



City of  
**Bellingham**  
WASHINGTON

# COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

2025

BELLINGHAM OFFICE  
OF EMERGENCY  
MANAGEMENT





STATE OF WASHINGTON  
MILITARY DEPARTMENT  
EMERGENCY MANAGEMENT DIVISION  
*MS: TA-20 Building 20 • Camp Murray, Washington 98430-5122*  
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June 25, 2025

Liz Coogan  
Office of Emergency Management  
City of Bellingham  
1800 Broadway  
Bellingham, WA 98225

Re: City of Bellingham Comprehensive Emergency Management Plan

Dear Ms. Coogan:

Thank you for submitting the City of Bellingham's Comprehensive Emergency Management Plan (CEMP) for our review as required under RCW 38.52.070. Congratulations on completing this significant accomplishment.

The enclosed documents provide a compilation of recommendations for your next planning and review cycle to meet the requirements of chapter 38.52 RCW and chapter 118-30 WAC. Addressing the lawful requirements category will ensure your CEMP's continued consistency with the State CEMP and incorporate industry's best practices. The Washington Emergency Management Division (EMD) looks forward to receiving the next iteration of the City of Bellingham's CEMP in five years.

To better incorporate the use of core capabilities and make the CEMP a more operational document, CEMP development in Washington has undergone significant changes. If you would like additional information or assistance, please contact EMD's Planning Section at [emdcempreview@mil.wa.gov](mailto:emdcempreview@mil.wa.gov).

Sincerely,

A handwritten signature in blue ink that reads "Jawalla for".

Robert Ezelle  
Director

**RESOLUTION NO. 2025-27****A RESOLUTION RELATING TO THE CITY'S COMPREHENSIVE EMERGENCY MANAGEMENT PLAN, 2025 UPDATE; REQUESTING THAT THE PLAN BE APPROVED AND ADOPTED BY THE CITY COUNCIL**

**WHEREAS,** The CEMP represents the framework for City disaster preparedness, mitigation, response and recovery activities. The CEMP details authorities, functions and responsibilities to establish a mutually cooperative plan of action between City Departments and other public and private entities in response to emergencies and disasters. The CEMP will be used to enhance the City's capabilities in reducing the impact from a disaster or significant event to citizens, the environment, the economy and property;

**WHEREAS,** The CEMP supports the National Incident Management System (NIMS) compliance requirements and utilizes the NIMS Incident Command System (ICS). This plan was prepared to be consistent with the State of Washington Comprehensive Emergency Management Plan and the National Planning Frameworks. This plan complies with content requirements of Chapter 38.52 Revised Code of Washington and Title 118-30 Washington Administrative Code;

**WHEREAS,** Department Directors are reminded of their responsibilities concerning emergency management; specifically, to support and participate in assignments, attend training and exercises, and maintain internal Department plans that allow for the continuation of services during and following a disaster or significant event. All City of Bellingham Line of Succession personnel, Department Directors, and recipients of the CEMP should review this document and become familiar with their obligations and responsibilities.

**WHEREAS,** The CEMP Basic Plan, Appendices, and Annexes will be revised on a multi-year review schedule established by The Washington State Military Department's Emergency Management Division. Notwithstanding the State's review schedule, the Bellingham Office of Emergency Management will assess the CEMP on a continual, at least annual, basis and collate suggested updates from other sources such as local, state and federal agencies;

**WHEREAS,** this plan is effective immediately and replaces all previous versions.

**NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF BELLINGHAM:**

The 2025 Comprehensive Emergency Management Plan, attached hereto as Exhibit A, is hereby adopted.

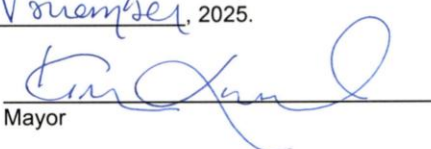
**PASSED** by the Council this 17th day of November, 2025.


  
\_\_\_\_\_  
Council President

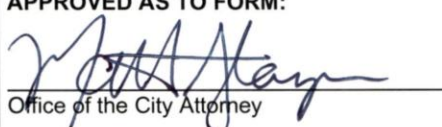
Res 2025-27 AB -24755.docx(1)

City of Bellingham  
City Attorney  
210 Lottie Street  
Bellingham, Washington 98225  
360-778-8270

APPROVED by me this 21<sup>st</sup> day of November, 2025.

  
Mayor

ATTEST:   
Finance Director

APPROVED AS TO FORM:  
  
Office of the City Attorney

Res 2025-27 AB -24755.docx(2)

City of Bellingham  
City Attorney  
210 Lottie Street  
Bellingham, Washington 98225  
360-778-8270

## **Plan Implementation and Maintenance**


As required by law, the City of Bellingham established a Comprehensive Emergency Management Plan (CEMP) to provide the framework for citywide mitigation, preparedness, response, and recovery activities. This plan describes the basic strategies, assumptions, operational objectives, and mechanisms through which the City will mobilize resources and conduct activities to guide and support local emergency management efforts. In doing so, the plan provides a structure for standardizing coordination citywide and facilitates interoperability between local, state, and federal governments. The plan reflects current best practices and is designed to be flexible, adaptable, and scalable.

The CEMP is a continually evolving body of work and is updated and maintained by the City of Bellingham Fire Department Office of Emergency Management. The plan is revised on a routine multi-year maintenance schedule and submitted for review to the State of Washington Emergency Management Division.

This update to the City of Bellingham's Comprehensive Emergency Management Plan supersedes all previous versions.



Jonah Stinson, Emergency Management Plans Coordinator  
Bellingham Fire Department Office of Emergency Management



Liz Coogan, Emergency Manager  
Bellingham Fire Department Office of Emergency Management

**Record of Changes**

Change Number: YR-XXX	Date of Change: MM/YYYY	Change Summary/Sections Affected	Position Name/Initials

[Return to Table of Contents](#)

## **Table of Contents**

<b>1. Basic Plan Introduction</b>	<b>9</b>
1.1. Purpose	9
1.2. Scope	9
2.2. Laws and Authorities	10
2.3. Situation Overview	11
2.4. Planning Assumptions	14
<b>3. Concept of Operations</b>	<b>15</b>
3.1. General	15
3.2. Whole Community Involvement	15
2.3. Operational Objectives	16
2.3.1 Incident Management	16
2.3.2 NIMS Components to Achieve Priorities	16
2.4. Request for a Proclamation of Emergency	17
<b>3. Direction, Control, and Coordination</b>	<b>18</b>
3.1. Multi-Jurisdictional Coordination	18
3.2. Horizontal Integration	19
3.3. Vertical Integration	19
3.4. Unity of Effort through Core Capabilities	20
3.5. Common Prevention and Protection	20
3.6. Prevention Mission	20
3.7. Protection Mission	21
3.8. Mitigation Mission	21
3.9. Common Response and Recovery	21
3.10. Response Mission	22
3.11. Recovery Mission	23
<b>4. Organization</b>	<b>23</b>
4.1. Jurisdictional Organizational Structure	23
4.2. Essential Operations	25
4.3. City Employees	25
4.4. Emergency Organizational Structure	26
4.5. Emergency Operations Center/Emergency Coordination Center	29
4.5.2 Primary/Alternate Location	29
4.5.3 Emergency Activation Levels and Process	29
4.5.4 EOC Deactivation Process	31
4.6. Department and Agency Emergency Roles	31

