



COMPREHENSIVE EMERGENCY MANAGEMENT PLAN
EXECUTIVE SUMMARY
February 15, 2009

Jefferson County Emergency Management
Emergency Operations Center
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**Jefferson County - City of Port Townsend
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



Executive Summary

The Jefferson County – Port Townsend Emergency Management Plan is an all-hazards plan written and maintained by the Department of Emergency Management (DEM). It uses a single scalable and adaptable approach to handling most hazards. A common management approach, nationally utilized, is the core of this program.

The law says each political subdivision must develop a Comprehensive Emergency Management Plan (CEMP) and program. The CEMP defines how a program of emergency management will be administered and how the plan will be implemented. The CEMP has to be consistent with the State CEMP and must be reviewed and updated every four years.

It is permissible to set up a joint emergency management capability, and Jefferson County and the City of Port Townsend have decided to do so. An agreement says emergency management services will be provided by the County Department of Emergency Management to the City in exchange for in-kind support. This plan covers both jurisdictions in a single, seamless strategy for disaster mitigation, preparedness, response, and recovery.

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

The plan is implemented by the Emergency Management Program Manager through the Incident Management Team at the Emergency Operations Center. The team, trained and organized by the DEM, is made up of key agency representatives and qualified volunteers. This team, operating according to the guidelines of the Incident Command System, determines an overall incident strategy, assures maximum communications flow, supports acquisition of essential resources, and generally supports the response partners in the field.

The Emergency Operations Center (EOC) on Elkins Road in Port Hadlock is the DEM base of operations. An Alternate EOC at the fire station on Lawrence Street in Port Townsend also serves as a Command Center for coordination of city resources. Special communications link the two facilities and both are equipped with the unique radio resources needed to coordinate with field operations.

The Department of Emergency Management has procedures in place to receive alerts 24/7 and activate public warning systems including the Emergency Alert System (radio and television broadcasts) and the All Hazards Alert Broadcast (AHAB) sirens.

Six area command centers (operational areas) may be established by the DEM in an emergency to coordinate local community resources. A dedicated communications network, facilitated from the EOC, provides reliable connections with those locations and other critical facilities.

In a major emergency, all the available county and city offices and departments become part of the emergency management system as needed. The emergency response agencies and support partners participate in the joint emergency management system by understanding. Training and exercises reinforce the effectiveness of all partners.

A network of local volunteer, non-profit, and faith based organizations can be activated to provide much needed aid. Shelters and points of refuge, distribution of potable water, feeding

programs and bulk food, temporary housing, counseling, replacement of clothing and essential personal items, help with clean up and other emergency support is available. More than 140 organized neighborhood preparedness groups, cultivated and supported by the DEM, represent over 6,000 families throughout the county.

Jefferson County DEM partners with Washington State Homeland Security Region 2, made up of Jefferson, Kitsap, and Clallam Counties. This means close coordination with adjacent community resources and mutual aid, and is a conduit for federal Homeland Security planning and grant support. In an emergency a unique communications network connects us with our neighbors.

When needed, a declaration of emergency by local government leaders, triggered by the EOC based on the nature and scope of the incident, activates special emergency powers necessary to combat the emergency. These powers include some ability to obligate expenses, obtain resources, and use equipment and services without being constrained by time consuming procedures.

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

The DEM Program Manager is the subject matter expert to government leaders, the County Administrator and the City Manager. DEM staff members are well trained and provide special expertise in response and recovery coordination. The DEM staff is augmented in an emergency by response agency representatives and a cadre of trained volunteers.

In the event conditions overwhelm local capabilities, state and federal disaster assistance may be triggered through a number of legal mechanisms. A declaration of emergency by the Governor releases certain state support. A Presidential disaster declaration triggers elements of the *Robert T. Stafford Disaster Relief Act*. Federal assistance programs are coordinated by the Federal Emergency Management Agency.

