



# **Thurston County**

## **Comprehensive Emergency Management Plan**

June 29, 2021



# Thurston County Comprehensive Emergency Management Plan



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District One

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District Two

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District Three

## EMERGENCY SERVICES

Kurt Hardin, Director

*Creating Solutions for Our Future*

June 29, 2021

To the Citizens and Employees of Thurston County:

On Behalf of the Board of County Commissioners, I am pleased to present the updated Thurston County Comprehensive Emergency Management Plan. This plan is in conformance with the Washington State Comprehensive Emergency Management Plan and the National Incident Management System. It is an all-hazards plan which addresses mitigation, preparedness, response, and recovery. This plan supersedes all previous versions.

The purpose of this plan is to provide a framework for coordination and mobilization of internal/external resources. The plan:

- Identifies authorities and assigns responsibilities for planning, response, and recovery activities.
- Identifies the scope of potential hazards that form the basis for planning.
- Establishes the emergency management organizational structure that will coordinate the response.
- Identifies those departments and offices tasked with specific responsibilities for carrying out plans and operations defined with the annexes of this plan.
- Identifies other jurisdictions and entities with whom planning, and emergency response activities are to be coordinated.
- Outlines the process of disseminating emergency information and instructions to the public.
- Provides lines of succession in the absence of senior officials, in accordance with Thurston County Code of Ordinances Title 3, for declaring an emergency.

It is our expectation that departments and offices, divisions and programs tasked with the development and maintenance of standard operating procedures and checklists in this plan, work with the Emergency Services Department, Emergency Management Division to ensure they actively support implementation of this plan.

This plan is a dynamic document. An annual assessment process, accompanied by exercise and review, will ensure that this plan is learned, used, and modified as necessary to benefit Thurston County.

Sincerely,

Kurt Hardin  
Director

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# Thurston County Comprehensive Emergency Management Plan

## Record of Distribution

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- County Manger
- Disaster Assistance Council (DAC)
- Emergency Management
- Emergency Management Council (EMC)
- Fire Agencies
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### EMERGENCY SUPPORT FUNCTION ANNEXES *(Published under separate cover)*

ESF-1	Transportation
ESF-2	Communications, Information Systems and Warning
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 Resource Support
ESF-8	Public Health and Medical Services
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ESF-11	Agriculture and Natural Resources (to be developed)
ESF-12	Energy
ESF-13	Public Safety and Security
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### INCIDENT ANNEXES

IA-A	Terrorism
IA-B	Catastrophic Incident (to be developed)

# Thurston County Comprehensive Emergency Management Plan

## BASIC PLAN

### I. INTRODUCTION

#### A. Purpose

The purpose of this plan is to guide county government behavior before, during and after a disaster. It develops and describes a comprehensive program that defines who does what, when, where and how in order to mitigate, prepare for, respond to and recover from the effects of natural, technological and human-caused hazards.

#### B. Scope

This is an all-hazard plan. It presumes that planning for the hazards of greatest risks will prepare the county for hazards of lesser risk. Disaster management activities unique to a given hazard are to be addressed in Incident Annexes and separate Standard Operating Procedures (SOPs) which shall be consistent with this plan.

This plan applies to all Thurston County government and cooperating agencies. It provides a foundation for:

- Establishing mutual understanding among government agencies, the business community, volunteers, and the public;
- Utilizing government and private sector resources efficiently and effectively;
- Coordinating with the emergency management plans and programs of the federal government, the State of Washington, emergency management jurisdictions within the county, and surrounding jurisdictions;
- Developing and maintaining disaster response capabilities;
- Identifying and applying hazard mitigation strategies;
- Educating the public, the business community, volunteers, and government; and
- Encouraging citizen self-sufficiency.

#### C. Plan Structure

This plan is modeled using structures and formats from the Comprehensive Preparedness Guide 101, National Response Framework, and the Washington CEMP. It has a Basic Plan as a core document and is supported by Emergency Support Function and Incident Specific Annexes. Each annex may provide supporting plans or more specific information in the form of appendices and/or attachments. The format of the plan is illustrated in *Figure 1*.

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Emergency Support Function Annexes group resources and capabilities into functional areas that are most frequently needed in an incident response (e.g., Transportation, Firefighting, Mass Care).

Incident Annexes address the unique aspects of how the county responds to broad incident categories (e.g., Terrorism, Catastrophic Incident).

Appendices provide supplementary material or integrate support plans to the functional annexes (e.g., Evacuation Appendix supports the ESF 13 Annex, Debris Management Appendix supports the ESF 3 Annex).

Attachments are used to provide additional and specific information and to increase the clarity and usefulness of a document by keeping it short. Attachments are commonly used for lists and maps.

## D. Authorities

The ordinances, agreements, laws and regulations cited below, and in the Emergency Support Functions are available for review at the county Emergency Coordination Center (ECC).

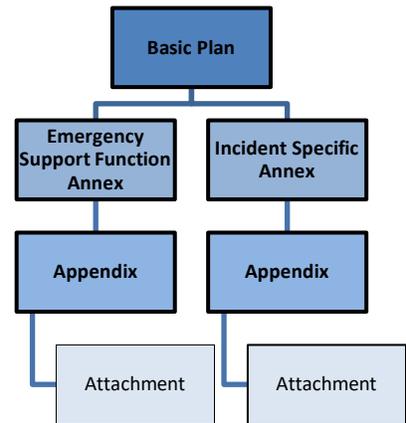
### 1. Local

- a. Thurston County Code, Title 3, Emergency Management
- b. Inter-local Cooperative Agreement for Thurston County Emergency Management Council
- c. Thurston County Financial Policies and Procedures, POL-4260 Credit Card Policy

### 2. State

- a. Revised Code of Washington (RCW) 36.28 County Sheriff
- b. RCW 36.40.180 Emergencies Subject to Hearing – Nondebtable Emergencies
- c. RCW 36.40.190 Payment of Emergency Warrants
- d. RCW 38.52 Emergency Management
- e. RCW 40.10.010 Essential Records
- f. RCW 42.12 Vacancies
- g. RCW 42.14 Continuity of Government Act

Figure 1: Thurston County CEMP Format



## Thurston County Comprehensive Emergency Management Plan

- h. RCW 43.43 State Fire Service Mobilization and Law Enforcement Mobilization
- i. RCW 43.88 State Budgeting, Accounting, and Reporting System
- j. RCW 43.88.250 Emergency Expenditures
- k. RCW 70.5 Local Health Departments, Boards, Officers - Regulations
- l. Washington Administrative Code (WAC), Title 118, Military Department, Emergency Management

### 3. Federal

- a. 2 CFR Part 200 Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards
- b. Code of Federal Regulations Title 44, Emergency Management and Assistance
- c. 44 CFR 13.36 Procurement
- d. United States Code (USC), Title 42, Chapter 68, Disaster Relief
- e. Public Law 93-288, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended
- f. Public Law 99-499, Superfund Amendment and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA)
- g. Public Law 81-920, Federal Civil Defense Act of 1950, as amended
- h. Public Law 105-19, Volunteer Protection Act of 1997.
- i. Public Law 107-296, Homeland Security Act of 2002.
- j. Homeland Security Presidential Directive 5, Management of Domestic Incidents
- k. Presidential Policy Directive 8, National Preparedness
- l. National Response Framework, 4<sup>th</sup> Edition

## E. Policies

### 1. Personal Preparedness

Thurston County will not substitute government services for individual responsibility during a threatened or actual disaster. People are expected to be aware of a hazardous situation for which there is significant media attention, such as severe weather or flooding, and to respond in a safe, responsible manner. People must be ready to act on their own at home for at least two weeks after a disaster and are encouraged to be prepared for longer periods of time.

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### **2. Employees to Confirm Safety of Immediate Family**

It is anticipated that county employees will not be at peak efficiency or effectiveness during a disaster if the status of their household is unknown or in doubt. Accordingly, county employees assigned disaster response functions are encouraged to make arrangements with other employees, friends, neighbors, and relatives to check on their immediate families in the event of a disaster and to communicate that information to the employee or to the ECC. As feasible, and consistent with other disaster management activities, ECC staff will assist employees in determining the status of their immediate families.

### **3. Suspension of Day-to-Day Activities**

Day-to-day functions that do not contribute directly to the disaster operation may be completely or partially suspended for the duration of the public emergency. The efforts that would normally be required for those functions will be redirected to accomplish disaster management tasks and essential functions.

### **4. Waiver of Permit Requirements**

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 for in state law.

### **5. Disaster Funding**

The county shall meet disaster expenditures with currently appropriated funds in accordance with RCW 38.52.070 (2), RCW 36.40.180 and 190, and the Thurston County Code. The Board of County Commissioners (BoCC) shall be responsible for identifying other sources of funds to meet disaster-related expenses if organizational budgets are exceeded.

### **6. Mutual Aid**

If local government resources prove to be inadequate during a disaster operation, requests may be made for assistance from other local jurisdictions and higher levels of government according to existing or emergency-negotiated mutual aid agreements and compacts. Such assistance may take the form of equipment, supplies, personnel, or other capabilities. All mutual aid agreements and compacts shall be entered into by duly authorized officials and shall be formalized in writing whenever possible. Thurston County shall coordinate with and support other political jurisdictions within and outside Thurston

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County in emergency and disaster mitigation, preparedness, response and recovery efforts as resources allow.

### 7. Consumer Protection

Consumer complaints pertaining to alleged unfair or illegal business practices should be referred to the State Attorney General Consumer Protection Division and will be forwarded to that agency if received by the county.

### 8. Nondiscrimination

It is the policy of the county to provide equal opportunity to all persons seeking or having access to its services and activities; free from restrictions because of race, color, creed, religion, national origin, age, sex, marital status, veteran status, sexual orientation, or the presence of any disability.

### 9. National Incident Management System

The Thurston County ECC operates under the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS).

## II. Situation Overview

### A. Hazard Assessment

This is an all-hazard plan based on an analysis of hazards and vulnerabilities summarized in Table 1. It presumes that planning for the hazards of greatest risks (such as earthquakes) will prepare the county for hazards of lesser risk as described in Table 1.

Thurston County is exposed geographically and regionally to many hazards with the potential to cause casualties, damage and disruption of the community. The most likely hazards to affect the county are listed in Table 1 (page 6). A more detailed description is contained in the *Hazard Mitigation Plan for the Thurston Region* available from Thurston County Emergency Management (TCEM).

Hazards can occur simultaneously or consecutively, such as a winter storm with flooding or an earthquake followed by an influenza epidemic. The county can also suffer indirectly from hazards occurring elsewhere due to their effect on the supply of goods and services and/or inducing critical shortages of essentials such as electricity, petroleum products, natural gas and food.

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The county will continue to be exposed to the hazards noted above and others that may develop in the future. Several sources are used in the Hazard Mitigation Plan for the Thurston Region to identify hazards that threaten Thurston County (Hazard Identification and Vulnerability Analysis, Washington State Enhanced Hazard Mitigation Plan, National Climate Data Center, National Weather Service, United States Geological Survey, FEMA, etc.).

Hazards identified were:

- Critical Shortage
- Cyber Attack
- Dam Failure
- Drought
- Earthquake
- Epidemic
- Flood
- Hazardous Material Incident
- Heat Wave
- Landslide
- Space Weather/Solar Wind/Geomagnetic Storm
- Storm
- Terrorist Attack
- Tsunami
- Wildland Fire
- Volcanic Events

Risk was assessed for each hazard based on the following criteria:

1. A high probability of the natural hazard occurring in Thurston County within the next 25 years;
2. The potential for significant damage to buildings and infrastructure; and/or
3. The potential for loss of life.

The hazards in Table 1 meet one or more of the above criteria.

