

**ISLAND COUNTY  
COMPREHENSIVE EMERGENCY MANAGEMENT  
PLAN (CEMP)  
Fourth Edition**

**2025**



The Continuity Annex and the Terrorism Annex are exempt from public disclosure pursuant to RCW 42.56.420 as adopted or hereinafter amended. Request for public disclosure of this document or parts thereof should be referred to the Island County Emergency Management Director. Distribution or changes to this document without the express written consent of Island County Emergency Management is prohibited.

Beverly O'Dea  
Bridgeview Consulting, LLC  
1708 155<sup>th</sup> Street Northwest  
Gig Harbor, WA 98332  
(253) 380-5736



## Table of Contents

Table of Contents .....	ii
Record of Change .....	<b>Error! Bookmark not defined.</b>
Distribution Page .....	iv
Acronyms and Key Terms .....	vi
Promulgation .....	x
Foreword .....	ii
Basic Plan .....	1
I.    Introduction .....	1
II.    Purpose, Scope, Situation Overview, Assumptions and Limitations .....	4
III.    Concept of Operations .....	14
IV.    Organization and Assignment of Responsibilities .....	27
V.    Direction, Control and Coordination .....	40
VI.    Information, Collection, Analysis, and Dissemination .....	46
VII.    Communications .....	52
VIII.    Administration, Finance, and Logistics .....	54
IX.    Plan Development and Maintenance .....	59
X.    Authorities and References .....	60
XI.    Emergency Support Functions .....	61
XII.    Island County Support Annexes: .....	62

## RECORD OF CHANGE

Change Number	Date of Update	Date Added	Added By
1 – Comprehensive plan revision	March 2016	March 2016	Beverly O'Dea (Consultant on behalf of County)
2 – Update department assignments (Fleet Management and General Services)	September 2017	September 2017	Beverly O'Dea (Consultant on behalf of County)
3 – Update with Hazmat comments rec'd from Ed Hartin; comprehensive update with COOP (post-COVID response); integration of Core Capabilities; ESF development	2021		Beverly O'Dea (Bridgeview Consulting on behalf of Eric Brooks, Director)
4 – Updated ESFs 2 and 8; Updated Financial Management Support Annex	2023		Beverly O'Dea (Bridgeview Consulting on behalf of Eric Brooks, Director)
5 – Developed Declaration of Emergency Procedures – Appendix xxx.	2023		Beverly O'Dea (Bridgeview Consulting on behalf of Eric Brooks, Director)
6 – Base Plan Revision; update of all ESFs	2025	February 2025	Beverly O'Dea (Bridgeview Consulting on behalf of Eric Brooks, Director)
7 – State review and approval	July 2025	January 2026	Beverly O'Dea (Bridgeview Consulting)

*This page left intentionally blank*

## DISTRIBUTION PAGE

*This page left intentionally blank*

## ACRONYMS AND KEY TERMS

---

### ACRONYMS

Acronym	Term
AAR	After Action Report
ADA	Americans with Disabilities Act
AFN	Access and Functional Needs
ARC	American Red Cross
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosives
CEMP	Comprehensive Emergency Management Plan
CFR	Code of Federal Regulations
CIKR	Critical Infrastructure, Key Resources
COG	Continuity of Government
COOP	Continuity of Operations
DEM	Department of Emergency Management
DHS	Department of Homeland Security
DSCA	Defense Support to Civil Authorities
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMD	Emergency Management Division
EMPG	Emergency Management Performance Grant
EOC	Emergency Operations Center
FD	Fire District / Department
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FOG	Field Operations Guide
FSE	Full-Scale Exercise
Haz-Mat	Hazardous Materials
HHS	Health & Human Services
HLS	Homeland Security

<b>Acronym</b>	<b>Term</b>
HSEEP	Homeland Security Exercise Evaluation Program
ICDEM	Island County Department of Emergency Management
ICP	Incident Command Post
ICSD	Island County Sheriff's Department
ICS	Incident Command System
IP	Improvement Plan
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
JIS	Joint Information System
MAA	Mutual Aid Agreement
MOU	Memorandum of Understanding
MTEP	Multi-Year Training and Exercise Program
NIMS	National Incident Management System
NRF	National Response Framework
POD	Point of Distribution / Dispensing
SEOC	State Emergency Operations Center
SHSP	State Homeland Security Program
SitRep	Situation Report
SOP	Standard Operating Procedures
THIRA	Threat & Hazard Identification and Risk Assessment
TTX	Tabletop Exercise
VOAD	Volunteer Organizations Active in Disaster

## **KEY TERMS**

**After Action Report (AAR)** - A detailed critical summary or analysis of a past event made for the purpose of reassessing decisions, identifying alternatives and areas for improvement.

**Critical Infrastructure and Key Resources (CIKR)** - Any system or asset vital to Island County whose incapacity or destruction would cause a devitalizing impact on physical, psychological, or economical security, public health or safety or any combination thereof.

**Core Capabilities** – Thirty-two (32) distinct critical elements necessary to achieve the National Preparedness Goal.

**Damage Assessment** – The estimation of damages made after a disaster has occurred which serves as the basis of the County's request to the Governor for a Declaration of Emergency or Major Disaster.

**Emergency** - “Any tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe which requires emergency assistance to save lives and protect public health and safety or to avert or lessen the threat of a major disaster.” (Public Law 93-288)

**Emergency Alert System** – System consisting of broadcasting stations and interconnecting facilities that have been authorized by the Federal Communications Commission to operate in a controlled manner during emergencies.

**Emergency Coordination / Operations Center (ECC/EOC)** - A physical or virtual location designed to support emergency response, government continuity, community recovery, and crisis communications activities.

**Emergency Management** – The preparation for and the carrying out of all emergency functions, other than functions for which military forces are primarily responsible, to minimize injury and repair damage resulting from disasters caused by natural or man-made causes.

**Emergency Operations Plans** – Those plans prepared by county and municipal government in advance and in anticipation of disasters for the purpose of assuring effective management and delivery of aid to disaster victims, and providing for disaster prevention, warning, emergency response, and recovery.

**Exercise** - An instrument to train for, assess, practice, and improve performance in prevention, protection, mitigation, response, and recovery capabilities in a risk-free environment. Exercises can be used for testing and validating policies, plans, procedures, training, equipment, and interagency agreements; clarifying and training personnel in roles and responsibilities; improving interagency coordination and communications; improving individual performance; identifying gaps in resources; and identifying opportunities for improvement.

**Homeland Security Exercise and Evaluation Program (HSEEP)** - A program that provides a set of guiding principles for exercise programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning.

**Improvement Plan (IP)** - The IP identifies specific corrective actions, assigns them to responsible parties, and establishes target dates for their completion. The IP is developed in conjunction with the After-Action Report.

**Incident Command System (ICS)** – A management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

**Individual Assistance** – Financial or other aid provided to private citizens to help alleviate hardship and suffering and intended to facilitate resumption of their normal way of life prior to disaster.

**Joint Information Center (JIC)** – A facility that is used by the affected jurisdiction to jointly coordinate the public information functions during an emergency.

**National Incident Management System (NIMS)** - The NIMS standard was designed to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive system for incident management. It is a nationwide approach for Federal, State, local, tribal, and territorial governments; the private sector; and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity

**National Preparedness Goal** - The National Preparedness Goal defines the core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the Nation. The Goal emphasizes actions aimed at achieving an integrated, layered, and all-of-Nation preparedness approach that optimizes the use of available resources. Specifically, the Goal defines success as: “A secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.”

**Preliminary Damage Assessment (PDA)** – The joint local, state, and federal analysis of damage that has occurred during a disaster and which may result in a Presidential declaration of disaster. The Preliminary Damage Assessment is documented through surveys, photographs, and other written information.

**Standard Operating Procedures (SOP)** – A ready and continuous reference to those roles, relationships and procedures within an organization which are used for the accomplishment of broad or specialized functions which augment the Emergency Operations Plan.

**Terrorist Incident** – A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives.

**Utility** – Structures or systems of any power, water storage, supply and distribution, sewage collection and treatment, telephone, transportation, or other similar public services.

## PROMULGATION

---

It is the policy of Island County, Washington to provide the emergency organization and resources necessary to minimize the effects of incidents; prepare to respond to disaster situations; maximize population survival; preserve property and enhance recovery to ensure the orderly and expeditious return to normal community life in the event of a disaster.

In an effort to fulfill this policy, Island County has prepared this *Comprehensive Emergency Management Plan (CEMP)*, which sets forth the general policies and procedures for Island County departments and divisions to define activities to be undertaken in an effort to minimize the disruption to the County. This document describes the measures necessary for emergency response activities after a disaster or incident by defining the roles of departments and divisions.

It is the policy of Island County that no services will be denied on the basis of race, color, national origin, religion, age, gender identity, or disability. No special treatment will be extended to any person or group in an emergency or disaster over and above what would normally be expected as local government services. Local response activities will be carried out in accordance with Title 44 CFR, Section 205.16 Nondiscrimination. Federal disaster assistance is conditional on full compliance with this rule.

This plan complies with existing federal, state and local statutes and is consistent with the capabilities and resources of the various departments and divisions involved. All departments and divisions assuming responsibility under this plan have developed and shall continue to improve upon detailed procedures necessary to carry out their respective responsibilities. In addition, this plan shall be revised and updated, and related training and exercise programs undertaken, as indicated herein.

All County departments and divisions are directed to take appropriate actions to implement this plan and to maintain the necessary capabilities to respond effectively to emergencies and disasters.

---

Commissioner \_\_\_\_\_ Date \_\_\_\_\_

---

Commissioner \_\_\_\_\_ Date \_\_\_\_\_

---

Commissioner \_\_\_\_\_ Date \_\_\_\_\_

---

Director, Emergency Management \_\_\_\_\_ Date \_\_\_\_\_



## FOREWORD

---

The *Island County Comprehensive Emergency Management Plan (CEMP)* is intended as a comprehensive framework for local mitigation, preparedness, response, and recovery activities, establishing an all-hazards approach to enhance the County's ability to manage emergencies and disasters. Its purpose is to save lives; protect public health, safety, property, and the environment; sustain the local economy; support resilience; and guide an effective recovery for the Whole Community of Island County.

Island County Emergency Management coordinated with other County Departments, response partners, volunteer organizations, and appropriate subject matter experts to identify, develop, maintain, and enhance local emergency management capabilities. The *CEMP* is formatted in accordance with FEMA's *Comprehensive Preparedness Guide (CPG) 101* (version 3.0/September 2021) and is consistent with the *National Response Framework (NRF)*.

This *CEMP* applies to emergency management activities within the unincorporated areas of the County, and those areas in which Island County Emergency Management coordinates emergency management activities. This version, dated 2024, supersedes all previous editions.

For the purposes of this plan, pursuant to Island County Municipal Code 9.24A.020, a disaster or emergency incident is defined as:

**Disaster** - Actual or threatened enemy attack, sabotage, or other hostile action, extraordinary fire, flood, storm, epidemic, riot, earthquake, or other similar public calamity.

**Emergency services** - The preparation for and the carrying out of all emergency functions, other than functions for which the military forces are primarily responsible, to prevent, minimize, and repair injury and damage and to aid victims suffering from damage resulting from disasters. This term shall not include, nor does any provision of this chapter apply to, any condition relating to a labor controversy.

The *Island County CEMP* assigns responsibilities to organizations and individuals for carrying out specific actions at projected times and places during an emergency that exceeds the capability or routine responsibility of any one agency. It sets forth lines of authority and organizational relationships and illustrates how multi-agency actions will be coordinated; identifies personnel, equipment, facilities, supplies, and other resources available, either within the jurisdiction or by agreement with other jurisdictions. The *Plan* identifies measures to be taken by the jurisdiction to address preparedness and mitigation concerns.

The purpose of this document is to describe the framework under which entities having legal responsibility—as identified in each Emergency Support Function (ESF) annex—will work-together during emergencies and major disasters; when the people, their property, the economy, or the environment of Island County are negatively impacted by natural or human-caused hazards. This plan

includes all mission areas that create preparedness and a secure and resilient community: prevention, protection, mitigation, response, and recovery. It identifies the necessary actions for government before, during, and after emergencies and major disasters, and recognizes the significant contributions that the private sector, Non-Governmental Organizations/Private Nonprofits (NGOs/PNPs), and volunteers provide during such incidents.

The *Island County Comprehensive Emergency Management Plan* meets the planning requirements of the Washington Administrative Code, Chapter 118-30; the Revised Code of Washington (RCW), Title 38, Chapter 38.52.070, as revised; the Revised Code of Washington, Chapter 34.05 Administrative Procedures Act; Title III Superfund Amendment and Reauthorization Act of 1986 and local County ordinances. The *Plan* supports and is compatible with the *Washington State Comprehensive Emergency Management Plan*. The *Plan* provides guidelines only and does not guarantee a perfect response. Rather, Island County Emergency Management and supporting agencies can only endeavor to make every reasonable effort to respond based on the situation and resources available at the time.

This page intentionally blank.

## BASIC PLAN

---

### I. Introduction

The Basic Plan presents the policies and concept of operations that guide how Island County will conduct mitigation, preparedness, response, and recovery activities during a disaster or emergency event. This plan contains broad objectives for protecting life and property within the capabilities of available resources. It is a strategy for those agencies that have a role in emergency management within Island County. The Comprehensive Emergency Management Plan (CEMP) is not a prescribed tactical plan or step-by-step procedures for each task.

The context for developing this plan was for an emergency or major disaster with the scope and scale that challenges the normal (day-to-day) operations and capabilities of agencies and organizations in Island County. The CEMP establishes the central role of the Island County Emergency Operations Center (EOC)—hereafter called the “EOC”—in the overall incident management of emergencies and major disasters, while emphasizing coordination with incident command(s) in the field as well as other emergency operations/coordination centers.

Under this plan, the EOC is responsible for collecting and disseminating information; fulfilling or forwarding resource requests; and setting priorities or policies specific to an incident. Additionally, this plan establishes the role of “applicant agent” of state or federal disaster assistance for all entities of Island County government.

The Island County Comprehensive Emergency Management Plan (CEMP) consists of xxx parts. The first includes the Basic Plan and the appendices that relate directly to the document.

The Basic Plan addresses the general parameters for emergency management as established/agreed upon within Island County. It describes the types of hazard/threat situations that can occur and discusses underlying assumptions that influenced development of the CEMP. It contains the concept of how emergency operations in Island County will work and establishes the organizational structure for emergencies and major disasters, including specific roles and responsibilities.

The plan also defines the process for the direction, control, and coordination between organizations during such incidents. It includes the essential information needed during emergencies and major disasters, as well as the communication protocols and procedures for its use. The plan also addresses the administrative, financial, and logistical requirements for emergency operations. Finally, it concludes with the plan development process, the methods for validating and maintaining the plan, and the authorities or legal basis for the activities described within the plan. The Appendices include a glossary of key emergency management terms and a list of acronyms.

This plan has three types of annexes. While some of the annexes were specifically developed for the CEMP, others were developed as stand-alone plans that are, by reference, incorporated into the CEMP. Table 1 identifies the various documents published separately which support the various tasks associated with this plan.

Emergency Support Function Annexes (ESFs), organize the entities in Island County (such as government agencies and Non-Governmental Organizations) that respond to emergencies and major

disasters by functional areas/occupational fields. Each ESF annex identifies the lead agencies to coalesce the various support agencies into a cohesive team and describes their responsibilities during emergencies and major disasters.

- Support Annexes describe the common processes and specific administrative requirements used by the various agencies, both public and private, in support of emergency operations. Each support annexes identifies a coordinating agency and the cooperating, or supporting, agencies.
- Incident-Specific Annexes are currently under development, but will define the policies, the concept of operations, and the roles and responsibilities for specific incidents that can impact Island County.