4.6.1	Coordinating	31
4.6.2	Primary	31
4.6.3	Support	32
<b>4.7</b>	<b>Emergency Support Functions</b>	<b>33</b>
<b>5.</b>	<b>Responsibilities</b>	<b>36</b>
5.1.1	Elected/Appointed Officials	36
5.1.2	Local Government Agencies/Departments	36
5.1.3	Private Sector	38
5.1.4	Nongovernmental/Volunteer and Community Organizations	39
5.1.5	Individual Community Members	41
<b>6.</b>	<b>Communications</b>	<b>42</b>
<b>6.1.</b>	<b>Interoperable Communications Plans</b>	<b>42</b>
	Federal	42
	State	42
<b>6.2.</b>	<b>Community Communications Planning</b>	<b>43</b>
<b>7.</b>	<b>Administration</b>	<b>44</b>
<b>7.1.</b>	<b>Documentation</b>	<b>44</b>
<b>7.2.</b>	<b>Retention</b>	<b>44</b>
<b>7.3.</b>	<b>Preservation</b>	<b>45</b>
<b>8.</b>	<b>Finance</b>	<b>45</b>
<b>8.3.</b>	<b>Incurred Costs Tracking</b>	<b>46</b>
<b>8.4.</b>	<b>Cost Recovery</b>	<b>46</b>
8.4.1	Federal Assistance Programs	46
8.4.2	State Assistance Programs	46
<b>9.</b>	<b>Logistics and Resource Management</b>	<b>47</b>
<b>9.2.</b>	<b>Resource Typing</b>	<b>47</b>
<b>9.3.</b>	<b>Emergency Worker Program/Liability Protection</b>	<b>47</b>
<b>9.4.</b>	<b>Procurement and Resource Requesting</b>	<b>47</b>
<b>9.5.</b>	<b>Demobilization</b>	<b>48</b>
<b>9.6.</b>	<b>Resource Gaps</b>	<b>48</b>
<b>10.</b>	<b>Development and Maintenance</b>	<b>48</b>
<b>10.1.</b>	<b>Core Planning</b>	<b>48</b>
10.1.1	Planning Process	48
10.1.2	Review Process	49
10.1.3	Revision Process	50
<b>10.2.</b>	<b>Maintenance Schedule</b>	<b>50</b>
<b>10.3.</b>	<b>Training &amp; Exercise Program</b>	<b>50</b>
10.3.1	Training Program	51
10.3.2	Exercise Program	51
10.3.3	After-Action Reporting Process	52
10.3.4	Corrective Action Program	52
<b>APPENDIX 1 - DEFINITIONS</b>		<b>53</b>



<b>APPENDIX 2 - ABBREVIATIONS</b>	<b>57</b>
<b>APPENDIX 3 – AUTHORITIES AND REFERENCES</b>	<b>60</b>
<b>APPENDIX 4 - ESF CROSSWALK</b>	<b>62</b>
<b>POPULATION PROTECTION ANNEXES</b>	<b>63</b>
<b>ANNEX 1: COMMAND &amp; CONTROL</b>	<b>63</b>
1.1 Incident Command - Unified Command	65
1.2 Liaison	66
1.3 Incident Personnel Safety	67
1.4 Incident Support	68
<b>ANNEX 2: FIRE, LAW ENFORCEMENT, SEARCH &amp; RESCUE</b>	<b>69</b>
2.1 Fire Services	73
2.2 Law Enforcement	75
2.3 Search and Rescue	76
<b>ANNEX 3: HAZARDOUS MATERIALS</b>	<b>77</b>
<b>ANNEX 4: MASS CARE &amp; SHELTERING, ANIMALS, AND FOOD/WATER</b>	<b>81</b>
4.1 Community Food and Water	84
4.2 Animal Care	86
4.3 Mass Care and Shelter	88
<b>ANNEX 5: PUBLIC HEALTH, MEDICAL SERVICES, MORTUARY</b>	<b>91</b>
5.1 Emergency Medical Services	94
5.2 Public Health and Mortuary	97
<b>ANNEX 6: EVACUATION</b>	<b>100</b>
<b>ANNEX 7: EMERGENCY PUBLIC INFORMATION &amp; EXTERNAL AFFAIRS</b>	<b>110</b>
<b>RESOURCE MANAGEMENT ANNEXES</b>	<b>115</b>
<b>ANNEX 8: INFORMATION PLANNING &amp; EMERGENCY MANAGEMENT</b>	<b>115</b>
<b>ANNEX 9: LOGISTICS MANAGEMENT &amp; RESOURCE SUPPORT</b>	<b>120</b>
9.1 Military Support	124
9.2 Volunteer and Donations Management	125
<b>ANNEX 10: FINANCE, ADMINISTRATION, GOVERNMENT CONTINUITY</b>	<b>128</b>
<b>CRITICAL INFRASTRUCTURE ANNEXES</b>	<b>136</b>
<b>ANNEX 11: COMMUNICATIONS SYSTEMS &amp; WARNINGS</b>	<b>136</b>
<b>ANNEX 12: TRANSPORTATION</b>	<b>142</b>
<b>ANNEX 13: ENERGY AND UTILITIES</b>	<b>145</b>
<b>ANNEX 14: PUBLIC WORKS, WATER, AND ENGINEERING</b>	<b>148</b>

# **1. Basic Plan Introduction**

The Comprehensive Emergency Management Plan (CEMP) is one of the established components to support emergency management efforts within the City of Bellingham. The plan provides the City of Bellingham with a structure in preparing for, responding to, and recovering from an incident. It outlines how City departments may organize, direct, control, and coordinate their actions to continue essential functions during incidents. This plan provides the policy framework that other local, regional, and federal plans are tied to. As such, planning incorporates the Incident Command System (ICS), a federally mandated command and control structure implemented during an incident. The CEMP is compliant with FEMA's Comprehensive Preparedness Guide for uniformity with local and federal government and the National Response Framework.

## ***1.1.Purpose***

*1.1.1* The City of Bellingham Office of Emergency Management supports the Bellingham community by coordinating and integrating activities necessary to build, sustain, and improve local capability to mitigate against, prepare for, respond to, and recover from disasters.

*1.1.2* By developing the CEMP, the City is better able to address disaster planning needs in scenarios where standard operations are interrupted and special measures are taken to:

- Save and protect the lives of the public, employees, and those working on City of Bellingham property;
- Manage communications and information regarding emergency response operations and safety;
- Provide essential services and operations;
- Provide and analyze information to support decision-making and action plans;
- Effectively manage City of Bellingham resources and needs.

*1.1.3* The basic plan portion of the CEMP provides an overview of the City's approach to emergency operations. It identifies emergency response policies and describes response organization. Although the basic plan guides the development of the more operationally oriented annexes, its primary audience consists of senior officials, department heads, staff and the community.

*1.1.4* The Plan does not supersede or replace routine procedures for first responders or other occupational safety and health procedures that are already in place in the City of Bellingham. Rather, the Plan supplements existing protocols with a crisis management framework focused on preparedness, response and recovery operations.

*1.1.5* Creation and local promulgation of the Plan is in accordance with authority granted in Revised Code of Washington (RCW) 38.52.070 and Washington Administrative Code (WAC) 118-30.

## ***1.2.Scope***

*1.2.1* The Plan establishes a mutual understanding of authority, responsibilities, and functions of local government and provides a basis for incorporating essential non-governmental agencies and organizations into the emergency management organization. All directions contained in

this Plan apply to preparedness and emergency activities undertaken by the City of Bellingham and supporting organizations required to minimize the effects of incidents or events and facilitate recovery activities.

1.2.2 The Plan applies within the City of Bellingham boundaries and pertains to municipal City functions, including all departments and employees. Where other agencies and institutions are mentioned, the plan describes understandings or agreements about their expected actions. The Plan supports and is compatible with Whatcom County and Washington State emergency plans, U.S. Federal Emergency Management Agency's National Response Framework, and the National Disaster Recovery Framework.

1.2.3 For the purposes of this plan, an “*emergency*” is a disruptive event that either: (1) present a real immediate threat to the proper performance of essential functions, or (2) will likely result in material loss or damage to property, bodily injury, or loss of life if immediate action is not taken. A “*disaster*” is a situation with impacts that overwhelm the capabilities and resources of the responding organizations or jurisdiction and require external assistance for incident stabilization.

