

San Juan County/Town of Friday Harbor, Washington

**COMPREHENSIVE
EMERGENCY MANAGEMENT PLAN**



May 2019

San Juan County
Department of Emergency Management
PO Box 669
Friday Harbor, WA 98250

Preface

This Comprehensive Emergency Management Plan is an all-hazard plan that describes how San Juan County will organize and respond to emergencies and disasters. It is based on, and is compatible with, Federal, State of Washington, and other applicable laws, regulations, plans, and policies, including the National Response Framework and the State of Washington Comprehensive Emergency Management Plan.

It is recognized that response to emergency or disaster conditions in order to maximize the safety of the public and to minimize property damage is a primary responsibility of government. It is the goal of San Juan County that responses to such conditions are done in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, San Juan County has formally adopted the principles of the National Incident Management System and the Incident Command System.

Consisting of a Basic Plan, 15 Emergency Support Function Annexes that complement planning at the state and federal levels, and Incident Annexes, this Comprehensive Emergency Management Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in San Juan County will coordinate resources and activities with each other and federal, state, local, and private-sector partners.

Letter of Promulgation

The San Juan County Comprehensive Emergency Management Plan is designed to ensure that all responsible jurisdictions, agencies, and organizations within San Juan County 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, federal, public, and private sector organizations.

The San Juan County Department 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 Elected Officials should be familiar with this Plan, prepare, as appropriate, emergency response plans for their jurisdictions or departments, and coordinate all emergency response planning through the San Juan County Department of Emergency Management to ensure a prompt response to, and timely recovery from, emergencies and disasters.

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.

Brendan Cowan
Director, San Juan County
Department of Emergency Management

Date

Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided, when available. The recipient will have the responsibility for updating their respective Emergency Operations Plans when changes are received. The San Juan County Director of Emergency Management is ultimately responsible for all plan updates.

Date	No. of Copies	Jurisdiction/Agency/Person
	1	San Juan County Public Works Department
	1	San Juan County Department of Health and Community Services
	1	San Juan County Sheriff's Office
	1	San Juan County Administrator
	1	San Juan County Planning Department
	1	San Juan County Auditor's Office
	1	Town of Friday Harbor
	1	San Juan County Fire Protection District #2, Orcas Island
	1	San Juan County Fire Protection District #3, San Juan Island
	1	San Juan County Fire Protection District #4, Lopez Island
	1	San Juan County Fire Protection District #5, Shaw Island
	1	San Juan Island EMS
	1	Orcas Power and Light Cooperative (OPALCO)
	1	American Red Cross (Islands Chapter of the Northwest Region)
	1	Islands' Oil Spill Association (IOSA)
	1	Washington State Emergency Management Division

CEMP Assignments

Unless otherwise stated, the following table identifies agencies responsible for the review of specific plan sections and annexes. Changes will be forwarded to the San Juan County Director of Emergency Management for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; in fact, such input is encouraged.

Section/Annex	Responsible Party
Basic Plan	SJC DEM
Emergency Support Function Annexes	
ESF 1 Transportation	SJC Public Works, Town of Friday Harbor Roads, Ports
ESF 2 Communications	SJC DEM
ESF 3 Public Works and Engineering	SJC Public Works, Town of Friday Harbor Roads
ESF 4 Firefighting	SJC Fire Districts 2-5
ESF 5 Emergency Management	SJC DEM
ESF 6 Mass Care, Emergency Assistance, Housing and Human Services	SJC Health and Community Services, SJC Fire Districts 2-5, and San Juan Island EMS, American Red Cross
ESF 7 Resource Support	SJC DEM
ESF 8 Public Health and Medical Services	SJC Health and Community Services
ESF 9 Search and Rescue	SJC Sheriff's Office
ESF 10 Oil and Hazardous Materials	IOSA, SJC Fire Districts 2-5
ESF 11 Food and Agriculture	SJC Health and Community Services
ESF 12 Energy	OPALCO
ESF 13 Public Safety and Security	San Juan County Sheriff's Office
ESF 14 Long-Term Community Recovery	SJC DEM, SJC Economic Development Council
ESF 15 External Affairs	SJC DEM, SJC Administration
Incident Annexes	
IA 1 Severe Storm	SJC DEM, SJC Public Works
IA 2 Wildland/Urban Interface Fire	SJC Fire Districts 2-5
IA 3 Flood	SJC DEM, SJC Public Works
IA 4 Drought	SJC DEM, SJC Health and Community Services
IA 5 Earthquake/Tsunami	SJC DEM
IA 6 Hazardous Materials	SJC Fire Districts 2-5, SJC DEM
IA 7 Transportation Accident	SJC DEM
IA 8 Public Health-Related Incident	SJC Health and Community Services
IA 9 Animal/Agriculture-Related Incident	SJC DEM, SJC Health and Community Services
IA 10 Terrorism	SJC Sheriff's Office

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Emergency Support Function Annexes

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works and Engineering
- ESF 4 – Firefighting
- ESF 5 – Emergency Management
- ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services
- ESF 7 – Logistics Management and Resources Support
- ESF 8 – Public Health and Medical Services
- ESF 9 – Search and Rescue
- ESF 10 – Oil and Hazardous Materials
- ESF 11 – Agriculture and Natural Resources
- ESF 12 – Energy
- ESF 13 – Public Safety and Security
- ESF 14 – Long-Term Community Recovery
- ESF 15 – External Affairs

Incident Annexes

- IA 1 – Severe Storm
- IA 2 – Wildland-Urban Interface Fire
- IA 3 – Flood
- IA 4 – Drought
- IA 5 – Earthquake/Tsunami
- IA 6 – Hazardous Materials
- IA 7 – Transportation Accident
- IA 8 – Public Health-Related Incident
- IA 9 – Animal/Agriculture-Related Incident
- IA 10 – Terrorism

1 Introduction

1.1 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 emergencies and disasters.

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

- Develop citizen self sufficiency
- Develop first responder capabilities
- Present a plan that will guide organized behavior in a disaster
- Create an atmosphere of interagency cooperation, as well as include private sector and volunteer resources.

1.2 Purpose and Scope

1.2.1 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 emergency or disaster 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 Section 2 – Situation and Planning Assumptions.

The CEMP establishes:

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

This plan is primarily applicable to extraordinary situations and is not intended for use in response to typical, day-to-day, emergency situations. This CEMP is consistent with the State of Washington Comprehensive Emergency Management Plan (State CEMP) and the National Response Framework (NRF).

1.2.2 Scope

- The CEMP applies to all emergencies and disasters affecting San Juan County and the Town of Friday Harbor.

- 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.
- The CEMP supports existing plans and operational procedures followed by the government, private sector, and volunteer entities mentioned within 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 response agencies and the Department of Emergency Management.
- The State of Washington’s CEMP and the Federal government’s National Response Framework also support this document.

The CEMP is intended to be invoked whenever the County must respond to an unforeseen incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Notwithstanding its Countywide reach, this plan is intended to guide only the County’s emergency operations, complementing and supporting implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within the County but not supplanting or taking precedence over them.

The primary users of this plan are elected officials, department heads, and their senior staff members, emergency management staff, leaders of local volunteer organizations that support emergency operations, and others who may participate in emergency response efforts. The general public is also welcome to review this plan in order to better understand the processes by which the County manages the range of risks to which the County is subject.

It is recognized that the community in San Juan County takes care of its own and many emergency actions are performed as a matter of course. This plan serves to provide a formal framework within which the County can execute emergency operations and recovery in extraordinary circumstances where defined guidance is necessary for effective and efficient service provision.