<b>Table 1</b> <b>Supporting Documents</b>		
ESF #	ESF Title	Supporting Documents
2	Communications, Information Sharing and Warning	Communications Plan, Tactical Interoperable Communications Plan (TICP); Communications SOP
3	Public Works and Engineer	Damage Assessment Annex (Under Development); Debris Management Plan (Annex B); Debris Management SOP
4	Firefighting	Evacuation Annex (under review and update)
5	Emergency Management	EOP Manual (currently being updated); Continuity of Operations Plan (2020); Pet Evacuation Plan (contracted services, plan development to occur in the future)
6	Mass Care, Housing and Human Services	Public Health Plans; Shelter Plan, Pet Shelter Plan (future development), Commodities Distribution Plan, Special Needs Populations Plan (under development)
7	Logistics Management and Resource Support	Donations Management Plan (under development); Resource Management Plan (future); Points of Distribution Plan (future)
8	Public Health and Medical Services	Various Public Health Plans, Fatality Management and Mortuary Services Plan (maintained by Public Health and Coroner)
10	Oil and Hazardous Materials Response	HazMat Plan; SOP
11	Agriculture and Natural Resources	Pet evacuation plan (contracted services; plan development to occur in the future)
13	Public Safety and Law Enforcement	Terrorism Manual (not discoverable by Public Disclosure), Tsunami Evacuation Maps

Table 1

**Supporting Documents**

ESF #	ESF Title	Supporting Documents
14	Long-Term Community Recovery	Puget Sound Regional Catastrophic Disaster Coordination Plan; Debris Management Plan; Debris Management SOP; Recovery Framework (under development)
15	External Affairs	Communications Plan

**Separately Published Documents:**

**Continuity of Operations Plan (COOP) and Continuity of Government (COG) (2020)** – Island County has developed its COOP and COG, which is treated as a protected document and not available for public review as it contains protected information pursuant to RCW 42.56. Within that plan, each county department has identified essential functions, locations, equipment, system programs, and data necessary to ensure continuity of operations.

**Pandemic Influenza Incident Plan (Island County Public Health Department)** – Island County residents are provided services through the Island County Public Health Department, and relies on those plans, exercises and activities developed by that entity for these services. County Emergency Management does work with the Island County Health Department and Whidbey General Hospital District to determine appropriate Points of Distribution within the County to ensure those areas are pre-identified and are consistent with the hazard areas of concern to ensure public and employee safety. Once identified, this information will help ensure access is available as needed after a storm event or Pandemic situation. This information will be utilized by the Public Works Department in establishing its priority road clearance list.

**Mt. Baker Glacier Peak Coordination Plan** - The purpose of this coordination plan is to identify certain common coordination tasks and responsibilities which various private sector, county, state, provincial, and federal agencies in the United States and Canada will need to accomplish before, during, and after a hazardous geologic incident at either volcano. This coordination plan supports the Comprehensive Emergency Management Plan (CEMP).

<http://www.emd.wa.gov/plans/documents/PromulgatedVersionMtBakerGlacierPeakCoordinationPlanAugust2012-Expanded.pdf>

**Island County Transportation Recovery Plan Annex (2014): Disruption Scenario Information and Maps**

<http://mil.wa.gov/uploads/pdf/PLANS/island%20county%20annex.pdf>

**Puget Sound Regional Catastrophic Disaster Coordination Plan (2014):**

<http://mil.wa.gov/uploads/pdf/PLANS/coordinationplannew.pdf>

**Terrorism Plan Annex (Island County Sheriff's Dept. Annex) Not provided. Not for public review.** Island County relies on the Island County Sheriff's Department Terrorism Annex (published separately) to meet the requirements of this Annex document. Pursuant to RCW 42.56, distribution of this Annex is limited due to exemption from public disclosure.

This CEMP is current at the time of promulgation. As emergency management continues to evolve with the lessons learned from each emergency and major disaster, this is a living document in a near constant state of review. At a minimum, formal review for potential revision is on a five-year update cycle. In addition, revisions may occur after any emergency or major disaster, when necessary. Other plans incorporated into the CEMP, such as the Hazardous Materials Emergency Response Plan (ESF #10 Annex) or the EOC Plan, may receive formal review and revision on a more frequent basis.

## **II. Purpose, Scope, Situation Overview, Assumptions and Limitations**

### **1. PURPOSE**

The purpose of this document is to describe the framework under which entities having legal responsibility identified in each Emergency Support Function (ESF) annex will work together during emergencies and major disasters, or when the people, their property, the economy, or the environment of Island County are negatively impacted by natural or human-caused hazards.

This plan includes all mission areas that create preparedness and a secure and resilient community: prevention, protection, mitigation, response, and recovery. It identifies the necessary actions for government before, during, and after emergencies and major disasters, and recognizes the significant contributions that the private sector, Non-Governmental Organizations/Private Nonprofits (NGOs/PNPs), volunteers provide during such incidents. While including all applicable mission areas and capabilities, the primary focus of the Comprehensive Emergency Management Plan (CEMP) is conducting emergency operations in response to emergencies and major disasters. For additional information, this plan directs the reader to the Island County Hazard Mitigation Plan, and other reference material, where appropriate.

This emergency management plan and program defines how we will carry out the duties of the government of Island County to meet the needs of our geographically unique community in the event of a major emergency or disaster. We foster the whole community approach to preparedness and collaboration among government and non-governmental entities, the private sector, and our citizens to restore critical services and re-establish public health and order following a disaster. It is through this process of joint endeavor that we can reduce the impact of the emergency and make the best use of our strengths and resources.

### **2. SCOPE**

This plan establishes a synchronized and systematic process to facilitate FEMA's five mission areas of incorporating emergency preparedness through planning, promote hazard mitigation, and coordinate emergency response and disaster recovery activities and actions. The CEMP identifies the primary responsibilities of Island County government before, during, and after emergencies and major disasters; while recognizing the significant roles of federal, state, and other local government agencies, as well as the private sector, and NGOs/PNPs.

The CEMP, as an all-hazards Emergency Operations Plan, applies to all types of hazards within the defined geographic boundaries of Island County. This plan is particularly applicable to the unincorporated areas of the County and local governments that join Island County's local organization for emergency management.

### **3. GOALS**

Island County's Emergency Preparedness Goals are as follows:

1. To coordinate the development and maintenance of the County's Comprehensive Emergency Management Plan that provides the framework for organizational activities during disaster operations.
2. In coordination with federal, state and other local emergency management departments, provide an education and preparedness program for the community, including both the public and private sectors, which enhances resiliency.
3. Provide assistance to county staff through training and activities to develop and enhance response capabilities.
4. Foster an atmosphere of cooperation within Island County, its cities and towns, adjacent jurisdictions, state, and federal agencies.

All directions contained in this Plan apply to preparedness and emergency activities undertaken by Island County and supporting organizations required to minimize the effects of disaster and emergency events and facilitate recovery activities. Island County Emergency Management provides and supports on-going training and implementation of the Incident Command System (ICS) per the National Incident Management System (NIMS) for all hazards. Under the guidance of the *National Response Framework*, this Plan addresses all activities related to local incident management activities.

The Plan, including its appendices, checklists, and supporting documents provides for the coordination of operations during emergencies and disasters, focusing on the best utilization of all resources within Island County and its surrounding jurisdictions.

---

### **4. SITUATION OVERVIEW**

Island County has an estimated population of approximately 86,860 people. Each of these residents are at risk from several threats and hazards – both natural and human caused. Disasters and emergencies have occurred throughout Island County and will likely occur again in the future. These events can present unique challenges to the public and private sectors for the efficient and effective use of resources, the protection of lives and property, the protection of the economy, and the preservation of the environment or other essential functions.

---

### **5. HAZARD ANALYSIS SUMMARY**

The *2021 Island County Multi-Jurisdiction Hazard Mitigation Plan* serves as the basis to identify hazards of greatest concern within Island County's boundaries. Table 2 below illustrates the identified potential threats and hazards perceived to be a top priority for Island County. While each city and town

throughout the County has ranked the hazards of concern based on their experiences, countywide, the potential effects of these hazards could disrupt public services, damage property, and cause injury or death of persons within affected areas.

In addition to identification of the hazards of concern, the County, and all of its planning partners, identified the critical and essential facilities throughout the County. Those facilities have been reviewed for vulnerability to hazard events, and their impact taken into consideration during development of this planning document. Facilities identified are not published within this document, nor the Mitigation Plan, and remain protected from public disclosure pursuant to RCW 42.56.420. Additional information on the risks associated with these hazards can be found in the *2021 Island County Multi-Jurisdiction Hazard Mitigation Plan*, published separately. This CEMP, as developed, takes into consideration all hazards which may impact the County.

**Table 2**  
**Natural Hazards**

- Severe Weather
  - High Winds
  - Snow / Ice Storms
  - Heavy Rain / Thunderstorms
  - Excessive Heat / Drought
- Wildland Fire
- Earthquake
- Flood
- Landslide
- Drought
- Tsunami
- Public Health Emergencies

<b>Technological Hazards</b>	<b>Human-Caused / Intentional Incidents</b>
<ul style="list-style-type: none"><li>➤ Bridge Failure</li><li>➤ Train Derailment</li><li>➤ Power/Utility Failure</li><li>➤ Cyber Failure</li><li>➤ Hazardous Materials</li><li>➤ Transportation</li><li>➤ Infrastructure Failure</li></ul>	<ul style="list-style-type: none"><li>➤ Hostile / Active Threat</li><li>➤ Chemical, Biological, Radiological, Nuclear, Explosives Attack</li><li>➤ Civil Unrest</li><li>➤ Cyber Attack</li></ul>

## **6. CAPABILITIES ASSESSMENT SUMMARY**

Island County delivers emergency management services within the five Mission Areas defined by the National Preparedness Goal: prevention, protection, mitigation, response, and recovery. These Mission Areas and the development and sustainment of associated Core Capabilities are the foundation for all-hazards preparedness.

The National Preparedness Goal also established the 32 core capabilities necessary for communities to achieve a level of preparedness that can prevent, protect against, mitigate, respond to, and recover

from the threats and hazards that pose the greatest risk. The core capabilities serve as both preparedness targets (or desired outcomes) and a process of structured implementation. The following identifies the mission area responsibilities and the County's capabilities associated with each.

---

## **6.A PREPAREDNESS ACTIVITIES AND CAPABILITIES**

Preparedness activities are actions taken to plan, organize, equip, train, and exercise in an effort to develop and sustain the Core Capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from threats and hazards. These actions include, but are not limited to:

- Development of policies, plans, and procedures to guide response and recovery activities
- Participate in the Washington State Mutual Aid System (WAMAS), as described in Chapter 38.56 RCW
- Identify roles and responsibilities for agencies, organizations and governments
- Develop, implement, and sustain an integrated training and exercise program that supports delivery of the Core Capabilities relevant to the County's identified threats and hazards
- Maintain ICDEM's response assets, including vehicles, equipment, and facilities in readiness condition

Island County has adequate resources to provide information to residents and businesses through its Public Education and Outreach program, which includes collaboration with community partners, such as (but not limited to): Red Cross, Island County Regional Health District, Northwest Clean Air Agency, and educators from local fire service providers and public safety agencies.

The County's Emergency Management Group meets on a weekly basis to foster a collaborative approach to support the County-wide emergency management system; identify strengths, weaknesses and gaps; develop goals and objectives, and prioritize strategies to meet those goals. In some cases, these meetings may be only with specific groups (e.g., fire service providers, health, etc.).

---

## **6.B PREVENTION ACTIVITIES AND CAPABILITIES**

Prevention activities involve actions necessary to avoid, prevent, or stop a threatened or actual act of terrorism. These actions include, but are not limited to:

- Provide timely, accurate, and appropriate information relating to known or anticipated incidents
- Integrate physical security design elements in the construction/renovation of buildings and facilities
- Implement security procedures and protocols to identify or locate threats or hazards

Island County has adequate resources to provide information to residents and businesses through its Public Education and Outreach program, which includes collaboration with community partners.

Island County has adequate resources in typical first response discipline, including Law

Enforcement, Fire, Public Works and Emergency Management, to effectively respond to most emergencies.

- A large-scale incident or major disaster event will require external county, state and federal assistance to support local response and recovery efforts.
- Existing response resources may be supplemented by other departments and/or registered Emergency Workers, or surrounding counties' assets.
- Additional resources may be requested through established channels, such as Mutual Aid Agreements, WAMAS, and/or WA State Fire Mobilization Plans.
- In the case of catastrophic incidents, interstate resource support may be requested through the Emergency Management Assistance Compact (EMAC).

---

## **6.C PROTECTION ACTIVITIES AND CAPABILITIES**

Protection activities involve capabilities necessary to secure an organization or jurisdiction against acts of terrorism, and manmade or natural disasters. These actions include, but are not limited to:

- Implement guidelines and protocols to verify identity and control access to sensitive locations, information, and networks
- Implement guidelines and procedures to safeguard information systems and information
- Implement guidelines and physical security measures to protect critical infrastructure, materials, systems, and personnel
- Implement proactive strategies to identify and measure risks based on known or anticipated threat/hazards, and implement appropriate risk reduction strategies
- Implement proactive strategies to increase the security and resilience of the supply chain to include methods of production, storage, and transport

Island County has adequate resources in typical first response discipline, including Law Enforcement, Fire, Public Works and Emergency Management, to effectively respond to most emergencies.

- A large-scale incident or major disaster event will require external county, state and federal assistance to support local response and recovery efforts.
- Existing response resources may be supplemented by other departments and/or registered Emergency Workers, or surrounding counties' assets.
- Additional resources may be requested through established channels, such as Mutual Aid Agreements, WAMAS, and/or WA State Fire Mobilization Plans.
- In the case of catastrophic incidents, interstate resource support may be requested through the Emergency Management Assistance Compact (EMAC).

---

## **6.D RESPONSE ACTIVITIES AND CAPABILITIES**

Response activities are those actions taken to save lives, protect property and the environment, and meet basic human needs following an emergency or disaster. These actions include, but are not limited to:

- Take emergency actions to safeguard employee health and safety
- Take emergency actions to protect life, property, the environment, and the economy
- Implement emergency operations plans
- Activate the ECC/EOC for the coordination of all necessary and appropriate Emergency Support Functions

Island County has adequate resources in typical first response discipline, including Law Enforcement, Fire, Public Works and Emergency Management, to effectively respond to most emergencies.

- A large-scale incident or major disaster event will require external state and federal assistance to support local response and recovery efforts.
- Existing response resources may be supplemented by other departments and/or registered Emergency Workers.
- Additional resources may be requested through established channels, such as Mutual Aid Agreements, WAMAS, and/or WA State Fire Mobilization Plans.
- In the case of catastrophic incidents, interstate resource support may be requested through the Emergency Management Assistance Compact (EMAC).

---

## **6.E RECOVERY ACTIVITIES AND CAPABILITIES**

Recovery activities are those actions taken to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community following an emergency or disaster. These actions include, but are not limited to:

- Compile damage assessment and fiscal records in response to state and federal emergency proclamation evaluation and determination
- Identify minimum resource needs for the resumption of essential services
- Determine short and long-term recovery goals
- Identify recovery funding sources
- Identify potential opportunities for future mitigation
- Conduct After Action and post-disaster analysis
- Revise and update internal response plans

Island County has adequate resources to address the restoration of government services during routine emergencies and limited scope disasters.

- A large-scale or catastrophic disaster will require external, state and federal assistance to aid restoration and recovery efforts.
- If the disaster is such that it meets qualifying criteria, Public Assistance may become available through the Stafford Act.

---

## **6.F MITIGATION ACTIVITIES AND CAPABILITIES**

Mitigation activities are actions taken to lessen the impacts from natural and/or technological hazards, prior to their occurrence, through reducing risk and vulnerabilities, thereby reducing loss of life and property. These actions include, but are not limited to:

- Maintain and update the *Island County All-Hazards Mitigation Plan*, a separately published document
- Conduct education and outreach necessary to foster loss reduction and preparedness programs
- Actively pursue grants and other programs to support the strategic mitigation priorities of Island County

Island County maintains a FEMA-approved *Natural Hazards Mitigation Plan* which addresses the County's known potential hazards and provides strategies for mitigation actions intended to improve resilience. The *Plan* is a multi-jurisdiction plan including all municipalities in addition to Island County, as well as its fire service agencies.

---

## 7. AFTER-ACTION REPORTS/IMPROVEMENT PLANS

Island County uses a formal process to improve its preparedness capabilities following an exercise or a real-world incident. This process consists of evaluating all documentation created during emergency operations or exercise conduct, collecting comments and observations received during a "hot wash" or debrief, participating in after-action meetings to reach concurrence on the timeline and correlate analysis, and developing an After-Action Report (AAR). The After-Action Report includes an Improvement Plan (IP) that establishes capability gaps, the root cause(s) of such gaps, selected corrective actions, the person responsible for resolving each corrective action, and the timeframe for resolution. An Improvement Plan may include solutions for resolving corrective actions related to plans/ procedures, the organization, equipment/systems, staff training, and exercises.