**Table 1: THURSTON COUNTY HAZARD IDENTIFICATION**

Hazard	Probability of Occurrence	Vulnerability	Risk
Earthquake	High	High	High
Storm	High	High	High
Flood	High	Moderate	High
Landslide	High	Low	Moderate
Wildland Fire	High	Moderate	Moderate
Volcanic Events	Low	High	Moderate

*\* Hazard Mitigation Plan for the Thurston Region, 3<sup>rd</sup> Edition, 2017*

### **B. Capability Assessment Summary**

The Core Capabilities Assessment provides Thurston County with a baseline understanding of its needs, its current capacities, and activities that need to be implemented in order to bridge those capability gaps. It is a catalyst for the implementation of capability solutions, and the allocation of resources designed to

## Thurston County Comprehensive Emergency Management Plan

reach or sustain these capability targets. It serves as a baseline assessment upon which progress toward building those capabilities can be tracked annually. In short, the assessment will assist Thurston County in building capabilities and capacities in a more efficient and effective manner. Thurston County participates in the Homeland Security Region 3 Capabilities Assessment as part of the State Preparedness Report (SPR).

Core Capabilities are grouped into Mission Areas and contribute toward capability and capacity in Emergency Support Functions (ESFs). The alignment is illustrated below:

Core Capability	Related ESFs
<b>Prevention Mission Area</b>	
Planning	5, 13
Public Information and Warning	2, 13
Operational Coordination	5, 13
Intelligence and Information Sharing	13
Interdiction and Disruption	13
Screening, Search, and Detection	13
Forensics and Attribution	13
<b>Protection</b>	
Planning	5, 13
Public Information and Warning	2, 13
Operational Coordination	5, 13
Intelligence and Information Sharing	13
Interdiction and Disruption	13
Screening, Search, and Detection	13
Access Control and Identity Verification	13
Cybersecurity	2,13
Physical Protective Measures	13
Risk Management for Protection Programs and Activities	13
Supply Chain Integrity and Security	7,11
<b>Mitigation Mission Area</b>	
Planning	5
Public Information and Warning	2
Operational Coordination	5
Community Resilience	5
Long-term Vulnerability Reduction	5
Risk and Disaster Resilience Assessment	5
Threats and Hazards Identification	5
<b>Response</b>	
Planning	5
Public Information and Warning	2, 15
Operational Coordination	5
Infrastructure Systems	1, 2, 3, 11, 12
Critical Transportation	1
Environmental Response/Health and Safety	8, 10, 11
Fatality Management Services	8
Fire Management and Suppression	4
Logistics and Supply Chain Management	7
Mass Care Services	6
Mass Search and Rescue Operations	9
On-scene Security, Protection, and Law Enforcement	13
Operational Communications	2
Public Health, Healthcare, and Emergency Medical Services	8
Situational Assessment	5
<b>Recovery</b>	
Economic Recovery	5
Health and Social Services	6, 8
Housing	6
Natural and Cultural Resources	11

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## III. PLANNING ASSUMPTIONS

### A. Emergency Management

Comprehensive emergency management includes but is not limited to activities to mitigate, prepare for, respond to and recover from the effects of a disaster. Implementation of this Comprehensive Emergency Management Plan will likely reduce disaster-related losses.

Local government officials formally recognize their responsibilities with regard to public safety and accept them in the implementation of this plan. Initial response by Thurston County government and cooperating agencies shall be to take actions that have the greatest life-saving potential under the circumstances. Employees from a variety of county departments and offices are trained to staff the ECC as needed. In situations not specifically addressed in this plan, Thurston County government and cooperating agencies shall carry out their responsibilities to the best of their abilities under the circumstances.

Some emergencies and disasters occur with sufficient advance notice, providing affected areas time to take preparatory actions. Other emergencies occur without notice. For response to an emergency or disaster with little or no advance warning, it most likely will take time to staff and activate the ECC.

Mutual aid and interagency agreements are currently in place with a variety of other agencies to provide resources not ordinarily available and to provide a means to assist neighboring agencies. In addition, partnerships for resource sharing with local businesses and other organizations are pursued as appropriate. When local resources are exhausted or overwhelmed, Thurston County may request additional resources through the Washington State Emergency Operations Center. In responding to a disaster, the county is prepared to implement the provisions of RCW 38.52.110 regarding utilization of public and private resources.

When the appropriate criteria are met, federal assistance is available for disaster response and recovery operations under the provisions of the National Response Framework and Public Law 93-288.

### B. Provision of County Services

The county shall endeavor to maintain essential services as soon as and as long as possible. Conditions may be of such magnitude and severity that some or all county services may be lost. As the county may be unable to fulfill all emergency requests under these conditions, a setting of priorities shall be necessary.

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## **C. Personal Responsibility**

During an emergency event assets and systems may be overwhelmed, especially during the first few days. Accordingly, citizens will most likely be on their own and must be prepared to be self-sufficient for at least two weeks after a disaster.

## **D. Limitations**

This plan cannot guarantee a perfectly functioning emergency response system. As assets and personnel may be overwhelmed, the county can only endeavor to make a reasonable effort to evaluate and respond to each emergency based on the situation, information and resources available at the time.

## **IV. CONCEPT OF OPERATIONS**

### **A. General**

Reporting to the County Manager, the Director of Emergency Management is responsible for the organization, administration and operation of the emergency management program. Under the supervision of the director, the Emergency Management Manager is responsible for managing and coordinating the county's day-to-day emergency management activities.

The disaster functions of Thurston County government and cooperating agencies with responsibilities presented elsewhere in this plan will generally parallel their normal, day-to-day activities. To the extent possible, the same personnel and material resources will be employed in both cases.

### **B. Whole Community**

The whole Community is defined by the federal government as:

“Whole Community is a means by which residents, emergency management practitioners, organizational community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. Whole Community includes individuals and families, including those identified as at-risk or vulnerable populations; businesses; faith-based and community organizations; nonprofit groups; schools and academia; media outlets; and all levels of government, including state, local, tribal, territorial, and federal partners.”

Involving the Whole Community is a means by which Thurston County residents, businesses, non-profit organizations, emergency management practitioners, organizational and community leaders, and government officials at all levels can collectively identify and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and

## Thurston County Comprehensive Emergency Management Plan

interests. The Whole Community approach attempts to engage the full capacity of the public, private and non-profit sectors. This includes businesses, faith-based and disability organizations, and the public, including people with Access and Functional Needs (AFN), people covered under the Americans with Disabilities Act (ADA), people with Limited English Proficiency (LEP), and culturally diverse populations. This engagement is in conjunction with the participation of local, tribal, state, and federal governmental partners.

State and local governments carrying out emergency response and providing disaster assistance shall comply with all applicable non-discrimination provisions contained in RCW 49.60, Discrimination - Human Rights Commission, as well as in Public Law 110-325, Americans with Disabilities Act (ADA) of 1990 as amended with ADA Amendments Act of 2008.

Recipients of any federal funds must acknowledge and agree to comply with applicable provisions of federal civil rights laws and policies prohibiting discrimination, including, but not limited to: Title VI of the Civil Rights Act of 1964, which prohibits recipients from discriminating on the basis of race, color, or national origin. Recipients of federal financial assistance must also take reasonable steps to provide meaningful access for persons with Limited English Proficiency (LEP) to their programs and services.

Providing meaningful access for persons with LEP may entail providing language assistance services, including oral interpretation and written translation. Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency (August 11, 2000), requires federal agencies issue guidance to grant recipients, assisting such organizations and entities in understanding their language access obligations. The Department of Homeland Security (DHS) published the required grant recipient guidance in April 2011, DHS Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons, 76 Fed. Reg. 21755-21768, (April 18, 2011). The guidance provides helpful information such as how a grant recipient can determine the extent of its obligation to provide language services, selecting language services, and elements of an effective plan on language assistance for LEP persons.

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

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The Pets Evacuation and Transportation Standards (PETS) Act amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.

### C. Operational Objectives

Operational Objectives are based on the following priorities:

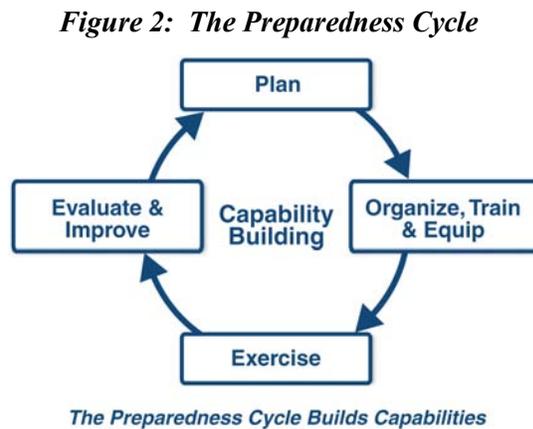
1. Life Safety
2. Incident Stabilization
3. Protection of Property
4. Protection of the Environment

### D. Emergency Management

#### 1. Preparedness Actions

Disaster preparedness develops response capabilities should a disaster occur and readies the community to implement recovery and restoration activities.

*Figure 2* illustrates the preparedness cycle.



The preparedness activities of TCEM include:

- Identifying and determining the county's vulnerability to specific hazards
- Developing and maintaining a Comprehensive Emergency Management Plan (CEMP)
- Developing and maintaining an effective exercise program
- Subject to BOCC approval, negotiating mutual aid and inter-local agreements to support disaster operations
- Identifying and typing resources
- Developing a disaster communications capability
- Maintaining an emergency worker registration system
- Developing plans for managing volunteer resources
- Establishing, maintaining, and identifying staff for a primary and alternate ECC
- Developing and maintaining an effective public information and media liaison program

## Thurston County Comprehensive Emergency Management Plan

- Developing, maintaining and administering a disaster preparedness training program to include training and education for individuals, families, neighborhoods, civic and volunteer organizations, businesses, and government entities.

Thurston County government and cooperating agencies shall be familiar with and provide support when this plan is activated.

Thurston County government and cooperating agencies shall develop and maintain internal plans for disaster response, recovery, continuity of government and continuity of operations.

### 2. Response Actions

Primary response functions of Emergency Management staff or the Emergency Coordination Center include:

- Collecting, analyzing, and sharing information;
- Supporting resource needs and requests, including allocating and tracking;
- Coordinating plans and determining current and future needs; and
- In some cases, providing coordination and policy direction.

Upon notification of a hazardous event, or the threat of one, TCEM will evaluate the situation and, if warranted, recommend activation of the ECC at the appropriate level to the Director of Emergency Management. The ECC may also be activated following a request from another jurisdiction or emergency response agency.

When activated, the ECC Manager and staff shall implement the Comprehensive Emergency Management Plan and coordinate the county's response. Response activities may include but are not limited to assessing the situation, issuing appropriate warnings, preparing an emergency proclamation, recommending evacuation, opening shelters, informing the public, keeping records, managing volunteers and resources and generating and distributing reports.

Stabilizing community lifelines is the primary effort during response to lessen threats and hazards to public health and safety, the economy, and security. A community lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security. *Figure 3* identifies the seven community lifelines: Safety and Security; Food, Water, Shelter; Health and Medical; Energy (Power and Fuel); Communications; Transportation; and Hazardous Material.

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*Figure 3: Community Lifelines for Incident Stabilization*



The seven community lifelines represent the most basic services a community relies on and which, when stable, enable all other activity within a community. The lifelines are designed to enable emergency managers, infrastructure owners and operators, and other partners to analyze root cause of an incident impact and then prioritize and deploy resources to effectively stabilize the lifeline. ESFs deliver core capabilities to stabilize community lifelines for an effective response. The initial response to a disaster shall be in accordance with the Emergency Support Function annexes (ESFs, see Table 2) of this plan. Other whole community organizations can work together to stabilize lifelines and meet disaster needs.

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**Table 2: EMERGENCY SUPPORT FUNCTION ANNEXES**

Emergency Support Function Annexes (ESFs) outline the general guidelines by which Thurston County government and cooperating agencies will carry out the responsibilities assigned in the Comprehensive Emergency Management Plan. The following ESFs shall be developed by lead agencies with the assistance of applicable support agencies and Emergency Management.

