropriate accounts.
7. The Treasurer approves and issues warrants.
8. The Auditor ensures compliance with all applicable financial statutes and ordinances and provides payroll operations.

## **D. RESPONSIBILITIES**

1. Council
  - Appropriates funds to meet disaster expenditure needs.
2. Auditor
  - (a) Provide guidance for documenting disaster-related purchases and expenditures.
  - (b) Assist with the compilation of disaster-related financial information.
  - (c) Ensures compliance with all applicable financial statutes and ordinances.
  - (d) Provide for essential county services including payroll operations.

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3. Treasurer
    - (a) Arrange for emergency cash management and banking services.
    - (b) Receive and process disaster recovery funds.
-