---

## 8. PLANNING ASSUMPTIONS

- It is assumed that any of the noted situations could create significant property damage, injury, loss of life, panic and disruption of essential services in Island County. These situations may also create significant financial, psychological and sociological impact on citizens of the community and governmental organizations.
- It is reasonable to assume that with impending incidents such as storms and floods, warnings will be issued to enable some preparation prior to the event. Other disasters will come with no advanced warning – sudden impact incidents.
- An emergency or major disaster could occur from a hazard yet to be identified, or from an identified hazard but in a manner inconsistent with past experiences and established science.
- All incidents (such as emergencies and major disasters) begin "locally"—by the impacted city, town, or special purpose district—and are the responsibility of those entities having jurisdiction. When an emergency or major disaster is overwhelming—or imminently will overwhelm—their capabilities, impacted local governments must request assistance from the next highest level of government. For incorporated cities and towns, the County is the next highest level of government; for Island County, the next level is Washington State

government. In all cases, the responsibility and control of the situation stays with the affected government.

- Cities, towns, and special purpose districts (such as fire protection, schools, water or sewer service providers) may develop Emergency Operations Plans and capabilities for their own jurisdictions.
- In the event of a widespread disaster there will not likely be any significant assistance from nearby communities, county, state, or federal agencies for 72 hours or longer. In this situation the County will need to rely on available resources, private organizations, local jurisdictions, and residents within the County for initial response operations.
- Shortages of emergency response personnel will exist, creating the need for auxiliary fire, police, search and rescue, emergency medical, transit, and public works personnel. Governmental emergency response and disaster recovery efforts will need support from private sector capabilities.
- During large-scale events, emergency medical facilities will be overloaded, and a shortage of supplies will exist.
- The role of the individual citizen is of key importance in the response and recovery from disasters. The immediate availability of resources to respond to the emergencies associated with a disaster will be limited and responses will be prioritized. The County cannot substitute governmental services for individuals' responsibility during a threatened or actual disaster. It is assumed that there will not be enough resources to respond to every emergency need. Therefore, each citizen must be personally responsible for preparing to meet their own emergency needs for at least 14 days. Citizens should remain aware of a developing or occurring hazardous incident and respond in a safe, responsible manner.
- During a widespread event, Island County may be requested to provide support to other jurisdictions (both local and outside the County) with both resources and sheltering during emergencies and disasters not affecting this County. Likewise, Island County may request from surrounding jurisdictions their support for resources and sheltering during emergencies and disasters which exceed the County's capabilities. Island County previously participated in the development of the Puget Sound Regional Catastrophic Disaster Coordination Plan, which, among other things, addresses situations such as this to pre-identify resources, capabilities, and functions. This was done to further support the needs of the citizens of Island County and its cities and towns.
- Political subdivisions (incorporated cities and town) within Island County comply with the intent of Chapter 38.52 RCW and provide emergency management functions for their jurisdictions. In some instances, the cities and town may ask for assistance from Island County.
- Island County will make every effort to maintain the essential functions that deliver the fundamental public services on which county residents rely with minimal interruption. County departments have Continuity of Operations (COOP) programs and plans in place that they will implement, as necessary, to conduct emergency operations during an incident. Conditions could be of such size and severity that some, or all, county services

become impacted. The County will be unable to fulfill all resource requests under these conditions and setting priorities will be necessary.

- The severity of challenges caused by emergencies and major disasters will depend on factors such as time of day when the incident happens, the severity of impact, existing as well as previous and post incident weather conditions, size of area impacted, demographics, and nature of building construction. Collateral incidents such as fire, floods, and hazardous materials releases will increase the impact on the community, multiply losses, and hinder initial emergency response efforts.
- During a disaster event, it is understood that in the case of an emergency, the Director of Emergency Management, as appointed by the Board of Commissioners, may have to invoke the emergency powers granted to him/her under the Island County Municipal Code (ICMC 9.24A.050(A)).

---

## **LIMITATIONS**

The information and procedures included in this plan have been prepared utilizing the best information and planning assumptions available at the time of preparation. There is no guarantee implied by this plan that during major emergencies and disaster situations, a perfect response to all incidents will be practical or possible. As Island County's response resources may be overwhelmed, and essential systems may be dysfunctional, the County can only endeavor to make every reasonable effort to respond based on the situation, information, and resources available at the time the situation occurs.

Island County does not and cannot have supplies and equipment on hand for short or long-term use should a significant or catastrophic incident occur within the County or Washington State. The arrival of contracted services, state and/or federal assistance may be delayed for several days from the onset of the incident. As a result of potential limited resources during incidents, the County and its cities and town may elect to work with other local cities within Island County. The sharing of resources, which may include the use of a centralized EOC, will enhance the capabilities of all jurisdictions impacted. The County itself has limited EOC resources, which is similar in situation to the cities and towns within the County, as they are smaller in size, with limited resources. Based on that, the sharing of EOC staffing may assist efforts. Sharing of EOC responsibilities will reduce the burden on all jurisdictions.

The disaster response and relief efforts of the County may be impacted by:

- a. Inability of the citizenry to be self-sufficient for more than 14 days without additional supplies of food, water, medical, sanitation, fuel, and shelter resources.
- b. The lack of police, fire, emergency medical, public works and regional transportation and sewage treatment services response due to damage of facilities, equipment, supplies, and shortages of personnel.
- c. The shortage of critical drugs, medicines, and medical supplies at medical facilities due to damage which reduces emergency storage capacities, or availability of items.

- d. The shortage of trained personnel and equipment to respond to requests for assistance for fire, emergency medical, police, public works, and hazardous material releases. The impact of these shortages may be felt immediately and compounded by the need for twenty-four-hour operations sustained over long periods of time.
- e. Damages to lifelines such as roads, rail, air transportation facilities, utilities, petroleum and natural gas pipelines, and communications networks. Normal distribution of resources may be curtailed or greatly reduced, impacting the social and economic infrastructure of the County.
- f. Damage to responder communications by equipment damage or overloading of telephone lines into 911 dispatch centers.
- g. Large movements of people as refugees into or through the County will stress systems, particularly shelter, food, water, and medical services.

### **III. Concept of Operations**

#### **GENERAL**

Pursuant to Washington Administrative Code (WAC) Chapter 118-30, it is the responsibility of local government, under the auspices of its elected officials, to mitigate, prepare for, respond to, and recover from incidents that threaten the lives, livelihood, and property of its citizens, as well as limit, where possible, damage to the environment. The Revised Code of Washington (RCW), Chapter 38.52, Emergency Management, further empowers local governmental entities to establish a program to deal with emergencies. Local governments are responsible for ensuring that provisions are made for continuity of government during emergencies within their respective jurisdictions.

Pursuant to Island County Code 9.24A, Island County government will retain the authority and ultimate responsibility for direction and control of its own disaster operations, use of resources and application of mutual aid within its own boundaries. Island County government has identified the following list of management priorities which will guide policy decisions during a disaster of major magnitude (in order of priority):

1. Protect life and health.
2. Protect public and private property.
3. Develop and disseminate public information.
4. Restore essential services and facilities.
5. Minimize economic disruption to the community.
6. Preserve existing institutions and organizations.

The County and each municipal government will retain the authority and responsibility for direction and control of its own disaster operations, within its political subdivision, use of local resources, and application of mutual aid within its own boundaries, utilizing the National Incident Management System (NIMS).

Memorandums of Agreement (MOAs) and Memorandums of Understanding (MOUs) will be developed as necessary to support response and recovery operations throughout the County.

The Island County Emergency Coordination/Operations Center serves as the focal point of emergency management and coordination with and between local jurisdictions, the County, Washington State, and the federal government. All requests for utilization of County assets will be coordinated through the ECC/EOC.

Island County Emergency Management Division (ICDEM) is charged with the responsibility of

coordinating disaster mitigation, preparedness, response, and recovery efforts. ICDEM is under the direction and control of the BOICC. ICDEM's jurisdiction includes all of unincorporated Island County. ICDEM provides emergency management coordination to all incorporated municipalities and agencies in Island County as requested.

The Director of Island County Department of Emergency Management is responsible for the organization, administration, and operation of the emergency management program and for managing and coordinating the county's emergency management activities.

1. The towns of Coupeville, Langley, and Oak Harbor have emergency plans and leadership to direct emergency response and recovery operations within their jurisdictions.
2. After local jurisdiction declarations of emergency, Island County will coordinate with each jurisdiction as required by the circumstances and provide available resources or request resources from the state.

The Director of Island County Department of Emergency Management has been delegated the responsibility for the development and maintenance of the CEMP and the coordination of emergency preparedness and management activities within the County. Other public and private organizations, school districts, and volunteer organizations may, under mutual agreement, operate in coordination with this CEMP.

---

## **EMERGENCY PREPAREDNESS**

### **1. Plans and Procedures**

Regional risk assessments, legal obligations and authorities, and past incidents form the basis of plans that aim to prevent, protect against, mitigate, respond to, and recover from emergencies and major disasters. These emergency plans address roles and responsibilities within the county and what actions County Government should take before, during, and after emergencies and major disasters. Emergency plans may also include policies that guide emergency response through, or disaster recovery following, such incidents. Plans are the basis for procedures that describe specific tasks for, and identify essential elements of information needed by, each responsible agency or organization to respond quickly and efficiently. Each County department director is responsible for ensuring that their employees are trained in the department specific standard operating procedures (SOPs), as well as the County's Continuity of Operations Plan as it relates to critical/essential functions.

### **2. Training and Exercises**

Emergency plans require testing and need trained personnel to implement them. The BOICC, through the Director of Emergency Management, is responsible for ensuring that the appropriate staff will receive training in specific emergency management skills and professional development through available resources. A prominent feature of Island County's Department of Emergency

Management is delivering training to staff and partners on the Incident Command System (ICS), agency representative roles in the EOC, and other emergency management topics such as pre-briefings for flood, fire, or winter storm seasons specific to the County. Each County department director is responsible for ensuring that their employees are trained in the concepts of the Comprehensive Emergency Management Plan (CEMP).

After completing staff training, the next step is to conduct a series of exercises to test emergency plans and procedures. After each emergency preparedness exercise, an After-Action Report with an Improvement Plan is developed to turn any areas for improvement identified into concrete corrective actions for resolution.

### 3. Equipment and Supplies

Island County DEM has limited supplies and equipment for emergencies and major disasters. The County will coordinate with unincorporated communities and the incorporated municipalities on establishing Community Points of Distribution (CPOD) during such incidents. Island County will identify and manage staging areas for incoming resources, as staffing allows and when movement is possible.

The County uses WebEOC to receive and track resource requests for responding to or recovering from emergencies and major disasters. This same system enables regional partners to post damage assessment reports and gain situational awareness, in addition to submitting and tracking their resource requests. The EOC also uses WebEOC to submit resource requests directly to the Washington State Emergency Operations Center (SEOC).

During emergencies and major disasters, the EOC will prioritize resource requests that deliver or restore the following capabilities or services (not indicative of sequence or priority):

- providing warning notifications and supporting emergency evacuations;
- supporting dissemination of emergency public information;
- reestablishing communications to assist emergency response;
- reestablishing access to impacted areas and facilities;
- supporting search and rescue operations, transport of the injured, and medical care;
- supporting mass care operations including food, water, and shelters;
- assisting with the restoration of critical infrastructure;
- protecting public property and the environment; and
- promoting short and long-term disaster recovery.

Section 308 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended, includes provisions for ensuring that the distribution of supplies, the processing of applications, and other federal disaster assistance activities shall be accomplished in an equitable and impartial manner, without discrimination on the grounds of race, color, religion, nationality,

sex, age, disability, English proficiency, or economic status. The Stafford Act also makes compliance with regulations a prerequisite for participation by state and local governments during emergency or major disaster declarations. Specifically, as a condition of participation in the distribution of assistance or supplies under the Stafford Act or of receiving assistance under the Act, governmental agencies and other organizations shall be required to comply with regulations relating to nondiscrimination promulgated by the President, and such other regulations applicable to activities within an area affected by an emergency or major disaster as the President deems necessary for the effective coordination of relief efforts. More information on resource distribution is provided in Section VIII. Administration, Finance and Logistics of this plan, as well as in ESF #7 – Logistics.

#### 4. Mutual Aid Agreements

The primary mutual aid agreement used in Island County is the Washington State Mutual Aid System (WAMAS), as described in Chapter 38.56 RCW. When responding to or recovering from emergencies and major disasters requires more equipment, supplies, facilities, and/or personnel, agreements called either a Mutual Aid Agreement (MAA), Memorandum of Understanding (MOU), or Memorandum of Agreement (MOA) can provide capabilities and fulfill resource needs. To implement a MAA/MOU/MOA, the “requestor” must submit a request for assistance to the entity that has the desired capabilities. If the entity receiving the request accepts it, they become the “provider,” and the resource sharing process begins.

---

### **HAZARD MITIGATION**

Island County maintains an active mitigation program in unison with other independent entities throughout the County, referred to as *planning partners*. Together, these planning partners developed and maintain the Island County Hazard Mitigation Plan, which includes a specific annex for each planning partner. Within each annex document, each planning partner identifies a series of mitigation measures or strategies which, when implemented, assist in reducing risks and vulnerabilities to natural hazards.

For those eligible entities not included in Island County’s Mitigation Plan, the County’s plan does include a linkage procedure for joining into the County’s plan. Likewise, any eligible entity can independently develop a stand-alone hazard mitigation plan for their organization.

Over time, as the mitigation measures within the various plans receive funding and are then completed, the safety and quality of life for residents is improved. As part of the existing Hazard Mitigation Plan, Island County DEM hosts an annual plan review, which includes all entities that have a FEMA-approved mitigation plan annex, to meet and discuss their mitigation strategies, as well as any successes or challenges experienced in turning their strategies into mitigation projects. The County also distributes information for the various methods to obtain project funding through various grant opportunities. Additional information on the Hazard Mitigation is available

within the County's plan, available on its website. [Island County Multi-Jurisdictional Hazard Mitigation Plan | Island County, WA \(islandcountywa.gov\)](https://islandcountywa.gov/2024-comprehensive-emergency-management-plan)

---

## EMERGENCY RESPONSE

Island County focuses on the following priorities when responding to—including distributing resources for—emergencies and major disasters: lives, property, the environment, and the economy.

This plan recognizes that many individual agencies and organizations (both public and private) have developed their own plans and procedures for managing incidents. For county government, each department has both Standard Operating Procedures (SOPs) for emergencies and major disasters and Continuity of Operations (COOP) programs and plans to continue performing their essential functions and delivering fundamental public services.

Additionally, the County has a Continuity of Government (COG) plan that aims to preserve Island County's home rule form of government in the aftermath of a catastrophic incident. During emergencies and major disasters, the County may suspend non-essential functions to make staff and resources available for responding to an incident. Further, county personnel may need to work overtime or out of class. An emergency proclamation can waive normal procurement procedures to speed-up the acquisition of needed equipment, supplies, and/or services.

---

## EMERGENCY OPERATIONS/COORDINATION CENTERS

There are several different names for facilities that activate during incidents to coordinate resources and information between responding entities. These terms include Emergency Operations Centers (EOCs), Emergency Coordination Centers (ECCs), and Multiagency Coordination Groups (MAC Groups). These centers are a physical location in which agencies gather to conduct emergency operations, collect—analyze—disseminate information, and coordinate delivery of resources to support emergency response personnel.

Several agencies and organizations, including some Non-Governmental Organizations (NGOs)/PNPs and other private sector entities, maintain such facilities as well. Not all entities have a center that is set up for continuous, 24/7/365, operations. These entities often activate their centers when the need arises. Throughout Island County, the centers are housed in public works departments, fire department, or city/town hall. Island County DEM is responsible for maintaining the County's EOC, which is located in Oak Harbor, Washington, with a back-up EOC located in Coupeville, Washington.