ESF-1	Transportation
ESF-2	Communications, Information Systems and Warning-(Changed to Communications in NRF 4 <sup>th</sup> Edition)
ESF-3	Public Works and Engineering
ESF-4	Firefighting
ESF-5	Emergency Management (Changed to Information and Planning in NRF 4 <sup>th</sup> Edition)
ESF-6	Mass Care, Emergency Assistance, Housing, and Human Services
ESF-7	Logistics Management and Resource Support (Changed to Logistics in NRF 4 <sup>th</sup> Edition)
ESF-8	Public Health and Medical Services
ESF-9	Search and Rescue
ESF-10	Oil and Hazardous Materials Response
ESF-11	Agriculture and Natural Resources
ESF-12	Energy
ESF-13	Public Safety and Security
ESF-14	Cross-Sector Business and Infrastructure (To be developed)
ESF-15	External Affairs

## Thurston County Comprehensive Emergency Management Plan

Overall direction, control and coordination of county resources to manage and support community response to a disaster shall be established through the ECC. The ECC will be managed by the Director of Emergency Management or if unavailable, a designated ECC Manager. The ECC will be equipped and staffed at the appropriate level to:

- Collect, record, analyze, display and distribute information.
- Coordinate public information and warning.
- Coordinate county government emergency activities.
- Support incident commanders and emergency response agencies by coordinating the management and distribution of information and resources and the restoration of services.
- Activate mutual aid, assistance agreements and request resources from the state and other agencies. The state is capable of coordinating provisions of in-state resources and out-of-state resources such as those available through the Washington Mutual Aid Compact (WAMAC) and Emergency Management Assistance Compact (EMAC). When an incident overwhelms or is anticipated to overwhelm state resources, the Governor may request federal assistance including funding, resources and critical services.
- Identify and coordinate community needs such as temporary sheltering, provision of food and water and other necessities to meet the needs of all people including persons with disabilities and other special needs.
- Conduct appropriate liaison and coordination activities with all levels of government, public utilities, volunteer and civic organizations, and the public.

The final response activity is demobilization. Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization shall begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.

### 3. Recovery Actions

Disaster recovery is both a short-term and long-term process. Short-term operations 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 an improved state of affairs. The recovery period is also an opportune time to institute mitigation measures related to the recent disaster.

## **Thurston County Comprehensive Emergency Management Plan**

TCEM shall be the county's liaison with State Emergency Management and FEMA for recovery activities.

TCEM shall coordinate the collection of damage assessment information for public agency losses and uninsured private losses from all local jurisdictions, public entities and tribes. This information shall be forwarded to State Emergency Management for a determination of whether the county will be recommended for federal individual assistance, public assistance, or both.

The Financial Services Division of the Auditor's Office shall coordinate the preparation of cost recovery documentation and be the county's agent for reimbursement of those costs.

Other Thurston County government and cooperating agencies shall sustain recovery activities initiated while the ECC was activated.

In managing recovery efforts after a major disaster, the BOCC may form ad hoc partnerships with other jurisdictions, federal and state agencies and groups within the private sector to advise and assist in the development of recovery plans for the county.

The Disaster Recovery Team shall coordinate recovery activities in accordance with the Thurston Region Recovery Plan.

#### **4. Mitigation Actions**

Disaster mitigation activities are those that eliminate or reduce the probability of a disaster or its effects. The Hazards Mitigation Plan for the Thurston Region contains the county's mitigation initiatives.

TCEM shall include mitigation in its disaster training program for individuals, families, neighborhoods, civic organizations, businesses, and government organizations; assist other Thurston County government and cooperating agencies in identifying ways to consider disaster mitigation in their public programs; and be an information resource for the public.

Thurston County government and cooperating agencies shall, as appropriate and as opportunity allows, address disaster mitigation in projects such as growth management and regional transportation planning, flood control, zoning ordinance revision and building code revision.

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### E. Declaration of Local Emergency

The BOCC may proclaim a local emergency in accordance with RCW 36.40.180 whenever the county suffers or is threatened with an emergency or disaster which:

- Overwhelms or threatens local resources;
- Involves multiple jurisdictions;
- Requires a high degree of coordination, state or federal assistance; or
- The liability protection or resource procurement provisions of RCW 38.52.

If the Commissioners are not available, the County Manager or Director of Emergency Management may issue such a proclamation, subject to confirmation by the Board at the earliest practicable time, in accordance with Thurston County Code Title 3, Emergency Management. If neither the BOCC, Director of Emergency Management, nor County Manager are available, the proclamation may be issued by the Assistant County Manager or Emergency Management Manager.

Generally, the situation will be monitored by Emergency Management or ECC staff and a draft resolution developed. If and when warranted, the Emergency Management Manager or ECC Manager will recommend to the Director of Emergency Management, or to the BoCC if the Director is unavailable, that a local emergency be declared.

To ensure the local emergency formally ends, a resolution declaring a local emergency will generally terminate approximately 30 days after being declared unless extended by the BOCC. A longer declaration period may be proclaimed if warranted by the type of emergency or history.

### F. Assistance through Federal Declaration of Disaster or Emergency

As local incidents progress, when it is clear that state capabilities will be exceeded, the Governor may request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the president to provide financial and other assistance to state and local governments, certain private nonprofit organizations, businesses and disaster victims to support response, recovery and mitigation efforts following presidential emergency or major disaster declarations.

A major **disaster declaration** may result from any natural or manmade event that the president determines warrants supplemental federal aid. A federal **emergency declaration** may be more limited in scope and without the long-term federal recovery programs of a major disaster declaration.

When local conditions are such that a federal disaster declaration may be appropriate, the Federal Emergency Management Agency (FEMA) may deploy a

## Thurston County Comprehensive Emergency Management Plan

liaison to the State Emergency Operations Center to provide technical assistance and activate the Regional Response Coordination Center (RRCC). Federal department and agency personnel, including Federal ESF primary and support agency personnel, shall staff the RRCC as required. The RRCC is designed to:

- Coordinate initial regional and field activities.
- In coordination with state, tribal, and local officials, deploy regional teams to assess the impact of the event, gauge immediate state needs, and make preliminary arrangements to set up operational field facilities.
- Coordinate federal support until a Joint Field Office (JFO) is established.
- Establish a Joint Information Center (JIC) to provide a central point for coordinating emergency public information activities.

In coordination with the RRCC and the state, FEMA may deploy an Incident Management Assistance Team (IMAT). IMATs are interagency teams composed of subject-matter experts and incident management professionals. IMAT teams make preliminary arrangements to set up federal field facilities and initiate establishment of the JFO.

The JFO shall be the central coordination point among local, tribal, state, and federal governments, as well as private-sector and nongovernmental entities that are providing recovery assistance. Although the JFO uses an ICS structure, the JFO does not exist to manage on-scene operations. The role of the JFO shall focus on providing support to on-scene efforts and conducting broader support to the disaster recovery that may extend beyond the incident site.

### G. Direction, Control, and Coordination

For effective and consistent incident management, Thurston County Emergency Management reviews emergency plans to ensure they are horizontally integrated with other jurisdictions and plans. Also, plans are reviewed for consistency with multiple levels of government to ensure vertical integration.

#### 1. Organization of Thurston County Emergency Management Function

Organization of the Thurston County Emergency Management function are shown in *Figure 4* for normal operations and *Figure 5* during disasters and emergencies when the ECC is activated.

During normal operations (See *Figure 4*) Emergency Management (EM Staff) is a division of the Emergency Services (ES) Department and reports directly to the Emergency Management (EM) Manager. The EM Manager reports directly to the Emergency Services Department Director who is also the County Director of Emergency Management for unincorporated Thurston County. The Department Director reports

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to the County Manager. The County Manager reports to the Board of County Commissioners (BoCC). In addition to the Board, the Fire Agencies, Sheriff, and Public Health Officer have specific legal authorities in some emergency management operations. After normal hours of operations, EM staff are identified as after hours duty officer (primary and alternate) on a rotational basis. TCOMM 911 (the countywide public safety answering point) will contact the after-hours duty officer for emergencies outside of normal operating hours of Thurston County Emergency Management.

During disasters and emergencies, when the ECC is activated beyond routine operations, the organizational chart becomes more streamlined than normal operations (see *Figure 5*). The ECC will handle operational issues in support of an incident and on-scene operations. The Disaster Policy Advisory Group (DPAG) may be convened to deal with policy issues and formulate recommendations to the Board. During countywide incidents (or incidents affecting multiple jurisdictions within the county) the DPAG may coordinate with the Thurston County Emergency Management Council to coordinate a unified response effort. If the Disaster Recovery Team has been formed, the DPAG will coordinate with them for short term recovery efforts. As during normal operations, the Fire Agencies, Sheriff, and Public Health Officer have specific legal authorities and responsibilities in addition to the Board.

Final responsibility for emergency management direction and control rests with the Board of County Commissioners (BoCC). The BoCC will resolve all conflicts based upon recommendations by the Disaster Policy Advisory Group (DPAG), County Elected Offices and Departments, and the ECC. The Director of Emergency Management reports to the County Manager and the County Manager reports to the BoCC.

The emergency powers of the BoCC and the Director of Emergency Management are contained in RCW 38.52.070 and Title 3 of the Thurston County Code. The Sheriff and Health Officer also hold specific legal authorities that affect emergency management operations.

During an emergency or disaster, the Disaster Policy Advisory Group (DPAG) will provide policy decision recommendations as necessary to the BoCC. The Commissioners will be kept informed by, and provide direction to, the DPAG and ECC Manager. DPAG members will meet at the request of the BoCC, County Manager or Director of Emergency Management to address specific needs and policy issues that may arise. The DPAG membership is flexible to include representation

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from those departments or agencies that are affected by the emergency or disaster, and generally includes the following individuals or their designees:

- County Manager
- Department Directors
- Public Health Officer
- County Public Information Supervisor
- Chair, Thurston County Fire Chiefs Association
- Disaster Assistance Council
- Emergency Management Manager
- Others as appropriate, such as county elected officials, emergency managers and/or chief elected officials from affected cities and the American Red Cross.

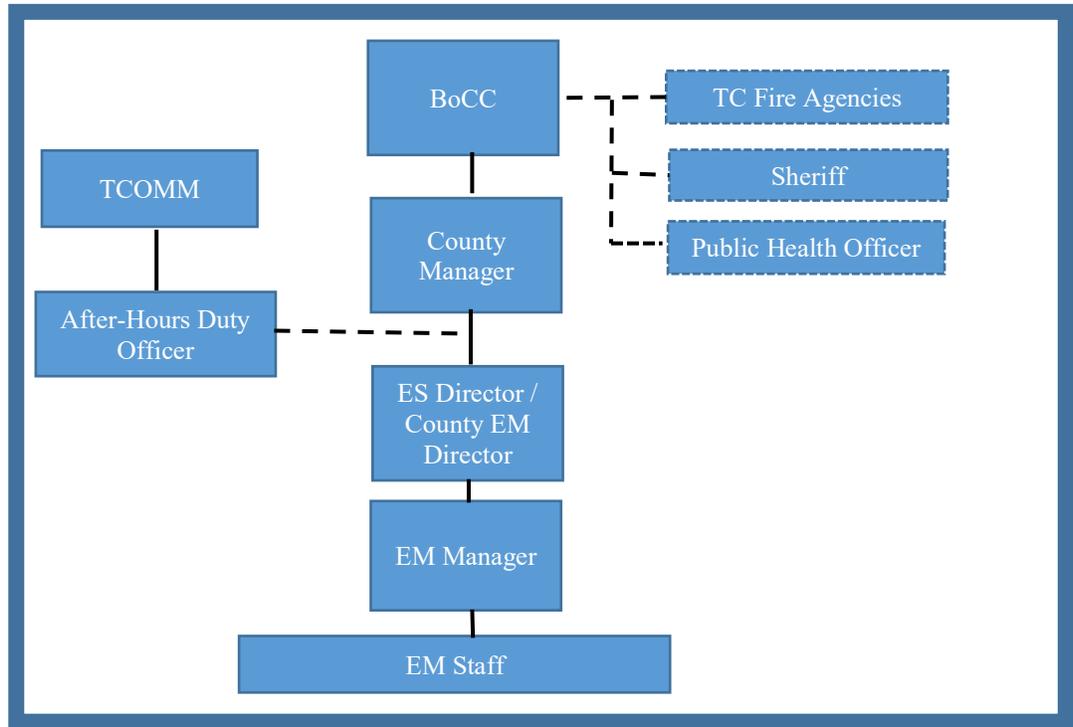
The Disaster Recovery Team will coordinate the county's recovery and restoration activities and identify and recommend appropriate mitigation strategies. The Disaster Recovery Team consists of members of the DPAG and other community representatives as selected by the Director of Emergency Management. The team will be chaired by the County Manager or designee.

