

## **GRANT COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT OPERATIONS BASIC PLAN**

### **I. INTRODUCTION**

#### **A. MISSION**

To coordinate all four phases of Emergency Management activities to protect people, property and the environment of Grant County and the incorporated City/Towns from the impacts of emergencies and disasters. To incorporate the National Incident Management System (NIMS) for command and control of emergency management operations.

#### **B. PURPOSE**

To maintain the Emergency Management program in activity phases of mitigation, preparedness, response and recovery during normal and emergency or disaster operations. To establish Emergency Management functions and responsibilities of Grant County agencies, departments, and elected officials. To maintain an Emergency Operations Center (EOC) capable of providing multi-functional support during the emergency or disaster. To provide the capability to move people away from harms way or instruct them as to proper personal protection.

#### **C. SCOPE**

This plan considers the emergencies and disasters likely to occur in Grant County and provides a comprehensive general framework for effective use of government, private sector, and volunteer resources. It also includes an outline of local government responsibilities in relation to state and federal disaster assistance programs under Public Law 93-288, as amended, and other applicable laws.

#### **D. ORGANIZATION**

Emergency Management evolved from the old Civil Defense program established by County ordinance; Chapter 2.32 of the County Code. Grant County Emergency Management continues to serve the rural areas of Grant County as well as the 14 incorporated cities and towns within the County. As directed by RCW 38.52 Grant County accepts the lead responsibility to provide an Emergency Management Program. Incorporated cities and towns are considered partners in the County program and may formally adopt by written agreement this Comprehensive Emergency Management Plan. (CEMP)

Emergency Management is organized under the Incident Command System (ICS) as shown in the Emergency Management Organization Chart, Emergency Support Function (ESF) 5: Emergency Management, Figure 1. The Chief Elected Officials of Grant County hire a Director for Emergency

Management who has specific authorities and duties as the department head. The Director gathers significant information on emergency situations, and provides the Chief Elected Officials with recommendations to proclaim a Declaration of Emergency. The Director hires supporting personnel to conduct planning and coordination of Emergency Management activities. The Director and staff are prepared to follow the chain of command of county government and to report to and activate the EOC for protection of the public when necessary.

## II. POLICIES

### A. Authorities

This plan was developed pursuant to the following County, State and Federal statutes and regulations:

1. Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act.
2. Code of Federal Regulations, Title 44, Part 205.
3. Public Law 920, Federal Civil Defense Act of 1950, as amended.
4. Public Law 960-342, Improved Civil Defense 1980.
5. Superfund Amendment and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA)
6. Revised Code of Washington RCW 38.52, Emergency Management.
7. Revised Code of Washington RCW 43.06, Governor's Emergency Powers.
8. Revised Code of Washington RCW 38.54, Fire Mobilization.
9. Washington Administrative Code 118.30, Emergency Management.
10. Grant County Civil Defense Ordinance, Chapter 2.32.  
  
*Note: Revision and repeal of Chapter 2.32 in proposal form, awaiting legal review.*
11. Homeland Security Act of 2002, and
12. Homeland Security Presidential Declaration Number 5, Management of Domestic Incidents.

### 13. Homeland Security Presidential Declaration Number 8, National Preparedness.

#### **B. Assignment of Responsibilities**

This plan presents the functional responsibilities accepted by designated county, cities/towns, agencies and other organizations. These are listed in Section V., Responsibilities of the Basic Plan. The functional responsibilities within Emergency Support Functions (ESFs) of local government agencies and other organizations correspond to the National Response Plan (NRP) and the Washington State Comprehensive Emergency Management Plan (CEMP) at the county level. The CEMP adopts the current procedures of the primary and support agencies to further define emergency operations.

#### **C. Limitations**

The local agencies/organizations will endeavor to make every reasonable effort to respond in the event of an emergency or disaster. However, local resources and operations may be overwhelmed. The responsibilities and tenets outlined in this plan will be fulfilled only if the situation, information exchange, extent of actual agency capabilities and resources are available. There is no guarantee implied by this plan that a perfect response to emergency or disaster incidents will be practical or possible.