The County's EOC/ECC is the local clearinghouse and coordination point for all information and activities associated with emergency response and disaster recovery in the county. When

resource requirements exceed local capabilities, the EOC/ECC will request additional resources through the Washington State Emergency Operations Center (SEOC), which is manned 24/7/365. The SEOC works to obtain the desired need from either within the State, neighboring states, or if necessary, federal government agencies.

---

## **EOC ACTIVATIONS**

The application of NIMS/ICS directs operations of the Island County EOC. The decision to elevate the EOC's activation level resides with the Board of Island County Commissioners, the Director of Emergency Management, or their designee if unavailable based on Lines of Authority. The EOC may open at the request of any of DEM's partner agencies, local firefighting officials, county department directors, or local law enforcement officials. The EOC has the following levels of activation.

### **Level III:**

Situation and Staffing: Activities consist of normal, day-to-day operations. This includes responding to minor incidents managed by one or two staff members without activating additional sections or ESFs of the EOC.

EOC staff provide functional support to the incident commander. Continued monitoring of the incident and information gathering to facilitate possible requests for assistance and coordination. The incident may require the County Public Information Officer support. The DEM/EOC staff initiates coordination with other jurisdictions to assess the situation and resources available, and make requests as needed. Minimal staffing is required to monitor the situation; answer the main EOC phone lines; and call in additional staff if needed. Provide limited support to field (on-scene) operations as requested. The situation usually involves a single jurisdiction or entity, with adequate resources available to handle the incident. There is no need to declare a local emergency.

The County's current policy of the first arriving at the EOC either handling the situation or notifying the appropriate Department(s) of the situation and assisting.

Examples include weather advisories/watches; minor field incidents.

Activities: Level Three Activation may be done remotely with the Director of the Department of Emergency Management (DEM) as EOC manager. DEM will provide staffing with additional personnel called in as necessary to provide assistance as needed.

### **Level II:**

Situation and Staffing: Activations customarily involve incidents that have special characteristics requiring multi-agency response, specialized resources, or are beyond the capabilities of local resources. Partial staffing of appropriate EOC sections to facilitate interdepartmental coordination may be necessary; public information is disseminated, and information collection and distribution occurs through situation reports and regular briefings. The EOC also provides

functional support to incident commander and other jurisdictions. The event or incident may involve more than one jurisdiction. It may also involve high media interest and may require a local emergency to be proclaimed or declared - formal declaration or proclamation, requiring State EOC notification.

The County's current policy is the first arriving at the EOC calling in additional resources, or for a known weather event, requiring employees be held over.

Examples include a Medium impact Emergency - moderate earthquake requiring damage assessment, major wind event with significant power outages, situations requiring mass evacuation, and/or moderate flooding.

Activities: The EOC will act in the role of a multiagency coordination center (MACC). Initial damage assessments should be requested. The County PIO will provide media updates and will establish rumor control process. DEM prepares formal emergency declaration and notification is sent to SEOC. DEM may activate amateur radio communications and coordination is made with local chapter of American Red Cross for sheltering and mass care. Documentation is collected for all damage, decisions, and costs.

#### **Level I:**

Situation and Staffing: These activations involve the coordinated response of all levels of government and emergency services. It is usually a high impact emergency/disaster situation requiring a high degree of coordination and generally involving state and federal assistance. In most cases, a local emergency will have already been declared to activate state assistance. Full staffing to perform all required functions of the EOC. All staff available are needed to handle the situation. (This may be an incident where the sharing of EOC resources with another surrounding EOC's may be utilized.)

Examples include a Major earthquake, major flood, multiple departments being involved in full response or support to the major incident.

Activities: Level three activation requires activation by DEM Director or designee serving as EOC Manager. EOC will be fully staffed at the onset, with staff prepared for 24/7 operations. The role will be of a MACC; the EOC may be staffed with representatives from primary and supporting agencies as necessary.

Activation levels of the EOC may increase either in advance of an imminent hazard, such as flooding, or in the immediate aftermath of a sudden-impact incident, such as an earthquake. If Island County receives advance notice of an imminent hazard, such as severe weather, the County may implement a sequence of preliminary/preparatory actions, such as:

- notify persons in threatened areas of Island County using the Island County Alert Sense

or other notification systems, such as the NOAA weather radio;

- disseminate information to response entities within the county using the Alert Sense system;
- emergency response agencies, organizations, or volunteers may increase staffing levels to address the impacts of the incident;
- the EOC and the Island County Joint Information Center (JIC) may begin staffing in advance of an imminent emergency or major disaster;
- a duly authorized representative of the EOC and/or the Island County JIC will begin issuing information to the news media and the public; and
- a proclamation of the existence or threatened existence of a disaster may occur if the incident is—or expected to be—significant enough to warrant such.

When a spontaneous incident occurs, such as a severe earthquake, individual agencies and organizations will implement and follow their own Standard Operating Procedures and Emergency Operations Plans. There are some “triggers” that determine when the County must consider taking action, such as (1) when the entire county or unincorporated areas within are adversely impacted, or (2) if another local government in Island County, or an agency thereof, requests county government resources or support.

---

## **EMERGENCY PROCLAMATIONS**

1. If a disaster exceeds the capabilities of the County, the BOICC may issue a proclamation of emergency and request additional assistance through the ECC/EOC to the Washington State Emergency Operations Center (SEOC) and the Governor. This proclamation by the Governor is necessary to obtain federal disaster relief funds.
2. The Proclamation of Local Emergency is made by the BOICC or designee and is the legal method by which the use of extraordinary measures to accomplish tasks associated with disaster response is authorized. The Proclamation is normally a prerequisite to state and federal disaster assistance.
3. Only the BOICC, Incident Commander (IC), a Director, Acting Director, or Island County Department of Emergency Management (DEM) can initiate a request for an emergency declaration.
4. Time and circumstances permitting, the draft proclamation will be hand-carried to the Prosecuting Attorney for review and comment. The DEM will address and correct all comments and required changes before it is presented to the BOICC.
5. The EM Director may at this time alert the Washington State Emergency Operations Center (EOC) that such an emergency proclamation is being prepared and the nature of the assistance required.
6. The final version of the resolution will be hand-carried to the BOICC for review and approval by the BOICC or the commissioners present.
7. Island County Municipal Code 2.08A.020 and RCW 42.30.080 state that the BOICC may

hold a special meeting to introduce the Resolution for Emergency Proclamation.

8. Copies of the signed proclamation will be provided to county agencies and departments as authority to conduct operations under emergency rules and regulations.
9. Once the Proclamation is made, it is to be delivered to all news media within the County and shall use other methods as necessary, to give notice of such Proclamation to the public.
10. The Proclamation authorizes the County to take necessary measures to combat a disaster, protect persons and property, provide emergency assistance to victims of the disaster, and exercise the powers vested in RCW 38.52.070 without regard to formalities prescribed by law (except mandatory constitutional requirements). These include but are not limited to the rationing of resources and supplies, curfew, budget limitations, modification to the competitive bidding process, publication of notices, provisions pertaining to the performance of public work, entering into contracts, incurring obligations, employment of temporary workers, rental of equipment, purchase of supplies and materials, levying of taxes and the appropriation and expenditure of public funds.
11. The BOICC, Emergency Management Director, or their designees will notify the Washington State Emergency Operations Center, and other appropriate local, county, state and federal agencies following the Local Proclamation of Emergency.
12. Once a declared emergency is over or the county again has the available resources to respond to and recover from the remaining problems, the state of declared emergency will be terminated by BOICC proclamation. This action is necessary to formally terminate special financial or legal operations undertaken by the county to respond to the emergency.

If an emergency occurs within the boundaries of an individual municipality, and exceeds the capabilities of that jurisdiction, the chief elected official of that jurisdiction may issue a proclamation of emergency and request additional assistance through the Island County Director of Emergency Management.

#### **ICDEM Coordination for Local Agencies**

1. The Island County EOC is the lead agency for facilitating the coordination of emergency activities and information among local, state, federal and private sector agencies within Island County. In the event of a large-scale emergency affecting a widespread area, the Island County EOC will be activated to provide coordination of activities and resources.
2. Communications during an emergency or disaster will be through communications systems currently established within the County and its municipal organizations. Backup and supporting communication activities will be provided by organized volunteer radio operators assigned through Island County EOC.
3. Emergency warning and public information will be communicated to citizens via local media through the designated Public Information Officer, existing County communications systems and the Puget Sound Emergency Alert System.
4. The County will coordinate with partner agencies and adjacent jurisdictions through the Island County EOC.

## **ALERT AND WARNING**

When notifying the public of a threat or hazard, the County will use all available communications at its disposal.

- The most frequently used system is Island County AlertSense, including the Integrated Public Alert and Warning System (IPAWS) architecture for both Emergency Alert System (EAS) and the Wireless Emergency Alert (WEA). Use of the WEA system is available only through the IC DEM.
- AlertSense is compatible with TTY/TDD technologies and can be used to send messages in alternate languages for limited English proficiency, but not all languages are available and/or recognized by the system.
- The Emergency Alert System (EAS) provides local government a mechanism to issue emergency warnings through local broadcasters when the public must take immediate life preserving actions. Island County DEM, the National Weather Service, or the Washington Military Department-Emergency Management Division have access to this system.
- Many of these systems utilize existing databases to send messages to alert the public of hazardous conditions. The databases include: 9-1-1 (landlines only), yellow and white pages, and opt-in subscribers.
- The opt-in database enables Island County Alert Sense to provide subscribers with vital information quickly during a variety of situations, such as severe weather, law enforcement activity, flooding, road closures, missing persons, evacuations of buildings or neighborhoods, and more. Subscribers receive time-sensitive messages by whatever method they prefer, such as: home, mobile, or business phones, email addresses, text messages, or others.
- When an emergency or disaster requires the establishment of mobile communications assets, mobile command posts, or operations centers other than the ECC/EOC, IC DEM will coordinate the delivery of needed resources through Mutual Aid agreements, contracts, or by request to the State Emergency Operations Center (SEOC).
- Radio Amateur Civil Emergency Service (RACES) radio and data system via amateur frequency bands is available at the IC EOC.

For more information on alert and warning systems, see the ESF #2— Communications Annex and the ESF #15—External Affairs Annex.

---

## **VOLUNTEERS DURING EMERGENCIES AND MAJOR DISASTERS**

Skilled/trained volunteers are a vital resource during an incident, becoming a “force multiplier” to existing capabilities. Under Chapter 118-04 WAC, the County—or the other local government under whose direction the volunteer is operating—must register volunteers in the State’s Emergency Worker Program. After the County requests and receives a state mission number from the State Emergency Operations Officers, state government assumes liability for injuries or damages that a registered volunteer emergency worker experiences when on duty. The State may

also assume liability for the damage to a volunteer's personal property, if used during their assignment. Claims of injuries or damages have regulated processes and procedures for reimbursing the volunteer or their beneficiary(ies).

Registered volunteer emergency workers undergo background checks. They may receive training for specific mission assignments before or during an incident. Volunteers may help with search and rescue, damage assessment, shelter management, staffing assignments in the EOC, or other roles, as assigned.

Documenting volunteer hours and their assignments has additional significance during emergencies and major disasters. The entity directing a volunteer can assign a monetary value to the volunteer's documented time and expertise, which the County can use towards the required non-federal cost share necessary for communities to receive federal financial assistance.

---

## **DAMAGE ASSESSMENT AND COMMON OPERATING PICTURE**

One of the first steps in an organized response is to identify what damages and impacts to the community have occurred—or is expected to occur—because of the incident. Damage assessment often takes many hours to complete to establish a good picture of the impacted area or population. Volunteers registered as emergency workers, Volunteer Organizations Active in Disasters (VOADs), building officials, or personnel from firefighting, law enforcement, public works, and emergency management oftentimes conduct these assessments. In addition to the County assessing its facilities and the unincorporated areas, each impacted city, town, and special purpose district must assess the impacts to their respective operations and areas under their jurisdiction. This information is extremely important, and impacted entities should provide this data to the EOC Planning Section or the DEM Duty Officer (when the EOC is not at a higher activation level). The Planning Section both collects and analyzes incident-specific information (such as observed damage and deployed resources) and then disseminates this information to partners for creating situational awareness and a Common Operating Picture within the county.

---

## **EMERGENCY EVACUATIONS**

While small-scale evacuations from the impacts of a residential structure fire are more likely, large-scale evacuations from flooding, hazardous materials releases, wildland fires, or impacts from other hazards are also a possibility. An evacuation is a time-sensitive and personnel-intensive undertaking that often involves movement of resources and people through and between political subdivisions.

For more information on effecting emergency evacuations, see the ESF #1—Transportation Annex and the ESF #13—Public Safety and Security Annex.

## DISASTER RECOVERY

Short-term recovery efforts—such as emergency repairs and temporary housing—begin concurrently with ongoing response operations to stabilize the incident and protect life, health, and property. Long-term, more permanent, recovery efforts occur following the conclusion of active response operations. Thus, while short-term disaster recovery may last for days or weeks, long-term disaster recovery may last for months or years with efforts focused on permanent repairs or replacement and improvement of damaged facilities or infrastructure. Repairing infrastructure, rebuilding communities, housing, and health care, and restoring economic, cultural, and natural resources are the goals of long-term disaster recovery.

---

## PREPAREDNESS ACTIVITIES

Preparedness activities are actions taken to plan, organize, equip, train, and exercise in an effort to develop and sustain the Core Capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from threats and hazards. These actions include, but are not limited to:

- Development of policies, plans, and procedures to guide response and recovery activities
- Participate in the Washington State Mutual Aid System (WAMAS), as described in Chapter 38.56 RCW
- Identify roles and responsibilities for agencies, organizations and governments
- Develop, implement, and sustain an integrated training and exercise program that supports delivery of the Core Capabilities relevant to the County's identified threats and hazards
- Maintain IC DEM's response assets, including vehicles, equipment, and facilities in readiness condition

---

## PREVENTION ACTIVITIES

Prevention activities involve actions necessary to avoid, prevent, or stop a threatened or actual act of terrorism. These actions include, but are not limited to:

- Provide timely, accurate, and appropriate information relating to known or anticipated incidents
- Integrate physical security design elements in the construction/renovation of buildings and facilities
- Implement security procedures and protocols to identify or locate threats or hazards

---

## PROTECTION ACTIVITIES

Protection activities involve those capabilities necessary to secure an organization or jurisdiction against acts of terrorism, and manmade or natural disasters. These actions include, but are not limited to:

- Implement guidelines and protocols to verify identity and control access to sensitive locations, information, and networks
- Implement guidelines and procedures to safeguard information systems and information
- Implement guidelines and physical security measures to protect critical infrastructure, materials, systems, and personnel
- Implement proactive strategies to identify and measure risks based on known or anticipated threat/hazards, and implement appropriate risk reduction strategies
- Implement proactive strategies to increase the security and resilience of the supply chain to include methods of production, storage, and transport

---

## MITIGATION ACTIVITIES

Mitigation activities are actions taken to lessen the impacts from natural and/or technological hazards, prior to their occurrence, through reducing risk and vulnerabilities, thereby reducing loss of life and property. These actions include, but are not limited to:

- Maintain and update the *Island County Hazards Mitigation Plan*, a published separately
- Conduct education and outreach necessary to foster loss reduction and preparedness programs
- Actively pursue grants and other programs to support the strategic mitigation priorities of Island County

---

## RESPONSE ACTIVITIES

Response activities are those actions taken to save lives, protect property and the environment, and meet basic human needs following an emergency or disaster. These actions include, but are not limited to:

- Take emergency actions to safeguard employee health and safety
- Take emergency actions to protect life, property, the environment, and the economy
- Implement emergency operations plans
- Activate the ECC/EOC for the coordination of all necessary and appropriate Emergency Support Functions

---

## RECOVERY ACTIVITIES

Recovery activities are those actions taken to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community following an emergency or disaster. These actions include, but are not limited to:

- Compile damage assessment and fiscal records in response to state and federal emergency proclamation evaluation and determination
- Identify minimum resource needs for the resumption of essential services
- Determine short and long-term recovery goals
- Identify recovery funding sources
- Identify potential opportunities for future mitigation
- Conduct After Action and post-disaster analysis
- Revise and update internal response plans

## IV. Organization and Assignment of Responsibilities

---

### ROLES OF GOVERNMENT

#### Federal Government

As established by Congress under the Robert T Stafford Disaster Relief and Emergency Assistance Act, as amended, federal assistance must be requested by the Washington State Governor through the Disaster Declaration process. If the State's request for supplemental federal assistance is approved, the Federal Emergency Management Agency (FEMA) will coordinate the provision of assistance to impacted communities. The National Response Framework (NRF) describes the structures and mechanisms the federal government will use to respond to emergencies and disasters and deliver federal disaster assistance. The disaster declaration process is codified in 44 CFR Part 206, Subpart B.