The Emergency Management Council (EMC) is a coordinating organization for emergency management composed of the Emergency Management Directors from Thurston County, Cities of Olympia, Lacey, Tumwater, Yelm, Tenino, Rainier, Town of Bucoda, Chehalis Indian Tribe, and Nisqually Indian Tribe. The EMC is established by the Interlocal Cooperative Agreement for Thurston County Emergency Management Council. Refer to the agreement for specific information.

The Thurston County Emergency Management Division, and ECC when activated, will coordinate emergency management prevention and mitigation, preparedness, response, and recovery activities. For specific information on the Emergency Management function, refer to the ESF 5 Annex. For specific organization of the Thurston County ECC, refer to the Thurston County ECC Procedures.

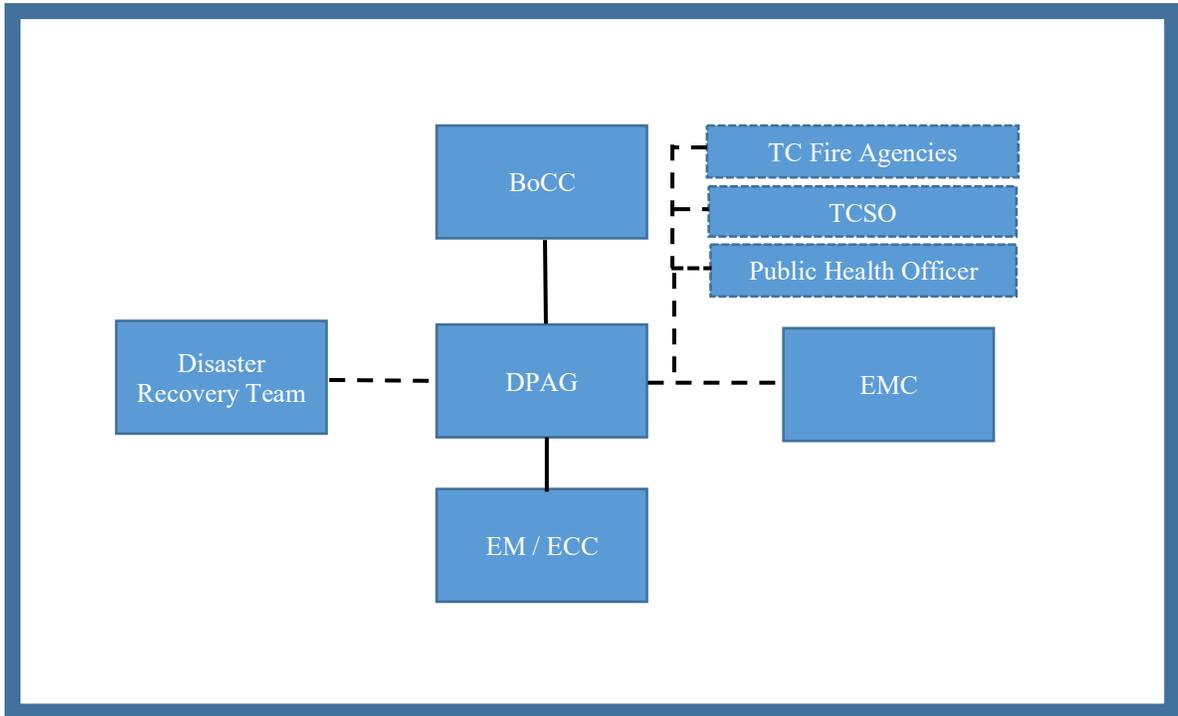
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*Figure 4: Emergency Management Organization Chart Normal Operations*



# Thurston County Comprehensive Emergency Management Plan

*Figure 5: Emergency Management Organization Chart during ECC Activation*



## **Thurston County Comprehensive Emergency Management Plan**

### **2. Continuity of County Government and Preservation of Records**

The Continuity of Government Act (RCW 42.14) sets forth provisions for continuation of local government in the event its leadership is incapacitated by enemy attack. The BoCC extend the provisions of RCW 42.14 for the continuation of local government to include unavailability as the result of an emergency or disaster. Under Thurston County Code Title 3 (3.02.60), during or as the result of an emergency or disaster, any or available county commissioners shall have full authority to act jointly in all matters as the board of county commissioners. In the event that no county commissioner(s) is available, then those elected county officials that are available for duty shall jointly act as the Board of County Commissioners until one or more county commissioners become available. The elected county officials referenced shall consist of assessor, auditor, coroner, prosecuting attorney, sheriff, and treasurer.

Continuity of Government is ensured through planning for performance of essential functions, leadership succession, alternative operational facilities, backup communications, and preservation of essential records.

The executive heads of county departments will have successors to assure continuity of leadership and operations. They will assure that all successors to their respective positions are aware of their emergency responsibilities and have legitimate or delegated authority to fulfill those responsibilities.

All departments and agencies of Thurston County shall identify records essential for continuity and preservation of government and provide for their protection. Essential records are those records needed in emergency and for the reestablishment of normal operations after any disaster. Protection of local government essential records may be coordinated with the State Archivist (Secretary of State's Office) as authorized in RCW 40.10.010. Additionally, all public records will be retained in accordance with RCW 42.56 Public Records Act, and RCW 40.14 Preservation and Destruction of Public Records. Retention schedules will be followed per WAC 44-14-03005 and in coordination with the Washington Secretary of State-Archives office.

### **3. Emergency Coordination and Operations Facilities**

#### **a. Primary and Alternate ECC**

The county ECC is located in Building E of the Tilley Public Works Campus. If the ECC facility becomes unusable or

## Thurston County Comprehensive Emergency Management Plan

inaccessible for any reason, the county's alternate ECC shall be at the county's Emergency Services Center in Olympia. The Emergency Management Manager is responsible for equipping and maintaining the primary and alternate ECC sites.

### b. Remote Emergency Operation Centers and Coordination Centers

The ECC Manager may establish remote, virtual, or mobile Emergency Coordination Centers as needed to respond to an emergency situation that limits travel to the ECC and/or bring services closer to affected populations.

## 4. ECC Staffing and Organization

When the ECC is activated, the ECC Manager is responsible for ECC site management and supervision of support staff. The ECC shall be organized to include the following sections, each managed by a section chief who reports to the ECC Manager:

- **Operations Section.** The Operations Section coordinates operational support to on-scene incident management efforts. Branches, divisions, and groups may be added or deleted as required, depending on the nature of the incident. The Operations Section is also responsible for coordinating with Command Posts, other Emergency Operations Centers, and other Emergency Coordination Centers that may be established to support incident management activities.
- **Planning Section.** The Planning Section's functions include but are not limited to the collection, evaluation, dissemination and use of information regarding the threat or incident and the status of resources. The Planning Section prepares and documents support actions and develops unified action, contingency, long-term and other plans.
- **Logistics Section.** The Logistics Section coordinates logistics support that includes but is not limited to the control of and accountability for supplies and equipment; resource ordering; delivery of equipment, supplies, and services; facility location, setup, space management, building services, and general facility operations; transportation coordination and fleet management services; information and technology systems services; administrative services such as mail management and reproduction; and customer assistance.

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- **Finance and Administration Section.** The Finance and Administration Section is responsible for the financial management, monitoring, and tracking of all costs relating to the incident and the functioning of the ECC while adhering to all pertinent laws and regulations and maintaining eligibility for public assistance programs.

Also reporting to the ECC Manager is the **Public Information Officer (PIO)**. The PIO is responsible for the coordination and dissemination of information for the public and media concerning an incident. If an incident involves multiple agencies, a **Joint Information Center (JIC)** may be established. JIC's may be established locally, regionally or nationally depending on the size and magnitude of the incident. Co-location of the federal, state, tribal, and local JICs is encouraged in the National Response Framework.

Additional positions, such as a Safety Officer and Liaison Officer may be added according to the scope and scale of the disaster.

Specific details regarding ECC staffing are included in ESF 5 Annex, Emergency Management.

### 5. ECC Activation and Activation Levels

TCEM shall monitor threatening situations, determine if and when to activate the ECC and notify appropriate staff. TCEM shall also designate activation staff for when disaster strikes with little or no warning. In such an event, those designated staff members available and able shall, when aware of the hazardous event, proceed directly to the ECC without being otherwise notified and, upon arrival, activate the facility in accordance with ECC standard operating procedures.

To optimize coordination and communications, ECC activation and staffing shall be at the lowest level necessary to adequately respond to a hazardous event. Table 3 lists the ECC activation levels.

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**Table 3: ECC Activation levels**

Activation Level	Description
<b>3 Normal Operations / Steady State</b>	<ul style="list-style-type: none"> <li>• Generally operating normal business hours with ECC management staff on call after hours through notification by TCOMM 9-1-1 or the State Emergency Operations Officer</li> </ul>
<b>2 Enhanced Steady State / Partial Activation</b>	<ul style="list-style-type: none"> <li>• Enhanced operations and staffing level</li> <li>• Expanded hours or 24-hour operations</li> </ul>
<b>1 Full Activation</b>	<ul style="list-style-type: none"> <li>• Full operations and staffing with county departments/offices and primary and support agency representatives</li> <li>• Expanded hours or 24-hour operations</li> </ul>

### 6. Coordination with Local, State, and Federal Emergency Management Officials

Emergency Management provides the means for coordinating resources and assets necessary to alleviate emergency or disaster impacts on residents and public entities. Coordination occurs with federal, state and local jurisdictions, as well as other special purpose districts, volunteer agencies, and private businesses.

### 7. Multi-Jurisdictional Coordination

In accordance with RCW 38.52.070, a political subdivision of the state shall either establish its own emergency management program or join with one or more other subdivisions in a regional or sub-regional emergency management organization. In accordance with RCW 39.34, any political subdivision is authorized to contract with any other for emergency management services.

Coordination between the Thurston County Comprehensive Emergency Management Plan and those of the cities, towns and tribes within the county shall be accomplished through the Inter-local Cooperative Agreement for Emergency Management, and the Thurston County Emergency Management Council.

In the event that an emergency affects residents, property, or the economies of more than one jurisdiction, the jurisdictions may create a “Joint Policy Team” as follows:

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- The need for a policy decision or joint action with potential cross-boundary impact will likely be identified by one or more of the member jurisdictions of the Emergency Management Council (EMC) of Thurston County.
- Each jurisdiction affected by the emergency may provide a representative to the Joint Policy Team. The representatives will be either elected officials or their designees who are duly authorized to make decisions on behalf of their jurisdiction.
- The Joint Policy Team will, to the extent possible, meet in person so that decisions can be made quickly among all members. However, teleconferencing, telephone calling, or other forms of real-time communication may be used instead when necessary.
- Decisions made by the Joint Policy Team may have to be ratified by the elected body of affected jurisdictions.
- Each jurisdiction will be responsible for executing and monitoring joint policy decisions within their own jurisdictions

During the response and recovery phase, the Joint Policy Team may make decisions to include, but not limited to:

- Joint statements or official declarations, including special warnings, instructions, statements, or other emergency public information.
- Evacuation orders.
- Reentry policies.
- Curfew or the restriction of movement.
  - (a). Time limits on when residents may access identified emergency areas.
  - (b). Long-term closure of an emergency scene or region to unauthorized personnel.
  - (c). Long-term closure of streets and roads to unauthorized traffic.
- Regulations or allocation of essential goods and services.
  - (a). Impressing (including seizing) necessary items for use during an emergency. (Owners of the items would be compensated, as provided in RCW 38.52.110).
  - (b). Encouraging retail and service establishments to voluntarily resist increasing the price of certain essential goods (anti-price gouging measures).
  - (c). Establishing mandatory price-stabilization measures to ensure necessary items are distributed equitably among residents. Examples include: food, water, heating fuels, shelter repair materials, and other goods needed to ensure health and safety of residents.