1.2.4 This plan is considered continuously activated from time of promulgation as the processes, such as plan development and training, are ongoing emergency management activities. While City departments like Fire, Police, and Public Works regularly contend with routine emergency response situations daily, the Plan is most useful for helping frame actions needed to manage disruptive emergencies and disasters that require coordination and response beyond regular responsibilities. Therefore, the Plan should be utilized when disruptive events occur in which normal operations cannot be performed and immediate action is required to:

1. Eliminate major threats to life and safety.
2. Maintain essential management continuity.
3. Protect critical assets.
4. Eliminate major threats to public and private property.
5. Protect the environment.
6. Restore essential systems and services.
7. Minimize economic disruption.
8. Restore normal business and management operations.

## 2.2. Laws and Authorities

The Plan is established in accordance with the following laws and authorities:

### LOCAL:

Bellingham Municipal Code (BMC) 2.57

### STATE:

Revised Code of Washington (RCW):

38.52, Emergency Management, as amended by:

Substitute Senate Bill 5046.PL, amendment for Limited English Proficiency

Washington Administrative Codes (WAC):

118-30 Emergency Management

118-40 Community Right to Know Act

118-04, Emergency Worker Program

**FEDERAL:**

Presidential Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations  
Presidential Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, August 2000  
Presidential Executive Order 13347, Individuals with Disabilities in Emergency Preparedness, July 2004  
Federal Registrar Vol. 76 No. 74: 2001-9336  
Public Law:  
Communications Act of 1934, as amended  
Title VI of the Civil Rights Act of 1964, as amended  
Fair Housing Act of 1968, as amended  
Architectural Barriers Act of 1968  
93-288 and 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974, as amended  
Individuals with Disabilities Education Act (IDEA) of 1975, as amended  
The Age Discrimination Act of 1975, as amended  
109-308, Pets Evacuation and Transportation Standards (PETS) Act, 2006  
110-325, The ADA Amendments Act of 2008, amending the Americans with Disabilities Act (ADA) of 1990

**2.3. Situation Overview**

**2.3.1** Emergencies and disasters have occurred in Bellingham and will likely occur again. They can occur with little or no warning, causing significant human suffering, injury and death, public and private property damage, environmental degradation, loss of essential services, economic hardship to businesses, families and individuals, and disruption to state and local governments, and other governmental entities.

The City of Bellingham is located about 90 miles north of Seattle, 21 miles south of the Canadian border and about 52 miles south of Vancouver, B.C. The city encompasses about 28 square miles, with north Puget Sound and the San Juan Islands to the west and snow-capped Mount Baker and the North Cascade Mountains to the east. The Administrative Offices are located at 210 Lottie Street, Bellingham, WA 98225. Activities owned by the City include water, wastewater and stormwater utilities, municipal parking facilities, Lake Padden Golf Course, Bayview Cemetery, Whatcom Museum of History and Art, Bellingham Public Library and Fairhaven Library, nearly 100 parks, a civic stadium, athletic fields, and the Arne Hannah Aquatic Center.

The City's unique attributes and setting make for a variety of potential hazards, with some of the following factors posing potential for complex disruptions and emergencies:

1. Several earthquake faults are located close to the city. In addition, the city has a number of earthquake vulnerable buildings and areas of the city that would be subject to liquefaction.
2. The city is vulnerable to severe weather, such as snow and ice storms, and high winds.
3. The city lies in the path of air traffic lanes.
4. A major interstate highway and several main routes of travel cross the city, making the city at risk for both mass casualty and hazardous materials transportation incidents.
5. A major north/south international rail line runs through the city making the city at risk for both mass casualty and hazardous materials rail transportation incidents.

6. Residents and businesses use hazardous materials.
7. Due to the close proximity to international points of entry, potential acts of terrorism against civilians and industry is a threat.
8. Various areas of the city are subject to flooding, landslides/mudslides, and interface forest fires.
9. Bellingham citizens may likely face future epidemics/pandemics.

2.3.2 As part of ongoing mitigation planning efforts, the City maintains a Bellingham-specific section of The Whatcom County Natural Hazards Mitigation Plan. The Natural Hazards Mitigation Plan is updated every five years and summarizes current impacts and probabilities of hazards existing within the jurisdiction. Each type of hazard has unique characteristics, and the impact associated with a specific hazard can vary depending on the magnitude and location of each event (a hazard event is a specific, uninterrupted occurrence of a particular type of hazard). Furthermore, the probability of the occurrence of a hazard impacts the priority assigned to that hazard. The following matrix summarizes the most relevant hazards facing Bellingham:

	Hazard	% area Exposed	Severity of Anticipated Impacts	Hazard Descriptions
Geological	<b>Earthquake</b>	95.2%	High	An earthquake of a magnitude predicted in the Cascadia Rising exercise would have citywide impacts as well as regional impacts of multi month duration. There is the potential for damage to roads, utilities, water supply infrastructure, communication, buildings of all types and the marine waterfront. Disruption of food and fuel delivery as well as interjurisdictional aid is also likely. Damage to the Lake Whatcom control dam would be an added flooding hazard.
	<b>Liquefaction</b>	64.4%	Mod	Destabilization of soils in waterfront areas built on fill would damage buildings, utilities, roads, and parks in those areas.

	<b>Landslide</b>	0.13%	Low	<p>Landslides due to soil destabilization from precipitation saturation could be limited to geologically vulnerable areas identified by the Critical Area Ordinance development process.</p> <p>Landslides from bluff erosion due to sea level rise would be limited to marine bluffs i.e. Edgemor, Eldridge, Marine Drive.</p> <p>Landslides that result from earthquakes could be more widespread, impacts would be to residences, some commercial buildings, and utilities.</p>
	<b>Volcano</b>	0%	Low	In addition to the potential ashfall within the City, the Middle Fork Diversion Facility would be impacted by lahar flows in the river.
	<b>Tsunami</b>	3.1%	Mod	A severe tsunami resulting from a large earthquake would significantly impact the shoreline of Bellingham Bay. Roads, buildings, marinas, parks, fish and wildlife habitats, and utilities could be damaged.
	<b>Mine Hazards</b>	4.5%	Mod	Limited to two areas of the city, Birchwood neighborhood and the downtown business district, that include critical infrastructure, residences, and commercial buildings.
Hydro-logical	<b>Flooding</b>	9.67%	Low	<p>Multiple creek systems (Chuckanut, Padden, Silver/Bear, Squalicum, and Whatcom that pass through the city are subject to flooding. In heavy rain these creeks can exceed their banks.</p> <p>Near term impact of flooding due to storm surge disrupts passability of Roeder Avenue. Long term impacts of sea level rise may be severe unless anticipated and mitigated.</p>

Meteorological	<b>Wildfire</b>	57.7%	Mod	Mostly limited to the urban/rural edge and damage to residences, parks and some commercial buildings. Wildland-urban interface areas adjacent to large parks and natural areas will increase risk in a warming climate. Regional fires degrade air quality.
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Severity Scale: **None** = no impact to community function

**Low** = minor degradation of community functions, not widespread **Moderate** = moderate degradation over multiple weeks or widespread **High** = degradation or loss over many weeks, widespread

## 2.4. Planning Assumptions

2.4.1 The information and procedures included in this plan have been prepared utilizing the best information and planning assumptions available at the time of preparation. As the true extent of the impacts of a disaster cannot be known before it occurs, the City can only endeavor to make every reasonable effort to respond based on the situation, information, and resources available at the time. The final outcome of an emergency may be different than the expected outcome based on these assumptions (or others).

A major, widespread catastrophe may isolate the City. Any significant assistance from outside resources may not occur for three days or longer. The City of Bellingham, citizens, businesses, state agencies and industries will need to utilize their own resources during this time.