### **III. SITUATION**

#### **A. Emergency/Disaster Conditions and Hazards**

1. Emergencies or disasters may occur in the county of Grant at any time causing significant human suffering, injury and death, public and private property damage, environmental degradation, economic hardship, and disruption of local government.
2. Grant County is vulnerable to natural disasters including, but not limited to: flooding, severe storms, earthquakes, fires, volcanic eruptions, drought, and high winds. Grant County is also subject to technological (human-caused) hazards such as the damaging effects of hazardous materials spills, releases, or explosions, accidents at fixed nuclear facilities, power outages, transportation accidents, dam failure, information technology failures, and acts of terrorism.
3. More detailed information is available in the Hazard Identification Vulnerability Assessment (HIVA), a supporting document to the CEMP. This is a planning tool designed to prepare the county and municipal agencies for the impacts of known and suspected hazard conditions. Vulnerability assessments are also identified in the Grant County All-Hazards Mitigation Plan, published separately.

## **B. Planning Assumptions**

1. Citizens, businesses, local agencies, and industries of the county will utilize their own resources and provide for themselves during the first three days of an emergency or disaster.
2. Municipalities and special purpose districts having their own tax base will be compliant through NIMS adoption.
3. The Emergency Operations Center (EOC) may be unable to satisfy all emergency resource requests during a major disaster or catastrophic event and will establish priorities for response and recovery support. Efforts to manage the disaster will be conducted according to the NIMS principles and strategies to the extent possible. However, the NIMS will not supercede all local needs and planning efforts.
4. Appropriate local agencies will, within their capabilities according to the four phases of emergency management, prepare for emergencies and disasters to ensure continuity of government, safe keeping of vital records and to mobilize in support of local responders by staffing the EOC.
5. Local agencies will communicate immediately with the EOC to report damage estimates and preliminary damage assessments of any disaster or emergency.
6. Local jurisdictions will comply with the intent of RCW 38.52, and as a minimum will:
  - a. Establish procedures to ensure effective continuity of government.
  - b. Establish a formal emergency management organization with facilities promulgated by local ordinance.
  - c. Prepare plans and procedures, by incorporating the four phases of emergency management, to effectively respond to emergencies and disasters within local capabilities.
  - d. Communicate with the EOC on the status of response and recovery to any disaster or emergency.
  - e. Request assistance and issue local emergency proclamations when deemed appropriate.
  - f. Establish procedures to ensure preservation of essential records and data.

7. State assistance may be available for disaster response, with coordination of State Emergency Management Division. Federal assistance is requested by the Governor.
8. Washington State agencies such as the Washington State Patrol operate within the county and coordination of the support they provide is treated as a local resource, rather than a coordinated support through the WA State EOC.
9. Emergency response will be dependent upon how notifications are made and how timely warnings are given. The public which protects itself will reduce the impacts of disaster and emergencies while the public which has not planned or prepared will continue to call for assistance.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. General**

1. Local government may experience impact from an emergency or disaster, which significantly reduces capabilities and resources. Emergency Management in local government is conducted under the universally accepted four emergency management phases; mitigation, preparedness, response and recovery. Emergency Management is a continuous process. Constant review of hazards and vulnerabilities with planning to mitigate, respond to and recover from impacts can be expected.
2. The Comprehensive Emergency Management Plan (CEMP) is designed to support actions of County and City/Town agencies in their efforts to conduct the four phases of emergency management activities. When the severity of the situation so dictates, the EOC will coordinate resources to support local agencies.
3. Emergency Management is responsible for the administration and overall coordination of the Emergency Management Program.
  - a. Chapter 38.52.070 of the Revised Code of Washington directs the establishment of local organizations or jurisdictions for emergency management in accordance with the CEMP. These organizations have responsibility of coordinating emergency management functions.
  - b. Emergency Management will assign emergency or disaster responsibilities based upon existing capabilities as provided in the local emergency or disaster preparedness plan. All such plans will be consistent with this plan and the RCW 38.52.070.
  - c. At the onset of an emergency or disaster, Emergency Management will

communicate with other agencies concerning the situation within the jurisdiction and describe what response or coordination efforts are being conducted. Emergency Management will provide immediate informal damage assessments and situation reports to the state Duty Officer.