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- Prioritization of response and recovery resources in the most effective and efficient manner.
- Enforcement of isolation or quarantine orders by the Public Health Officer.

Joint preparedness phase activities include meetings of the EMC on a recurring schedule, an annual joint preparedness exposition, semi-annual seminars for executives, the establishment of ad hoc subcommittees, and the creation of periodic work plans to accomplish joint objectives.

Joint mitigation phase activities include the development and implementation of the Hazard Mitigation Plan for the Thurston Region through joint mitigation planning efforts.

### **H. Communications**

Leadership at the incident level and in the ECC, facilitates communication through the development and use of a common communications plan, interoperable communications processes, and systems that include voice and data links. Integrated communications provide and maintain information sharing, situational awareness and connectivity between incident resources, multiple agencies, and levels of government.

The principles of communications and information management support incident and ECC managers in maintaining a constant flow of information during an incident. The key principles are: (1) Interoperability; (2) Reliability, Scalability, and Portability; (3) Resilience and Redundancy; and (4) Security.

#### **1. Notification and Assessment**

Employees trained to perform as the ECC Manager are included on the Thurston 9-1-1 Communications (TCOMM 9-1-1) notification contact lists for a variety of emergency situations. In addition, these employees have access to warning and notification information from Washington State Emergency Management.

When the manager or their designee is notified of a pending emergency or disaster situation, they shall determine whether the scope and scale of the incident warrants activating the ECC. In addition, an incident commander of an emergency response agency may request activation of the ECC to support incident response and recovery.

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### **2. Warning**

The county relies on the hazard warning capabilities of federal and state government, industry, and the media. Citizens are expected to be aware of a hazardous situation for which there is significant media attention, such as severe weather or flooding.

When there is a demonstrated need, particularly if timeliness is critical to protect life and property, the county may supplement existing warning systems. Supplemental measures will depend on the nature of the hazard, the quality and quantity of information available, resources available, media attention, and other situational factors. Supplemental measures shall focus on enhancing or amplifying the information being provided through existing sources and to the extent practical upon participatory systems activated at the neighborhood or community level.

### **3. Public Information**

It is essential that accurate, timely and consistent information be disseminated to the public when the ECC is activated. County departments and offices shall coordinate the development and dissemination of all disaster-related public information through the ECC's Public Information Officer.

### **4. Limited English Proficiency (LEP)**

Sufficient assets are mobilized during emergencies or disasters to provide accurate, coordinated, and timely life safety information to impacted individuals with limited English proficiency. The LEP plan is an attachment to the ESF 15 Annex and includes, but is not limited to ESF 2 (Communication, Information, and Warning), ESF 6 (Mass Care, Emergency Assistance, Housing and Human Services), ESF 8 (Public Health and Medical Services), and ESF 15 (External Affairs). The LEP plan meets the legal requirements codified in Chapter 38.52 of the Revised Code of Washington. The two LEP language groups considered significant population segments for Thurston County are Spanish and Vietnamese.

## **I. Financial Management**

The Auditor's Office, Financial Services Division has overall responsibility for implementation of financial management. During an emergency/disaster, support will be provided by emergency management and/or the Emergency Coordination Center (when the Finance Administration Section is activated), with the assistance of county departments. During an emergency or disaster,

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records will be kept to separately identify incident related expenditures or obligations to document requests for assistance, for reimbursement under approved applications pertaining to declared emergencies or major disaster, and for audit reports.

The implementation of this plan during the preparedness phase (planning, equipping, training, and exercising) will be accomplished as a joint effort by Financial Services and Emergency Management. The mitigation phase will be accomplished in accordance with the Hazard Mitigation Plan for the Thurston Region. During response and recovery phases, the organizational structure and relationships will be followed as defined in the procedures and specific phase activities delineated in those subsequent sections of the plan.

This plan may be implemented during emergencies or disasters regardless of the activation level of the Thurston County Emergency Coordination Center (ECC). Given an expectation or upon the proclamation of a local emergency by the Board of County Commissioners (or those with delegated authority under Thurston County Code Title 3, Financial Services will set up disaster codes in financial software systems to track disaster related costs. All county departments will be instructed by Financial Services to begin separately tracking all disaster related costs.

Preparedness phase activities include planning, equipping, training, and exercising. During the preparedness phase, Financial Services and Emergency Management will coordinate the development of procedures to be used in and in support of the ECC during implementation of this plan. Financial Services will coordinate with Central Services to ensure that all required systems/equipment are available to perform required tasks when the plan is implemented. Financial Services, with the support of Emergency Management, will prepare and conduct training of this plan, as well as supporting procedures and systems, with implementing agencies and departmental representatives. In addition to an initial exercise to validate this plan, components of the plan will be incorporated into regularly scheduled disaster exercises.

During response, the following activities may be conducted:

1. Tracking Disaster Related Costs. Upon declaration of a local disaster, Financial Services will create/issue disaster related project codes and instruct county departments to begin tracking all disaster related costs separately and to maintain documentation for all expenditures and obligations.
2. Public Assistance Program. Emergency Management, and/or the ECC when activated, will collect and consolidate initial damage and response costs to submit to the state for determination if a Federal Emergency Declaration may be warranted for Public Assistance and/or Individual

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Assistance programs. The state will determine potential eligibility and may coordinate a state/federal Preliminary Damage Assessment (PDA) team to assess damage. PDA teams will be coordinated with Emergency Management. The disaster related cost data flow for the Public Assistance (PA) program is illustrated in *Figure 6*.

3. Individual Assistance Program/ Small Business Administration Disaster Loan Program. Emergency Management, and/or the ECC when activated, will collect and consolidate estimated damage costs to individual and business property and submit to the state for determination of eligibility for the Individual Assistance (IA) program. Data will be collected from both incorporated and unincorporated Thurston County. Rough estimates of disaster damage will be reported either electronically (through the county website) or telephonically. Reports will include: the type of insurance, amount of deductible and estimated property values as well as the estimated damage. The disaster related cost data flow for the Individual Assistance Program to households and businesses is illustrated in *Figure 7*. The state will determine potential eligibility for Individuals and Household programs and/or the Small Business Administration Disaster Loan Program. Based on findings, the state may coordinate PDA teams with Emergency Management.
4. Credit Cards. Emergency credit cards are pre-positioned at the ECC and assigned to Emergency Management. In the event of a declared emergency, the limits on these credit cards can be raised and Emergency Management or the Auditor's Office will contact the County Manager or designee for approval to raise the limit and use these cards.
5. Emergency Procurement. In the event of an emergency, the Board of County Commissioners (or those delegated authority by the Board) may proclaim a local emergency. Under a local proclamation of emergency, RCW 38.52.070(2) authorizes the County to exercise special powers in light of an urgent need during an extreme emergency situation without regard to time-consuming procedures and formalities (such as requirements of competitive bidding and publication of notices, purchases of supplies and materials, and other normal procurement requirements). This authority should be prescribed in policy by the Board or can be promulgated in the emergency proclamation.

To maintain eligibility for use of federal funds and/or federal reimbursement of disaster related expenses, procurement actions that are prohibited by FEMA include:

- Noncompetitive contracts. In general, contracting for emergency work requires competitive bidding. Federal requirements for full competition must be met unless the award of a contract is not feasible under small purchase procedures, sealed bids or

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competitive proposals AND one of the following circumstances applies:

- The item is available only from a single source;
- The public urgent need or emergency for the requirement will not permit a delay resulting from competitive solicitation;
- FEMA authorizes noncompetitive proposals; or
- After solicitation of a number of sources, competition is determined inadequate.

(If the contract is for long-term operations lasting weeks or months, the contract should be competitively bid as soon as possible.)

- Cost plus percentage of cost contracts.
- Conflicts of interests.
- Duplicative costs.
- Contingency clauses.
- Excessive costs.
- Grantee or sub-grantee profit.

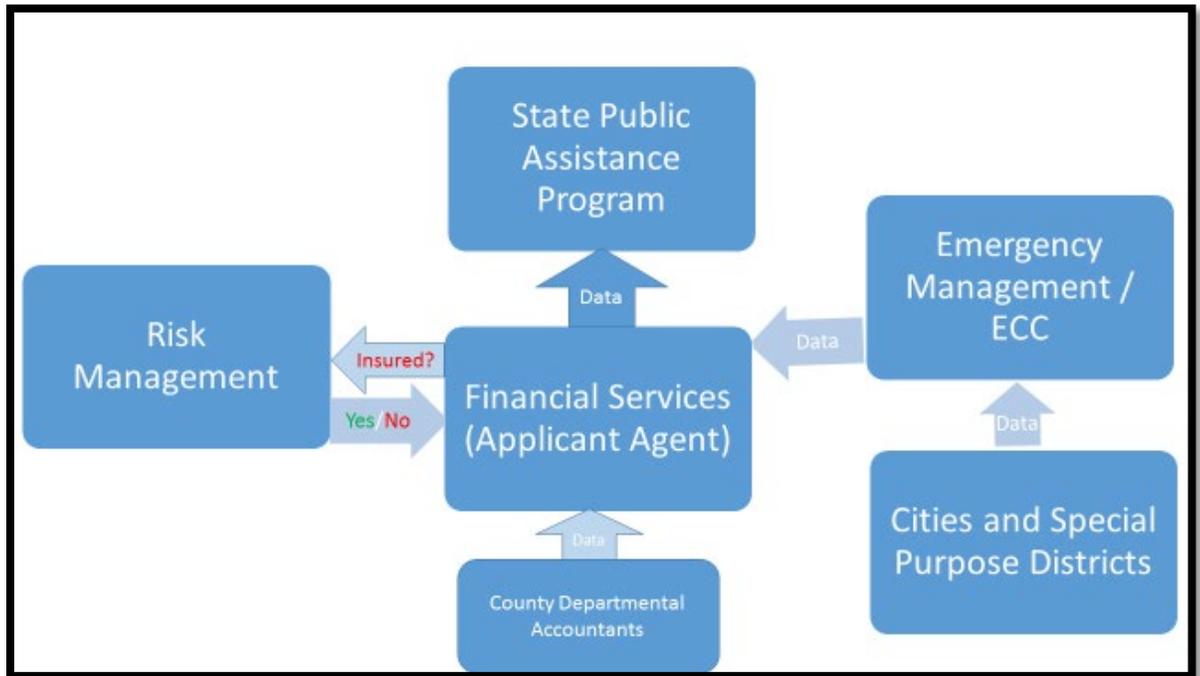
6. Signature Authority. In the event of an emergency, the County Auditor delegates signature authority to the Chief Deputy Auditor and the Financial Services Manager.

Recovery activities may include the following:

- When the county has qualified for federal public assistance, post disaster activities (as outlined above) will be coordinated through the applicant agent from the Financial Services Division.
- Emergency Management schedules and coordinates applicable meetings for the Public and Individual Assistance Programs.
- Audits of emergency expenditures will be conducted in the normal course of state and local government audits. Audits of projects approved for funding with federal disaster assistance funds are necessary to determine the eligibility of the costs claimed by the applicant.