Essential City services will be maintained as long as possible. Some or all services may be lost in a large scale and/or severe event. If so, the City will first seek to maintain important lifelines and serve special populations where lives depend on the provision of these services.

The City may request assistance from Whatcom County Sheriff's Office Division of Emergency Management (DEM), the Washington State Emergency Management Division (EMD), and/or the federal government if exhaustion of local resources is imminent.

The City has limited capabilities to cope with complex emergencies within its jurisdictional boundaries. Limitations exist primarily in the areas of trained personnel, equipment and emergency funds. Communications systems are particularly vulnerable to damage and /or overload during an emergency.

Emergencies could create significant property damage, injury, death, and disruption of essential services, both inside and outside the City of Bellingham. These situations may also create significant financial, psychological and sociological impacts on the City of Bellingham and its citizens.

An incident may occur with sufficient warning to allow appropriate community notification and preparation. Other disasters, such as earthquakes, occur with no advanced warning.

The City of Bellingham may not be able to satisfy all emergency requests during a major emergency, disaster or catastrophic event.



### **3. Concept of Operations**

#### ***3.1. General***

The concept of operations provides an overview of the emergency management structure and procedures for the City to respond to an emergency or disaster situation. The primary intent of emergency management activities are the protection of life, property, the environment, and the economy.

#### ***3.2. Whole Community Involvement***

3.2.1 The Whole Community is defined by the Federal government as:

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

Involving the Whole Community is a means by which Washington State residents, businesses, non-profit organizations, emergency management practitioners, organizational and community leaders, and government officials at all levels can collectively identify and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. The Whole Community approach in Washington State attempts to engage the full capacity of the public, private and nonprofit sectors. This includes businesses, faith-based and disability organizations, and the public, including people with Access and Functional Needs (AFN), people covered under the Americans with Disabilities Act (ADA), people with Limited English Proficiency (LEP), and culturally diverse populations. This engagement is in conjunction with the participation of local, tribal, state, and federal governmental partners.

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

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

3.2.2 Providing meaningful access for people with LEP may entail providing language assistance services, including oral interpretation and written translation. Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency (August 11, 2000), requires federal agencies issue guidance to grant recipients, assisting such organizations and entities in understanding their language access obligations. The Department of Homeland Security (DHS) published the required grant recipient guidance in



April 2011, DHS Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons, 76 Fed. Reg. 21755-21768, (April 18, 2011). The guidance provides helpful information such as how a grant recipient can determine the extent of its obligation to provide language services, selecting language services, and elements of an effective plan on language assistance for LEP persons.

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

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

## **2.3. Operational Objectives**

### **2.3.1 Incident Management**

Operational objectives are based on the following priorities:

1. Protect the health and safety of residents and visitors affected by emergencies.
2. Contain and stabilize the emergency.
3. Minimize damage to City property, facilities, the environment, and the economy.
4. Minimize disruption to the City operations.
5. Resume normal City activities and operations in a timely manner.

### **2.3.2 NIMS Components to Achieve Priorities**

Incident management priorities include saving lives, stabilizing the incident, and protecting property and the environment. To achieve these priorities, incident personnel apply and implement NIMS components in accordance with the principles of flexibility, standardization, and unity of effort.

*Flexibility* – allows NIMS to be scalable and, therefore, applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, cultural, and organizational authorities.

*Standardization* – defines standard organizational structures that improve integration and connectivity among jurisdictions and organizations, defines standard practices that allow incident personnel to work together effectively and foster cohesion among the various organizations involved, and includes common terminology to enable effective communication.

*Unity of Effort* – coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

*Integration* - The National Incident Management System (NIMS) is part of the National Response Framework (NRF) that establishes a standardized incident response. NIMS provides a systematic, proactive approach to guide departments and agencies at all levels of government to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents

## **2.4. Request for a Proclamation of Emergency**

The Washington State Constitution, Article XI, Section 11 provides broad authority to cities, towns, and counties to act in the event of an emergency. Chapter 38.52 RCW specifies how a local emergency declaration can allow the City to quickly make emergency expenditures, bypassing normal procedural requirements related to budgeting and contracting, as well as potentially accessing state and federal reimbursement later if such funds are made available. In addition, state and federal authorities can also issue emergency declarations and orders that can potentially impact local governments or trigger certain laws.

- 2.4.1 The Mayor (or in their absence the Mayor Pro Tempore or Emergency Services Director) has the authority to make a Declaration of Emergency for the City of Bellingham.
- 2.4.2 The Mayor (or in their absence the Mayor Pro Tempore or Emergency Services Director) has the authority to direct City of Bellingham staff responses, and settle questions of internal authority and responsibility.
- 2.4.3 The responsibility for all administration of City of Bellingham emergency operations rests with the Mayor. In the case of absence, the Mayor Pro Tempore may designate one or more senior City of Bellingham staff to act in the place of the Mayor with regard to the power and duties found in 2.57.060 Emergency Powers of Mayor or director.
- 2.4.4 The Mayor (or, in the Mayor's absence, the Mayor Pro Tempore or Emergency Services Director) may promulgate orders and regulations to protect life, property or to preserve public order and safety. These must be in writing and given widespread publicity. The City of Bellingham Emergency Services Council must confirm these orders no more than 48 hours after their issuance. During a declared Local Emergency, the Mayor or Emergency Services Director may buy or commandeer supplies and/or equipment immediately required (per RCW 38.52.070).
- 2.4.5 When any emergency shall require the immediate execution of a contract, the Mayor, or in his/her absence, the Mayor Pro Tempore or Emergency Services Director, may declare that an emergency exists and waive competitive bidding requirements. In such cases, the City Council must make a written finding of the existence of an emergency and enter it into the record no later than two weeks following the award of the contract.
- 2.4.6 If the situation exceeds, or is anticipated to exceed, the capabilities of local capacity, the City will coordinate with the Whatcom County Sheriff's Office Division of Emergency Management to request State and Federal assistance through the Emergency Management Division of the Washington Military Department with the approval of the County's signatory to the Proclamation of Emergency. The County Executive or if absent, the Executive Pro Tempore of the County Council has the authority to approve and sign a Proclamation of Emergency for Whatcom County. In the event the Whatcom County Executive, and Executive Pro Tempore are absent, the Whatcom County Sheriff has the authority to approve and sign a Proclamation of Emergency for Whatcom County.

### **3. Direction, Control, and Coordination**

#### ***3.1. Multi-Jurisdictional Coordination***

During routine operations, the City coordinates emergency management programs with other jurisdictions through peer interaction, cooperative agreements, and joint efforts. In addition, the City participates in meetings, workgroups, and projects facilitated by the Whatcom County Sheriff's Office Division of Emergency Management, the Port of Bellingham, and the Washington State Emergency Management Division.

During an incident, the City coordinates incident management efforts, and requests with neighboring jurisdictions and/or partner agencies through mutual aid agreements, the use of Unified Command, direct verbal or written contact, and/or sharing of situation reports. The City participates in multi-agency coordination groups, at the incident command and/or EOC levels, and regional stakeholder conference calls, often facilitated by the Whatcom County Sheriff's Office Division of Emergency Management and/or the Washington State Emergency Management Division.

The City of Bellingham's Office of Emergency Management staff and The Whatcom County Sheriff's Office Division of Emergency Management staff jointly manage the Whatcom Unified Emergency Coordination Center daily. The facility is a shared resource in partnership with The Port of Bellingham, with additional support from private industry. During emergencies, the facility may be utilized by City and County agencies for coordinating response efforts.



### 3.2. Horizontal Integration

The CEMP can be utilized in combination with numerous other jurisdictional plans, including the Emergency Operations Center Manuals, the Whatcom County Natural Hazards Mitigation Plan, hazard specific plans, functional plans, job aids, and position specific checklists.