In order for a jurisdiction to qualify for *Stafford Act* aid, a complex formula of damage incurred must be met. To assess the amount of damage, a Preliminary Damage Assessment process is conducted by the DEM for state and federal authorities. When it appears that the level of damage meets the federal criterion, the Governor will request a Presidential declaration of emergency thus initiating the federal aid process. A single jurisdiction rarely qualifies for federal assistance. A cumulative amount of damage among several communities in the state is usually necessary to meet the federal assistance threshold.

When a disaster is declared by the President, two fundamental federal disaster relief categories may be activated: Individual Assistance (IA) and/or Public Assistance (PA). IA includes a menu of programs designed to provide direct aid, grants, and other critical services to individuals and families. PA is intended for support of emergency measures taken by local government agencies in response to the emergency.

Some Public Assistance reimbursement to local government may be possible for emergency measures undertaken in a disaster that qualifies for *Stafford Act* assistance. A narrowly interpreted set of rules requires detailed documentation, and not all emergency measures will qualify. Matching funds are required in this category. DEM conducts and coordinates the assistance application process.

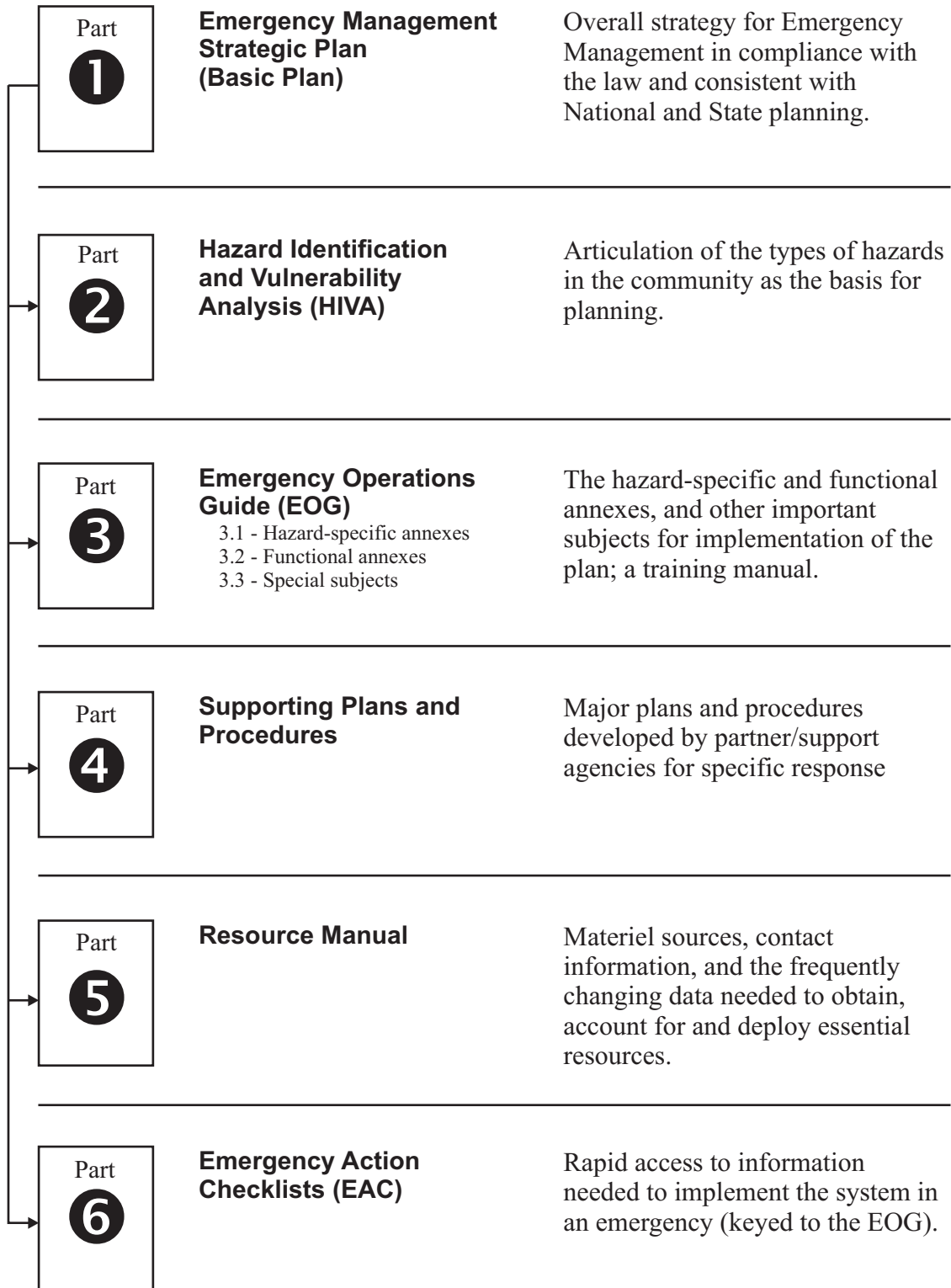
A central theme of disaster preparedness in Jefferson County and Port Townsend is the emphasis on individual and family responsibility, with a highlight on neighborhood collaboration.