1.2.3 Limitations

The unique geography and small community feel that makes San Juan County a desirable location for its residents also works against emergency responders in their efforts to serve the community. Distant access to mainland resources, reliance upon volunteer responders, limited inter-island transportation, few roads, and dense forest hamper efforts to move personnel and equipment to a disaster site or evacuate residents out of harm’s way. While every reasonable effort will be made to respond to emergencies or disasters, resources and/or systems will likely be overwhelmed in a major event. Therefore, it is neither implied nor should it be inferred that this plan guarantees a perfect response to a disaster or emergency.

1.3 Plan Structure

The CEMP is divided into a Basic Plan and appendices, Emergency Support Function (ESF) Annexes, and Incident Annexes (IAs).

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the County has structured its emergency management organization, including the emergency declaration process, activation of mutual aid agreements, and request for resources and emergency spending powers.

- Describe the context under which the County will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the County agencies tasked with emergency preparedness and response functions.
- Describe a concept of operations for the County that provides a framework upon which the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the County's emergency response structure, including activation and operation of the County Emergency Operations Center (EOC) and implementation of the Incident Command System (ICS).
- Discuss the County's protocols to maintain and review this CEMP, including training, exercises, and public education components.

The Basic Plan is supplemented by ESF Annexes and IAs:

- ESF Annexes focus on critical operational functions and the positions responsible for carrying them out. These annexes clearly describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after any emergency.
- IAs focus on the special planning needs generated by the particular hazard and contain unique and regulatory response details that apply to a single hazard.

1.4 Emergency Management Organization

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 Friday Harbor Town Administrator and the San Juan County Administrator. The ordinance further establishes the Department of Emergency Management (DEM). The Director of DEM 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:

- Prepare emergency plans and programs for County.
- Manage the emergency services organization for the County.
- Represent the emergency organization of the County in all matters pertaining to emergency services and disasters.

DEM is also responsible for managing the Emergency Operations Center (EOC), based at the Fire District No. 3 Headquarters at 1011 Mullis Street 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.

1.5 Relationship to Other Plans

Homeland Security Presidential Directive (HSPD)-5 directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer NIMS and NRF. NIMS, including ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning across jurisdictions.

The NRF, organizes the types of federal response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities. The State of Washington CEMP follows the federal ESF format in designating, with some modifications, similar ESFs. For example, the State of Washington CEMP identifies ESF 20 – Defense Support to Civil Authorities.

1.5.1 State of Washington Comprehensive Emergency Management Plan

Emergency management in Washington State is organized as shown in the State CEMP. The State CEMP establishes emergency management functions and the responsibilities of the State Emergency Operations Center (SEOC), state agencies, commissioners, boards and councils. The State CEMP is a comprehensive plan for statewide mitigation, preparedness, response, and recovery activities.

The State CEMP consists of:

- The Basic Plan, which identifies policies and concepts of operations that guide the state’s mitigation, preparedness, response, and recovery activities.
- The Appendices, which describe emergency management activities and provide additional details to the Basic Plan.
- The ESFs, which describe the mission, policies, concepts of operation, and responsibilities of primary and support agencies involved in the implementation of function-specific activities.

The San Juan County CEMP is designed to be consistent and compliant with the State CEMP.

1.5.2 Continuity of Operations and Continuity of Government Plans

The County has not formalized a Continuity of Operations (COOP) or a Continuity of Government (COG) plan to date. However, should the County develop or implement these plans in the future they may be used in conjunction with the CEMP during various emergency situations. The COOP/COG plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of local government, private sector businesses, and community services and delineate procedures developed to support their continuation. COOP/COG plan elements may include, but are not limited to:

- Ensuring the County’s continuous functions and operations during an emergency.
- Maintaining clear lines of authority and, when necessary, implementing the approved line of succession and proper delegation of authority.
- Protecting critical facilities, equipment, vital records, and other assets.
- Reducing or mitigating disruptions to operations and essential community services.
- Reducing loss of life, minimizing property damage, and protecting the local economy from significant impacts.
- Achieving a timely and orderly recovery from emergencies and resumption of full services to the public.

While formal COOP or COG plans are not in place for local government, it is expected and understood that local government departments will have internal policies in place shaping their ability to continue to provide essential public services in the event of a disruption.

1.5.3 Natural Hazard Mitigation Plan

The San Juan County – Town of Friday Harbor Natural Hazards Mitigation Plan was updated in 2018. The plan is a step toward the comprehensive assessment of disasters that can happen in the County’s future—and what the County can do to protect its citizens, their homes, and the community at-large. Further discussion of hazards identified in the NHMP can be found in Section 2 – Situation and Planning Assumptions, as well as the IAs.

1.6 Authorities

The following section highlights significant county and state regulations and plans governing activities for responding to major emergencies and disasters.

1.6.1 Legal Authorities

In the context of the County CEMP, a disaster or major emergency is considered an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is pursuant to Revised Code of Washington (RCW) 38.52 to provide a comprehensive framework for countywide disaster mitigation, preparedness, response, and recovery.

The San Juan County DEM has been identified as the lead agency in the Emergency Management Organization (EMO). The Director of DEM, given the collateral title of Director of Emergency Management, has the authority and responsibility for the organization, administration, and operations of the EMO.

Table 1-1 sets forth the federal, state, and local legal authorities upon which the organizational and operational concepts of this CEMP are based.

Table 1-1 Legal Authorities	
Federal	
–	Federal Civil Defense Act of 1950, Public Law (PL) 81-950 as amended
–	The Disaster Relief Act of 1974, PL 93-288 as amended
–	Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
–	Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
–	Code of Federal Regulations (CFR), Title 44 - Emergency Management Assistance
–	EO 12656 - Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
–	EO 12472 - Assignment of National Security and Emergency Preparedness Telecommunications Functions, of April 3, 1984
State of Washington	
–	Revised Code of Washington (RCW) 38.52 - Emergency Management
–	RCW 38.56 - Intrastate Mutual Aid System
–	RCW 39.34 - Interlocal Cooperation Act
–	Washington Administrative Codes (WAC) - 118-04 Emergency Worker Program
–	WAC 118-09 - Criteria for Eligibility and Allocation of Emergency Management Assistance Funds
–	WAC 118-30 - Local Emergency Management/Services Organizations, Plans and

Table 1-1	Legal Authorities
	Programs
	– WAC 296-62-40115(2) - Hazardous Waste
San Juan County	
	– San Juan County Municipal Code Chapter 2.48 - Emergency Management Council
	– Ordinance No. 9-1998 - Renaming Emergency Services Department and Establishing Revised Priority for Persons Authorized to Declare a State of Emergency and Amending San Juan County Code Chapter 2.48

1.6.2 Mutual Aid and Intergovernmental Agreements

Mutual aid agreements define preexisting relationships between agencies or organizations, and highlight the likely cooperative efforts that would occur in an emergency or disaster.

The following mutual aid agreements are in place that relate to emergency and disaster response:

- [The Washington Mutual Aid System](#) (WAMAS): A State wide agreement laying out roles, process, and reimbursement procedures for sharing local government resources across the state.
- The San Juan County Emergency Response Mutual Aid Agreement: signatories include all San Juan County Fire and EMS Districts, and the San Juan County Sheriff’s Office.

1.7 Proclaiming an Emergency

1.7.1 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.

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.

Emergency Powers

The 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 inter-local agreements should be considered, as well. This commitment of resources can create a severe financial strain that can be overwhelming to long-term recovery.

1.7.2 State Actions

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

1.7.2.1 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 proclamation will indicate the activation of the State CEMP and authorization for use of appropriate state resources.

1.7.2.2 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 is often 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.
- Using 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" [RCW 38.08]).
- 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.

1.7.3 State Assistance Supplements Local Capacity

A local disaster declaration may allow for the flow of state resources in support of County emergency operations.