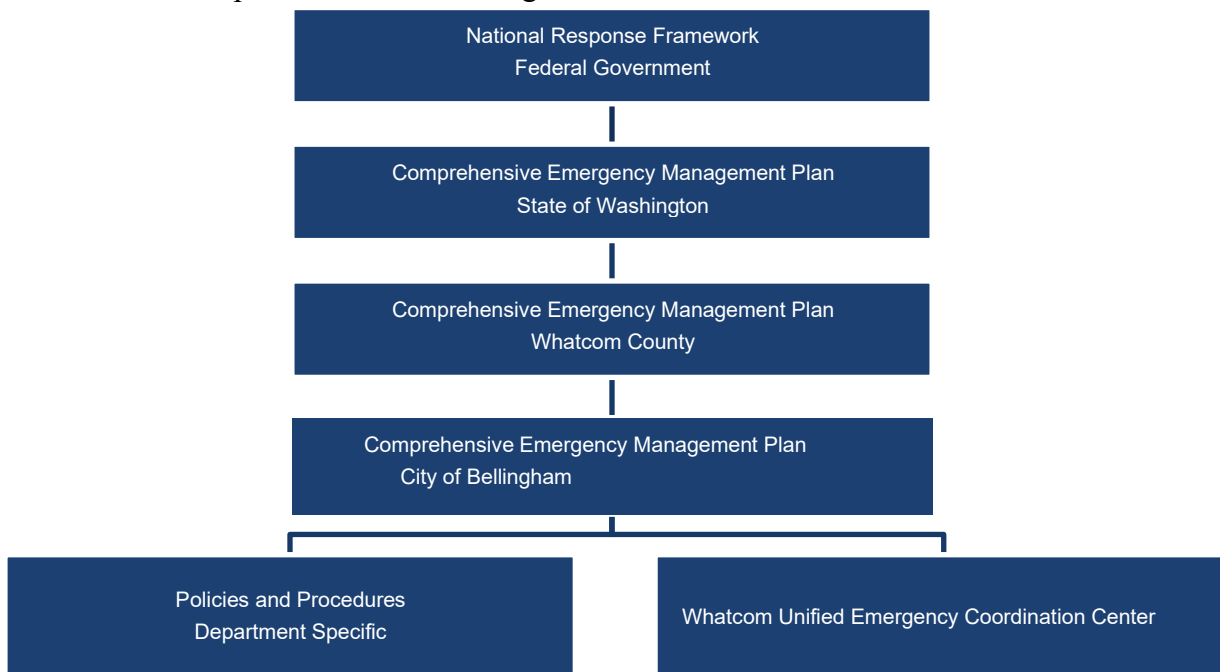
### 3.3. Vertical Integration

Local response organizations and the City of Bellingham utilize the Incident Command System (ICS), a federally mandated command and control structure implemented during an incident.

The Whatcom County Sheriff's Office Division of Emergency Management maintains the Whatcom County CEMP. The Whatcom County CEMP incorporates planning assumptions for coordinated, regional response and is structured to synergize with City of Bellingham planning models in emergent situations.

The State of Washington Emergency Management Division (EMD) maintains an EOC at Camp Murray in Tacoma. It is responsible for maintaining the state Comprehensive Emergency Management Plan and for coordinating with local emergency management agencies and obtaining outside resources.

The Federal Emergency Management Agency (FEMA) provides emergency management services and resource management under the National Response Framework and National Response Plan. FEMA Region X maintains an EOC in Bothell.



### 3.4. Unity of Effort through Core Capabilities

The core capabilities contained in the Goal are the distinct critical elements necessary for our success. They are highly interdependent and require us to use existing preparedness networks and activities, coordinate and unify efforts, improve training and exercise programs, promote innovation, leverage and enhance our science and technology capacity, and ensure that administrative, finance, and logistics systems are in place to support these capabilities. The core capabilities serve as both preparedness tools and a means of structured implementation.

COMMON CORE CAPABILITIES
Planning
Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
Public Information and Warning
Deliver coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken, and the assistance being made available, as appropriate.
Operational Coordination
Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.

### 3.5. Common Prevention and Protection

SHARED PREVENTION & PROTECTION CORE CAPABILITIES
Intelligence and Information Sharing
Provide timely, accurate, and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning physical and cyber threats to the United States, its people, property, or interests; the development, proliferation, or use of WMDs; or any other matter bearing on U.S. national or homeland security by local, state, tribal, territorial, Federal, and other stakeholders. Information sharing is the ability to exchange intelligence, information, data, or knowledge among government or private sector entities, as appropriate.
Interdiction and Disruption
Delay, divert, intercept, halt, apprehend, or secure threats and/or hazards.
Screening, Search, and Detection
Identify, discover, or locate threats and/or hazards through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, bio-surveillance, sensor technologies, or physical investigation and intelligence.

### 3.6. Prevention Mission

Prevention includes those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Unlike other mission areas, which are all-hazards by design, Prevention core capabilities are focused specifically on imminent terrorist threats, including on-going attacks or stopping imminent follow-on attacks.

PREVENTION CORE CAPABILITIES
Forensics and Attribution
Conduct forensic analysis and attribute terrorist acts (including the means and methods of terrorism) to their source, to include forensic analysis as well as attribution for an attack and for the preparation for an attack, to prevent initial or follow-on acts and/or swiftly develop counter-options.

### 3.7. Protection Mission

Protection includes the capabilities to safeguard the homeland against acts of terrorism and man-made or natural disasters. It focuses on actions to protect our people, our vital interests, and our way of life.

PROTECTION CORE CAPABILITIES
Access Control and Identity Verification
Apply and support necessary physical, technological, and cyber measures to control admittance to critical locations and systems.
Cybersecurity
Protect (and, if needed, restore) electronic communications systems, information, and services from damage, unauthorized use, and exploitation.
Physical Protective Measures
Implement and maintain risk-informed countermeasures and policies protecting people, borders, structures, materials, products, and systems associated with key operational activities and critical infrastructure sectors.
Risk Management for Protection Programs and Activities
Identify, assess, and prioritize risks to inform Protection activities, countermeasures, and investments.
Supply Chain Integrity and Security
Strengthen the security and resilience of the supply chain.

### 3.8. Mitigation Mission

Mitigation includes those capabilities necessary to reduce loss of life and property by lessening the impact of disasters. It is focused on the premise that individuals, the private and nonprofit sectors, communities, critical infrastructure, and the Nation as a whole are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

MITIGATION CORE CAPABILITIES
Community Resilience
Enable the recognition, understanding, communication of, and planning for risk, and empower individuals and communities to make informed risk management decisions necessary to adapt to, withstand, and quickly recover from future incidents.
Long-term Vulnerability Reduction
Build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines to reduce their vulnerability to natural, technological, and human-caused threats and hazards by lessening the likelihood, severity, and duration of the adverse consequences.
Risk and Disaster Resilience Assessment
Assess risk and disaster resilience so that decision makers, responders, and community members can take informed action to reduce their entity's risk and increase its resilience.
Threats and Hazards Identification
Identify the threats and hazards that occur in the geographic area; determine the frequency and magnitude; and incorporate this into analysis and planning processes to clearly understand the needs of a community or entity.

### 3.9. Common Response and Recovery

SHARED RESPONSE & RECOVERY CORE CAPABILITY
Infrastructure Systems



**SHARED RESPONSE & RECOVERY CORE CAPABILITY**

Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.

**3.10. Response Mission**

Response includes those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the nation can effectively respond to any threat or hazard, including those with cascading effects. Response emphasizes saving and sustaining lives, stabilizing the incident, rapidly meeting basic human needs, restoring basic services and technologies, restoring community functionality, providing universal accessibility, establishing a safe and secure environment, and supporting the transition to recovery.