4. Separate hazard-specific plans may apply to incidents of terrorism, hazardous materials, the US Department of Energy at Hanford, nuclear power plant, and other specific hazards as identified by the Hazard Identification and Vulnerability Assessment (HIVA). These plans are published separately and will be consistent, as a part of the County CEMP.
5. The EOC is organized under the basic concepts of the National Incident Management System (NIMS) which consists of seven functional areas: Executive, Supervisory, Finance, Operations, Logistics, Public Information, and Information Analysis and Planning. The NIMS concepts provide for effective management of all resources for small and large scale incidents at all levels of government.
  - a. Executive: This section is responsible for overall emergency policy as well as coordination of response and recovery efforts.
  - b. Supervisory: This section is responsible for the overall supervision of the activities at the Emergency Operations Center (EOC).
  - c. Finance: This section is responsible to coordinate payment of emergency supplies and costs, and to maintain disaster expenditure records and tracking response staff time sheets.
  - d. Operations: This section is responsible for managing tactical operations of the incident site directed toward reducing the immediate hazard, saving lives and property, and establishing situation control. In addition, coordinates the delivery of disaster assistance programs and oversight of subunits including branches (up to 5) and divisions/groups (up to 25).
  - e. Logistics: This section is responsible for coordinating resources from local jurisdictions and higher levels of government according to existing or emergency negotiated mutual aid agreements and understandings.
  - f. Public Information: This section is responsible for coordinating the dissemination of public information about the incident.
  - g. Information Analysis and Planning: This section is responsible for collecting, analyzing, and sharing information about a potential or

actual emergency or disaster to enhance response and recovery.

## **B. Emergency Management Concepts**

1. Mutual Aid will be requested and employed by agencies and jurisdictions when local resources have been or are about to be depleted.
2. The concept for EOC operations is to obtain and coordinate resources in support of local jurisdictions which have responsibility to respond to an emergency or disaster.
3. The Chief Elected Official has the authority and responsibility for emergency management in accordance with RCW 38.52. Upon the recommendation from the Director of Emergency Management, the Chief Elected Official may proclaim a Declaration of Emergency and invoke appropriate response and recovery actions. The proclamation allows expeditious resource procurement and directs maximum use of local assets.

### **4. Coordination**

- a. The Director of Emergency Management coordinates the activities of all organizations for Emergency Management within Grant County, and receives cooperation from local governments.
- b. Appointed field officers will coordinate Emergency Management functions in field operation centers and forward command posts. The coordination efforts will be the responsibility of the EOC staff, under the direction of the Emergency Management Director.

## **C. Direction and Control**

Direction and Control of emergency management functions is the responsibility of the Chief Elected Official of the county or incorporated city/town responsible for carrying out the policies. The Chief Elected Official provides direction and control to response agencies through the liaison positions of Emergency Operations Center (EOC) staff. The EOC provides a single coordination point for all agencies involved in the response to an emergency and also for coordination of emergency information released to the public and media. The EOC staff includes the following positions: Chief Elected Official, Emergency Manager, Law Enforcement, Public Information, Health District, Operations Coordinator, Fire Coordinator, Communications Coordinator, Public Works, American Red Cross, State Liaison, and Business and Industry Facility Liaison.

An emergency or disaster can impact a town or city and the entire county. Normal emergency response activities will take place at the onset of any

emergency. The elected official of the jurisdiction will normally direct operational command to be handled by the Police Chief or Fire Chief. In some cases there may be a unified command. When an emergency or disaster threatens the entire county the Chief Elected Official of the county is in command of a county wide emergency or disaster. A unified command with the Sheriff in charge of law enforcement will command emergency operations. Cities and towns will continue their local efforts with support and resource coordinated with the county. A Declaration of Disaster by the county can summon support from the State of Washington.

#### **D. Emergency Operations Facilities**

1. Emergency Management maintains a central point of coordination where reasonable space will be made available for the EOC staff. The "Primary" Emergency Operations Center (EOC) is located at 6500 32nd Ave NE, Moses Lake WA with a 24-hour-a-day warning and communications capability. Operating procedures and interagency agreements will be maintained to assure the facility is adequately staffed and equipped.
2. The EOC will be equipped with informational display materials, internal communications, and additional supporting equipment and supplies. This is to insure an effective emergency operation. In addition, emergency power generation capabilities and other special facilities to allow continuous operations apart from normal public utilities and services will be maintained and operational.
3. A disaster response action may be accomplished with or without activation of the EOC. The decision to activate the EOC can be made by the Chief Elected Official, or the Director of Emergency Management. The Chief Elected Official or Director may choose to conduct operations at an alternate location.

#### **E. Mitigation Activities**

Primary and Support Agencies of local government shall include in their normal operations, activities to reduce risk to life and property. These activities include but may not be limited to enforcement of building codes, land use regulations, planning for hazard zones, assessment and up grade of communications, specialized training for emergency responders of Fire Services, EMS, Law Enforcement and hospital emergency staff.

