

BASIC PLAN

I. INTRODUCTION

A. Mission

The Emergency Management Director is designated by the City Council to assist government in its responsibility to preserve lives, protect property and the environment, and to ensure public health in times of natural or technological disasters, and to take the actions necessary to mitigate the effects of such disasters to the extent possible.

This duty is served by adopting a system of emergency management programs, plans and procedures that define emergency strategies, recognize jurisdictional differences, identify resources, combine essential services and define the responsibilities of each participant.

B. Purpose: This document is the disaster plan required by law and is the basis upon which an integrated system of emergency management is established in accordance with the requirements of Chapter 38.52 Revised Code of Washington.

C. Scope: This plan considers the emergencies and disasters likely to occur as described in the Washington State Hazard Identification and Vulnerability Analysis (*HIVA*) and provides:

1. A comprehensive framework for effective use of government, private sector and volunteer resources.
2. An outline of local government responsibilities in emergency management activities as described under RCW 38.52 and other applicable laws.

D. Organization

1. The Director of the Department of Public Works serves as the Director of Emergency Management.
2. The Director will review, recommend, and advise the City Manager and the City Council on all issues pertaining to emergency preparedness, including mutual aid plans and agreements, ordinances, resolutions, rules and regulations as necessary to implement such plans and agreements.
3. The day-to-day organizational structure of the city and related emergency response agencies serves as the basis for all responses for major emergency and disaster situations. Each employee's role will operate within the general structure of his or her assignment.
4. All of the personnel, services and facilities of local government become part of the emergency management organization as needed in times of community crisis. Other governmental and quasi-governmental agencies may commit their resources under the coordination of this plan by means of cooperative or interlocal agreements or as otherwise provided.
5. Many private agencies and organizations have assumed emergency roles during disaster.

In doing so they become a part of the emergency management organization according to this plan, and agree to coordinate their activities in the same manner as the local government agencies.

II. POLICIES

- A. **Authorities:** This plan was developed, promulgated, and is maintained pursuant to the following local, state and federal statutes and regulations:
1. Inter-local agreements (Cities of Sequim, Port Angeles, Forks, and Clallam County as appropriate)
 2. Washington State Emergency Services statute, Chapter 38.52 Revised Code of Washington, as amended.
 3. Public Law 920, Federal Civil Defense Act of 1950, as amended.
 4. Code of Federal Regulations, Title 44, Part 205
 5. Public Law 93-288, Disaster Relief Act of 1988, as amended.
- B. **Assignment of Responsibilities:** In carrying out the provisions of the emergency management program, the legislative authorities of the political subdivisions of the state are responsible for utilizing the services, equipment, supplies and facilities of existing departments; and the personnel of such departments are directed to cooperate with the emergency management organization upon request (reference RCW 38.52.110). Details on the emergency responsibilities of each department are located in the supporting plans.
- C. **LEGISLATIVE AUTHORITY - City Council - Responsible for:**
1. **EMERGENCY MANAGEMENT:** Participate in the emergency management program and provide overall direction in the development of emergency preparedness, response and recovery programs.
 2. **PROCLAMATION OF EMERGENCY:** Activation of the appropriate parts of this plan, and certain emergency powers, by proclamation of emergency. In order to request state or federal assistance a proclamation of emergency must be made by the local legislative authority.
 3. **LOCAL GOVERNMENT RESOURCES:** Ensure that all available local government resources are used to the maximum extent possible in responding to the needs of the community in a crisis.
 4. **EMERGENCY EXPENDITURES:** Authorize expenditure of funds necessary to combat the disaster, protect health and safety of persons and property, and provide assistance to disaster victims, as appropriate.
 5. **PRIORITIZING EMERGENCY RESOURCES:** Policy level decisions involving the acquisition and distribution of food and water, supplies, equipment and other material when critical shortages exist or are anticipated.
 6. **IMPRESSMENT OF CITIZENS:** Command the services and equipment of private citizens

as necessary in response to the disaster after proclamation by the governor.