## Thurston County Comprehensive Emergency Management Plan

**Figure 6: Public Assistance Disaster Related Cost Data Flow**

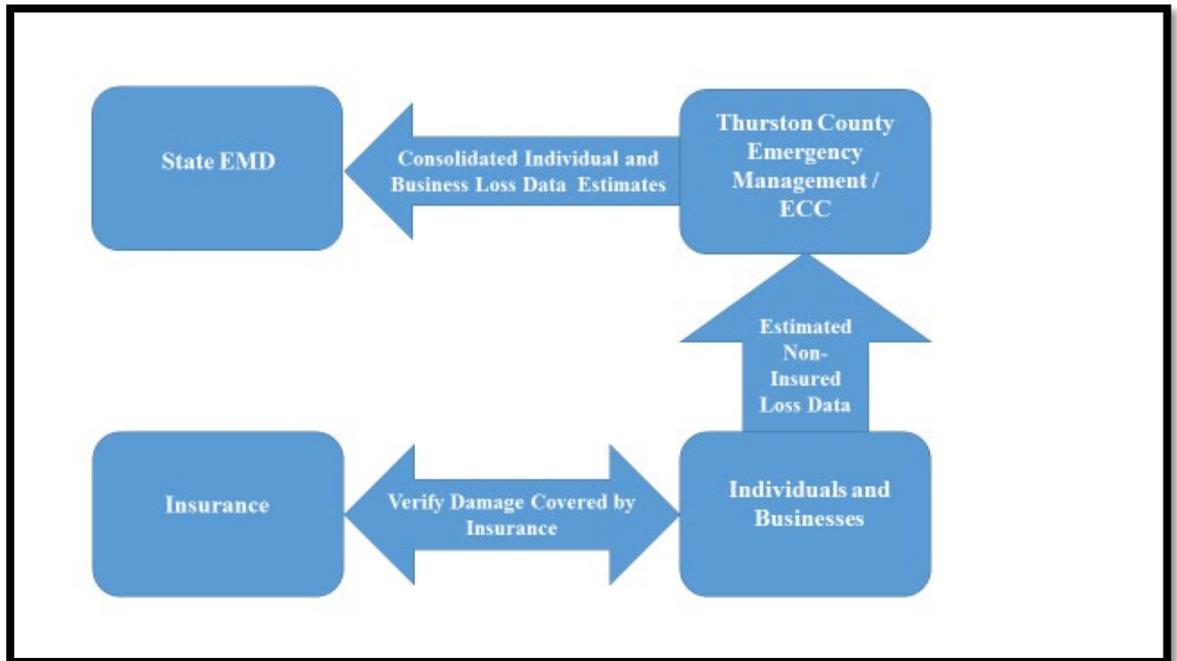


### **Disaster Related Cost Data Flow:**

1. Thurston County departmental accountants provide data on disaster related response and damage costs to the Applicant Agent.
2. Cities and Special Purpose Districts provide disaster related response and damage costs to the Finance Section of the ECC (if activated) or to Emergency Management (when the ECC is not activated).
3. Emergency Management forwards data in Public Assistance (PA) workbooks to the Applicant Agent at Financial Services.
4. The Applicant Agent has Risk Management review disaster related costs to identify what is covered by insurance.
5. Risk Management provides reviewed disaster related costs back to Financial Services with identification of insured costs.
6. Financial Services completes Public Assistance application (less costs covered by insurance) and submits to the State Public Assistance Program.

## Thurston County Comprehensive Emergency Management Plan

*Figure 7: Individual Assistance Disaster Related Cost Data Flow*



### **Disaster Related Cost Flow:**

1. Thurston County Emergency Management issues a News Release requesting residents and businesses, in incorporated and unincorporated Thurston County, to report disaster related damages telephonically or online. Data is requested to include type of insurance, amount of deductible, estimated property values, and estimated damages. Loss estimates are requested regardless of whether the items are insured.
2. Individuals and businesses should verify insurance coverage with their insurance providers.
3. Individuals and businesses provide the loss data to Thurston County Emergency Management.
4. Thurston County consolidates the individual household and business loss data and provides reports of estimated losses to Washington Emergency Management Division.

# Thurston County Comprehensive Emergency Management Plan

## J. Logistics

NIMS resource management guidance enables many organizational elements to collaborate and coordinate to systematically manage resources (personnel, teams, facilities, equipment, and supplies). Most jurisdictions or organizations do not own and maintain adequate resources necessary to address all potential threats and hazards. Effective resource management includes leveraging each jurisdiction's resources, engaging private sector resources, involving volunteer organizations, and encouraging further development of mutual aid agreements.

### 1. Resource Typing

Resource typing is defining and categorizing incident resources by capability. Resource typing definitions establish a common language for discussing resources by defining minimum capabilities for personnel, teams, facilities, equipment, and supplies. Resource typing enables communities to plan for, request, and have confidence that the resources they receive have the capabilities they requested. Thurston County will type and credential resources in accordance with NIMS guidance.

### 2. Shared Logistics Function

In the event of multiple EOC or ECC activations in Thurston County, the Thurston County ECC serves as the Unified Ordering Point for transmitting resource requests to the state. In the event that the county ECC is not open, individual EOCs will contact the state directly. If the county ECC needs assistance or is overwhelmed, it may designate another EOC/ECC to be the Unified Ordering Point.

### 3. Emergency Worker Program/Liability Protection

RCW 38.52 authorizes the use of emergency workers as outlined in state law. "Emergency Worker" is defined in RCW 38.52.010(7), while provisions addressing the registration, use, classification and coverage of emergency workers are addressed by RCW 38.52.180, RCW 38.52.310 and WAC 118-04.

### 4. Mutual Aid and Requests for Assistance

When a dangerous emergency situation exists that exceeds or threatens to exceed the county's ability to respond, the ECC may request assistance from jurisdictions within and around Thurston County through activation of inter-local and mutual aid agreements. If disaster response requirements exceed or threaten to exceed these combined capabilities, or if the requested assistance is unavailable, the ECC may request assistance from the Washington State Emergency Operations Center. The State Emergency Operations Center shall coordinate assistance from the state and the federal

## **Thurston County Comprehensive Emergency Management Plan**

government. Assistance may be requested with or without a formal declaration of local emergency.

As a member of the Thurston County Emergency Management Council and signatory to its Interlocal Agreement, Thurston County works with other political subdivisions of the county to provide a unified approach to emergency management. During disasters or planned events, the county may assist other jurisdictions with effective resource utilization and volunteer management.

The Washington Intrastate Mutual Aid System (WAMAS), established in RCW 38.56 provides for in-state mutual assistance among member jurisdictions, to include every county, city, and town of the state. Members of WAMAS are not precluded from entering into or participating in other mutual aid agreements authorized by law. WAMAS does not replace current mutual aid agreements; it is a mutual aid tool to use when other agreements do not exist.

Out-of-state mutual aid resources are requested through the Emergency Management Assistance Compact (EMAC) or the Pacific Northwest Emergency Management Agreement (PNEMA). Thurston County may provide resources to be deployed by EMAC or PNEMA as part of an Interlocal Agreement with the state. Washington Emergency Management Division will coordinate EMAC and PNEMA.

### **V. ROLES AND RESPONSIBILITIES**

#### **A. General**

All Thurston County government and cooperating agencies have disaster management responsibilities in addition to their day-to-day operations. Specific responsibilities are outlined below as well as in the ESFs. Responsibilities for organizations not part of county government are voluntary.

There may be times when events do not proceed as anticipated or special needs are identified. Accordingly, when necessary, additional responsibilities may be assigned to Thurston County government and cooperating agencies.

#### **B. Organizations**

1. The Board of County Commissioners (BoCC): The BoCC is responsible for establishing policies relating to disaster management.
2. Disaster Policy Advisory Group (DPAG): The Disaster Policy Advisory Group is responsible for advising the BoCC during a disaster. Members shall meet at the request of the BoCC, County Manager or Director of

## Thurston County Comprehensive Emergency Management Plan

Emergency Management to address specific needs, relating to policy issues.

The Disaster Policy Advisory Group membership is flexible to include representation from those departments or agencies that are affected by the emergency or disaster, and generally includes the following individuals or their designees:

- a. County Manager
  - b. Department Directors
  - c. County Public Information Supervisor
  - d. Chair, Fire Commissioners Association
  - e. Chair, Fire Chiefs Association
  - f. Disaster Assistance Council
  - g. Emergency Management Manager
  - h. Others as appropriate, such as county elected officials, emergency managers and/or chief elected officials from affected cities.
3. Disaster Recovery Team: The Disaster Recovery Team shall coordinate the county's recovery and restoration activities and identify and recommend appropriate mitigation strategies. The Disaster Recovery Team shall consist of members of the Disaster Policy Advisory Group and other community representatives as selected by the Director of Emergency Management. The team shall be chaired by the County Manager or designee.
  4. Emergency Management Council (EMC): The EMC is a coordinating organization for emergency management composed of the Emergency Management directors from Thurston County, cities of Olympia, Lacey, Tumwater, Yelm, Tenino, Rainier, Town of Bucoda, Chehalis Indian Tribe and Nisqually Indian Tribe. The EMC was established to provide for the effective and economical preparation for, coordination of and carrying out of emergency management functions during and after disasters.
  5. Disaster Assistance Council (DAC): The Disaster Assistance Council, formed at the request and with the support of TCEM, shall coordinate the provision of disaster related humanitarian assistance and services to all citizens of the county.

Members of the Disaster Assistance Council may include:

- a. American Red Cross
- b. Thurston County Food Bank
- c. Washington Information Network 2-1-1

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- d. United Way
- e. Salvation Army
- f. Other similar humanitarian organizations
- g. Clergy and related organizations
- h. Civic organizations
- i. Agricultural Stabilization and Conservation Service
- j. Animal Services
- k. Housing Authority
- l. Business Community
- m. Legal and financial service organizations
- n. Others as appropriate

### **C. Emergency Support Function (ESF) Responsibilities**

Table 4 provides a cross reference of responsibilities of departments and agencies for Emergency Support Functions.

# Thurston County Comprehensive Emergency Management Plan

**Table 4: EMERGENCY SUPPORT FUNCTION (ESF) RESPONSIBILITIES**

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>1 Transportation</li> <li>2 Communications, Information Systems and Warning</li> <li>3 Public Works and Engineering</li> <li>4 Firefighting</li> <li>5 Emergency Management</li> <li>6 Mass Care, Emergency Assistance, Housing and Human Services</li> <li>7 Logistics Management and Resource Support</li> </ul> | <ul style="list-style-type: none"> <li>8 Public Health and Medical Services</li> <li>9 Search and Rescue</li> <li>10 Oil and Hazardous Materials Response</li> <li>11 Agriculture and Natural Resources</li> <li>12 Energy</li> <li>13 Public Safety and Security</li> <li>15 External Affairs</li> </ul> |
|---|---|

C = ESF Coordinator      P = Primary Agency      JP = Joint Primary Agency      S = Support Agency

ESF Annex	1	2	3	4	5	6	7	8	9	10	11	12	13	15
American Red Cross						JP		S			S			
Animal Services						S								
ARES/RACES		S												
Assessor					S									
Auditor					S		S							
BOCC					S									JP
Central Services		S	S		S		S							
Community Planning and Economic Development (CPED)			S	S	S		S							
Cooperative Extension											JP			
Coroner					S			JP						
Disaster Assistance Council (DAC)					S	S	S	S						
Disaster Medical Control Center (DMCC)								JP						
Emergency Management	C	C/JP	S	S	C/P	C/JP	P/C	JP	C/S	C/S	C/S	C/P	C	C/JP
Emergency Management Council					S									
Faith Based Organizations						S								
Fire Agencies		S		C	S			S	S	JP			S	
Healthcare Preparedness Coalition (R3)								S						
Hospitals								JP						
Human Resources					S		S							
Intercity Transit	S					S								
Local Media														S
LOTT Clean Water Alliance			S											
Medic One					S			JP		S				
Medical Clinics								S						
Medical Reserve Corps						S		S						
Mortuary Service Providers								S						
Port of Olympia	S												S	
Prosecuting Attorney					S									
Ambulance								S						
Pipeline Carriers	S													
Railroad Carriers	S											S		
Public Health & Social Services			S		S	S	S	JP/C		S	JP			
Public Works	P		C/P	S	S		S					S	S	
Puget Sound Energy	S											S		
Sheriff	S	S			S		S		P				P	
TCOMM 9-1-1		JP			S			S	S					S
Thurston County Animal Response Coalition (TCARC)						S					S			
Thurston Area PIOs Emergency Network (TAPEN)														S
Thurston County Disaster Assistance Response Team (DART)						S								
Thurston County Fire Chiefs Association				JP				S						
Thurston-Mason Behavioral Health Organization						S		JP						
Treasurer					S									
SAR Council									S					

\*Federal/State Agencies not listed.