#### State Government

The Washington Military Department, Emergency Management Division (WAEMD), through the State Emergency Operations Center (SEOC) coordinates all emergency management activities throughout Washington State and responds to emergencies and major disasters as described in the State's *Comprehensive Emergency Management Plan* (CEMP).

The Governor is responsible for proclaiming a state of emergency and responding to local government requests for assistance with available State resources. When State resources become, or imminently will become, overwhelmed, the Governor is responsible for requesting a federally declared emergency or disaster to initiate the provision of federal assistance.

The Governor's request must be based on a finding that the situation is beyond the capability of both the State and Island County, and that federal assistance is immediately necessary to save lives, protect property, environment, public health and safety, or lessen the impact of the disaster.

#### County Government

The Board of Island County Commissioners (BOICC) is responsible for proclaiming the existence, or threatened existence, of a disaster, and terminating such proclamations when appropriate. When the County's capabilities have been exceeded or exhausted, the BOICC formally requests assistance from the Governor of Washington. ICDEM is responsible for

activating the ECC/EOC and coordinating emergency management activities within Island County.

Island County operates under an elected three-member Board of Island County Commissioners (BOICC). The members of the Board make up the *plural executive* form of government who serve as the county's legislative body and also perform executive functions. While the county commissioners establish the budget and act as the county legislative body, they share administrative functions with several other independently elected county officials, including: a clerk, treasurer, sheriff, assessor, coroner, and auditor. The county prosecuting attorney and the judges of the superior court are also independently elected. In addition to the elected officials, the County is comprised of 18 departments, including Emergency Management, which falls within Public Works. The elected officials maintain oversight of the County's government, responsible for overall policy direction within the County.

Pursuant to Island County Code, the BOICC shall appoint a Director for the Department of Emergency Management, who shall serve in that capacity until removed by the Board. The Director shall serve as the County's Disaster Coordinator pursuant to County Code (9.24A.060) and RCW 38.52.070.

The day-to-day organizational structure of Island County departments will be maintained as much as practical for major emergency and disaster situations. Other public and private organizations, utility districts, school districts, and volunteer organizations may, under mutual agreement, operate in coordination with this plan.

County government will retain authority and ultimate responsibility for direction and control of its own disaster operations, use of resources and application for mutual aid within its own boundaries.

In accordance with RCW 38.52.070, each political subdivision of the state is authorized and directed to establish a local emergency management organization or be a member of a joint local organization. Under RCW 39.34.030, any political subdivision is authorized to enter into a contract for the provision of such services. As currently situated, Island County Department of Emergency Management maintains the emergency management program only for the unincorporated county, but on occasion when requested, provides assistance to the local emergency management organizations within Island County on a limited basis.

Pursuant to Island County Municipal Code 9.24A.050, the Island County Department of Emergency Management shall represent only the political subdivision of Island County. The Director of Emergency Management is empowered:

- A. To control and direct the effort of the Island County Department of Emergency Management (IC DEM) for the accomplishment of the purposes of this chapter;

- B. To direct coordination and cooperation between divisions, services, and staff of the ICDEM, and to resolve questions of authority and responsibility that may arise between them;
- C. To represent the IC DEM in all dealings with public or private agencies pertaining to emergency services; and
- D. To approve and sign contracts on behalf of Island County transferring equipment purchased by the county from funds received from homeland security, law enforcement terrorism prevention program and emergency management program grants to other Island County local government end users.

Additionally, during activation of local area EOC's, County EOC will serve as a Multi-Agency Coordination Center, supporting those local agencies which may function independently, as an Area Command or a Unified Command, depending on the situation. In all cases, it is the intent of Island County Emergency Management to assist the local jurisdictions by coordinating efforts, and, as able, with resource requests.

Area command is used to coordinate emergency operations during (1) multiple-incident situations where each responding entity is operating independently at separate locations, or (2) large-scale incidents that span geographic boundaries. Area command is particularly useful for public health emergencies as such incidents are usually not site specific, may be difficult to identify, widely dispersed, and expand geographically over time.

Unified command is used when a single entity is needed to oversee (1) multiple entities that have jurisdictional authority over a certain threat/hazard, or (2) an incident that impacts two or more separate political subdivisions. Unified command jointly analyzes incident information to create a common set of objectives and strategies. Both area and unified command aim to prevent independent entities from developing their own objectives and strategies that conflict with each other.

### **Cities And Towns**

Island County is home to one incorporated town (Coupeville) and two cities (Oak Harbor and Langley). As a political subdivision of the Washington State, each city and town must either establish their own local organization for emergency management or join another local organization. When establishing an independent local organization for emergency management, a city or town must develop and submit a complete comprehensive emergency management plan to the Washington Military Department-Emergency Management Division. If joining a local organization for emergency management, city and town governments must participate in the organization's emergency preparedness activities and provide support to emergency management programs. Regardless, each city or town may set up their own emergency operations/coordination center or entrust those functions to the EOC. Although cities and towns, independently recognized by the State as separate "emergency management jurisdictions," can send requests for assistance directly to the SEOC, state policy is to strongly recommend that

such requests are coordinated through the applicable county-level emergency operations/coordination center.

### **Special Purpose Districts**

Special Purpose Districts are defined as limited purpose local governments, separate from a county, city, or town, created to perform a single function. These entities provide a wide range of services that are not otherwise available from local government, including, but not limited to: conservation, fire protection and emergency medical services, flood control, transportation, schools, and water/wastewater. The areas served by special purpose districts may overlap the geographic boundaries of counties, cities, and towns. Given the essential nature of the services these districts provide, they are critical partners and stakeholders in the emergency management system of Island County. Their capabilities are taken into account and integrated into this *Plan*.

### **Other Agencies And Sectors**

Many non-governmental, private sector, and volunteer organizations provide vital response and recovery services and incident support actions. Similar to special purpose districts, they are critical partners and stakeholders in Island County's emergency management system. ICDEM relies on these partners to meet community needs not addressed by county and local government services.

## **Assignment of Duties and Responsibilities**

### **ISLAND COUNTY ELECTED OFFICIALS**

The Board of Commissioners' and elected officials' overall role is to annually review policies and appropriate funds to allow the Emergency Management Director and staff to plan, implement, train, and exercise an Emergency Management Program, and to ensure county staff are prepared to fulfill EOC/ECC roles as necessary.

### **LEGISLATIVE BRANCH OF MUNICIPAL AND COUNTY GOVERNMENT**

The City/Town Councils and County Commissioners are responsible for the following:

- Preserve the continuity of the legislative branch and temporarily fill any vacancy of an elected position by appointment as provided by law
- Adopt and enact ordinances/resolutions and appropriate revenue
- Conduct public hearings and take action to assist in informing the public and to identify emergency needs

## **EXECUTIVE HEADS OF COUNTY AND MUNICIPAL GOVERNMENT:**

The County Administrator, or their designee, (through coordination with the BOICC), Mayor, and Executive Heads of Municipal Government are responsible for the following:

- Preserve the continuity of the executive branch of government
- Establish policy and make major decisions
- Provide visible leadership for county and local governments and play a key role in communicating to, and reassuring, the public
- Oversee the deployment, operations, and demobilization of municipal and/or County resources during emergencies
- Issue proclamations of emergency and requests for assistance
- Request assistance as necessary through the IC DEM ECC/EOC
- Ensure the implementation of emergency response and recovery plans
- Provide consistent public messaging in coordination with the IC DEM ECC/EOC and the County Joint Information Center (JIC), when activated

---

## **EMERGENCY MANAGEMENT DIRECTOR**

The Director of Emergency Management, and in his/her absence, the designee, is responsible for the following:

- Provide emergency management functions for Island County as described in Island County Municipal Code Section 9.24A, Chapter 38.52, and NIMS, as appropriate.
- Evaluate conditions within Island County during emergencies and major disasters and advise the County Commissioners and County Administrator to enact emergency ordinances to preserve the public peace, health and safety or support county government and its institutions. Such ordinances are effective upon the Commissioners' approval.
- Advise executive heads of political subdivisions within the county on direction and control of their emergency operations, and coordination with County operations and plans.
- Act as liaison between federal, county, state, and local jurisdiction personnel and military personnel responding to an emergency.
- Lead and manage the Island County Emergency Operations Center during activation.
- Make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such disaster; provided, however, such rules and regulations must be confirmed by the Island County Board of Commissioners.
- Assist County with Proclamation of Local Emergency and coordinate requests for outside assistance through county, state, and federal agencies.
- Assist responsible staff in the preparation of disaster assistance paperwork and submit to the appropriate agencies.

- Represent Island County government as coordinating agent and prepare requests for assistance.
- Maintain, operate, coordinate, and recommend the appropriate use of public notification systems as it pertains to Island County.
- Approve issuance of emergency messaging.
- Collect essential elements of information, analyze data, and disseminate reports.
- Obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of the life and property of the people and bind the county for the fair value thereof.
- Dissemination of emergency warning information through various means, including the Emergency Alert System and other available resources.
- Coordinate amateur radio operators during disaster operations.
- Establish Disaster Assistance Centers to support county-wide recovery efforts.
- Assume the role of applicant agent for all entities of Island County government during the recovery process following an emergency or major disaster declaration.
- Advise county officials on emergency administrative and financial recovery procedures and requirements.
- Coordinate the development and use of emergency plans necessary for County government to achieve preparedness through building and sustaining capabilities in the prevention, protection, mitigation, response, and recovery mission areas.

---

## **ISLAND COUNTY EMERGENCY MANAGEMENT (COORDINATORS)**

Island County Emergency Management is responsible for the following:

- Act as the point of contact for requesting disaster assistance from other governmental agencies (except Mutual/Automatic Aid)
- Coordinate, collect, and consolidate damage assessment, incident, or disaster analysis reports, as necessary and required
- Coordinate AlertSense, EAS, IPAWS and WEA messaging and activation in the event of impending disasters and/or emergencies
- Provide emergency alert and warning to the public, including provision of adequate instructions before, during, and after emergencies
- Coordinate the use of all available resources
- Obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of the life and property of the people, and bind the county for the fair value thereof, and, if required immediately, to commandeer the same for public use.
- Provide public information and education to support disaster preparedness, response, and mitigation activities and efforts throughout Island County communities
- Maintain current ECC/EOC operation procedures

## COUNTY DEPARTMENT DIRECTORS

- Ensure that departmental Continuity of Operations (COOP) programs and plans can achieve a viable continuity capability within four hours of a continuity event occurring during regular business hours, or within 12 hours outside of normal business hours.
- Develop Standard Operating Procedures specific to assigned Emergency Support Function (ESF) responsibilities, as described in this plan.
- Designate staff and equipment, as available, for field operations in support of other agencies/organizations during emergencies and major disasters.
- Ensure that emergency management training and exercises for department personnel reflect agency expectations described in this plan.
- Designate employees to serve as either staff for the EOC or as agency representatives to the EOC.

## LOCAL HEALTH OFFICER

- Exercise all powers and perform all duties vested in the local health officer under RCW 70.05.070.
- Issue standing orders.
- Dispense medicines/vaccines and controlled medicines for the purpose of preventing, mitigating, treating disease in Island County.
- Permit non-licensed emergency response personnel (such as Health Department staff and volunteers) to dispense medicines/vaccines under the local health officer's medical license.
- Translate scientific and evidence-based health information for responders and policy makers, as necessary.
- Take/direct mitigation strategies to lessen the impact of the incident/outbreak.
- Implement isolation and quarantine.
- Manage health and medical system.
- Maintain public and environmental health and sanitation.
- Provide situational awareness, collaboration, and emergency messaging for the health and medical system.

Additional duties and responsibilities are defined within ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services and ESF 8 – Public Health and Medical Services.

## EMERGENCY SUPPORT FUNCTION LEADS

Within each Emergency Support Function (ESF), lead agencies/organizations are responsible for:

- Developing and maintaining procedures specific to their functional responsibilities within

all applicable mission areas;

- Coalescing support agencies into a cohesive team;
- Managing mission assignments;
- Assigning personnel;
- Coordinating the execution of contracts and procurement of resources, as needed;
- Conducting training and exercises to validate ESF-specific procedures, or to build or sustain capabilities; and
- Resolving corrective actions, when identified.

Table 4 identifies the Emergency Support Function, a brief description of the primary associated duties, and the lead agency/organizations responsible for delivery of the services. Table 5 (end of document) identifies primary and supporting agencies.

**Table 4**  
**Roles and Responsibilities of the Emergency Support Functions (ESF)**

Emergency Support Function (ESF)	Scope	Lead Agency / Organizations (County Government and Resources)
<b>ESF #1 – Transportation</b>	Transportation safety Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment	Island County Public Works Island County Transit Island County Emergency Management
<b>ESF #2 – Communications</b>	Alert and notifications Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of cyber and information technology resources Oversight of communications within the incident management and response structures	Island County Emergency Management Island County Communications (ICOM) Island County IT Department Communications service providers
<b>ESF #3 – Public Works and Engineering</b>	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for lifesaving and life-sustaining services	Island County Public Works Island County Planning Island County Facilities
<b>ESF #4 – Firefighting</b>	Coordination of firefighting activities Support to wildland, rural, and urban firefighting operations	Fire Departments and Fire Protection Districts WA State Dept. of Natural Resources
<b>ESF #5 – Information Management and Planning</b>	Coordination of incident management and response efforts Resource and human capital Incident action planning Financial management	Island County Emergency Management Island County Communications (ICOM)
<b>ESF #6 – Mass Care,</b>	Mass care	Island County Human Services

**Table 4**  
**Roles and Responsibilities of the Emergency Support Functions (ESF)**

Emergency Support Function (ESF)	Scope	Lead Agency / Organizations (County Government and Resources)
<b>Emergency Assistance, Housing, and Human Services</b>	Emergency assistance Disaster housing Human services	Island County Public Health Red Cross Island County Sheriff's Dept - Animal Control Island County Emergency Management Island County community and volunteer organizations active in disasters
<b>ESF #7 – Logistics and Resource Support</b>	Incident logistics planning, management, and sustainment capability Resource support (facility space, office equipment and supplies, contracting services, etc.)	Island County Emergency Management
<b>ESF #8 – Public Health and Medical Services</b>	Public health, including medical and mental health services Mass fatality management	Island County Public Health North Region EMS and Trauma Care Island County Coroner
<b>ESF #9 – Search and Rescue</b>	Life-saving assistance Search and rescue operations	Local LE Agencies
<b>ESF #10 – Oil and Hazardous Materials Response</b>	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental short- and long-term cleanup	Fire Departments and Fire Protection Districts Washington State Patrol Washington State Dept. of Ecology Naval Air Station Whidbey Island Fire
<b>ESF #11 – Agriculture and Natural Resources</b>	Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection and restoration Safety and well-being of household pets	Island County Emergency Management Island County Public Health Island County Public Works – Parks Port of Coupeville (Greenbank Farm) Port of South Whidbey (Fair grounds) Island County Sheriff's Dept. - Animal Control Island County Conservation District
<b>ESF #12 – Energy</b>	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination	Puget Sound Energy Other Electric Utilities Cascade Natural Gas
<b>ESF #13 – Public Safety and Security</b>	Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control	Island County Sheriff's Department Municipal Police Agencies
<b>ESF #14 – Long-Term Community Recovery</b>	Social and economic community impact assessment Long-term community recovery assistance Analysis and review of mitigation program implementation	Island County Emergency Management Island VOAD organizations
<b>ESF #15 – External Affairs</b>	Emergency public information and protective action guidance Media and community relations	Island County Emergency Management Island County Joint Information System Island County Board of Commissioners – Communications