- D. CITY MANAGER: Shall act as the single point of contact for emergency policy decisions and as otherwise empowered. His/her primary duty is to act as the point of contact between jurisdictions at the policy level with regard to issues of joint interest.
- E. EMERGENCY MANAGEMENT DIRECTOR: Responsible for establishing and maintaining emergency response capabilities, including planning, staff training, development of incident facilities, dissemination and implementation of plans.
- F. INCIDENT COMMAND AGENCIES: Responsible for providing trained incident managers and staff when required; responsible for management of the emergency response and recovery according to the plan, and responsible for establishing on-location direction and control facilities.
- G. PARTICIPATING AGENCIES AND ORGANIZATIONS: Responsible for providing staff as appropriate in time of emergency, participating in training and exercises, providing representatives to the incident management as a point of contact during emergencies, committing workers, equipment and resources to the cooperative effort.
- H. LIMITATIONS AND EXCLUSIONS:
 - 1. No guarantee of a comprehensive response to all possible scenarios is expressed or implied by this plan. The possibility of local resources becoming overwhelmed is a reality, the participating jurisdictions can only endeavor to make a reasonable effort to respond based on the situation, information and resources available at the time of the disaster.
 - 2. Not all emergency situations can be foreseen. The community emergency management system must be able to adapt rapidly to unique conditions. This may include multi-jurisdictional situations as well as simultaneous events. The Peninsula Regional Emergency Plan was implemented in 1996 as a cooperative effort of The City of Sequim and the Cities of Port Angeles, Sequim, and Forks, and the member agencies and organizations of the Peninsula Regional Emergency Planning (PREP) Council. The "seamless" multi-jurisdictional approach reflected in that plan is a means of ensuring the best use of local response and recovery resources in time of community crisis. No attempt will be made in this document to specify all the possibilities and intricacies associated with every type of disaster which might conceivably develop.
 - 3. The disaster response and relief activities of government may be limited by:
 - a. Inability of citizens to survive on their own for more than three days without additional supplies of water, food, shelter and medical supplies.
 - b. Lack of police, fire, emergency medical services and public works response due to damage to facilities, equipment and shortages of personnel.
 - c. The shortage of critical drugs and medicines at medical facilities.
 - d. The shortage of trained response personnel and equipment needed to handle a disaster.
 - e. Damage to lifelines, such as roads, utilities and communication networks.

- f. Damage to response communication networks, telephone and/or overload of the communications 9-1-1 system.
- g. The delay of arrival of outside assistance from either the state or federal level.
- h. The limited number of public safety responders in a rural jurisdiction.

III. SITUATION

A. Emergency/Disaster Conditions and Hazards:

- 1. The City of Sequim is subject to a full range of natural and technological hazards that could represent a serious threat to public safety and health, property and the environment. This plan is designed to help meet the unique needs of the impacted populous, whatever the nature and scope of the incident. This plan is developed in accordance with an "ALL HAZARDS" approach.
- 2. Limited response resources, and the relative isolation from timely outside assistance, a comprehensive method of sharing resources and effectively combining local forces is necessary. Peninsula Regional Emergency Planning (PREP) Council was formed to meet that need.