RESPONSE CORE CAPABILITIES
<b>Critical Transportation</b>
Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals and the delivery of vital response personnel, equipment, and services into the affected areas.
<b>Environmental Response/Health &amp; Safety</b>
Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities.
<b>Fatality Management Services</b>
Provide fatality management services, including decedent remains recovery and victim identification, and work with local, state, tribal, territorial, insular area, and Federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.
<b>Fire Management &amp; Suppression</b>
Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and environment in the affected area.
<b>Logistics &amp; Supply Chain Management</b>
Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.
<b>Mass Care Services</b>
Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies.
<b>Mass Search &amp; Rescue Operations</b>
Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.
<b>On-scene Security, Protection, &amp; Law Enforcement</b>
Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and for response personnel engaged in lifesaving and life-sustaining operations.
<b>Operational Communications</b>
Ensure the capacity for timely communications in support of security, situational awareness, and operations, by all means available, among and between affected communities in the impact area and all response forces.

RESPONSE CORE CAPABILITIES
Public Health, Healthcare, & Emergency Medical Services
Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support and products to all affected populations.
Situational Assessment
Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.

### 3.11. *Recovery Mission*

Recovery includes those capabilities necessary to assist communities affected by an incident to recover effectively. Support for recovery ensures a continuum of care for individuals to maintain and restore health, safety, independence and livelihoods, especially those who experience financial, emotional, and physical hardships. Successful recovery ensures that we emerge from any threat or hazard stronger and positioned to meet the needs of the future. Recovery capabilities support well-coordinated, transparent, and timely restoration, strengthening, and revitalization of infrastructure and housing; an economic base; health and social systems; and a revitalized cultural, historic, and environmental fabric.

RECOVERY CORE CAPABILITIES
Economic Recovery
Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
Health & Social Services
Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.
Housing
Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
Natural & Cultural Resources
Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.

## 4. Organization

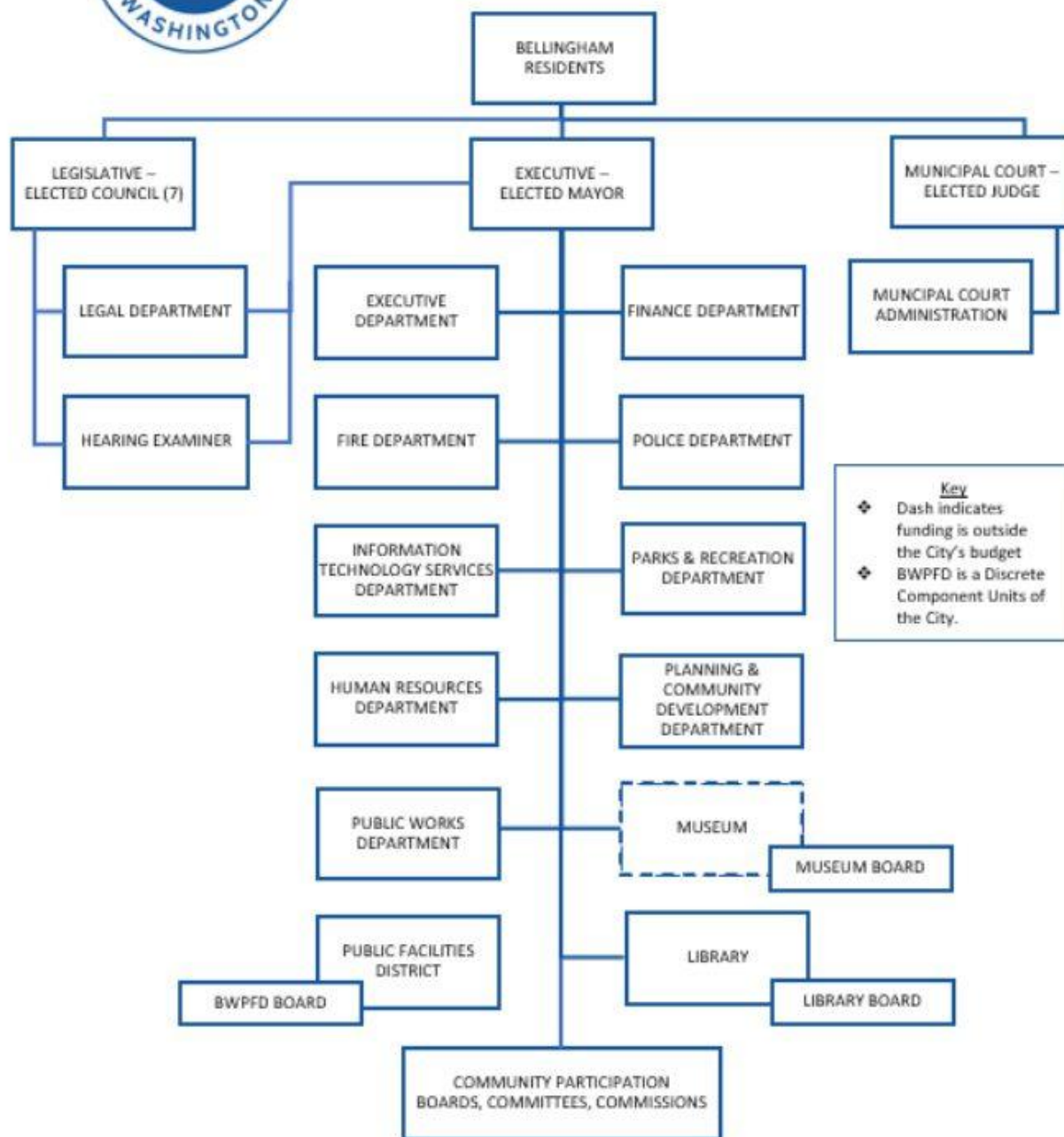
### 4.1. *Jurisdictional Organizational Structure*

The City operates under a model of judicial, executive, and legislative entities, with multiple City departments supporting the missions of the City. The day-to-day organization is summarized below:





## City of Bellingham Organization Chart



The Bellingham Office of Emergency Management is housed under the Bellingham Fire Department, with staff under the leadership of the City Fire Chief. The Office of Emergency Management coordinates the implementation of emergency planning, training, exercise, outreach and education, and operational readiness for the city.

## **4.2. Essential Operations**

Although operational requirements may change rapidly in disruptive events, the following are regarded as being City of Bellingham operations essential:

- Police Operations
- Fire & EMS Operations
- Public Works Operations

The following are regarded as essential internal functions of the City of Bellingham:

- Command, Control & Communications
- Logistical /Maintenance Operations
- Finance & Administration
- Legal Counsel

## **4.3. City Employees**

4.3.1 The City has employees whose regular duties and training give them obvious roles in emergency response, and employees whose regular duties and training do not lend themselves to specific roles during emergencies. Both types of employees may be required to assist emergency response efforts. Employees who are directed to participate in emergency response activities will report to their respective departments to receive instruction, unless alternate arrangements have been made and communicated by supervisors. In an emergency, City emergency leadership will determine the number of employees required for response activities and communicate that information to the Mayor, Department heads and managers and City employees.

4.3.2 Employees will often continue to work with their normal departments and supervisors during emergency response efforts. In emergent circumstances, employees may be directed to undertake duties outside their department's normal responsibilities. Such direction will be given by City emergency leadership either directly, or through an employee's acting supervisor.

4.3.3 When an emergency or disaster occurs, City employees who are directed to report for emergency duties will report to the location of their departments for assignment to duty by supervisors. City employees should also be familiar with any Department-specific plans.

4.3.4 During emergency operations, non-essential administrative activities may be suspended. Personnel not assigned to essential duties may be assigned to other departments in order to provide support services during and immediately after a disaster. Depending on how geographically widespread the emergency is and travel impediments, there may be alternative assignments of personnel between jurisdictions more proximate to the employees' residences.