**Table 4**  
**Roles and Responsibilities of the Emergency Support Functions (ESF)**

Emergency Support Function (ESF)	Scope	Lead Agency / Organizations (County Government and Resources)
ESF #20 – Defense Support to Civilian Authorities		Island County Emergency Management Island County Sheriff's Department Municipal Police Agencies

### **PRIVATE SECTOR AND CRITICAL INFRASTRUCTURE**

Leadership of private sector partners and critical infrastructure service providers are responsible for:

- Ensure that entity/organization's Continuity of Operations Plan (COOP) and related programs can achieve a viable continuity capability within four hours of a continuity event occurring during regular business hours, or within 12 hours outside of normal business hours
- Development and maintenance of procedures specific to their functional responsibilities and community obligations
- Development of plans for the protection of personnel, infrastructure and facilities
- Development and exercise of facility emergency operations plans
- Collaboration with Emergency Management personnel before an incident occurs to ascertain what assistance may be necessary and appropriate for their organization to provide

### **NONGOVERNMENTAL AND VOLUNTEER ORGANIZATIONS**

Leadership of nongovernmental and/or volunteer organizations providing incident support are responsible for:

- Development and maintenance of procedures specific to their functional responsibilities and community obligations
- Provide for the recruitment, training, and management of volunteer resources
- Provide critical emergency services to those in need, such as shelter, food, clothing, cleaning supplies, access to behavioral health support, assistance with post-emergency clean-up, etc.
- Work cooperatively with various the Island County community organizations which are active in disasters to conduct community needs assessment to identify unmet needs and coordinate provision of appropriate assistance
- Advocate for, and provide assistance to the Whole Community

### **CITIZENS, FAMILIES, AND HOUSEHOLDS**

Island County residents can support emergency management, response, and recovery by:

- Developing and practicing an emergency plan for their household
- Reduce hazards in and around their home
- Prepare an emergency supply kit for all household members, including pets and service animals. Be prepared to utilize personal resources and be self-sufficient for a minimum of fourteen (14) days following an emergency or disaster
- Monitor emergency communications to reduce risk of injury, keep emergency routes open for response personnel and apparatus, and reduce demands on landline and cellular communication systems
- Register for the Alert Sense system to ensure that emergency messaging is received
- Consider volunteering with community organizations that support resilience

---

## **CONTINUITY OF GOVERNMENT**

The Continuity of Government Act RCW 42.14 establishes provisions for the continuity of government in the event its leadership is incapacitated. RCW 35A.13.020, 35A.42.030 provide for filling vacancies of elected officials in the County. The County has an adopted Continuity of Operations Plan (COOP) dated 2020, which identifies in detail the roles and responsibilities of each County Department.

### **A. Emergency Management Organization**

The Emergency Management Organization shall be compatible with the existing County organization and shall provide clear lines of authority and channels of communication. It will provide for the incorporation of existing staff having emergency response capabilities and those having support roles.

#### **1. Disaster Powers**

In the event of disaster as herein provided, pursuant to 9.24A.060, the Director is hereby empowered:

- a. To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such disaster; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the Board of County Commissioners;
- b. To obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of the life and property of the people, and bind the county for the fair value thereof, and, if required immediately, to commandeer the same for public use;
- c. To require emergency services of any county officer or employee, and to command the aid of as many citizens of this community as he thinks necessary in the execution of his duties. Such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered civil defense or emergency services worker volunteers; and
- d. To requisition necessary personnel or material of any county department or agency.

**B. Emergency Services Advisory Committee**

The Emergency Services Advisory Committee, when active, provides staff support, input, and expertise in the development of the Plan and all supporting documents. The committee is comprised of key personnel, who, when active, serve under the direction of the Emergency Management Director. Members of the Emergency Management Committee (among others) may staff the Emergency Operations Center as necessary during activation and coordinate the activities in their respective area of responsibility during major emergencies and disasters.

**C. Emergency Interim Successors for Elected Officials**

During an emergency, if the Chair of the BOICC is unavailable to serve, the first arriving Commissioner will serve in the role of Chair. RCW 42.14.070 provides that the legislative authority shall adopt rules and regulations providing for appointment of temporary interim successors to the elected and appointed offices of the County.

**D. Meeting Location – Board of Island County Commissioners**

RCW 42.14 provides that in the event of an emergency, the BOICC may meet at any place within or outside of the territorial limits of the County on the determination of the Board Chair or any two members of the governing body and shall lawfully conduct the County's affairs and business matters for the duration of the emergency.

During emergency situations, the use of electronic communications serves as an approved method to conduct Board business during a declared emergency and identifies a quorum of the Board to be two Board Members during a declared emergency.

In the event the BOICC Chambers are not useable or accessible, the Board may meet at any place within or outside of the County limits. The primary site for meetings will be at Island County Courthouse Annex Building, Room #B102, 1 NE 6th Street, Coupeville, Washington.

In the event that a special meeting of the Board is called, the Island County Clerk of the Board or designee is primarily responsible for coordinating the notification of each Board member, and responsible for notifying the public as soon as practical, either through normal channels of broadcasts, web postings, or news releases, or such other ways as are practical given the situation. The designated Public Information Officer (PIO) shall work to notify the media and to complete the public posting of the meeting. Posting of the meeting shall occur as is defined within the Island County Municipal Code if possible, with minimum postings during emergency situations being acceptable as circumstances may preclude County government from being able to meet normal posting requirements for emergency Board meetings.

## **E. Emergency Interim Successor for Board of Commissioners**

If the Chair or Co-Chair is unavailable during an emergency, the remaining Board Member(s) shall assume the Chair or Co-Chair role and shall fulfill the responsibilities with the same authority and powers.

Pursuant to RCW 42.14.040, in the event an incident reduces the number of county commissioners, then those commissioners available for duty shall have full authority to act in all matters as a board of county commissioners. In the event no county commissioner is available for duty, then those elected county officials, except for the members of the county board of education, as are available for duty shall jointly act as the board of county commissioners and shall possess by majority vote the full authority of the board of county commissioners.

## **F. Emergency Interim Successors for Appointed Officials**

RCW 42.14.070 requires that each political subdivision shall adopt rules and regulations providing for appointment of temporary interim successors to the elected and appointed offices of the political subdivisions. In accordance with this requirement, if an Elected Official or Department Administrator is unavailable during an emergency, an interim successor is appointed as identified in Table 6.

Table 6 Department Administration Lines of Succession		
Administrator / Director	Interim Administrator (First Alternate)	Interim Successor (Second Alternate)
Chair, Board of Commissioners	Co-Chair	Tertiary
Administrator	Chair, BOICC	Co-Chair, BOICC
Assessor	Deputy Assessor	Analyst
Auditor	Deputy Auditor	Accountant (based on seniority)
Budget Director	Administrator	Budget Analyst
County Clerk	Deputy Clerk	Deputy Clerk
Coroner	Deputy Coroner	
Courts – District and Municipal - Judge	Judge	Commissioner
Court – Superior – Judge	Judge	Commissioner
Emergency Management (part of Public Works)	Emergency Management Director	Emergency Management Coordinator

Table 6 Department Administration Lines of Succession		
Administrator / Director	Interim Administrator (First Alternate)	Interim Successor (Second Alternate)
Facilities	Manager	Senior Technicians
Human Resources	General Services Manager	Risk Analyst
Human Services	Deputy Director	TBD based on incident
Information Technology	Assistant IT Director	TBD based on incident
Planning & Community Development	Deputy Director	Permit Manager
Prosecuting Attorney	Deputy Pros. Attorney	Asst. Pros. Attorney
Public Health	Deputy Director	Environmental Manager
Public Works	Assistant Public Works Director	County Engineer
Sheriff	Under Sheriff	
Treasurer	Deputy Treasure	

## V. Direction, Control and Coordination

Statutory authorities and policies provide the basis for the direction of emergency management activities and actions within the context of incident management. Island County Emergency Management is guided by the foundational principles established by the National Incident Management System (NIMS), National Response Framework (NRF), Homeland Security Presidential Directive/HSPD-5 – Management of Domestic Incidents, and the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (Stafford Act), as well as relevant State and County laws and ordinances to provide a comprehensive, all-hazards approach. Nothing in this *Plan* alters the existing authorities of cities, towns, special purpose districts, and/or County Departments.

### STRATEGIC DIRECTION

The BOICC and the Emergency Management Group are responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery activities. The Director of Emergency Management is responsible for coordinating the emergency management program for Island County.

Strategic direction may include the prioritization of mission assignments and resource allocation. Command authorities include only those fundamental public services provided by the County throughout the region, such as: sewer, solid waste, roads, medical examiner, and detention services. Several agencies of County government deliver contracted services to the incorporated cities and town in Island County, services that are necessary for responding to, or recovering from, an emergency or disaster.

The County Administrator, or their duly appointed designee, makes all policy decisions that affect Island County proper. The Administrator may establish priorities affecting services delivered by County government, after advising the relevant County Department Directors. Where decisions may have an impact on regional partners, the Director of Emergency Management and County Administrator will facilitate collaboration through the Emergency Management Group and regional partners.

---

### **OPERATIONAL DIRECTION VERSUS TACTICAL CONTROL**

The executive branch is the operational arm of County government and is responsible for the day-to-day processes of those essential functions that sustain the County's infrastructure, equipment, workforce, and customer services.

The Director of Emergency Management is responsible for the direction and control of the County's Emergency Management organization. Overall operational direction of ICDEM's response activities and actions will take place at the ECC/EOC.

Emergency response actions at the incident site will be managed by the on-scene Incident Commander (IC), from the agency having jurisdiction, assisted by a staff sufficient for the tasks to be performed.

Department directors are solely responsible for the operations of their individual departments during emergencies and major disasters. Each county department has its own organizational structure for direction and control. Because emergency operations will correspond to or otherwise reflect the normal operations of any given department (provided the department is still conducting normal operations), these lines of authority will continue during emergency operations.

Most Island County departments and employees have a limited tactical role as responders for an incident (the Island County Sheriff's Department being a notable exception). During emergencies and major disasters, county government has an overall strategic, or coordination-oriented, role. However, some county employees may support incident management in a tactical capacity, such as, for example, heavy equipment operators. While the Island County BOICC may have a role in approving an emergency evacuation or authorizing issuance of public notifications, the BOICC does not have a role within incident command or directing first responders in the field. Tactical control of first responders at the scene stays with the fire, law enforcement, public health, or other command structures having

jurisdictional responsibility, as established in the Incident Command System (ICS). The Island County Administrator retains administrative control of county personnel supporting emergency operations in the field.

Because EOC staffing is scalable depending on the type of incident and support needs, smaller incidents may have only a portion of the positions listed below, while larger incidents may require a full staffing of the positions. The overall *structure* of the operation of the EOC should not vary between small or large incidents. In some instances, position-specific EOC duties are identified in position-based standard operating procedures maintained by the department responsible for such position.

---

## **EOC MANAGEMENT AND GENERAL STAFF**

The EOC Staff is comprised of EOC Management, Policy Group, and General Staff. EOC Management are positions established to assign responsibility for key activities not specifically identified in the General Staff functional elements. EOC Management positions include the Board of Island County Commissioners, County Administrator, EOC Manager, Public Information Manager, Safety Officer and Liaison Officer.

1. Command and control of emergency management activities rests with the BOICC, followed by the Emergency Management Director pursuant to Island County Municipal Code 9.24A and RCW 38.52. The Chair of the BOICC or designee is responsible for ensuring the overall emergency preparedness activities, response to emergencies and disasters, and the coordination of the recovery from emergencies and disasters are effectively carried out within Island County. He/she shall designate an Emergency Management Director. The Director will help implement emergency statutes and ordinances and mobilize and commit County emergency resources as required. Overall control during disaster response operations will be divided into two levels.
  - a. The BOICC and Emergency Management Director: Deal with policy issues brought about by the disaster, coordinates disaster resources and monitors the disaster situation.
  - b. Field Operations: Operate in field locations or command posts and will direct and coordinate disaster field operations.
2. The Board of Island County Commissioners is responsible for countywide policy decisions. The Chair of the BOICC or designee provides policy recommendations to the remaining Board Members during times of emergency or disaster, or in anticipation of large-scale emergencies or disasters.
3. The Continuity of Government Act RCW 42.14 establishes provisions for the continuation of government in the event its leadership is incapacitated. Vacancies of elected officials in the County shall be filled according to the RCW provisions.
4. The day-to-day organizational structure of the County departments shall be

maintained as much as practical during emergency and disaster operations. Each department shall have a line of succession to the supervisor.

5. Overall direction, control and coordination of local resources and operations will normally be conducted through the Island County Emergency Operations Center in order to support the overall community response to the disaster and to best coordinate efforts with county, state and federal agencies. While scalable in size, the EOC provides for six essential functions, filled as needed to meet the needs of the event: Management (EOC Manager), Operations (ESF's), Planning, Intelligence, Logistics and Administration/Finance.

---

## **EOC READINESS**

The Emergency Management Director or designee is responsible for ensuring the maintenance and operational readiness of the primary EOC and coordinating the readiness of the alternate EOC. The EOC should include facilities for feeding personnel and an emergency power source capable of maintaining a functioning ECC for at least 72 hours.

---

## **EMERGENCY OPERATIONS CENTER (EOC) STAFFING**

Although field Incident Command will control on-scene activities related to the disaster, the EOC will coordinate the overall County's response to the disaster. The Emergency Management Director, along with other emergency management staff, designated County staff, agency representatives and trained volunteers shall provide staffing at the EOC when activated rather than at the incident site. The Emergency Management Director will coordinate the activities of the EOC in the role of EOC Director. The organization of the EOC and the degree or level of activation will depend on the severity and nature of the emergency and anticipated requirements for support.

---

## **EMERGENCY OPERATIONS CENTER LOCATIONS**

The Island County Emergency Operations Center is located at 855 East Whidbey Ave, Oak Harbor, WA, which is equipped with a temporary power supply for use during general system failures and is available for operations 24 hours a day. The alternate sites within the County are:

- A. County Annex Building, 1 NE 6<sup>th</sup> Street, Coupeville, WA;
- B. Mobile Command Trailer

Individual County departments may designate alternate locations or field command posts for coordinating individual department operations. The individual in charge of a command post shall be responsible for keeping the EOC informed of their situation and activities and shall act in coordination with the EOC.

## **EOC - AUTHORITY TO ACTIVATE**

The EOC may be activated to any level deemed appropriate for the level of disaster operations by any of the following:

- BOICC
- Emergency Management Director
- Public Works Director
- Community Development Director
- Sheriff
- Fire Chief

The EOC will be staffed by members of the Emergency Management Department and necessary support staff as required. Initial staffing of the EOC following activation will be the responsibility of the Emergency Management Director.

In addition to the officials that may activate the EOC, the following County personnel *may request activation* of the EOC:

- Any Department Director
- Fire Service Personnel
- Sheriff Department Personnel
- Public Works Department Personnel

---

## **PROCEDURES TO ACTIVATE EOC**

To activate the EOC, the requesting individual should attempt to notify the following, in the preferred order:

1. Appropriate response agency (e.g., fire, police, WSP for Hazmat, etc.)
2. Public Works/Emergency Management Director
3. Chair, BOICC (who will notify remaining Commissioners)
4. Community Development Director
5. Sheriff
6. Fire Chief

The Sheriff's Department is staffed 24 hours a day, 7 days a week, as is Fire, and can assist with the notification of the above individuals. The person requesting the EOC activation shall indicate whether it is a Level One, Two, or Three Activation as defined. The first individual notified of the EOC activation request shall ensure the remaining personnel identified above are notified either directly or through delegation.

Notification should also be made to the various county and state communication hubs as appropriate, and the SEOC, all of which should be advised that the County is activating their EOC.

The Public Works Department has personnel on duty 24/7 on a rotating schedule and serve in the capacity of “Duty Officer” and field operations. These personnel many times serve as initial response (after law enforcement) and make notifications based on assessment of the situation in the order identified. Depending on the issue being addressed, the County has various SOP’s in place which the duty officer’s follow for appropriate response issues (e.g., water systems failure, sewer systems, etc.).

## VI. Information, Collection, Analysis, and Dissemination

Providing current and accurate information to the public is of great importance following an emergency or disaster. The County shall strive to provide both emergency and general information in a timely and coordinated manner. For the purposes of this plan, the County defines “emergency information” as information which has direct relevance to the safety and/or health of the citizens of the County, i.e. evacuation orders and routes, boil water orders, shelter-in-place notices, curfews, etc. “General information” may consist of information such as debris pick-up schedules, permit fee schedules, facility hours of operation, etc.