DEM works with several active grass-roots and community level groups and organizations. Special projects, such as planning to meet the emergency needs of our vulnerable populations as well as animal welfare and community communications networks, complement the emergency management system.

This plan, from the macro view (basic plan) down to the supporting details, is the framework and setting for this essential community responsibility. It is how the Jefferson County Department of Emergency Management plans to carry out our responsibilities in time of emergency. It is frequently exercised and updated to meet changing needs and community growth. The ongoing planning process includes input from a range of interests and disciplines, and strongly reflects local preparedness values and expectations.

Planning Concept

Comprehensive Emergency Management Plan



Guide to the Jefferson County Comprehensive Emergency Management Plan

The CEMP is presented in several separate volumes, each with a unique purpose. Some, such as the Basic Plan, provide overarching details. Others are intended for implementing the basic strategy, and contain details that are more fluid.

The Basic Plan is adopted and promulgated by the Board of County Commissioners and the City Council. The Hazard Identification and Vulnerability Analysis define the hazards in the community. The Emergency Operations Guide (in three parts) shows how we will carry out the basic plan.

Special plans, and plans developed by other agencies that support the emergency management system, are included by reference. A series of emergency action checklists gives a quick step-by-step approach to activation in an emergency.

Part 1 – Basic Plan

- 1.1 Introduction and Strategy
- 1.2 Emergency Management and Coordination
- 1.3 Emergency Services and Support
- 1.4 Engineering and Utilities
- 1.5 Resource Management
- 1.6 Public Affairs and Community Outreach
- 1.7 Government Operations, Finance, and Administration
- 1.8 Addendum
 - 1.8.1 County Government Organization
 - 1.8.2 City Government Organization
 - 1.8.3 Disaster Roles of County/City Offices and Departments
 - 1.8.4 Coordinating Agencies
 - 1.8.5 EOC Activation Criteria
 - 1.8.6 EOC Incident Management Team Organization
 - 1.8.7 Emergency Management Operational Areas
 - 1.8.8 Cross Reference to State and Federal Plans (ESF Format)

Part 2 – Hazard Identification and Vulnerability Analysis (HIVA)

Part 3 – Emergency Operations Guide (EOG)

- 3.1 Hazard-Specific Annexes
 - 3.1.01 Damaging Winds
 - 3.1.02 Winter Storms
 - 3.1.03 Flood (include slides, urban and small stream flooding)
 - 3.1.04 Earthquake
 - 3.1.05 Public Health Emergency
 - 3.1.06 Terrorism
 - 3.1.07 Tsunami
 - 3.1.08 Volcanic Eruption/Ash fall
 - 3.1.09 Heat Wave
 - 3.1.10 Drought
 - 3.1.11 Power Outage
 - 3.1.12 9-1-1 Outage or Overload
 - 3.1.13 Civil Emergency
 - 3.1.14 Wildland-Urban Interface Fire
 - 3.1.15 Marine Oil Spill
 - 3.1.16 Water Shortage/Water or Sewer System