4.3.5 An emergency may require employees to work extraordinary hours. All considerations possible should be made to ensure the continued care and safety of employees, acknowledging employees may be concerned about the welfare of their families, may need rest and adequate food and clothing to work the emergency, may have medical and spiritual needs, and childcare or home support needs.

4.3.6 The City will use available personnel for field operations or management, in order:

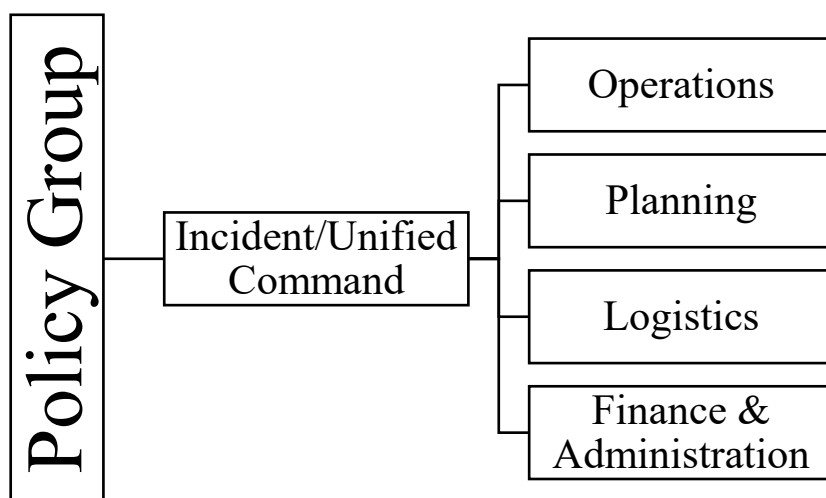
- 1) City employees

- 2) Skilled individuals from other agencies, organizations, and businesses
- 3) Volunteers

All of the above are considered “Emergency Workers” (per RCW 38.52 and Washington Administrative Code Section 118) and are entitled to all privileges and immunities as outlined in those codes. Those individuals who are not City employees must be registered as outlined in WAC 118-04-220. The State will indemnify City employees acting as emergency workers for acts done in good faith compliance, except for willful misconduct, gross negligence or bad faith (per RCW 38.52.195).

#### **4.4. Emergency Organizational Structure**

4.4.1 ICS and EOC organizational structures develop in a modular fashion based on an incident’s size, complexity, and hazard environment. Responsibility for establishing and expanding ICS organizations and EOC teams ultimately rests with the Incident Commander (or Unified Command). Responsibility for functions that subordinates perform defaults to the next higher supervisory position until the supervisor delegates those responsibilities. As incident complexity increases, organizations expand as the Incident Commander, Unified Command, and subordinate supervisors delegate additional functional responsibilities. Bellingham and Whatcom County agencies normally use an ICS structure to facilitate activities in five functional areas: Command, Operations, Planning, Logistics, and Finance/Administration. A policy group may offer high level policy guidance to Incident Command, as seen below:



4.4.2 Maintaining an appropriate span of control helps ensure an effective and efficient incident management operation. It enables management to direct and supervise subordinates and to communicate with and manage all resources under their control. The optimal span of control for incident management is one supervisor to five subordinates; however, effective incident management frequently necessitates ratios significantly different from this.

4.4.3 Bringing representatives from various stakeholder and partner organizations together in EOCs optimizes unity of effort and enables staff to share information, provide legal and policy guidance to on-scene personnel, plan for contingencies, deploy resources efficiently, and generally provide whatever support is required. The composition of EOC teams may also vary depending on the nature and complexity of the incident or situation. Regardless of

which organizations are represented, all EOC teams receive oversight from elected and/or appointed officials such as governors, tribal leaders, mayors, and city managers. They typically make decisions regarding priorities and on issues such as emergency declarations, large-scale evacuations, access to extraordinary emergency funding, waivers to ordinances and regulations, and adjudication of scarce resources.

4.4.4A Unified Command may be utilized instead of Incident Command during multi-jurisdictional, multi-agency/organization response. Unified Command overcomes much of the inefficiency and duplication of effort that can occur when a diverse response community operates without a common system or organizational framework. Under Unified Command, representatives of the various groups work together to determine incident response objectives, strategies and priorities. This teamwork method is accomplished without affecting individual entity authority, responsibility or accountability. Whenever possible, response decisions will be made by consensus and documented through a single Incident Action Plan (IAP). When a consensus cannot be reached, the agency commander with the primary responsibility under the circumstances will have ultimate decision-making authority.

4.4.5 In most instances, there are three possible ways that the City of Bellingham may be involved with an ICS structure:

- An outside agency such as a fire department may respond to an incident on City of Bellingham property with City of Bellingham personnel interacting as “agency representatives” with the outside agency’s ICS structure.
- The City of Bellingham may provide personnel to serve in various ICS positions at an On-Scene Command Post, in a city or county Emergency Operation Center.
- The City of Bellingham may initiate ICS in its own on-scene command post and/or Coordination Center.

4.4.6 Jurisdictional agencies and organizations that may be involved in a Unified Command structure during an emergency involving City of Bellingham include:

#### Federal Agencies / Authorities

- Center for Disease Control (CDC)
- Environmental Protection Agency (EPA)
- Federal Aviation Administration (FAA)
- Federal Bureau of Investigation (FBI)
- Federal Emergency Management Agency (FEMA)
- U.S. Customs and Border Protection (CBP)
- U.S. Customs and Border Protection, Office of Air and Marine (OAM)
- U.S. Immigration and Customs Enforcement (ICE)

#### State Agencies / Authorities

- Washington State Department of Social & Health Services (DSHS)
- Washington State Department of Health (DOH)
- Washington State Emergency Management Division (EMD)
- Washington State Labor and Industries (L&I)

- Washington State Patrol (WSP)
- Washington State Department of Transportation
- Washington State Department of Ecology
- NW Clean Air Agency
- Washington Department of Fish & Wildlife
- Western Washington University Public Safety

#### Local Jurisdictional Response Agencies / Authorities

- Bellingham Fire Department
- Bellingham Police Department
- Port of Bellingham
- Whatcom County Public Works
- Whatcom County Medical Examiner
- Whatcom County Sheriff's Office (WCSO)
- Whatcom Transit Authority (WTA)
- Whatcom County Fire and EMS Agencies
- Whatcom County City and Tribal Law Enforcement Agencies
- Lake Whatcom Water and Sewer
- Bellingham Public Schools

#### Private Industry and Local Non-Governmental Organizations (NGOs)

- Specialized Emergency Response Program (SERP)
- Northwest Region American Red Cross (ARC)
- Business Owners / Operators
- Puget Sound Energy (PSE)
- Cascade Natural Gas
- BNSF
- Amtrak
- Century Link
- Greenhouse Data
- Comcast
- Peace Health St. Joseph Hospital
- Salvation Army

- Whatcom Volunteer Center
- Colleges and University

#### ***4.5. Emergency Operations Center/Emergency Coordination Center***

4.5.1 EOCs are locations where staff from multiple agencies typically come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other EOCs. EOCs may be fixed locations, temporary facilities, or virtual structures with staff participating remotely.

Primary functions of staff in EOCs, whether virtual or physical, include:

- Collecting, analyzing, and sharing information;
- Supporting resource needs and requests, including allocation and tracking;
- Coordinating plans and determining current and future needs; and
- Providing coordination and policy direction.

Agencies and departments also have operations centers. However, these organization-specific operations centers differ from multidisciplinary EOCs. Departmental Operations Center staff coordinate their agency or department's activities. While they communicate with other organizations, EOCs, and may exchange liaisons with other agencies, these staff are primarily inward looking, focusing on directing their own assets and operations.