B. Planning Assumptions

- 1. Coordination between emergency response organizations is a daily reality. This interaction is based on the frequent and routine practice of those relationships.
- 2. Demand on emergency response agencies becomes much greater in times of crisis, and the prioritization of response to an emergency becomes critical. In addition, the resource of many of the supporting public and private organizations that normally do not interact except in a crisis, need to be mobilized on a cooperative basis.
- 3. The North Olympic Peninsula is geographically isolated with limited transportation routes. In the event of a wide-spread disaster the community cannot rely on significant outside assistance. The primary response to disaster falls on local government and each individual citizen.
- 4. Citizens, businesses, government agencies, and industries will utilize their own resources and provide for themselves during the first three days of an emergency or disaster.
- 5. Implementation of some portions of this plan may not require a proclamation of emergency. Initial response can be activated by the designated lead agency. In times of emergency with significant community impact, however, a proclamation of emergency is necessary in order to activate defined emergency powers, to make an extraordinary commitment of local resources, or as a prerequisite to seeking state and federal disaster assistance.
- 6. A free market economy and existing distribution systems should be maintained as the primary means for continuing operations of the economic and private sector systems. Normal business procedures may require modification to provide essential resources and services.
- 7. Federal and state agencies will respond, when requested, according to their established

plans and will participate in the local Incident Command System, as appropriate.

IV. CONCEPT OF OPERATIONS

A. General

1. Emergency management is conducted under the generally accepted four emergency management phases: mitigation, preparedness, response and recovery. Emergency preparedness is a constant and continuous process.
2. The comprehensive emergency management plan is designed to guide the general actions of local government agencies in their efforts to conduct the four phases of emergency management activities.
3. The Director is responsible for the administration and overall coordination of the emergency management program for The City of Sequim.

B. Emergency Management Concepts: When a disaster is imminent or has occurred, the Emergency Management program will operate under these basic guidelines:

1. Determine the scope of the situation; mobilize and commit initial emergency response resources as required by the nature of the emergency.
2. Establish incident command and assume coordination of local resources. Take action to protect lives, property and the environment.
3. Activate the appropriate segments of the emergency management organization.
4. Activate and staff Emergency Operations Center (EOC).
5. Establish liaison with Clallam County and adjacent jurisdictions, if appropriate.
6. Call for mutual aid resources, if needed.
7. Obtain proclamation of emergency if necessary to activate emergency powers. Suspend normal non-essential activities, and divert local resources to augment disaster response and recovery.
8. If disaster conditions appear likely to exceed local capabilities, request support from the state through the state's Emergency Management Division (EMD). A local proclamation of emergency will be necessary.
9. EMD will evaluate local resource commitment, and state resources may be authorized if available.
10. In the event that the capabilities of state government are exceeded, federal disaster assistance may be requested by the Governor.
11. Establish local policies and control mechanisms to restore equilibrium, minimize economic dislocation, stabilize prices, preserve existing institutions and organizations, re-establish community services.

12. Mobilize available local, state and federal resources to restore the community to its pre-disaster state to the fullest extent possible.

C. Direction and Control

1. Incident Command System: The Incident Command System (ICS) is the basis for all direction, control and coordination of emergency response and recovery efforts conducted under this plan. The authority of the incident commander is limited to those powers specifically granted by statute or derived from the plan. Emergency response and support agencies/ organizations agree to carry out their objectives in support of the incident command structure to the fullest extent possible.
2. Incident Command Agency: Designation of the incident command agency, and assumption of incident coordination, will follow statutory responsibilities when applicable. Designation of the incident commander is based on the following criteria:
 - a. Specific or implied authority or responsibility, or as otherwise identified in this plan.
 - b. Recognized expertise of official or agency personnel.
 - c. Assumption of responsibility by the official agency.
3. Response for Levels of Incident Severity: Planning and response actions will be based on the severity of the incident. Identification of plan conditions will provide for some activation to take place automatically, while retaining the necessary control over major commitment of resources at the legislative level. Response levels may be terminated or reduced at any time by the same authority.
 - a. LEVEL 0: Daily, routine emergency response. Disaster readiness is achieved by the maintenance of twenty-four hour coverage by local emergency service agencies operating on internal procedures.
 - b. LEVEL 1: Unusual occurrences which can be dealt with using existing local resources without outside help (or minimal mutual aid assistance), and which are short term in nature and limited in scope. Incident command is routinely established in the event that the situation expands unexpectedly. A command post may be established, dispatch assistance can be used, or the EOC can be activated to Level 1 as a resource coordination center, as appropriate.
 - c. LEVEL 2: Situations which are larger in scope and require the use of mutual aid resources, or special procedures for dealing with the emergency. Single jurisdiction/multi-agency events where broader application of ICS protocols are required to ensure coordination. A command post will be established if site specific, and the EOC may be activated as appropriate.
 - d. LEVEL 3: Broad scope community emergencies with long term impact representing a significant threat to life, property and/or the environment; requiring a substantial commitment of personnel, equipment and facilities; requiring considerable outside help. Multi-jurisdictional / multi-agency events which require unified command in order to ensure effective coordination. EOC should be activated to coordinate resources and information.