Emergency Management establishes and maintains the Grant County All-Hazard Mitigation Plan, which is a multi-jurisdictional effort to reduce risks to hazards in Grant County. Several current or potential mitigation strategies are identified in the plan such as critical facility relocation, retrofitting of structures, and backup power resources. The mitigation plan is printed and

published separately.

#### **F. Preparedness Activities**

Emergency Management will develop and maintain emergency/disaster response plans for Grant County (including incorporated cities and towns) to insure proper and effective response procedures with available resources utilized in the most effective coordination. Emergency Management will insure that training is provided and coordinated exercises or drills are conducted to insure planning is accurate and coordination is effective. Emergency Management will develop, maintain, and exercise activation plans for the Emergency Alert System (EAS) which will provide alerts and warning messages to the citizens of Grant County of any impending emergency or disaster when normal utilities are in working order.

#### **G. Response Activities**

1. Local agencies should establish response strategies and Emergency Operating Procedures to be taken immediately before, during, and directly after an emergency to save lives, minimize property damage, and enhance the effectiveness of disaster recovery.

2. Agencies should establish the following:

a. Establish procedures for notification:

- i. Processing emergency calls or information.
- ii. Activation of emergency plans.
- iii. Notification of personnel who have disaster management duties.
- iv. Mobilization of services.

b. Implement communications procedures; including data and voice, in support of emergency operations.

c. Establish procedures to disseminate and respond to requests for disaster information involving employees, emergency responders, the public, and the media.

d. Establish procedures for evacuation and sheltering in place.

e. Personnel identification and accountability,

All first response agencies should establish procedures for:

- i. Access control to the area affected by the disaster.
- ii. Identify personnel engaged in activities at the incident.
- iii. Accounts for personnel engaged in incident activities.

- f. Implement procedures for providing or requesting mass care for personnel or affected populations.
- g. Establish procedures to provide for mental and physical well being of individuals affected by the emergency or disaster.
- h. Implement procedures to recover, identify, and safeguard remains as part of fatality management.
- i. Establish lead for Recovery Task Force for (in) recovery operations.

## **H. Recovery Activities**

1. Local government should establish disaster recovery and business continuity strategies to return to minimum operating standards and long-term activities designed to return life and business operation to normal or improved levels. Local agencies should conduct a pre-incident impact analysis in order to establish short and long term recovery goals and objectives. An agency impact assessment should consider:
  - a. Economic impact.
  - b. Regulatory and contractual requirements.
  - c. Health and safety.
  - d. Environmental impact.
2. Short term recovery goals should consider:
  - a. Identified essential records, vital systems and operations.
  - b. Establish priorities of reinstatement of system and operations.
  - c. Establish maximum acceptable down-time before reinstatement to an acceptable system and operational level.
  - d. Identify minimum resources needed to accomplish the resumption.
3. Long-term recovery goals should consider, but not be limited to:
  - a. Strategic planning.

- b. Management and coordination of activities.
- c. Recovery funding and fiscal management.
- d. Management of volunteers, contracts, and entity resources.
- e. Opportunities for mitigation.

#### **4. Recovery Tasks and Responsibilities**

Local government should identify a Recovery Task Force and responsibilities in order to achieve short and long term goals and objectives. Local agencies should include, but are not limited to, the following:

- a. Organization and staffing for continuity of government.
- b. Essential records, recovery, and restoration.
- c. Resource procurement.
- d. Restoration of utility services.
- e. Damage assessment record keeping and documentation.
- f. Public and employee information.
- g. Agency, entity, county and community coordination.
- h. Debris and waste removal.
- i. Restoration and salvage.
- j. Personnel reunification.
- k. Identifying resources and obtaining funding.

#### **5. Post-Disaster Situation**

Local government should conduct a post-disaster situation analysis, to review and determine the effectiveness of pre-established tasks and responsibilities and to document any crucial lessons-learned.

## **V. RESPONSIBILITIES**

### **A. Purpose**

To identify local agencies and other participating emergency management agencies and organizations responsible for emergency management. Local

agencies have a two-fold responsibility for implementing an emergency management program. Each responsibility is equally important and does not take precedence over the other. Local agencies should be prepared to mitigate, prepare for, respond to, and recover from any emergency or disaster. Additionally, they must provide resources and disaster assistance to local government, jurisdictions and other organizations.