1.7.3.1 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.

1.7.3.2 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 RCW 38.52, Title 118 WAC, and the Washington State CEMP.)

1.8 Continuity of Government

The San Juan County Code provides for the filling of vacant elective offices by the County Council.

The County Council bears responsibility for declaring a state of emergency in San Juan County. In the event the County Council cannot convene, an effort shall be made to contact the Council members in person or by telephone. A state of emergency may be declared by any one of the Council members in the event they are not able to contact any other Council members. In the event that no Council members can be contacted, the following individuals are authorized to declare a state of emergency, subject to approval by the County Council members at the earliest possible date:

- County Administrator.
- Director of Department of Emergency Management.
- County Sheriff.
- Emergency services coordinator.
- The highest ranking member of the San Juan County sheriff's department available.

In the event of an emergency or disaster that is limited in its scope to Friday Harbor, the Friday Harbor Town Council may choose to declare an emergency specific to Friday Harbor, using a procedure identical to that described above for the County. In the event that no Town Council members can be contacted, the following individuals are authorized to declare a state of emergency, subject to approval by the County Council members at the earliest possible date:

- Mayor of Friday Harbor.
- Friday Harbor Town Administrator.
- Director of Department of Emergency Management.

1.8.1 Succession of Authority for County Government

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

- County Administrator.
- Sheriff.
- Director of Public Works.
- Director of Health and Human Services.

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.**

1.8.2 Succession of Authority for Town of Friday Harbor

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.

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 states:

“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.”

1.8.3 Protection of Vital Records

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.

The Town of Friday Harbor is encouraged to establish policies for the guidance and direction related to the identification and preservation of essential records.

1.8.4 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.

1.8.5 Department Continuity of Operations Plans

Each County department is responsible for pre-identifying lines of succession in management's absence. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. DEM will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

1.8.6 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by the Director of Emergency Management to the State Emergency Management Division according to provisions outlined under state statute. Refer to ESF 7 – Logistics Management and Resource Support for detailed information regarding available resources and coordination procedures established for the County.

The executives of the County and Friday Harbor are responsible for the direction and control of their communities' resources during emergencies and are responsible for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through the Emergency Management Director via the County EOC. The County EMO processes subsequent assistance requests to the State.

1.8.7 Financial Management

During an emergency, the County is likely to find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the County Council. If an incident in the County requires major redirection of County fiscal resources, the County Council will meet in emergency session to decide how to respond to the emergency funding needs and will declare a State of Emergency and request assistance through the County as necessary.

Expenditure reports should be submitted to the Auditor's Office and managed through the County Auditor to identify budgetary shortfalls. The Auditor's Office will support procurement issues related to personnel, both volunteer and paid, and will staff the Finance Section in the EOC when appropriate. In addition, copies of expense records and all supporting documentation should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests (in the event of a declared Presidential disaster).

1.8.8 Liability Issues

Liability issues and potential concerns among government agencies, private entities, other response partners, and across jurisdictions, are addressed in existing mutual aid agreements and other formal memoranda established for the County and its surrounding areas.

1.9 Safety of Employees and Family

All department heads or designees are responsible for the safety of employees. Employees should attempt to make contact with their supervisors and managers within the first 24 hours following an incident. 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOPs will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to maintaining overall response activities required to protect the County and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while also providing health and medical services during a pandemic or other type of public health emergency. Safety precautions and Personal Protective Equipment (PPE) decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Washington State Department of Labor and Industries may provide assistance and guidance on worker safety and health issues. Information on emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 – Public Health and Medical Services.

Processes in support of employees and their families during emergency situations or disasters will be further developed through ongoing COOP/COG planning.

2 Situation and Planning Assumptions

2.1 Situation

This section describes San Juan County in the context of the characteristics that have implications for emergency management; that is, it communicates the County's "risk environment." It includes an overview of the County's physical setting, a summary of the built environment, identification of vulnerable populations, and a list of the hazards of greatest concern.

2.1.1 Community Profile

Such events as earthquakes, tsunamis, or hazardous materials releases are a challenge to any community. Here on the islands 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.

Comprising 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 15,000+ residents live. Power is provided to the County via submarine cable from the mainland. While out-of-county communications linkages are reliant on submarine cable connections, there is some limited back-up microwave connectivity for 911 and other limited traffic. Both power and communications services have been interrupted for extended periods in the past. Cell phone coverage is far from universal. A single community radio station on Lopez Island is the only local radio outlet. There are no licensed television stations in San Juan County.

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, primarily fuel. Use of the barges is dependent on the tides and the availability of suitable sites 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.

Historically, the residents of San Juan County, like others living in remote locations, have proved very self-reliant during emergencies. Clearing fallen trees from 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.

For a more detailed Community Profile, see the San Juan County/Town of Friday Harbor Natural Hazards Mitigation Plan.

Figure 2-1 Map of San Juan County



2.1.2 Hazards and Threats

A wide range of natural and human-caused hazards and threats have the potential to disrupt the community, causing casualties and/or damaging property and the environment. These are discussed in the following sections.

2.1.2.1 Severe Storms

Based on past events, there is a high probability of a severe storm event occurring in San Juan County. All areas of San Juan County are vulnerable to storms, high winds, extended periods of heavy rain, freezing temperatures, and snow. The strongest winds and coldest weather come from the northeast, slamming the northern islands first. When this occurs, heavily timbered and mountainous Orcas Island almost always experiences significant damage. To a limited extent, Orcas shelters San Juan, Shaw, and Lopez Islands from the full brunt of these storms. However, northeasters, along with storms from the southwest, present a variety of hazards and continue to cause significant damage to all of the county's islands.

For a more detailed discussion of Severe Storms, see the San Juan County/Town of Friday Harbor Natural Hazards Mitigation Plan.

2.1.2.2 Wildland-Urban Interface Fire

Based on past events, there is a moderate probability of a major conflagration event on any of San Juan County's many islands. While sparsely populated compared to much of Western Washington, the rural character of San Juan County is a perfect setting for wildland-urban interface fire. Virtually all parts of the County are at risk, and the County has limited rural fire suppression services.

For a more detailed discussion of Wildland-Urban Interface Fire, see the San Juan County/Town of Friday Harbor Natural Hazards Mitigation Plan.

2.1.2.3 Flood

Certain inland and lowland areas of San Juan County are vulnerable to tidal flooding or storm surge when specific conditions occur simultaneously including high tide, heavy rain, and high winds. While flooding is infrequent in San Juan County, some areas are at risk when conditions are right. When floods do occur, they can damage structures, crops, land, flood-control systems, roads, utilities, and, more rarely, cause injury or loss of life. Flooding in developed areas could significantly impact residences and infrastructure.

For a more detailed discussion of Floods, see the San Juan County/Town of Friday Harbor Natural Hazards Mitigation Plan.

2.1.2.4 Drought

Drought can result in increased fire danger and limited water for fire suppression, water shortages and rationing, agricultural losses, and groundwater well failure. Despite growing evidence of global warming and several recent drought events, there is a perceived low probability of drought occurring in San Juan County.

For a more detailed discussion of Drought, see the San Juan County/Town of Friday Harbor Natural Hazards Mitigation Plan.

2.1.2.5 Earthquake and Tsunami

In the event of an earthquake or tsunami, all parts of San Juan County are at risk of structure failure or destruction, injury or death, disruption of essential services and commerce, and impact on the local and regional economy. Low-lying soft-soil or loose-bank areas are at greater risk of structural collapse than are rocky areas.

For a more detailed discussion of Earthquakes and Tsunamis, see the San Juan County/Town of Friday Harbor Natural Hazards Mitigation Plan.