### INFORMATION COLLECTION

Information collection is crucial for successful emergency operations, for both incident management in the field and the EOC. The EOC and other emergency operations/coordination centers need updated information to assess whether the needs of field personnel are being met. Without this information, those facilities are unable to assist or resupply the needs of an Incident Commander (IC). Conversely, ICs and other field personnel need to know when they can expect requested support.

The EOC actively collects information concerning conditions observed throughout Island County from all available sources, such as: phone calls from residents, updates from impacted communities, and reports from the news media. These sources help with the initial response, delegating resources, assisting residents, and positioning damage survey teams. Additionally, the EOC’s Planning Section analyzes and compiles information regarding developing conditions and disseminates that information to the IC and impacted communities to inform their incident objectives and decision-making.

The EOC’s Planning Section may directly contact certain federal government agencies that can provide situational awareness on developing incidents, such as the National Weather Service for weather-related events such as windstorms or flooding, or for events impacted by weather, such as wind for wildfire response.

During terrorist threats or attacks, entities operating within the EOC may receive classified information for law enforcement use only. In such circumstances, a separate “Intelligence Section” is established to screen and respond to such information, without it being disseminated to the entire EOC.

### ESSENTIAL ELEMENTS OF INFORMATION

Essential Elements of Information (EEI) represent a comprehensive list of impact-related information needed by the ICDEM ECC/EOC from municipal EOCs, departmental operations centers, and field incident command sites to develop situational awareness and create a Common Operating Picture (COP).

Essential Elements of Information items which are normally required for both emergency response and recovery include, but are not limited to:

- Boundaries of the disaster area
- Social, economic, political, and environmental impacts
- Jurisdictional boundaries
- Status of transportation systems
- Status of communications systems
- Access points to the disaster area
- Status of operating facilities
- Hazard-specific information
- Weather data affecting operations
- Status of critical facilities
- Status of key personnel
- Status of ECC/EOC activation
- Status of emergency declarations
- Major issues and/or activities of ESFs
- Resource shortfalls
- Overall priorities for response
- Status of upcoming activities
- Status of aerial operational or reconnaissance activities
- Status of donated resources
- Pertinent historical information

---

### INFORMATION COLLECTION MATRIX

Table 7 illustrates information requirements, sources, and reporting frequency common to emergency and disaster response. The table should not be considered all-inclusive as other information may be required based on the situation.

<b>Table 7</b> <b>Information Collection Matrix</b> <b>General Requirements</b>			
<b>What is Needed</b>	<b>When Needed</b>	<b>Comes From</b>	<b>Reported To</b>
Incident Summary	<b>Immediately</b>	Incident Commander(s)	Department Ops center to Municipal EOC to County ECC/EOC

**Table 7**  
**Information Collection Matrix**  
**General Requirements**

<b>What is Needed</b>	<b>When Needed</b>	<b>Comes From</b>	<b>Reported To</b>
Incident Summary	<b>Immediately</b>	Incident Commander(s)	Department Ops center to Municipal EOC to County ECC/EOC

**Table 7**  
**Information Collection Matrix**  
**General Requirements**

<b>What is Needed</b>	<b>When Needed</b>	<b>Comes From</b>	<b>Reported To</b>
Incident Needs	<b>Immediately</b>	Incident Commander(s)	Department Ops center to Municipal EOC to County ECC/EOC
Major Issues/Activities	<b>Immediately</b>	Incident Commander(s)	Department Ops center to Municipal EOC to County ECC/EOC
Personnel Accountability	<b>Within first two hours;</b> Once each Ops period thereafter	Department Head or Designee	To Municipal EOC to County ECC/EOC
Communications System Status	<b>Within first two hours;</b> Once each Ops period thereafter	Department Head or Designee	To Municipal EOC to County ECC/EOC
Evacuation or Relocation	<b>Immediately, then within two hours;</b> Once each Ops period thereafter	Incident Commander(s); Law Enforcement; Public Works	To Municipal EOC to County ECC/EOC; BOICC
Facility Damage Assessment	<b>Within first four hours;</b> Once each Ops period thereafter	Department Head or Designee	To BOICC; Municipal EOC to County ECC/EOC
Utility Status	<b>Within first four hours;</b> Once each Ops period thereafter	Public Works; Infrastructure Partners; Public/Citizens	To Municipal EOC to County ECC/EOC; BOICC
Transportation Route Damage Assessment	<b>Within first four hours;</b> Once each Ops period thereafter	Public Works; Island County Transit; Public	To Municipal EOC to County ECC/EOC
Department Continuity Status	<b>Within first four hours;</b>	Department Head or Designee	To BOICC; Municipal EOC to County ECC/EOC

**Table 7**  
**Information Collection Matrix**  
**General Requirements**

<b>What is Needed</b>	<b>When Needed</b>	<b>Comes From</b>	<b>Reported To</b>
	Once each Ops period thereafter		
Shelter Requirements	<b>Within first six hours;</b> Once each Ops period thereafter	Incident Commander(s); Red Cross; Public	To BOICC; Municipal EOC to County ECC/EOC
Casualty Summary	<b>Immediate with updates within first six hours;</b> Once each Ops period thereafter	Incident Commander(s); Fire; Law Enforcement; Public	To BOICC; Municipal EOC to County ECC/EOC
Emergency Declaration Status	As soon as possible	BOICC; County Administrator; Director - Emergency Management (or by Lines of Succession and Delegation of Authority)	To County ECC/EOC

---

### **INFORMATION ANALYSIS**

Island County Emergency Management utilizes the information it collects to produce a variety of reports which include the Essential Elements of Information for the Common Operating Picture, as well document the decisions made and actions taken in response to the emergency.

Table 8 illustrates an example of reporting requirements, sources, and reporting frequency which are common to emergencies and disasters. This list of reports should not be considered all-inclusive, as other types of reports may be required based on the situation.

**Table 8**  
**Information Reporting Requirements**

<b>Report</b>	<b>Frequency</b>	<b>Comes From</b>	<b>Reported To</b>
Information Snapshot	Within 4 hours of event	Municipal and agency Ops centers	County ECC/EOC to State EOC
Situation Report (SitRep)	Daily	Municipal and agency Ops centers	County ECC/EOC to State EOC
Resource Requests	As Needed	Incident Commander(s)	County ECC/EOC to State EOC
Preliminary Damage Assessments for Public Assistance (PA)	As directed by SEOC, usually daily	Municipal /County Departments and Agencies	County ECC/EOC to State EOC
Preliminary Damage Assessments for Individual Assistance (IA)	As directed by SEOC, usually daily	Individuals and Businesses	County ECC/EOC to State EOC
Local Proclamation of Emergency	Once per major emergency event	Municipal / County Executive Leadership	County ECC/EOC to State EOC
Supplemental Justification	Once per major emergency event	Municipal / County / Agency Ops Centers	County ECC/EOC to State EOC

### **DISSEMINATING INFORMATION**

Information dissemination may occur by phone, radio, television, internet, social media, or in-person (such as by runner or door-to-door). During emergencies and major disasters, Island County will share collected information by whatever method or means is available.

Public Safety Answering Points (PSAPs) within Island County's boundaries are the main information source for first responders arriving at the scene of incidents threatening life or property, and potentially the only available information source for other on-scene personnel during initial response. Initially, during a Level II or I activation, the EOC's Communications Unit will create a communications plan specific to the EOC.

The Communications Unit Leader will use ICS Form 205 to create the communications plan, as part of the EOC Action Plan for a given operational period and disseminate to those entities needing direct contact with the EOC. Additionally, the EOC may place information on WebEOC for distributing to first responders and the agencies and organizations that have access to WebEOC. DEM uses Island

County Alert Sense to directly disseminate information to either specifically targeted areas in Island County or all subscribers, depending on the situation. The EOC's call center, the County's Crisis Information Webpage, and the news media also disseminate information to county residents. The news media has access to staff in the Island County JIC authorized to answer their questions. The JIC periodically disseminates official press releases and can hold press conferences in the EOC's media room. Finally, the Emergency Alert System (EAS) and NOAA Weather Radio emergency information may also disseminate emergency information during emergencies and major disasters.

## VII. Communications

This section applies to the communications methods and systems used by Island County and the agencies and organizations that respond to emergencies and major disasters. These entities may range from county departments to special purpose districts, Private Nonprofits (PNPs), state government agencies, and—in some cases—federal government agencies. The EOC and the Island County JIC, will accomplish inter-jurisdictional and interagency coordination with Incident Command Posts, and other Emergency Operations/Coordination Centers, using designated communications systems. The circumstances of a specific incident determine the extent of use for each of these communications systems.

In addition to the normal (day-to-day) methods of communication, individual county departments may use text, email and voice messaging through AlertSense to notify employees of required response actions, as well as any additional emergency information deemed necessary.

Management of field communications usually occurs at the agency level. During an incident, use of specific communications systems will conform to the ICS 205 form for a given operational period. In general, communications will follow the communication protocols established below in greater detail, in ESF 2 – Communications. Individual agencies and organizations, including Incident Commands in the field, can use WebEOC to monitor incident development countywide.

During emergencies and major disasters, physically having agency representatives—from responding agencies—in the EOC to actively facilitate communication is crucial. The EOC will incorporate agency representatives from other agencies to facilitate interagency communication. Each agency representative will coordinate between the EOC and their respective organizations at both the administration-level and/or with personnel in the field, as required. The Joint Information Center/Joint Information System (JIC/JIS) is the central distribution point for communicating with the news media and the public. News media channels on radio and television communicate public information provided by the JIC. Other systems for communicating with county residents include AlertSense. AlertSense is a mass notification system that allows ICDEM to communicate to pre-set geographically defined areas for certain hazards or select any geographical area within Island County Department of Emergency Management, who will coordinate the dissemination of emergency public information through the EOC, including within a JIC/JIS.

### **Communication Protocols:**

1. All available methods may be used to relay emergency information to the public. This may include, *but is not limited to*:
  - Island Communications (ICOM-911)
  - Island County Sheriff's Department

- IPAWS
- Reverse 9-1-1
- Emergency Alert System (EAS)
- MyStateUSA/Alert Sense
- Regional Public Information and Notification (RPIN)

2. Activation of the Auxiliary Communication Services (ACS) and the Emergency Alert System shall be done through the Island County EOC.
3. During activation of a Joint Information Center or Joint Information System, the County PIO will provide timely and consistent messaging throughout the involved jurisdiction(s) to ensure that the information disseminated to the public is accurate and accessible to all.
4. Printed education and information materials are available through the Island County Emergency Management Department and the State of Washington Emergency Management Division.
5. It is anticipated that in some circumstances, emergency public information may need to be released from field command posts. In this event, the individual in charge of the location shall notify the EOC in a timely manner and provide detailed information regarding information released.

Additional information on public information activities can be found in ESF 2 – Communications, and ESF 15 – Public Affairs.

## VIII. Administration, Finance, and Logistics

### ADMINISTRATION

The Director of Emergency Management administers the day-to-day functions of Island County's Department of Emergency Management, as well as operations of the ECC/EOC. During emergencies and disasters, the ECC/EOC or Island County Emergency Management (ICDEM when the ECC/EOC is not at a higher activation level) requests damage assessment and emergency expense information from impacted County Departments, unincorporated communities, incorporated cities and town, special purpose districts and eligible non-governmental organizations and private nonprofits.

ICDEM uses the state mission number, provided by a State Emergency Operations Officer (SEOO) for a specific incident, to structure files and organize documents and reports created for, and track all activities in response to, that incident. If the incident receives an emergency or major disaster declaration, FEMA will issue a unique disaster number, and ICDEM will cross-reference the state mission number to the federal disaster number.

During recovery from federally declared emergencies and major disasters, thorough and complete documentation is necessary for eligible entities to receive reimbursement under FEMA's Public Assistance program. Through this program, a percentage of eligible costs is recoverable from the federal government. Proper documentation of costs, such as date/time when incurred and the reason(s) for the costs, is required to receive reimbursement. All organizations with disaster responsibilities shall establish and maintain files of disaster-related directives and forms. Documentation, at a minimum, should describe and summarize the actions taken, resources expended, economic/human/environmental impacts, and lessons learned.

It is the policy of Island County that each county department will assign personnel to be responsible for documentation of disaster activities and costs and to utilize effective administrative methods to keep accurate detailed records distinguishing disaster operational activities and expenditures from day-to-day activities and expenditures. This process is also established through the County and COOP.

Each County Department has, through their Department SOPs, determined the basic structure of their department's operations. Essential activities of each department should be identified in the individual department's COOP. During emergencies and disasters, departments will attempt to maintain these administrative and operational processes as much as possible. Depending upon the size of the emergency or disaster and the departments involved, non-essential administrative activities may be suspended.

As non-essential activities may be canceled during an emergency, County employees may be required to work either overtime or "out of class," and shall be compensated in accordance with existing rules. Requirements of the Washington State Overtime Law, Fair Labor Standards Act (FLSA), existing

labor contracts and County policies and procedures shall apply. The Emergency Management Director shall designate an EOC representative to coordinate personnel needs, maintain liaison with volunteer organizations, and assist county employees in obtaining recovery assistance.

A streamlined plan review and permit process may be instituted within the County in order to facilitate recovery and repair activities.

In instances where emergency work is performed to protect life and property, requirements for environmental review and permits may be waived or orally approved as provided in the Island County Municipal Code, State Environmental Policy Act, Hydraulics Project Approval Act, Forest Practices Act, Shoreline Management Act, and Flood Control Act.

Repair and restoration of damaged facilities may require environmental assessments and appropriate permits prior to final project approval, requiring compliance with the Island County Municipal Code, State Environmental Policy Act, Forest Practices Act, Shoreline Management Act, Hydraulics Project Approval Act, and Flood Control Act.

Properties of historic significance and archeological sites are protected by law. Non-time critical missions and recovery actions affecting these sites will be coordinated with the state Office of Archeology and Historic Preservation.

No services or assistance will be denied on the basis of race, color, national origin, religion, sex, economic status, age, sexual orientation or disability.

Local activities pursuant to the federal/state Agreement for major disaster recovery will be carried out in accordance with RCW 49.60 - Laws Against Discrimination and 44 CFR Section 205.16 - Nondiscrimination. Federal disaster assistance is conditional upon compliance with this code.

---

## **FINANCE**

Emergency expenditures are not normally integrated into the budgeting process of local governments. However, disasters may occur which require substantial and necessary unanticipated obligations and expenditures. Island County will incur disaster expenses from currently appropriated local funds in accordance with Chapter 38.52.070 RCW and 35A.33.080-100. The BOICC, Emergency Management Director, County Administrator, or any department head may be requested to assist in identifying other sources of funds to meet disaster related expenses if fund budgets are exceeded.

The financing of emergency response and recovery actions is further provided for in the following statutes:

- Counties: RCW 36.40.180 and 36.40.190
- Cities with populations under 300,000: RCW 35.33.081 and 35.33.101

- Municipal and county governments are authorized to contract for construction or work on a cost basis for emergency services by RCW 38.52.390

Records shall be kept do disaster-related expenditures and obligations can be readily identified from regular or general programs and activities.

Normal procedures for expenditures and payment processing may be modified to accommodate the circumstances associated with the disaster. In keeping with RCW 35A.33.010, .080 and .090, the BOICC, County Administrator, Emergency Management Director, Public Works Director, General Services Administrative/Budget Director, Treasurer, or their designees may authorize emergency procurements in lieu of the County's normal purchasing policies, when there is an emergency situation.

An emergency condition is defined as an immediate and serious need for supplies, materials, equipment, or services that cannot be timely met through normal purchasing methods, and the lack of which could threaten the functioning of county government, the preservation or protection of property, or the health and safety of any person.

Each County Department, agency, and jurisdiction is responsible for tracking, compiling, and submitting accurate and complete disaster-related expenditures to be used in the development of the Supplemental Justification and the Preliminary Damage Assessments that go to the SEOC to aid in the State's application for federal assistance under the Stafford Act. Any eligible entity desiring federal disaster must comply with these documentation requirements.