- e. LEVEL 4: Recovery activities. These include long-term reconstruction of public facilities, detailed damage assessment (joint local/state/federal teams), debris clearance, establishment of disaster assistance centers, and community restoration projects.

D. Implementation of the Plan:

1. LEVEL 1: The appropriate incident command agency, or the first incident command agency representative on scene, may activate Plan Level 1 protocols under the following guidelines:
 - a. The incident falls within a specific category for activation of unusual occurrence protocols at Plan Level 1 in accordance with the plan.
 - b. The incident is of such nature and scope as to appear to require unique direction and control protocols in order to ensure effective multi-agency coordination.
2. LEVEL 2: The EM Director may order activation of Plan Level 2 protocols under the following guidelines:
 - a. The incident falls within a specific category for activation of the provisions of this plan at Plan Level 2.
 - b. The incident has occurred, or appears to be imminent based on the best information available, which is of such nature and scope as to require an extraordinary commitment of local emergency response and recovery resources in order to meet actual or potential community needs.
 - c. The resources activated at Plan Level 1 appear to be inadequate, and acceleration of response is necessary in order to meet emergency needs.
3. LEVEL 3: The Sequim City Council may activate this plan level by proclamation of emergency under the following guidelines:
 - a. An incident has occurred, or is clearly imminent based on the best information available, which is a significant threat to life, property or environment, and when such event is of such nature and scope as to exceed the ability of local government to respond effectively to the needs of the community without the imposition of emergency powers.
 - b. The emergency response and recovery resources activated at Plan Level 2 appear to be inadequate and acceleration of response is necessary in order to meet emergency needs.
4. LEVEL 4: The legislative body, with the recommendation of the Incident Commander, or the EM Director, may terminate the response phase (Level 1, Level 2 or Level 3) and move into a disaster recovery mode when appropriate.

E. Emergency Operations Facilities

1. Emergency Operations Center (EOC): The EOC is utilized in large scale incidents for coordination of resources, incident information coordination, and as a point of contact for

legislative authorities. Public safety agencies will make available command level personnel for staffing of the EOC and all other agencies and departments will make personnel available to the EOC, as appropriate.

2. The The City of Sequim EOC is located at Headquarters Station, Clallam County Fire District No. 3.
3. Staffing Responsibility: Designated personnel from various departments will be identified and trained in incident command positions as identified in the plan, as appropriate.

F. Mitigation Activities

1. Individual city departments should develop a mitigation plan to establish interim and long-term actions to eliminate hazards, or to reduce the effects of those hazards that cannot be eliminated.
2. As a minimum, mitigation should consider the following strategies:
 - a. Remove or eliminate the hazard.
 - b. Reduce or limit the amount or size of the hazard.
 - c. Segregate the hazard from that which is to be protected.
 - d. Reduce the likelihood of a hazard occurring.
 - e. Establish hazard warning and communication procedures.
 - f. Conduct training and education, plan testing exercises, and plan maintenance.

G. Preparedness Activities

1. Each department should develop and implement actions to be taken in advance of an emergency to develop operational capabilities and facilitate an effective response in the event a disaster occurs.
2. Lines of authority should be identified and documents for the continuity of government, should be protected. Internal agency individuals and departments, and external agencies with responsibilities during assessment and mitigation, preparedness, response, and recovery phases should be identified and documented.