It is the responsibility of Grant County Emergency Management to maintain this CEMP and to conduct a review process for the involved agencies. The review process should occur on an annual basis. Reviews make the plan subject to adjustments, which will be documented in the Record of Changes. The plan will not be redistributed until there are enough revisions to warrant printing and distributing a new document. This determination is made by the Director of Emergency Management. Changes in State and Federal planning requirements will also be considered.

## **B. Concept of Operations-Overview**

County, city/town, local agencies and organizations with primary responsibilities and supporting roles will perform Emergency Support Functions as shown below. *A matrix is provided to show the agency or departments primary responsibilities and supporting roles for each Emergency Support Function.*

## **C. Agency or Department Responsibilities**

### **1. Chief Elected Officials**

Establish and maintain an Emergency Management organization, to include staffing for normal activities and emergencies or disasters. Support local agencies in participation and emergency management plans, exercises and training.

### **2. Emergency Management**

Coordinate and maintain the phases and activities of emergency management contained within the CEMP in coordination and assistance of the local governments.

### **3. Communications**

Establish and maintain effective communications and backup systems to coordinate response and recovery activities through out the county.

### **4. Law Enforcement**

Law enforcement is responsible for enforcement of laws, traffic control, search and rescue, hazardous materials, radiological monitoring, decontamination and emergency highway or road traffic regulations, example establish and protect all crime scenes.

**5. Auditor's Office**

Responsible for economic stabilization, supply and resource management for the event and safeguarding critical records.

**6. Treasurer's Office**

Emergency fiscal services during an event.

**7. Assessor's Office**

Conduct damage assessment during response and recovery by making special efforts to preserve vital records.

**8. Fire Departments/Districts and Port Fire Services**

Responsible for fire fighting, light rescue, radiological monitoring, hazardous material initial scene assessment, isolation, containment and decontamination procedures.

**9. Health District**

The Health District and personnel shall be responsible for emergency health and sanitation, radiological monitoring and decontamination. Identification of communicable diseases, determining needs for isolation or quarantine. Conducting inoculation and vaccination clinics. Assisting in mental health counseling and provide support for Washington State Health Agencies.

**10. Emergency Medical Services**

Public ambulance services throughout the county shall be responsible for basic and advance life saving and emergency medical care and transport to emergency medical facilities. Including radiological monitoring, hazardous material initial scene assessment, isolation, containment and decontamination procedures. Personnel may include EMT's, paramedic, first responders. American Red Cross Volunteers, when activated by response are also available to assist the emergency operations for First Aid.

**11. Coroner**

Responsibility for emergency morgue facilities, care for the deceased, including identification, mortuary services and notification of the next of kin.

**12. Grant Mental Health**

Responsible to provide mental health care and counseling to disaster victims and emergency workers.

**13. Public Works/Engineers**

Engineering responsibilities include emergency engineering services and heavy rescue, emergency highway road traffic regulations, road closures,

detours, and evacuation routing etc.

**14. Grant Co Public Utility District**

Provide services to restore electrical power on a priority basis, repair damage generating facilities, and remove downed electrical lines.

**15. Local Telephone Companies**

Maintain telephone service on a priority basis in the Emergency Operations Center, hospitals and other key facilities.

**16. American Red Cross**

Provide food, shelter and first aid to disaster victims and emergency workers, and coordinate with the Salvation Army and other social agencies to provide individualized assistance to families. Coordinate with schools districts to provide facilities for Mass Care operations, and will handle welfare inquires from concerned family members outside of disaster area.

**17. Salvation Army**

Responsibilities to coordination with American Red Cross and other agencies, provided food, clothing and other supplies, and counseling and chaplain services needed by disaster victims or emergency workers.

**18. School Districts**

School District will provide facilities and personnel for mass care, and may be asked to provide buses for transportation support.

**19. Grant Transit Authority**

Coordination of buses for transportation support.

**20. Grant County Extension Services**

In cooperation with regulatory agencies provide information and education to the general public regarding diseases in plants and animals. Provide assistance to the WA Department of Agriculture Services in management of food control, isolation and quarantine of disease in animals.

**21. RACES**

Coordination of emergency communications with emergency management to augment emergency response agencies

**22. State Government**

See State CEMP

**23. Federal Government**

See Federal Response Plan

**Note:** *Other departments and agencies within Grant County and its jurisdictions, although not specifically mentioned in the plan, may be asked by the Elected Officials or Emergency Manager in times of emergency or disaster, to provide personnel to other departments as needed and to perform other emergency tasks as assigned.*