- 3.1.17 Mass Casualty Incident (MCI)
- 3.1.18 Maritime Emergency (ferry accident; ship collision)
- 3.1.19 Major Fire Activity
- 3.1.20 Major Law Enforcement Activity
- 3.1.21 Hazardous Materials Incident
- 3.1.22 Military Ordnance Incident
- 3.1.23 Aircraft Mishap (civil, commercial, and military aviation)
- 3.1.24 Dam Failure
- 3.1.25 Mudslide (single location; significant damage)

- 3.2 Functional Annexes
 - 3.2.01 Warning
 - 3.2.02 Emergency Public Information
 - 3.2.03 Communications Coordination
 - 3.2.04 Shelter and Mass Care
 - 3.2.05 Evacuation
 - 3.2.06 Transportation
 - 3.2.07 Resources, Volunteers, and Donated Goods
 - 3.2.08 Special Needs Populations
 - 3.2.09 Military Support to Civil Government
 - 3.2.10 Damage Assessment and Short Term Recovery
 - 3.2.11 Long Term Recovery
 - 3.2.12 Wilderness Search and Rescue
 - 3.2.13 Continuity of Government

- 3.3 Special Subjects and Plan Implementation Procedures
 - 3.3.01 DEM Duty Officer – 24/7 Coverage Plan
 - 3.3.02 Emergency Operations Center Activation
 - 3.3.03 Alternate Emergency Operations Center Activation
 - 3.3.04 Duties of the EOC Incident Management Team
 - 3.3.05 Key Personnel Notification System (Emergin® KPNS)
 - 3.3.06 City of Port Townsend Emergency Operations
 - 3.3.07 Operational Areas – Incident Segmentation
 - 3.3.08 Coordination with Adjacent Jurisdictions (HS Region 2)
 - 3.3.09 (Not used)
 - 3.3.10 (Not used)
 - 3.3.11 Obtaining a National Weather Service Spot Forecasts
 - 3.3.12 EOC Forms and Internal Communications
 - 3.3.13 EOC Sensitive Information Handling Policy (includes OPSEC)
 - 3.3.14 All Hazards Alert Broadcast (AHAB) Activation
 - 3.3.15 National Warning System (NAWAS) Procedures
 - 3.3.16 EOC Physical Security Plan
 - 3.3.17 Procedures for Declaration of Emergency
 - 3.3.18 Developing a Local Situation Report (SITREP)
 - 3.3.19 Coordination with the Red Cross in Jefferson County
 - 3.3.20 Utilization of Amateur Radio Resources (RACES Plan)
 - 3.3.21 EOC Systems and Technology Reference
 - 3.3.22 Communications Frequency Inventory (Comm. Plan)
 - 3.3.23 EOC Support to Search and Rescue Operations
 - 3.3.24 Emergency Responder Identification (ERID)

Part 4 – Supporting Emergency Plans and Procedures

- 4.1 Hazardous Materials Emergency Response Plan
- 4.2 Olympic Region Fire Mobilization Plan
- 4.3 Washington State Fire Mobilization Plan

- 4.4 Washington State Law Enforcement Mobilization Plan
- 4.5 Jefferson County Mass Casualty Incident (MCI) Plan
- 4.6 Jefferson County Health Emergency Response Plan
- 4.7 City of Port Townsend Water Utility Emergency Response Plan
- 4.8 Puget Sound Energy Corporate Response Plan
- 4.9 Red Cross Chapter Emergency Response Plan
- 4.10 Disaster Animal Welfare Emergency Plan
- 4.11 Jefferson County-Port Townsend Natural Hazards Mitigation Plan
- 4.12 Utility Road Clearing Task Force
- 4.13 School Emergency Plans
 - 4.13.1 Port Townsend School District
 - 4.13.2 Chimacum School District
 - 4.13.3 Quilcene School District
 - 4.13.4 Brinnon School District

Part 5 – Resource Manual

Part 6 – Emergency Action Checklists – Key Subject Quick Reference Manual



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