H. Response Activities

1. Each department should establish response strategies and actions to be taken immediately before, during, or directly after an emergency occurs, to save lives, minimize damage to property, and enhance the effectiveness in disaster recovery and business resumption.
2. Individual departments should establish the following response procedures for:
 - a. Processing emergency call information.
 - b. Activation of disaster management plan.

- c. Notification of personnel who have disaster management duties.
 - d. Mobilization or demobilization of services.
 - e. Continuity of government.
- 3. Communications procedures, including data and voice, in support of disaster management should be established.
 - 4. Procedures to disseminate and respond to requests for pre-disaster, disaster, and post-disaster information involving employees, responders, the public, and the media should be established.
 - 5. Procedures to authorize, initiate and accomplish evacuation or sheltering in place should be established.
 - 6. Each department should establish procedures for:
 - a. Control of access to the area affected by the disaster.
 - b. Identification of personnel engaged in incident activities.
 - c. Accountability of personnel engaged in the incident.
- I. Recovery Activities
- 1. Departmental plans should establish disaster recovery and business resumption strategies and activities to return vital life support systems to minimum operating standards and long-term activity designed to return life and business operations to normal levels.
 - 2. Departments should identify recovery tasks and responsibilities in order to achieve short and long term goals and objectives. Departments should include, but not limited to, the following recovery tasks and responsibilities into their disaster management plan:
 - a. Organization and staffing for continuity of government.
 - b. Essential records recovery and restoration.
 - c. Resource procurement.
 - d. Restoration of utility services.
 - e. Record keeping and documentation.
 - f. Public and employee information.
 - g. Agency, entity, and community coordination.
 - h. Debris and waste removal.
 - i. Restoration and salvage.

- j. Personnel reunification.
- k. Identifying of resources and obtaining funding.

V. RESPONSIBILITIES

- A. Purpose: To identify departmental responsibilities for emergency management. Departments and organizations should be prepared to mitigate, prepare for, respond to, and recover from an emergency or disaster.
- B. Department responsibilities: All departments within local government have emergency management responsibilities. These responsibilities are included in the four phases of emergency management categories. Activities that may be undertaken include, but are not limited to:
 - 1. Preparing and maintaining a safe work place.
 - 2. Identify key personnel to staff organization during emergency situations.
 - 3. Develop and maintain a chain of command to ensure continued operations in the event key personnel are not available.
 - 4. Develop and maintain emergency management suggested operating procedures, and checklists.
- C. In order to make the most effective use of the services, equipment, supplies, and facilities of existing departments, assignments may apply as required by the nature of the emergency. The Director of Public Works is the designated the Emergency Management Director. The Emergency Management Division of the Department of Public Works is responsible for coordination of city response and recovery for all disaster situations.
- D. Emergency Management:
 - 1. Establishes the local emergency management organization, to include staffing for normal activities and emergencies and disasters.
 - 2. Prepares a comprehensive plan and program for the emergency management of local government. Advises and assists local agencies in the development of emergency or disaster plans and programs.
 - 3. Prepares local proclamation of emergency for the City Council.
 - 4. Provides for the registration of emergency workers in accordance with WAC 118-04.
 - 5. Obtains a state mission number for emergencies and disasters for the liability coverage and indemnification to registered emergency workers in accordance with Chapter 38.52.180 of Revised Code of Washington.
 - 6. Provides for communications coordination and support.
 - 7. Maintains the emergency operations center for direction and control support.

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8. Coordinates emergency and disaster information and requests with Clallam County Emergency Management and/or state EMD.
9. Maintains a continuous readiness and response capabilities through a 24-hour duty officer system.
10. Coordinates damage assessment efforts in the city.
11. Representation on Stabilization and Recovery Committee when established after a major disaster.