2.1.2.6 Pandemic Flu

The geographic location of San Juan County as a gateway from Asia and Canada to the United States makes the County as, or more, vulnerable as anywhere in the Americas to the spread of influenza and a pandemic incident.

2.1.2.7 Transportation Accident

Given the County's reliance on alternative transportation and challenging geography, there is risk within the islands for a major transportation accident involving ferry, aircraft, ship or tanker. Depending on the situation, a significant risk of oil spill is a possible result of any accident as well.

2.2 Assumptions

The assumptions upon which this CEMP is predicated are:

- 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 or fuel supplies are held in storage by island retailers.

- Mutual aid between both the County's islands and adjoining jurisdictions, possibly including Canada, may be required.
- The residents of San Juan County may have to rely on their own resources for over two weeks. 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.
- 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.
- Both government and public communications may be impacted. Alternative communications are likely to be used by government, including amateur radio or marine channels.
- 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.
- 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.
- 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.
- Supporting plans and procedures developed by participating agencies should not be inconsistent with the CEMP.
- Current systems in place for alerting county residents during or before an emergency or disaster are often reliant upon utility infrastructure that may be damaged or inoperable at the time of need. Door to door, printed notices, and in person communication may be the most effective methods of community outreach.

3 Roles and Responsibilities

3.1 General

Local and County agencies and response partners may have various roles and responsibilities throughout an emergency's duration. Therefore, it is particularly important that the local command structure established to support response and recovery efforts maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources. Thus, it is imperative to develop and maintain depth within the command structure and response community.

The County has developed a plan to implement NIMS and to assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency. Each agency and department is responsible for ensuring that critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies

3.2 Emergency Management Organization

The San Juan County Director of Emergency Management is responsible for emergency management planning and operations for both San Juan County and the Town of Friday Harbor.

Most of the departments within the County have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below as well as in individual annexes.

The EMO for the County is divided into two general groups: the Executive Group and departments tasked with particular emergency functions.

3.2.1 Executive Group

The Executive Group is referred to in this plan as a single body but in fact may have several components with representation from each local political jurisdiction within the emergency management program. Each group is responsible for the activities conducted within their respective jurisdiction. The members of the Executive Group include both elected and appointed executives with certain legal responsibilities. Key general responsibilities for those officials include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of:

- The jurisdiction, including persons, property, and structures.
- Individuals with special needs, including those with service animals.
- Individuals with household pets.
- Encouraging residents to participate in volunteer organizations and training courses.

3.2.1.1 San Juan County Council/Friday Harbor Town Council

The San Juan County Council/Friday Harbor Town Council is responsible for:

- Appropriating funds for emergency needs.
- Requesting state and federal assistance.
- Pre-delegating emergency authority.
- Filling vacancies of elected officials.
- Declaring a State of Emergency for the County or Town.

3.2.1.1 Town of Friday Harbor Administrator

The Town of Friday Harbor Administrator is responsible for:

- Under the supervision of the mayor, assisting with town-centered administrative and support services.
- Declaring a State of Emergency in the absence of the mayor.
- Serving as town representative to a Unified Command.

3.2.1.2 Emergency Management Council

The Emergency Management Council is responsible for:

- Providing overall direction and control.
- Appointing the Director of Emergency Management.

3.2.1.3 Director of Emergency Management

The County Director of Emergency Management has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Director of Emergency Management works with the Executive Group to ensure that there are unified objectives with regard to the County's emergency plans and activities including coordinating all aspects of the County's capabilities.

The Director of Emergency Management coordinates all components of the local emergency management program, which includes assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

In particular, the Director of Emergency Management is responsible for:

- Providing overall direction and control.
- Directing activation of the EOC.
- Determining objectives and setting priorities.
- Activating elements of ICS at the EOC level.

- Conducting briefings and planning sessions.
- Approving and authorizing the Incident Action Plan.
- Approving requests for additional resources.
- Authorizing release of information to the media.
- Advising the County and Town Councils and Emergency Management Council on emergency matters.

3.2.1.3 County Department Heads

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. County department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Director of Emergency Management.

3.2.2 Responsibilities by Department

3.2.2.1 All Departments

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:

- Assign a representative to the EOC when applicable.
- Establish, and keep current, a 24-hour contact to activate department responsibilities.
- Develop disaster Standard Operating Procedures or Guidelines, with particular attention placed on Continuation of Government planning and response.

Each named department, agency and organization has the following specific responsibilities (in alphabetical order):

3.2.2.1 Administrative Services

- Coordinate the emergency relocation and repair of county facilities.
- Assist County agencies in the preservation of essential records.
- Coordinate the hiring of emergency personnel.
- Develop County building and facility evacuation/emergency plans.
- Review emergency contracts for county liability exposure considerations.

3.2.2.2 American Red Cross

- Provide sheltering facilities.
- Provide food and clothing and counseling to disaster victims.
- Provide food to response workers.
- Provide nursing care to victims at shelters.
- Provide personnel to damage assessment teams.

- In coordination with the Department of Emergency Management, regularly review and update ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services.

3.2.2.3 Assessor

- Provide personnel for damage assessment activities.

3.2.2.4 Auditor

- Serve as Finance Section Chief.
- Provide personnel for Time Unit, Procurement Unit and Compensation Unit.
- Provide cost estimate and financial analysis.

3.2.2.5 Clinics/Hospital/EMS

- Provide medical care.
- Provide medical supplies to field units.
- Provide personnel for field triage and treatment.

3.2.2.6 Department of Emergency Management

- Provide emergency preparedness information.
- Present emergency training programs.
- Coordinate disaster assistance.
- Provide disaster mitigation information.
- Prepare disaster declarations.
- Serve as liaison officer to state and federal disaster response agencies.
- Prepare disaster analysis, damage assessment, and incident reports.
- Regularly review and update ESF 2 – Communications, ESF 5 – Emergency Management, ESF 7 – Logistics Management and Resource Support, ESF 14 – Long-Term Community Recovery, and ESF 15 – External Affairs.

3.2.2.7 Fire Services

- Provide community education and preparedness information about wildfire hazards.
- Provide fire suppression.
- Provide Emergency Medical Services.
- Conduct light duty rescue operations.
- Provide limited property preservation.
- Provide initial response to hazardous materials incidents and coordinate with outside agencies as needed.
- Regularly review and update ESF 4 – Firefighting.

3.2.2.8 Hazardous Waste Coordinator

- Provide and monitor interim storage of hazardous materials.
- Provide disposal or arrange for disposal of hazardous materials.

- Regularly review and update ESF 10 – Oil and Hazardous Materials.

3.2.2.9 Department of Health and Community Services

- Coordinate disease prevention activity.
- Provide vaccinations (limited).
- Provide information on sanitation and food safety.
- Coordinate the mitigation of health hazards.
- Provide nursing care where needed.
- Regularly review and update ESF 8 – Health and Medical Services.

3.2.2.10 Islands' Oil Spill Association (IOSA)

- Respond to oil spills on the water.
- Respond to impending spills on the water.
- Provide related wildlife search and rescue.

3.2.2.11 Orcas Power & Light Cooperative (OPALCO)

- Restore electrical power.
- In coordination with the Department of Emergency Management, regularly review and update ESF 12 – Energy.

3.2.2.12 CenturyLink

- Restore telephone service on priority basis starting with 9-1-1 Centers, fire stations, law enforcement facilities, medical clinics, and the EOC.