Audits of the County's, cities' and towns' disaster-related emergency expenditures will be conducted in the course of normal audits of state and local records. Audits of projects approved for funding with federal disaster assistance funds are necessary at project completion to determine the propriety and eligibility of the costs claimed by the applicant. These audits are performed by the federal government.

It will be the responsibility of the Emergency Management Director to coordinate the preparation of all required reports and ensure that they are delivered to appropriate agencies. The ECC/EOC's Logistics' Section will also track donated goods and services. The Volunteer Coordinator within the Logistics' Section will track volunteer hours to use towards the County's cost-sharing requirements for federal disaster assistance.

Additional information on financial regulations is contained within Support Annex 1 – Financial Management and the Damage Assessment Annex.

---

## **LOGISTICS**

The coordination of a limited supply of disaster-related resources to provide for maximum utilization during an emergency or disaster is a primary responsibility of ICDEM.

Each County Department and municipality shall keep a current inventory of all resources. Resource information should include procedures/guidelines and points of contact to facilitate rapid acquisition of needed resources.

Departments and agencies responding to emergency or disaster incidents should first use their available, internal department resources.

During activations, the ECC/EOC's Logistics Section will manage the resources provided in support of emergency operations, beginning with the receipt of resource requests from field personnel, such as the Incident Commander, or other authorized official. Procurement of resources may occur through:

- Direct purchase from a supplier or vendor
- Contract
- Local Mutual Aid, such as WAMAS
- EMAC request submitted through the SEOC

When immediate procurement of resources is necessary, the County emergency proclamation allows for temporary suspension of the normal procurement process. When there are multiple competing resource requests for a limited supply of resources, the ECC/EOC Manager prioritizes resource acquisition and/or distribution according to the Incident Action Plan (IAP), and under advisement from the Operations Section Chief. The scale or complexity of the incident, competing requests, ongoing threats to life safety, current or expected conditions, location of the resource relative to the incident scene, and the means of distribution/delivery are all factors that can influence prioritization of resource requests. In instances where a determination of priority cannot be made effectively by the ECC/EOC, the Emergency Management Group will be convened to provide resolution and direction.

The ECC/EOC will track all resources provided for responding to and recovering from emergencies and major disasters. Whenever possible, resources are returned to their original configuration/condition upon demobilization.

All departments/agencies are expected to maintain an inventory of all non-consumable items, to include their disposition after the conclusion of the emergency proclamation. Items that are not accounted for, or that are placed into local government inventory as an asset may not be eligible for reimbursement.

The executive heads of local political subdivisions are “directed to utilize the services, equipment, supplies, and facilities of existing departments, offices, and agencies” of their political subdivision and “all such departments, offices, and agencies are directed to cooperate with and extend such services and facilities to the emergency management organizations of the state upon request notwithstanding any other provision of law.” (RCW 38.52.110(1)).

The BOICC or Emergency Management Director, following a Proclamation of Emergency, has the authority to commandeer the services and equipment of citizens as necessary in response to the disaster. Those citizens are entitled to all privileges, benefits and immunities provided for emergency workers under state and federal emergency management regulations.

The BOICC or Emergency Management Director are authorized to contract with any person, firm, corporation or entity to provide construction work on an agreed upon cost during an emergency or disaster response.

It is the policy of Island County that all county departments prepare and maintain an updated list of its personnel, facilities and equipment resources as part of their Standard Operating Procedures and COOP. Any or all of these resources may be called upon during disaster and emergency situations.

The BOICC, Emergency Management Director, and Directors of Public Works, Human Resources, Community Development, and Long-Range Departments will pre-identify locations within the county for use as Logistics Staging Areas and Points of Distribution for response and relief supplies.

Additional governmental resources may be called upon for assistance through the use of existing mutual aid agreements and through the Washington State Emergency Operations Center through the Island County EOC.

Additional information on Staging Areas and Points of Distribution can be found in Emergency Support Function (ESF) 7 – Resource Support.

## IX. Plan Development and Maintenance

### PLAN DEVELOPMENT

As situations change, new hazards are identified, agencies are restructured, population grows, and new laws and regulations take effect, emergency operations plans must undergo constant review and update in order to reflect the evolving environment within which they must work. This version of the Island County *Comprehensive Emergency Management Plan* (CEMP) is a complete revision of the prior 2019 document. This revision was necessary to incorporate changes made to Island County's overall organizational structure, as well as Island County Department of Emergency Management's internal organization and its placement within the overall Island County governance structure.

Island County Emergency Management created a core planning team of staff members and the members of the Emergency Management Group who represent many of partner agencies and stakeholder organizations. This team reviewed and provided comments on each section of the Basic Plan. The various County Departments and other agencies/organizations identified in the Emergency Support Function (ESF) Annexes reviewed each applicable ESF. Island County DEM incorporated comments received into this new document. Some of the ESF Annexes are reviewed on a separate, annual cycle or include other separate plans as attachments.

### PLAN MAINTENANCE

Island County Emergency Management is responsible for plan maintenance and change management. Portions of this *Plan* will be tested during annual exercises conducted by Island County Department of Emergency Management. As needed changes are noted, they will be incorporated, and revisions sent to the relevant agencies. Following emergencies or disasters where specific sections of the *Plan* are implemented, recognized problems, either internal or external to the *Plan* will be evaluated and changes made to the *Plan*.

Changes may include additions of new or supplementary material and deletions. No proposed change can contradict, or override, the authorities contained in statute, order, or regulation.

Any agency or organization with assigned responsibilities within the *Plan* may propose a change to the *Plan*. The ESF Lead Agency is responsible for coordinating proposed changes with other Lead Agencies, Support Agencies, and other impacted stakeholders. Island County DEM will coordinate review and approval for proposed modifications, as necessary.

Island County DEM will issue official Notice of Change announcements for each approved change to the Plan. The notice will include the effective date of the change, purpose of the change, actions required due to the change, and provide the change language on one or more numbered and dated

insert pages. Once published, the changes become part of the CEMP for operational purposes pending a formal revision and re-issuance of the entire document. Interim changes can receive further revision using this process.

## **X. Authorities and References**

### **LOCAL AUTHORITIES**

- Chapter 9.24A ICC: Emergency Management
- Island County Continuity of Operations / Continuity of Government Plan (COOP)

### **STATE AUTHORITIES**

- Chapter 38.52 RCW: Emergency Management
- Chapter 38.56 RCW: Intrastate Mutual Aid System
- Chapter 118-30 WAC: Local Emergency Management/Services Organizations, Plans, and Programs
- RCW 36.40.180: Emergencies subject to hearing – Nondebatable emergencies
- RCW 36.40.190: Payment of emergency warrants
- 

### **FEDERAL AUTHORITIES**

- Americans with Disabilities Act of 1990 (ADA), Public Law No. 101-336, 104 Stat. 327 (Codified as amended at 42 USC ss 12101 (2008))
- Bush, George W. Homeland Security Presidential Directive/HSPD-5, “Management of Domestic Incidents,” (2003 comp.)
- Civil Rights Act of 1964, Public law No. 88-352, 78 Stat. 241 (1964)
- Civil Rights Restoration Act of 1987, Public Law No. 100-259, 102 Stat. 28 (1987)
- Clinton, William J. Executive Order 13166, “Improving Access to Services for Persons with Limited English Proficiency,” *Code of Federal Regulations*, title 3 (2001 comp.)
- Disaster Mitigation Act of 2000 (DMA 2000), Public Law No. 106-390, 114 Stat. 1552 (2000)
- Disaster Recovery Reform Act of 2018 (DRRA), Division D of Public Law No. 115-254, 132 Stat. 3438 (2018)
- Homeland Security Act of 2002 (HAS), Public Law No. 107-296, 116 Stat. 2135 (2002)
- Obama, Barrack. Presidential Policy Directive/PPD-8, “National Preparedness,” (2011 comp.)
- Pets Evacuation and Transportation Standards Act of 2006 (PETS), Public Law No. 109-308, 120 Stat. 1725 (2006)

- Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA), Title VI of Public Law No. 109-295, 120 Stat.1394 (2006)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Stafford Act), Public Law No. 100-707, 102 Stat. 4689 (codified at 42 USC 5121 et seq. (1988))
- Sandy Recovery Improvement Act of 2013 (SRIA), Division B of Public Law No. 113-2, 127 Stat. 39 (2013)
- US Department of Homeland Security. *National Incident Management System, Third Edition*. Washington D.C.: DHS 2017

---

## REFERENCES

- Federal Emergency Management Agency. *Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans, Version 2.0*. Washington D.C.: DHS-FEMA, 2010
- Federal Emergency Management Agency. *Comprehensive Preparedness Guide (CPG) 201: Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review (SPR) Guide, Third Edition*. Washington D.C.: DHS-FEMA, 2018
- US Department of Homeland Security. *National Preparedness Goal, Second Edition*. Washington D.C.: DHS, 2015
- US Department of Homeland Security. *National Response Framework, Fourth Edition*. Washington D.C.: DHS, 2019
- US Department of Homeland Security. *Planning Considerations: Evacuation and Shelter-in-Place*. Washington D.C.: DHS, 2019
- Washington State Military Department- Emergency Management Division. *Washington State Comprehensive Emergency Management Plan*. Camp Murray, WA: WMD-EMD, 2019

## XI. Emergency Support Functions

The number system for the ESFs follows the format provided by the National Response Framework and Washington State's Comprehensive Emergency Management Plan. In some instances, the County relies on supporting jurisdictions for meeting the intended requirement as identified in the ESFs and Table 6, which identifies Primary and Supporting departments and agencies. For County departments, those roles are further addressed within each department's COOP annex.

## XII. Island County Support Annexes

The following existing and/or planned annexes support Island County's Comprehensive Emergency Management Plan. Those items for which the County relies on state, contracted services, or other jurisdictions to provide the essential service are indicated as such.

All references to other plans and documents are incorporated by reference as though the entire body of the document is part of this CEMP.

### Appendices:

#### Acronyms and Definitions (Appendix A)

### Annex Documents:

#### Emergency Support Functions (Annex A)

#### Continuity of Operations Plan (2023 – Not published on website)

### Separately Published Documents:

#### **Mt. Baker Glacier Peak Coordination Plan**

The purpose of this coordination plan is to identify certain common coordination tasks and responsibilities which various private sector, county, state, provincial, and federal agencies in the United States and Canada will need to accomplish before, during, and after a hazardous geologic incident at either volcano. This coordination plan supports (but does not supplant) each jurisdiction's and agency's Comprehensive Emergency Management Plan (CEMP).

<http://www.emd.wa.gov/plans/documents/PromulgatedVersionMtBakerGlacierPeakCoordinationPlanAugust2012-Expanded.pdf>

#### **Island County Transportation Recovery Plan Annex (2014): Disruption Scenario Information and Maps**

<http://mil.wa.gov/uploads/pdf/PLANS/island%20county%20annex.pdf>

#### **Puget Sound Regional Catastrophic Disaster Coordination Plan (2014):**

<http://mil.wa.gov/uploads/pdf/PLANS/coordinationplannew.pdf>

#### **Terrorism Plan Annex (Island County Sheriff's Dept. Annex)**

Island County relies on the Island County Sheriff's Department Terrorism Annex (published separately) to meet the requirements of this Annex document. Pursuant to RCW 42.56.420, distribution of this Annex is limited due to exemption from public disclosure.

#### **Various Checklists (Attached)**



**Table 5**  
**Emergency Support Function Organization and Functional Responsibility**

Function	Emergency Support Function Number	EMERGENCY SUPPORT FUNCTION																NON-COUNTY DEPARTMENT							
		Emergency Operations Center	P=Planning; O=Operations; L=Logistics; F=Finance; C=Command	Board of Commissioners	Administrative Services	Assessor	Auditor	Central Services	Clerk	Communications (ICOM 911)	Coroner	Corrections	Courts	Emergency Management	Facilities	General Services	Health Dept.	Human Resources	Planning and Community Services	Prosecutor / Legal	Public Works	Sheriff's Department	Treasurer		
Transportation	1	O/L							S		S	S						P	P		S	P	S		
Evacuation	1	P	S								P	S	S					S	P	P	S	P	S		P
Communication & Warning	2	C	S			P	P	P			P	S	S		S		S	S	P		S				
Public Works/ Engineering	3	O/P									S	S	S	S		P	S	P					S	S	
Fire	4	O									S	S	S	S			S	S		P					
Emergency Management	5	C	S	S	S	s	S	S	P	S	S	S	P	S	S	S	P	S	S	S		S		S	
Direction/Control	5	C	P	S	s	s	S	S	P	S		P	P		S	S	P	S	P	P	S	S	S	S	
Admin & Finance	5	F		P	P	p					S	P			S		S								
Mass Care	6	O/P		S	S	S			P	S		S		S	S	S					P	S			
Logistics/Resource	7	L	S	P	S	s	S			S		S	P	S	S	S			S		S			S	
Health/Med & Mort.	8	O/P							P		S		P		S					P		S			
Search & Rescue	9	O						S	S		P	S	S					S	P		S	S			
Hazardous Materials	10	O								S								S	S		P				P
Agriculture & Natural	11	P								P		S								P		S	S		

		EMERGENCY SUPPORT FUNCTION																				NON-COUNTY DEPARTMENT				
Resources																										
Energy/Utilities	12	O/P									S	S							P					P	P	
Public Safety & Security	13	O					S	S	S		P	S	S			S		S	P							P
Long-Term Recovery	14	P	P	S	S	S	S	S	S	S	P	S	S	S	S	P	S	S	S	S	S	S	S	S	S	
Damage Assessment	14	P	S	S	S	S	S	S	S	S	P	S	S	S	S	S	P	S	S	S	S	S	S	S	S	
External Affairs	15	O/P					P			S	P							P								P
Others	16																									
Legend:																										

## **CHECKLISTS**

- i. Go-Kits (Sample Attached)**
- ii. Bomb Threat Call Procedures (Data Capture Form for use during Bomb Threat Call)**

## GO-KIT CHECK LIST

	Preparedness Task	Description/Notes/Location
<input type="checkbox"/>	Contact list updated	Contact list stored _____ and _____.
<input type="checkbox"/>	Line of succession identified	
<input type="checkbox"/>	Alternate sites identified	
<input type="checkbox"/>	Support needs identified for alternate sites	
<input type="checkbox"/>	Department Go-Kit stocked	The COOP Kit is stored in _____.
<input type="checkbox"/>	Vital records identified	
<input type="checkbox"/>	Vital records stored offsite	
<input type="checkbox"/>	Vital records backed-up	All hard copy records have been stored digitally and are backed up _____ by IT.
<input type="checkbox"/>	Communications plan developed	

## Bomb Threat Call Procedures

---

- Keep caller on the line—the longer he/she talks, the more we can learn.
- Record as much of the message as possible on the form below—try to get exact words.
- Tell the caller (if applicable) that the building is occupied and that the threatened action could result in the death or serious injury to many innocent persons.
- Immediately upon termination of the call report information to Security.

Date:	Time of Call:	Time Caller Hung Up:	Ext. No.:
Exact message (if possible): <hr/> <hr/>			

### Ask Caller:

Where is bomb located? (Building, Floor, Room, etc.)

---

When will it go off?

---

What did it look like?

---

Why?

---

Who put it there?

---

Caller's Name?

---

### Information About Caller:

Where is caller? (Describe background and level of noise)

---

Sex:	Male	Female
------	------	--------

---

Pitch of Voice:	Low	Moderate	High
-----------------	-----	----------	------

---

Speech:	Stutter	Accent	Peculiar Dialect
---------	---------	--------	------------------

---

Other:

---

Estimated age:

---

Name and Room Number of Person Receiving Call:

---

Caller's Voice	Background Sounds	Threat Language	Report Call Immediately To:
Calm	Nasal	Voices	Well Spoken (Educated)
Angry	Stutter	Music	Foul
Excited	Lisp	Motor	Irrational
Slow	Raspy	Clear	Message Read by Threat Maker
Rapid	Deep	Crockery	Taped
Soft	Ragged	Street Noises	Incoherent
Loud	Clearing Throat	Office Machinery	
Laughter	Deep Breathing	Factory Machinery	
Crying	Cracking Voice	Animal Noises	
Normal	Disguised	Long Distance	
Distinct	Accent	House Noises	
Slurred	Whispered	PA System	