\*\*For a complete listing of primary and support agencies, refer to specific ESF Annexes.

## **Thurston County Comprehensive Emergency Management Plan**

### **Department, Office and Cooperating Agency Responsibilities**

The director or head of each county department, office or cooperating agency is responsible for the following:

1. Appointing a liaison and alternates to work with TCEM in the development and maintenance of this plan.
2. If designated as a Lead Agency for an Emergency Support Function (ESF), ensuring that necessary standard operating procedures (SOPs) are adopted for the implementation of that ESF.
3. Training and providing staff to fulfill the duties indicated in emergency support functions for which the department, office or cooperating agency has primary or support responsibility. Making staff available at the request of TCEM for disaster training and assignment. All costs for these activities shall be borne by the respective parent organization unless alternate arrangements are made with TCEM.
4. Establishing policy and procedures for assessing damage to their facilities and injury to personnel and reporting that information to the ECC.
5. Establishing policies and procedures for the identification and preservation of essential records to facilitate the re-establishment of normal operations during and following a disaster.
6. Establishing policies and procedures for documentation of all disaster operational costs and establishing administrative methods to keep accurate disaster expenditure records separate from day-to-day expenditures.
7. Maintaining a current inventory of key organizational personnel, facilities and equipment resources and typing the resources according to National Incident Management System (NIMS) typing standards.
8. Designating primary and alternate locations from which to establish direction and control of organizational activities during a disaster.
9. Establishing policies, procedures and plans for organizational chain of command, succession of authority, continuity of operations, disaster response and recovery.
10. Specific responsibilities (in addition to those general responsibilities listed above):

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- American Red Cross
  - Coordinating shelter operations including the feeding of shelter residents.
  - Coordinating the feeding of emergency workers in the field.
  - Coordinating residential damage assessment.
  - Responsible for specific activities in:
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - ESF-8 Public Health and Medical Services
    - ESF-11 Agriculture and Natural Resources
    - See Responsibilities of the Thurston County Disaster Assistance Council
  
- Animal Services
  - Coordinating disaster care of animals.
  - Responsible for specific activities in:
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - See Responsibilities of the Thurston County Disaster Assistance Council
  
- Assessor
  - Providing evaluation of property damaged or destroyed during a disaster.
  - Providing information regarding ownership and property values.
  - Working with property owners to identify any appropriate adjustments in property valuation due to disaster damage.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
  
- Auditor
  - Coordinating the compilation of disaster response and recovery related labor, equipment, material and service costs for post-disaster reporting purposes.
  - Coordinating post-disaster activity with the County Treasurer and Assessor.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
    - ESF-7 Logistics Management and Resource Support
  
- Board of County Commissioners
  - Proclaiming a local emergency when necessary and requesting state and federal assistance.
  - Adopting emergency ordinances and resolutions necessary for the immediate preservation of the public peace, health or safety, or for support of county government.
  - Liaison with local, state, and federal elected officials.
  - Availability to constituents to address issues regarding disaster response and recovery operations.

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- Responsible for specific activities in:
  - ESF-5 Emergency Management
  - ESF-15 External Affairs
- Central Services
  - Restoring and maintaining mail services for county government.
  - Providing for the emergency repair and/or relocation of the ECC.
  - Coordinating the emergency repair and/or relocation of other county facilities.
  - Providing fairground and parks facilities for emergency county government and/or emergency response activities.
  - Identifying and providing staging and assembly areas and long-term mass care facilities.
  - Providing emergency fuel for first responders.
  - Responsible for specific activities in:
    - ESF-2 Communications, Information Systems and Warning
    - ESF-3 Public Works and Engineering
    - ESF-5 Emergency Management
    - ESF-7 Logistics Management and Resource Support
- Community Planning and Economic Development
  - Coordinating damage assessment and post disaster safety inspections of county buildings and facilities, private residences and businesses.
  - Permit assistance and waivers.
  - Reviewing development standards and recommending changes as appropriate.
  - Reviewing the county's flood plain management program and recommend changes as appropriate.
  - Providing fairground and parks facilities for emergency county government and/or emergency response activities.
  - Identifying and provide staging and assembly areas and long-term mass care facilities.
  - Identifying emergency collection sites for non-hazardous debris.
  - Responsible for specific activities in:
    - ESF-3 Public Works and Engineering
    - ESF-4 Firefighting
    - ESF-5 Emergency Management
    - ESF-7 Logistics Management and Resource Support
- Coroner's Office
  - Collection and identification of deceased victims.
  - Coordination with other decedent related services and organizations, including funeral homes and appropriate state and federal authorities.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management

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- ESF-8 Public Health and Medical Services
- IA-A Terrorism
- County Manager
  - Signing Declaration of Emergency when necessary and requesting state and federal assistance.
  - Liaison with local, state, and federal elected officials and the Board of County Commissioners.
  - Availability to constituents to address issues regarding disaster response and recovery operations.
  - Convening and chairing the Disaster Policy Advisory Group and Disaster Recovery Team (or designate an appropriate chair).
  - May represent the Board of County Commissioners in their Emergency Support Function and Support Annex responsibilities and has authority to direct county department response.
  - Coordinating disaster mitigation grant activities.
- Disaster Assistance Council (DAC)
  - Coordinating humanitarian services to disaster victims including the provision of shelter, food, clothing, crisis counseling, spiritual support and other individual and family assistance, such as legal and financial, when available.
  - Coordinating the referral of volunteer labor and services to disaster victims.
  - Coordinating the management of donated goods including receipt, sorting, storage, distribution and disposal.
  - Coordinating assistance to the business community.
  - Coordinating the disaster care of animals.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - ESF-7 Logistics Management and Resource Support
    - ESF-8 Public Health and Medical Services
- Emergency Management
  - Coordinating all phases of emergency management.
  - Coordinating comprehensive emergency management planning.
  - Coordinating with local, state, federal, private and volunteer organizations.
  - Preparing emergency proclamations for the BoCC.
  - Providing training programs for ECC staff and the public.
  - Resource management.
  - Coordinating volunteer management to include registration of emergency workers
  - Maintaining primary and alternate ECC.
  - Responsible for specific activities in:

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- ESF-1 Transportation
  - ESF-2 Communications, Information Systems and Warning
  - 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 Resource Support
  - ESF-8 Public Health and Medical Services
  - ESF-9 Search and Rescue
  - ESF-10 Oil and Hazardous Materials Response
  - ESF-11 Agriculture and Natural Resources
  - ESF-12 Energy
  - ESF-13 Public Safety and Security/ Appendix A: Evacuation
  - ESF-14 Long-Term Community Recovery
  - ESF-15 External Affairs
  - IA-A Terrorism
- Emergency Management Council (EMC)
    - Participating in the Disaster Policy Advisory Group and Disaster Recovery Team.
    - Responsible for multi-jurisdiction coordination in all ESFs.
    - Responsible for specific activities in:
      - ESF-5 Emergency Management
- Fire Agencies
    - Incident command.
    - Fire suppression and control.
    - Fire prevention inspections and activities.
    - Emergency response such as pumping, sandbagging, evacuation, and limited property protection, resources permitting.
    - Search and rescue operations.
    - Coordination with appropriate outside agencies.
    - Damage assessment.
    - Supporting hazardous material operations.
    - Warning support.
    - Communications support.
    - Responsible for specific activities in:
      - ESF-2 Communications, Information Systems and Warning
      - ESF-4 Firefighting
      - ESF-5 Emergency Management
      - ESF-8 Public Health and Medical Services
      - ESF-9 Search and Rescue
      - ESF-10 Oil and Hazardous Materials Response
      - ESF-13 Public Safety and Security / Appendix A: Evacuation

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- IA-A Terrorism
- Hospitals
  - Coordinating emergency medical service (EMS) hospital treatment capacity and resources.
  - Coordinating mass casualty response.
  - Responsible for specific activities in:
    - ESF-8 Public Health and Medical Services
    - IA-A Terrorism
- Housing Authority
  - Coordinating provision of housing options for displaced residents and evacuees.
  - Responsible for specific activities in:
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - ESF-14 Long-Term Community Recovery
- Human Resources
  - Coordinating with other organizations to provide emergency management staff and field support throughout the response and recovery phases.
  - Coordinating the hiring of emergency personnel.
  - Developing county facility evacuation and emergency plans.
  - Advising on safety and risk issues.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
    - ESF-7 Logistics Management and Resource Support
- Information Technology
  - Restoring and maintaining telephone and computer services for county government.
  - Providing mapping and data services in support of emergency operations.
- Intercity Transit
  - Coordinating use of public transportation resources.
  - Responsible for specific activities in:
    - ESF-1 Transportation
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services

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- Local Emergency Planning Committee (LEPC)
  - Responsible for specific activities in:
    - ESF-10 Oil and Hazardous Materials Response
  
- Medic One
  - Coordinating emergency medical service (EMS) and private ambulance resources.
  - Coordinating mass casualty response.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
    - ESF-8 Public Health and Medical Services
    - ESF-10 Oil and Hazardous Materials Response
    - IA-A Terrorism
  
- Port of Olympia
  - Responsible for specific activities in:
    - ESF-1 Transportation
    - ESF-13 Public Safety and Security
  
- Prosecuting Attorney
  - Providing legal guidance to disaster operations.
  - Reviewing emergency agreements, contracts, and disaster-related documents.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
  
- Public Health and Social Services
  - Identifying potential health hazards.
  - Controlling communicable diseases.
  - Monitoring and inspect food and water supplies.
  - Providing public health education and information.
  - Coordinating non-EMS medical and health care.
  - Coordinating with area hospitals.
  - Assisting with hazard material identification, cleanup and disposal.
  - Responsible for specific activities in:
    - ESF-3 Public Works and Engineering
    - ESF-5 Emergency Management
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - ESF-7 Logistics Management and Resource Support
    - ESF-8 Public Health and Medical Services
    - ESF-10 Oil and Hazardous Materials Response
    - ESF-11 Agriculture and Natural Resources

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- IA-A Terrorism
- Public Works
  - Providing road and bridge inspection, repair, traffic control and damage assessment information.
  - Providing support for flood control, debris clearance and drainage activities
  - Coordinating county-wide disaster transportation needs.
  - Coordinating transportation issues with other political jurisdictions and with private contractors and suppliers.
  - Coordinating debris and garbage disposal operations, including identification of emergency collection sites.
  - Coordinating storm and surface water issues management.
  - Coordinating restoration of utility services.
  - Responsible for specific activities in:
    - ESF-1 Transportation
    - ESF-3 Public Works and Engineering
    - ESF-4 Firefighting
    - ESF-5 Emergency Management
    - ESF-7 Logistics Management and Resource Support
    - ESF-12 Energy
    - ESF-13 Public Safety and Security
    - IA-A Terrorism
- Puget Sound Energy
  - Providing power and natural gas shortage and distribution advice, shortage impact predictions, and service restoration.
  - Maintaining communications with the ECC.
  - Responsible for specific activities in:
    - ESF-1 Transportation
    - ESF-12 Energy
- Schools/Education Service District 113
  - Developing building hazard mitigation and emergency response plans in accordance with state and district policy.
  - Providing facilities for public shelter and medical clinic sites through agreements with the American Red Cross and Thurston County Public Health and Social Services.
  - Providing buses for transportation.
  - Providing school situation reports and damage assessment reports to the ECC.
  - Responsible for specific activities in:
    - ESF-1 Transportation
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - ESF-14 Long-Term Community Recovery