3.2.2.13 Public Works

- Ensure County facilities are prepared to withstand effects of storm, earthquake, or other disasters.
- Clear emergency response routes for fire, EMS and law enforcement units upon request.
- Provide heavy and light equipment.
- Provide debris clearance and temporary repairs.
- Direct flood control activities.
- Provide for restoration of County facilities.
- Provide damage assessment for land transportation routes.
- Repair damaged land transportation routes within jurisdiction.
- Provide signs and barricades for traffic detour and closures.
- Regularly review and update ESF 1 – Transportation and ESF 3 – Public Works and Engineering.
- Provide staff support and expertise to the Logistics Section in the EOC, if applicable.

3.2.2.14 School Districts

- Develop emergency plans and evacuation plans for schools.

- Provide school facilities for shelter and feeding.
- Provide buses for temporary sheltering and transportation.
- Provide shelter and food for students not able to be reunited with family for up to 72 hours.

3.2.2.15 Sheriff's Office

- Provide law enforcement and security.
- Provide emergency traffic control.
- Provide command and control of search and rescue.
- Provide water craft for reconnaissance and emergency missions.
- Evacuate affected areas.
- Regularly review and update ESF 9 – Search and Rescue and ESF 13 – Public Safety and Security.

3.2.2.16 Water Departments/Water Systems

- Ensure water systems are operational.
- Ensure water treatment systems are operational.
- Ensure wastewater treatment systems are operational.
- Ensure storm sewers are operational.
- Monitor water systems for contamination.

3.3 Expectations

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.**

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.

3.4 Local and Regional Response Partners

The County's emergency organization is supported by a number of outside organizations, including the Town of Friday Harbor, service organizations, and the private sector. A list of supporting local and regional agencies can be found in the individual ESF Annexes to this CEMP.

3.3.1 Private-Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the DEM must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for responding to, and recovering from, incidents that impact their own infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

3.3.2 Non-Profits/Nongovernmental Organizations

Nongovernmental Organizations (NGOs) play enormously important roles before, during, and after an incident. In the County, NGOs such as the American Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of NGOs in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and need supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

3.3.3 Individuals and Households

Although not formally a part of the County’s emergency operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in their homes.
- Preparing an emergency supply kit and household emergency plan.
- Monitoring emergency communications carefully.
- Caring and looking out for other members of their community.
- Volunteering with an established organization.

3.4 County Response Partners

The County Director of Emergency Management has been appointed under the authority of the Emergency Management Council. The Director of Emergency Management is responsible for developing a countywide emergency management program that, through cooperative planning efforts

with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

3.5 State Response Partners

Under the provisions of RCW 38.52.050, the Governor has broad responsibilities for the direction and control of all emergency activities in a state declared Emergency. The administrator of the SEOC is delegated authority by RCW 38.52.030 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the federal government.

Under the direction and control of department heads, agencies of state government represent the state emergency operations organization. Responsibility for conducting emergency support functions is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. Some state agencies may call upon their Federal counterparts to provide additional support and resources following established procedures and policies for each agency.

3.5.1 Coordination of Defense Assistance

The State of Washington CEMP identifies the Washington Military Department – National Guard as the Coordinating Agency for ESF 20 – Defense Support to Civil Authorities. In this role, the State may provide the following support to the County:

- Defense assistance to civil authority is supplemental to local efforts and may come from any defense base. Defense units responding to assist local authorities maintain their own chain of command and supervision.
- The base commander of a defense installation has the authority to respond to immediate life threatening emergencies. Such requests may be made directly to that installation. Other requests for defense assistance are made through the Alert & Warning Center State Emergency Operations Officer.
- 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 defense is immediately required.
- Defense assistance is considered supplemental to local efforts and should not be requested unless applicable local resources have been, or will imminently be, exhausted.
- All defense assistance, except direct requests under emergency conditions, will be requested by the County Council through the Washington State Military Department, Emergency Management Division.
- Defense support to local government may be dependent upon a declaration of emergency by the governor.
- When deployed to provide local assistance, defense forces will work under the direction of local authority, but will retain their unit integrity and defense chain of command.

3.6 Federal Response Partners

Federal response partners are typically requested by the State Emergency Management Division in the event that state resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor.

Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the State CEMP and, if necessary, the NRF.

3.7 Response Matrix

Table 3-1 provides a matrix, by ESF, of the local, state, and federal primary organizations that the County may rely on in the event of an emergency.

Table 3-1 San Juan County Local/State/Federal Response Partners by ESF

ESF	Scope (from State CEMP)	Primary Local Agencies	Primary State of Washington Agency	Primary Federal Agency
ESF 1 Transportation	<ul style="list-style-type: none"> ▪ Transportation support ▪ Transportation safety ▪ Restoration and recovery of transportation infrastructure ▪ Movement restrictions ▪ Damage and impact assessment 	Department of Public Works, SJC & FH	Department of Transportation	Department of Transportation
ESF 2 Communications	<ul style="list-style-type: none"> ▪ Coordination with telecommunications and information technology industries ▪ Restoration and repair of telecommunications infrastructure ▪ Protection, restoration, and sustainment of national cyber and information technology resources ▪ Information systems protection ▪ Warning systems 	Department of Emergency Management	Military Department, Emergency Management Division Department of Information Services	Department of Homeland Security, <i>National Communications System</i>
ESF 3 Public Works & Engineering	<ul style="list-style-type: none"> ▪ Infrastructure protection and emergency repair ▪ Infrastructure restoration ▪ Engineering services and construction management ▪ Critical infrastructure liaison 	Department of Public Works	Department of General Administration	Department of Defense, <i>U.S. Army Corps of Engineers</i>
ESF 4 Firefighting	<ul style="list-style-type: none"> ▪ Firefighting activities on state and local lands ▪ Resource support to rural and urban firefighting operations ▪ Coordination with Federal agencies for firefighting on Federal property 	Department of Emergency Management San Juan Cty. Fire Protection Districts	Department of Natural Resources Washington State Patrol	Department of Agriculture, <i>U.S. Forest Service</i>
ESF 5 Emergency Management	<ul style="list-style-type: none"> ▪ Coordination of incident management efforts ▪ Issuance of mission assignments ▪ Resource and human capital ▪ Incident action planning ▪ Financial management ▪ Intelligence and information gathering 	Department of Emergency Management	Military Department, <i>Emergency Management Division</i>	Department of Homeland Security, <i>Federal Emergency Management Agency</i>
ESF 6 Mass Care, Emergency Assistance, Housing & Human Services	<ul style="list-style-type: none"> ▪ Mass care ▪ Emergency assistance ▪ Disaster Housing ▪ Human services 	American Red Cross, Other NGO/VOAD Organizations, Department of Health and Community Services	Military Department, <i>Emergency Management Division</i> Department of Social and Health Services	Department of Homeland Security, <i>Federal Emergency Management Agency</i>

Table 3-1 San Juan County Local/State/Federal Response Partners by ESF

ESF	Scope (from State CEMP)	Primary Local Agencies	Primary State of Washington Agency	Primary Federal Agency
<p>ESF 7 Logistics Management & Resource Support</p>	<ul style="list-style-type: none"> ▪ Resource support (facility space, office equipment and supplies, contracting services, etc.) ▪ Logistics 	<p>Department of Emergency Management Department of Administrative Services Public Works Department</p>	<p>Department of General Administration</p>	<p>General Services Administration Department of Homeland Security, <i>Federal Emergency Management Agency</i></p>
<p>ESF 8 Public Health & Medical Services</p>	<ul style="list-style-type: none"> ▪ Public health ▪ Medical ▪ Mental health services ▪ Mass fatality management ▪ Mass Casualty Incident management 	<p>Department of Health and Community Services</p>	<p>Department of Health</p>	<p>Department of Health and Human Services</p>
<p>ESF 9 Search & Rescue</p>	<ul style="list-style-type: none"> ▪ Life-saving assistance ▪ Urban search and rescue ▪ Search and rescue operations 	<p>San Juan County Sheriff's Office</p>	<p>Military Department, <i>Emergency Management Division</i> Department of Transportation</p>	<p>Department of Homeland Security, <i>Federal Emergency Management Agency</i></p>
<p>ESF 10 Oil & Hazardous Materials</p>	<ul style="list-style-type: none"> ▪ Oil and hazardous materials (chemical, biological, radiological, etc.) response ▪ Environment short- and long-term cleanup ▪ Oil spill response 	<p>Department of Emergency Management SJC Fire Protection Districts IOSA</p>	<p>Department of Ecology Washington State Patrol</p>	<p>United State Coast Guard Environmental Protection Agency</p>
<p>ESF 11 Agriculture & Natural Resources</p>	<ul style="list-style-type: none"> ▪ Nutrition assistance ▪ Animal and plant disease and pest response ▪ Food safety and security ▪ Natural and cultural resources and historic properties protection ▪ Safety and well-being of household pets ▪ State Animal Response Plan 	<p>WSU Extension, San Juan County Parks & Fair</p>	<p>Department of Agriculture Department of Natural Resources</p>	<p>Department of Agriculture</p>
<p>ESF 12 Energy</p>	<ul style="list-style-type: none"> ▪ Energy infrastructure assessment, repair, and restoration ▪ Energy industry utilities coordination ▪ Energy forecast 	<p>OPALCO</p>	<p>Department of Community, Trade and Economic Development</p>	<p>Department of Energy</p>

Table 3-1 San Juan County Local/State/Federal Response Partners by ESF

ESF	Scope (from State CEMP)	Primary Local Agencies	Primary State of Washington Agency	Primary Federal Agency
<p>ESF 13 Public Safety & Security</p>	<ul style="list-style-type: none"> ▪ Facility and resource security ▪ Security planning and technical resource assistance ▪ Public safety and security support ▪ Support to access, traffic, and crowd control ▪ Law Enforcement ▪ Evacuation and movement 	<p>San Juan County Sheriff's Office</p>	<p>Military Department, <i>Emergency Management Division</i> Washington State Patrol</p>	<p>Department of Justice</p>
<p>ESF 14 Long-Term Community Recovery</p>	<ul style="list-style-type: none"> ▪ Social and economic community impact assessment ▪ Long-term community recovery assistance to states, tribes, local governments, and the private sector ▪ Analysis and review of mitigation program implementation 	<p>Department of Emergency Management Community Development and Planning</p>	<p>Military Department, <i>Emergency Management Division</i> Department of Community, Trade and Economic Development</p>	<p>Department of Homeland Security, <i>Federal Emergency Management Agency</i></p>
<p>ESF 15 External Affairs</p>	<ul style="list-style-type: none"> ▪ Emergency public information and protective action guidance ▪ Media, business, and community relations ▪ Congressional, tribal, and international affairs ▪ Inter and intra state affairs 	<p>County Communications Office</p>	<p>Military Department, <i>Emergency Management Division</i></p>	<p>Department of Homeland Security</p>
<p>ESF 20 Defense Support to Civil Authorities</p>	<ul style="list-style-type: none"> ▪ National Guard to active state service ▪ National Guard activities under Federal response guidance ▪ Department of Defense coordination 	<p>Department of Emergency Management</p>	<p>Military Department, <i>National Guard</i></p>	<p>Department of Defense</p>

4 Concept of Operations

4.1 General

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, San Juan Island EMS, Department of Health and Community Services, Red Cross, IOSA, the County Public Works Department, Orcas Power and Light Cooperative (OPALCO), CenturyLink (phone company), and the local medical facilities on the three major islands.

A local Proclamation of Emergency is the legal instrument that authorizes extraordinary measures to solve disaster-related problems. A proclamation allows for the emergency use of resources without regard to time-consuming procedures and formalities prescribed by law. DEM is the lead agency for evaluating a situation to determine if the extraordinary authority of an Emergency Proclamation by the County Council is necessary. If so, DEM shall make such recommendation.

If the situation exceeds or is anticipated to exceed the capabilities of the County, the County Council 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.

When the situation that required a proclamation is over, the Director of Emergency Management shall request the County Council to issue a "Termination of Proclamation."

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 EOC and the ICS.

4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. This CEMP impacts and is informed by activities conducted before and after any emergency operations take place; consequently, a brief description of the four phases of emergency management is provided below.

- **Mitigation and Prevention** activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.
- **Preparedness** activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.
- **Response** is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.
- **Recovery** is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-

term recovery focuses on restoring the community to its normal, or improved state of affairs.

Additionally, this plan is implemented within the context of a continuous stream of incidents, events, and occurrences, any of which may develop into an emergency. Maintaining situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively.

4.3 Emergency Management Concepts

The following list of management priorities, listed in order of importance, is provided to guide policy making during a disaster:

- Protect life.
- Protect critical assets.
- Protect public and private property.
- Disseminate public information (as soon as possible).
- Restore essential services.
- Minimize economic and emotional disruption to the community.

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.

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 ICS. See example organizational chart in Section 5 of this Basic Plan.

Furthermore, RCW 38.52 requires the use of the ICS for all multi-agency responses. Washington Administrative Code (WAC) 296-62-40115(2) also requires ICS be used in response to hazardous materials incidents and specifies the procedures and actions required by the Incident Commander at a hazardous materials incident.

4.2.1 Direction and Control

Direction and control of emergency management functions for San Juan County is the responsibility of the San Juan County – Friday Harbor EMC, comprising the Administrators of the Town of Friday Harbor and San Juan County. The EMC has delegated this responsibility, with oversight measures, to the Director of the DEM. 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).

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., subsection 8.*).

Operational responsibility rests in the hands of the Incident Commander 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 (UC)**. Working in concert, operational responsibility for the incident rests with the UC.

4.2.2 Emergency Operations Facilities

The primary 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.

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). These locations at the primary Fire Station on each island can be used as local EOCs for individual island-based incidents requiring no external resources or during a countywide emergency where critical coordinating personnel may be unable to attend the County EOC. Although 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.**

As mobile communications technologies continue to improve and become more robust, it is the stated goal of the DEM to build a flexible system of coordination points, less grounded to pre-determined facilities, and more able to meet the individual and changing demands of a specific event.

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.

The EOC utilizes the ICS as an incident management tool. Using ICS results in a more organized structure and provides a more manageable span of control for the incident commander or EOC manager. For more information on ICS see Section 5 of this Basic Plan.

4.4 Activities by Phase of Emergency Management

4.4.1 Mitigation Activities

- 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.
- 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.
- 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.

4.4.2 Preparation Activities

- Training activities related to emergency operations.
- 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.
- It is goal of the DEM training and education program to present or act as a clearinghouse for the following, as resources permit.
- Training covering the basic components of emergency management.
- Training for DEM staff in professional development and specific emergency management skills.
- Programs for local businesses to assist them in developing their own plans and programs.
- Training for employees and hazardous materials response personnel as outlines in SARA Title III and WAC 296-62.
- Public Awareness and safety information for schools, businesses, citizens, etc.
- Any other training and education programs either upon request, or in the judgment of the Director of the DEM, arte in the best interests of the community.
- 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 or others in the community.

4.4.3 Response Activities

- 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.
- 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:
 - Report to the pre-designated site to manage operations.
 - Make an assessment of damage to facilities and resources.
 - Ascertain available personnel and resources.
 - Determine department needs and problems.
 - Make contact and report situation, damages and capabilities to the EOC.
 - Carry out responsibilities and assigned tasks.
 - Continue assessment and inform EOC of major actions, problems, damage, costs, resources needed, etc.
 - Keep records, document actions, costs, etc.
- 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.

4.4.4 Recovery Activities

- 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.
- 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.