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- Sheriff's Office
  - Providing security for the ECC, restricted areas and critical facilities.
  - Providing traffic control and crowd control.
  - Providing Search and Rescue resources and volunteer management.
  - Providing warning support.
  - Liaison and coordination with other law enforcement agencies.
  - Responsible for specific activities in:
    - ESF-1 Transportation
    - ESF-2 Communications, Information Systems and Warning
    - ESF-5 Emergency Management
    - ESF-7 Logistics Management and Resource Support
    - ESF-9 Search and Rescue
    - ESF-13 Public Safety and Security
    - IA-A Terrorism
  
- Thurston 9-1-1 Communications (TCOMM 9-1-1)
  - Forwarding disaster related emergency information and requests to the ECC.
  - Dispatching resources as requested by the ECC or incident commanders.
  - Responsible for specific activities in:
    - ESF-2 Communications, Information Systems and Warning
    - ESF-5 Emergency Management
    - ESF-8 Public Health and Medical Services
    - ESF-9 Search and Rescue
    - ESF-15 External Affairs
    - IA-A Terrorism
  
- Treasurer
  - Arranging for emergency funding.
  - Responsible for specific activities in:
    - ESF-5 Emergency Management
  
- Washington Information Network 2-1-1
  - Responding to the humanitarian and personal needs of disaster victims by referring them to appropriate agencies, organizations or individuals.
  - Responsible for specific activities in:
    - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
    - See Responsibilities of the Thurston County Disaster Assistance Council

# Thurston County Comprehensive Emergency Management Plan

## VI. PLAN MAINTENANCE

### A. Review

#### 1. Cyclic

This plan shall be reviewed on a five-year cycle commencing one year from the effective date. The cycle may be adjusted to comply with future guidance from the Washington State Emergency Management Division. The Director of Emergency Management shall promulgate a schedule that ensures review of the Basic Plan and all ESFs during the cycle. TCEM shall coordinate the initial review of the Basic Plan. Coordinating agencies identified in Table 4 (page 39) shall coordinate review of all applicable ESFs in conjunction with TCEM. TCEM shall forward appropriate recommendation(s) for revisions of the Basic Plan to the BOCC for action and/or adoption.

#### 2. Post Activation

The Basic Plan and applicable ESFs shall be reviewed after ECC activations for incidents or exercises. Changes will be made following the After Action Review and Corrective Action process consistent with the Homeland Security Exercise and Evaluation (HSEEP) Program.

### B. Revision

Generally, revisions to this plan shall be submitted to the BoCC for approval. However, revisions which clarify existing portions of the plan, that reflect changes in state or federal requirements or that adjust responsibilities to better reflect organizational capabilities or structure may be made without BoCC approval if the revisions cannot be construed as establishing or changing county policy.

The BoCC shall be advised of any changes prior to their implementation.

Emergency support function annexes (ESFs) delineate the specific responsibilities of the CEMP. ESFs may be subject to frequent and significant change in response to new procedures, policies or technologies, to lessons learned and to accommodate new organizations or organizational structures. Accordingly ESF's may be revised by the functional lead agency or agencies with the concurrence of applicable support agencies if they are consistent with the Basic Plan and neither change nor establish policy.

## **Thurston County Comprehensive Emergency Management Plan**

### **C. Reports**

The Director of Emergency Management shall report to the BoCC within six months following the end of each review cycle. The report shall include a review of how the plan has performed, a summary of revisions, and any recommendations for change requiring BoCC approval.

### **D. Training and Exercises**

#### **1. Training**

Within one year from the effective date of this plan, the Emergency Management Manager shall develop and implement a training program for county staff that creates and maintains both a heightened awareness of the contents of this plan and enhances their preparedness to conduct disaster management activities.

#### **2. Exercises**

This plan or portions of this plan shall be exercised annually to provide controlled practical experience to those individuals who have disaster response and recovery responsibilities and to assess any weaknesses in the plan. As a minimum, the exercise schedule and type shall comply with state and federal requirements

# **Thurston County Comprehensive Emergency Management Plan**

## **APPENDIX A ACRONYMS AND DEFINITIONS**

### **ACRONYMS**

ADA: American with Disabilities Act

AFN: Access and Functional Needs

BOCC: Board of County Commissioners

CEMP: Comprehensive Emergency Management Plan

CFR: Code of Federal Regulations

DAC: Disaster Assistance Council

DHS: Department of Homeland Security

DPAG: Disaster Policy Advisory Group

ECC: Emergency Coordination Center

EMAC: Emergency Management Assistance Compact

EMC: Emergency Management Council

EPCRA: Emergency Planning Community Right-to-Know Act

ESF: Emergency Support Function

FEMA: Federal Emergency Management Agency

HSEEP: Homeland Security Exercise and Evaluation Program

HIVA: Hazard Identification and Vulnerability Analysis

IA: Individual Assistance

ICS: Incident Command System

IMAT: Incident Management Assistance Team

JFO: Joint Field Office

## **Thurston County Comprehensive Emergency Management Plan**

JIC: Joint Information Center

LEP: Limited English Proficiency

NIMS: National Incident Management System

NRF: National Response Framework

PA: Public Assistance

PDA: Preliminary Damage Assessment

PETS: Pets Evacuation and Transportation Standards Act

PIO: Public Information Officer

PNEMA: Pacific Northwest Emergency Management Agreement

RCW: Revised Code of Washington

RRCC: Regional Response Coordination Center

SAR: Search and Rescue

SARA: Superfund Amendment and Reauthorization Act

SOP: Standard Operating Procedure

TCOMM 9-1-1: Thurston County Communications

TCEM: Thurston County Emergency Management

TCSO: Thurston County Sheriff's Office

USC: United States Code

WAC: Washington Administrative Code

WAMAS: Washington Intrastate Mutual Aid System

### **DEFINITIONS**

**Comprehensive Emergency Management Plan (CEMP)** - The plan or blueprint that states who, what, when, and where response to a disaster or emergency will be handled. (See also Emergency Support Function)

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**Community Lifelines** – A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security. Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.

**Continuity of Government (COG):** All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision-makers.

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

**Emergency or Disaster** - Emergency or disaster shall mean an event or set of circumstances which demands immediate action to preserve public health, protect life, protect public property, or to provide relief to a stricken community overtaken by such occurrences or reaches such a dimension or degree of destructiveness as to warrant the Board of County Commissioners declaring a local emergency pursuant to RCW 36.40.180 and 38.52.070. Emergency or disaster does not mean an emergency as used in RCW 38.52.430 which is an incident that requires a normal police, coroner, fire, rescue, emergency medical, utility or public works response.

**Emergency Alert System (EAS)** - A federally mandated program that requires local broadcasters to relay presidential alerts and voluntarily relay other emergency information.

**Emergency Coordination Center (ECC)** - A central location from which overall direction, control and coordination of a community's response to a disaster will be established. The ECC is generally equipped and staffed to perform the following functions: collect, record, analyze, display and distribute information; coordinate public information and warning; coordinate government emergency activities; support first responders by coordinating the management and distribution of information and resources and the restoration of services; conduct appropriate liaison and coordination activities with all levels of government, public utilities, volunteer and civic organizations and the public.

**Emergency Management** - Organized analysis, planning, decision making and assignment of available resources to mitigate, prepare for, respond to and recover from the effects of any hazard.

**Emergency Management Assistance Compact (EMAC):** - A mutual aid agreement among states and territories of the United States. It enables states to share resources during natural and man-made disasters, including terrorism.

**Emergency Support Function (ESF)** - Emergency support functions (ESFs) are functional annexes to the comprehensive Emergency Management Plan. They outline the general guidelines by which Thurston County government and cooperating agencies shall

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carry out the responsibilities assigned in the plan. (See also Comprehensive Emergency Management Plan)

**Federal Disaster Declaration** - Formal action by the President of the United States to make a State eligible for Federal disaster assistance. (Also see Governor's Proclamation of a State of Emergency and Local Emergency Declaration)

**Federal Emergency Management Agency (FEMA)** - Agency created in 1979 to provide a single point of accountability for all federal activities related to disaster mitigation and emergency preparedness, response and recovery. FEMA provides technical advice and funding for state and local emergency management agencies.

**Financial System** – An enterprise resource planning software used by Thurston County for financial core functions.

**Governor's Proclamation of a State of Emergency** - A proclamation by the Governor in accordance with RCW 43.06 and 38.52 which activates the State of Washington Comprehensive Emergency Management Plan and authorizes state resources to be used to assist affected political jurisdictions. (See also Federal Disaster Declaration and Local Emergency Declaration)

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

**Hazard Abatement** - The identification of potential or actual hazardous areas, structures or conditions and the action taken to eliminate or mitigate them.

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

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

**Hazard Probability** - The likelihood that a hazard will occur within a given time frame.

**Hazard Vulnerability** - The ratio of population, property, commerce and essential infrastructure and services at risk from a given hazard relative to the entire community.

**Incident Commander (IC)** - The individual responsible for the management of operations at the scene of an incident. Also called On-Scene Commander.

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

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**Joint Field Office (JFO):** The JFO is the primary federal incident management field structure. The JFO is a temporary federal facility that provides a central location for the coordination of federal, state, tribal and local governments and private sector businesses and Non-Government Organizations (NGOs) with primary responsibility for response and short-term recovery.

**Local Emergency Declaration** - A resolution by the Board of County Commissioners in accordance with RCW 36.40.180 and 38.52.070(2) which activates the Thurston County Comprehensive Emergency Management Plan and the liability protection and resource procurement provisions of RCW 38.52. (See also Federal Disaster Declaration and Governor's Proclamation of a State of Emergency)

**Local Resources** - The combined resources of the type needed to respond to a given hazardous event of the county and all taxing jurisdictions within the county and of the private sector. In any request for state or federal resources, the requesting jurisdiction must affirm that local resources have been or soon will be exhausted.

**Mutual Aid Agreement (MAA)** - A formal or informal agreement for reciprocal assistance for emergency services and resources between jurisdictions.

**National Incident Management System (NIMS)** – A system mandated by Homeland Security Presidential Directive 5 that provides a consistent nationwide approach for governments, the private sector and non-governmental organizations to work effectively and efficiently together to prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity.

**Pacific Northwest Emergency Management Agreement (PNEMA)** – A cross-border mutual aid agreement between the States of Alaska, Idaho, Oregon, and Washington and the Canadian Provincial Governments of British Columbia and Yukon.

**Preparedness** -A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System (NIMS), preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

**Public Information Officer (PIO)** - Person designated and trained to provide and coordinate disaster-related public information and media relations.

**Recovery** - Encompasses both short-term and long-term efforts for the rebuilding and revitalization of affected communities. Examples: Short-term recovery focuses on crisis counseling and restoration of lifelines such as water and electric supply, and critical facilities. Long-term recovery includes more permanent rebuilding.

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**Response** - Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice. Examples: Lockdown, shelter-in-place, evacuation of students, search and rescue operations, fire suppression, etc.

**Thurston County Communications (TCOMM) 9-1-1** – The Public Safety Answering Point (PSAP) for all of Thurston County, Washington.

**Thurston County Government and Cooperating Agencies** - A term to denote any and all Thurston County government or government affiliated offices, departments, divisions, agencies and districts and any other agency or organization that has a defined role in this plan.

**Unified Ordering Point:** A single location through which all incident resource orders are processed.

**Warning and Notification** - Advising the public of a threatening or occurring hazard and providing information to assist them in safely preparing for and responding to the hazard.

**Washington Intrastate Mutual Aid System (WAMAS)** – An enabling legislation allowing member jurisdictions throughout Washington State to share resources during disasters or emergencies, as well as anticipated drills or exercises. WAMAS is formalized into law (RCW 38.56) for jurisdictions below the state-level and requires two member signatories to utilize. The WAMAS members are from every county, city and town of the state (does not include special purpose districts or state agencies). Federally recognized Indian Tribes located within the boundaries of the state may become a member upon receipt by the Washington State Military Department of a tribal government resolution declaring its intention to be a member of WAMAS.