4.5 Access and Functional Needs Populations

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

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

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

Persons with access and functional needs within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, the Director of Emergency Management will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

4.5.1 ADA Accessibility

The County complies with Title II of the Americans with Disabilities Act of 1990 (ADA), which states that emergency programs, services, activities, and facilities must be accessible to people with disabilities. The County takes ADA accessibility into account through:

- Advanced planning for emergencies and disasters.
- Alerting the public to an emergency.
- Community evacuation and transportation.
- Emergency sheltering programs (<https://www.ada.gov/pcatoolkit/chap7shelterchk.htm>).
- Access to social services, temporary housing, and other benefit programs.

- Repairing and rebuilding government facilities.

See the *ADA Best Practices Tool Kit for state and local governments for more information* (<https://www.ada.gov/pcatoolkit/chap7emergencymgmt.htm>).

4.5.2 Title VI of Civil Rights Act of 1964

The County complies with and reaffirms its commitment to Title VI of the Civil Rights Act of 1964, which prohibits unlawful discrimination on the basis of race, color, or national origin. The County engages the whole community in emergency planning to ensure intentional and unintentional actions to exclude groups does not occur. The County will work to ensure all emergency assistance and operations are approached in an equitable manner. This includes, but is not limited to:

- Emergency and rescue activities.
- Placement of debris sites.
- Restoration of services.
- Access to shelter and housing.
- Placement of disaster assistance centers.
- Access to recovery and rebuilding resources.

5 Command and Control

5.1 General

Direction and control of emergency management functions for San Juan County is the responsibility of the San Juan County – Friday Harbor EMC, comprising the Administrators of Friday Harbor and San Juan County. The EMC has delegated this responsibility, with oversight measures, to the Director of the DEM. 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).

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.

5.2 Policies

- The standards and practices of the ICS, or a variation of ICS that meets specific local needs, will be the primary emergency management concept.
- It is the intent of San Juan County government to establish overall direction, control, and coordination through the EOC to support the community response to a disaster. The San Juan County DEM is responsible for designating the site(s) for the EOC.
- 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.
- It is the policy of San Juan County government to pursue an aggressive and proactive approach for the dissemination of warning information to the public as needed. In addition to traditional analog notification strategies, these efforts may include the use of the Emergency Alert System (EAS) or the Integrated Public Alert & Warning System (IPAWS), administered by San Juan County DEM.
- 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 SEOC.
- All participating agencies or organizations will coordinate emergency public information in a timely manner, when possible, through the EOC or Joint Information Center (JIC).

Cyber security is an additional concern during both normal operations, and an emergency situation. Information Technology (IT) specialists are involved in EOC security protocols, and the following tasks have been addressed:

- **Development of a cyber security system:** Malware and viruses can allow hackers to access confidential and proprietary information within the EOC network. Technology departments are developing cyber security tools to prevent such attacks.
- **Identified weaknesses throughout the system:** IT specialists are identifying areas that are especially prone to attack or have inherent weaknesses. Information stored online can

have considerable vulnerability to attacks, and steps are being taken to lessen this vulnerability.

- **Establishment of web access policies:** Personnel are educated on the risks posed by certain types of websites and the risks of opening suspicious emails. In addition, policies are in place to decrease the likelihood of a security breach.

5.3 Organization

- 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 countywide emergency where critical coordinating personnel would be unable to attend the County EOC.
- Although 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.
- Sections and Functional Units will be established according to ICS, as required by the nature and scope of the incident. Sections may include:
 - **Operations:** Responsible for coordination of all first line services, including emergency medical services (EMS), fire, law enforcement, public works, and public health. Their efforts are directed at controlling the situation, reducing hazards, and restoring normal operations.
 - **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).
 - **Logistics:** Responsible for coordination of all material support of the incident, including supplies and equipment ordering, warehousing and distribution, transportation coordination, and facilities.
 - **Finance and Administration:** Responsible for coordination of incident related fiscal issues including cost tracking, damage assessment records, recovery and restoration contracts management, procurement control, and financial records.

5.4 Procedures

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. ICPs may direct and coordinate field operations.

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.

5.4.1 Emergency Operations Centers

The San Juan County/Friday Harbor Emergency Management Council (EMC) may form a policy group to provide policy direction to incident command.

Maintenance of the primary EOC in a readiness mode is the responsibility of DEM staff.

5.4.2 Activation Levels

The following general guidelines will be used for activation of the EOC:

Level 3 - Routine

- A DEM staff member or the Alert & Warning Center State Emergency Operations Officer handles incident.
- Example incident – Minor HAZMAT spill with potential for limited evacuation and shoreline water contamination. Continuous monitoring of the incident required.

Level 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 as necessary. A declaration of disaster could occur.

Level 1 – 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.
- 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.

5.4.3 Designation of Incident Command Agency

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

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

5.4.4 Unified Command

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

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

5.4.5 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.

5.4.6 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.

5.5 Incident Command Systems

5.5.1 Overview

The 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.

5.5.2 ICS Organization

5.5.2.1 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.

5.5.2.2 Components

The ICS organization is built around five major components that are reflected in ESF 5 of the CEMP:

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

5.5.2.3 Management

In a small-scale incident all of the components may be managed by one person, the Incident Commander. 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 **Incident**

Commander is responsible for on-scene management until command authority is transferred to another person who then becomes the IC.

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.

5.5.3 Command Staff

5.5.3.1 Director of Emergency Management

The Director of Emergency Management is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the EOC Controller is responsible for:

- Approving and supporting implementation of an Incident Action Plan (IAP).
- Coordination of activities supporting the incident or event.
- Approving release of information through the Public Information Officer (PIO).
- Performing the duties of the following command staff if no one is assigned to the position:
 - PIO
 - Safety Officer
 - Liaison Officer

5.5.3.2 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies, tribal entities, political officials, and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a Joint Information System and, if applicable, establishing and staffing a Joint Information Center.
- Implementing information clearance processes with the IC.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

For more information on external affairs and Emergency Public Information see ESF 15 – External Affairs.

5.5.3.3 Safety Officer

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

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

The Safety Officer is generally responsible for:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site control measures.
- Monitoring and assessing the health and safety of response personnel and support staff (including EOC staff).
- Preparing and implementing a site Health and Safety Plan and updating the Incident Commander on safety issues or concerns as necessary.
- Exercising emergency authority to prevent or stop unsafe acts.

5.5.3.4 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, public works/utility companies, and volunteer services (American Red Cross). Responsibilities typically included in a liaison role include:

- Identifying representatives from each agency.
- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Monitoring incident operations to identify current or potential external problems.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.

5.5.4 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 Incident Commander may implement all or some of the General Staff Positions below:

5.5.4.1 Operations Section

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. Thus, typical agencies included in the Operations Section are: fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials), law enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations), public health officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human,

animal, and environmental health), and public works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse). Private entities, companies, and non-governmental organizations may also support the Operations Section.

The Operations Chief is responsible for:

- Providing organizational support and directing implementation of unit operational plans and field response activities.
- Developing and coordinating tactical operations to carry out the IAP.
- Managing and coordinating various liaisons representing community response partners and stakeholders.
- Directing IAP tactical implementation.
- Requesting resources needed to support the IAP.

5.5.4.2 Planning Section

The Planning Section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes are accomplished. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information on the incident and providing a status summary.
- Preparing and disseminating the IAP.
- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

5.5.4.3 Logistics Section

The Logistics Section is typically supported by units including: Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Providing and managing resources to meet the needs of incident personnel.
- Managing various coordinators of particular resources, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Estimating future support and resource requirements.
- Assisting with development and preparation of the IAP.

5.5.4.4 Finance and Administration Section

The Finance/Administration Section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed which can be staffed by a technical specialist in the Planning Section. Potential units assigned to this section include: Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.

- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

5.5.5 EOC/Incident ICS Interface

The ICS in the EOC reflects the ICS in the field, with the exception that the Incident Commander position may be replaced with an Director of Emergency Management 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 Director of Emergency Management, on the other hand, may be responsible for coordinating and facilitating ICs of multiple incidents. That said, due to the size or length of an operation, an Incident Commander may elect to work directly out of the County EOC or even the Area Command Posts (ACP) on Lopez and Orcas.

- Example: An earthquake results in a countywide power outage, a large fire in downtown Friday Harbor, and a school collapse on Orcas Island. Each incident requires an Incident Commander. The Incident Commanders from the fire and building collapse run their respective incidents from the scene. The Incident Commander 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 Director of Emergency Management, using input from relevant agency representatives in the EOC Operations Section, coordinates and prioritizes resource allocation.

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.

5.5.6 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and Federal agencies into the same organizational system, maximizing coordination of response activities, and avoiding duplication of efforts. A structure called Unified Command (UC) allows the Incident Commander position to be shared among several agencies and organizations that maintain jurisdiction. UC members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, state, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the Incident Commander will directly manage all aspects of the incident organization.

6 Plan Development, Maintenance, and Implementation

6.1 Plan Review and Maintenance

At a minimum, this CEMP will be formally reviewed and re-promulgated every five years to comply with state requirements. This review will be coordinated by the San Juan County Director of Emergency Management and will include participation by members from each of the departments assigned as lead agencies in this CEMP and its supporting annexes. This review will:

- Verify contact information;
- Review the status of resources noted in the plan; and
- Evaluate the procedures outlined in this plan to ensure their continued viability.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary.

Recommended changes should be forwarded to:

**San Juan County/Town of Friday Harbor
Department of Emergency Management
ATTN: Director
PO Box 669
Friday Harbor, WA 98250**

PHONE: 360.370-7612
EMAIL: dem@sanjuan.net

6.2 Training Program

The Director of Emergency Management specifically coordinates training for County personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County. The Director of Emergency Management or a particular agency Training Officer maintains records and lists of training received by County personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. NIMS identifies these positions as follows:

- Emergency Medical Service (EMS) personnel.
- Firefighters.
- Law enforcement personnel.
- Public works/utility personnel.
- Skilled support personnel.
- Other emergency management response personnel.
- Support/volunteer personnel at all levels.

Table 6-1 provides the minimum training requirements for the County’s emergency personnel.

Table 6-1 Minimum Training Requirements

Emergency Personnel	Training Required
Director of Emergency Managements and Incident Commanders	ICS-100, -200, -300, -400 IS-700, -800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, -300 IS-700
All other EOC personnel and first responders	ICS-100, -200 IS-700
All other emergency response personnel, including volunteers	ICS-100 IS-700
<i>Independent study courses can be found at http://training.fema.gov/IS/crslist.asp.</i>	

6.3 Exercise Program

The County will conduct exercises throughout the year to continually test and evaluate this CEMP. Whenever feasible, the County will coordinate with neighboring jurisdictions and State and Federal government, to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information on the HSEEP program can be found at <http://hseep.dhs.gov>.

The Director of Emergency Management will work with other County departments to identify and implement corrective actions and mitigation measures, based on exercises conducted through Emergency Management.

6.4 After Action Reporting

In order to document and track lessons learned from exercises, the Director of Emergency Management will conduct a review, or “hot wash,” with exercise participants after each exercise. The Director of Emergency Management will also coordinate an After Action Report (AAR), which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the readiness of the County.

6.5 Community Outreach and Preparedness Education

Educational tools are used to teach the public about threats and disasters and what to do when an emergency occurs. The County maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the County’s overall readiness.

Information about the County’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the County DEM website at www.sanjuandem.net.

Appendix A

Sample Disaster Declaration Forms

Resolution to declare a State of Emergency
within San Juan County, Washington

Resolution Number:

Note on Declaration Process (**DELETE ENTIRE SECTION BEFORE SIGNING**):

Quoted From San Juan County Municipal Code Chapter 2.48.100

“The County Council bears responsibility for declaring a state of emergency in San Juan County. In the event the County Council cannot convene, an effort shall be made to contact the Council members in person or by telephone. A state of emergency may be declared by any one of the Council members in the event they are not able to contact any other Council members. In the event that no Council members can be contacted, the following individuals are authorized to declare a state of emergency, subject to approval by the County Council members at the earliest possible date:

- A. County Administrator;
- B. Director of Department of Emergency Management;
- C. County Sheriff;
- D. Emergency services coordinator;
- E. The highest ranking member of the San Juan County sheriff’s department available.

WHEREAS, The County Council for San Juan County have been notified of an **INSERT EMERGENCY EVENT** within the confines of San Juan County; and

WHEREAS, The emergency response resources of San Juan County will not be sufficient to meet the requirements of a prolonged response; and

WHEREAS, The emergency event requires the activation of the San Juan County Emergency Operations Center and the use of the Statutory emergency powers granted pursuant to RCW 36.40.180 and 38.52.070; now therefore,

IT IS HEREBY DECLARED AND RESOLVED BY THE SAN JUAN COUNTY COUNCIL:

1. That an emergency exists within San Juan County as a result of **INSERT** and that such an emergency is declared to have commenced as of **INSERT TIME** on the **INSERT DAY** of **INSERT MONTH, INSERT YEAR**.
2. That all Departments and Offices of San Juan County are authorized to enter into contracts and obligations necessary to respond to the declared emergency to protect the health, welfare and property of the citizens of the County and to provide the citizens with emergency assistance.

3. That because of the declared emergency, all Departments and Offices of San Juan County are authorized to use emergency purchasing procedures without regard to time consuming procedures and formalities required by law for non-emergency purchases of goods and services, except those mandated by Constitutional requirements.
4. That the following request for assistance is made to the Governor of the State of Washington:
 - A) Assignment of a State Emergency Management Liaison to the San Juan County Emergency Operations Center.
 - B) Assignment of a Washington National Guard Liaison to the San Juan County Emergency Operations Center.
 - C) That additional requests for Washington State Resources be considered and granted when made.
 - D) That resource requests unable to be granted by Washington State will be forwarded to the appropriate Federal response agency in a timely fashion.
5. A copy of this document shall be as effective as an original.

DATED THIS ____ DAY OF _____, 20__, at _____ hours.

COUNTY COUNCIL FOR SAN JUAN COUNTY
STATE OF WASHINGTON

(INSERT CURRENT COUNTY COUNCIL SIGNATURE BLOCK)

Appendix G Acronyms and Glossary

Acronyms

AAR	After Action Report
ACP	Area Command Posts
CEMP	Comprehensive Emergency Management Plan
COG	Continuity of Government
COOP	Continuity of Operations
DEM	Department of Emergency Management
DNR	Department of Natural Resources
EAS	Emergency Alert System
EMC	Emergency Management Council
EMD	Emergency Management Division
EMO	Emergency Management Organization
EMS	Emergency Medical Service
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HIVA	Hazard Identification and Vulnerability Analysis
HPA	Hydraulics Act
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
IAs	Incident Annexes
IPAWS	Intergrated Public Alert & Warning System
IC	Incident Commander
ICP	Incident Command Posts
ICS	Incident Command System
IOSA	Island's Oil Spill Association

NGOs	Nongovernmental Organizations
NRF	National Response Framework
OPALCO	Orcas Power & Light Cooperative
PIO	Public Information Officer
RCW	Revised Code of Washington
SEPA	State Environmental Policy Act
SOGs	Suggested Operating Guidelines
UC	Unified Command