#### ***4.5.2 Primary/Alternate Location***

The primary location for EOC activities is the Whatcom Unified Emergency Coordination Center located at 3888 Sound Way, Bellingham. Other possible alternative locations include The Public Works Administration Office (2221 Pacific Street, Bellingham, WA), the Bellingham Police Department (505 Grand Avenue, Bellingham, WA) or the Bellingham Fire Department (1800 Broadway, Bellingham, WA).

#### ***4.5.3 Emergency Activation Levels and Process***

EOCs are activated for various reasons based on the needs of a jurisdiction, organization, or Incident Commander; the context of a threat; the anticipation of events; or in response to an incident. Circumstances that might trigger EOC activation include:

- More than one jurisdiction becomes involved in an incident and/or the incident involves multiple agencies;
- The Incident Commander or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources;
- A similar incident in the past led to EOC activation;
- The EOC director or an appointed or elected official directs that the EOC be activated;
- An incident is imminent;
- Threshold events described in the emergency operations plan occur; and/or
- Significant impacts to the population are anticipated.

Emergency conditions vary with each incident. As a guide, five levels/types of emergency are specified as follows:

TYPE 5 - A Type 5 emergency is handled by "normal" checklists, agencies and response



activities usually in a few hours. While there may be some damage and/or interruption, the conditions are localized and the emergency can be coordinated and managed within existing Departments or agencies. Evacuations would typically be few in number if at all.

TYPE 4 - A Type 4 emergency is handled by “normal” checklists, agencies and response activities but may go on for up to 24 hours in length. Generally, there is only one operational period established. While there may be some damage and/or interruption, the conditions are localized and Whatcom County agencies can coordinate and manage the emergency. There may be some temporary relocations / evacuations.

TYPE 3 - A Type 3 emergency generally exceeds the capabilities of any single agency to manage the emergency. The emergency may cause, damage and/or interrupt regular operations. The emergency will last at least 24 hours, and can last up to one week with multiple operational periods. Multiple agencies and/or mutual aid may be needed to stabilize or mitigate the emergency. On-scene command is established, and Unified Command may be established. Activation of the Emergency Operations Center may occur but operates with existing City and County staff on an as needed basis. There may be a need for sheltering of persons and property that has been damaged or destroyed. The situation shall be monitored with regular situation reports issued.

TYPE 2 - A Type 2 emergency requires multiple response agencies to manage the emergency. There are significant interruptions to the community and the emergency will continue for up to two weeks. Unified Command will be established. Elected officials are involved in coordination and ensuring policy decisions are being made to support operations. Activation of the Emergency Operations Center has occurred and is operating with additional personnel and extended hours. There is a need for sheltering of persons and property has been damaged or destroyed.

TYPE 1 – A Type 1 emergency is a multiagency response involving outside jurisdictions and resources to manage and causes significant damage or significant threat of damage. Unified Command has been established. The emergency is expected to last for an extended period, perhaps months. Elected officials are involved in helping coordinate communications with other governing officials, stakeholder groups and the public. 24/7 activation of the Emergency Operations Center has occurred with full staffing. There is a need for sheltering of persons and property that has been damaged or destroyed.

Incident Complexity Level: Incident Effect Indicators Summary										
Type	Resistance to stabilization or mitigation	How long does it take for resources to meet incident objectives?	Effects on population immediately surrounding the incident	Length of incident effects	Evacuations necessary during mitigation	Adverse impact on CIKR	CIKR impact / mitigation measures	Coordination required with elected/governing officials and stakeholder groups	Do conditions or actions that caused original incident persist?	Probability of cascading event or exacerbation of current incident
5	None	1-2 hours	Minimal	Minimal	Few or none	None	None	Minimal or none	No	None
4	Low	Several to 24 hours	Limited	Up to 24 hours	Few or none	Minimal	Uncomplicated within one operational period	Minimal or none	No	Low to none
3	Moderate	At least 24 hours	Moderate	Several days to over one week	Possible; may require shelter	Threatens, damages, or destroys property	Adverse; multiple operational periods	Some	Possibly	Medium
2	High	Several days	Significant	Several days to two weeks	Possible; may require shelter/housing for several days to months	Threatens, damages, or destroys property	Destructive; requires coordination over multiple operational periods	Moderate, including political organizations	Possibly	High
1	High	Numerous operational periods	Significant	Two weeks to over a month	May require shelter/housing for several days to months	Significantly threatens, damages, or destroys property	Highly destructive; requires long-term planning and extensive coordination over multiple operational periods	High, including political organizations	Yes	High

#### 4.5.4 EOC Deactivation Process

The Incident Commander/Unified Command deactivates EOC staff as circumstances allow, and the EOC returns to its normal operations/steady state condition. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the EOC staff or those functions can be managed by individual organizations or by steady-state coordination mechanisms. Leadership may phase deactivation depending on mission needs. EOC staff complete resource demobilization and transfer any ongoing incident support/recovery activities before deactivating.

### 4.6. Department and Agency Emergency Roles

Departments within the City have varying strengths and limitations in supporting disaster resiliency. Different jurisdictional entities may have coordinating, primary, or supporting roles in helping ensure core capabilities are met during times of emergencies.

#### 4.6.1 Coordinating

Coordinators oversee the preparedness activities for a particular capability and coordinate with its primary and support agencies. Responsibilities of the coordinator include:

- Maintaining contact with primary and support agencies through conference calls, meetings, training activities, and exercises.
- Monitoring the progress in meeting the core capabilities it supports.
- Coordinating efforts with corresponding private sector, NGO, and Federal partners.
- Ensuring engagement in appropriate planning and preparedness activities.

#### 4.6.2 Primary

Primary agencies have significant authorities, roles, resources, and capabilities for a particular function within a capability. Primary agencies are responsible for:



- Orchestrating support within their functional area for the appropriate response core capabilities and other missions.
- Notifying and requesting assistance from support agencies.
- Managing mission assignments (in Stafford Act incidents) and coordinating with support agencies, as well as appropriate state officials, operations centers, and other stakeholders.
- Coordinating resources resulting from mission assignments.
- Working with all types of organizations to maximize the use of all available resources.
- Monitoring progress in achieving core capability and other missions and providing that information as part of situational and periodic readiness or preparedness assessments.
- Planning for incident management, short-term recovery operations, and long-term recovery.
- Maintaining trained personnel to support interagency emergency response and support teams
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards or to validate and improve capabilities to address changing risks.
- Promoting physical accessibility, programmatic inclusion, and effective communication for the whole community, including individuals with disabilities.

#### 4.6.3 *Support*

Support agencies have specific capabilities or resources that support primary agencies in executing capabilities and other missions. The activities of support agencies typically include:

- Participating in planning for incident management, short-term recovery operations, long-term-recovery, and the development of supporting operational plans, standard operating procedures, checklists, or other job aids.
- Providing input to periodic readiness assessments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- Coordinating resources resulting from response mission assignments.

#### 4.7 Emergency Support Functions

Emergency Support Functions (ESF) is the grouping of resources organized into 15 categories that provide the functions most frequently used to coordinate federal support to states and federal-to-federal support, both for declared disasters and emergencies under the Stafford Act as well as for non-Stafford Act incidents. For instances when local incident response is tied to larger, regional scale response frameworks that may utilize the ESF model, the following list can be used to help demonstrate coordinating, primary, and support roles in the context of this planning framework.

Emergency Support Function	Coordinating	Primary	Support
1. Transportation	<ul style="list-style-type: none"> <li>Bellingham Public Works</li> <li>WTA</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Emergency Management</li> <li>Bellingham School District</li> </ul>	<ul style="list-style-type: none"> <li>WA DOT</li> <li>Whatcom County</li> </ul>
2. Communication, Information Systems and Warning	<ul style="list-style-type: none"> <li>City of Bellingham Policy Group</li> <li>Bellingham Fire Department and Office of Emergency Management (OEM)</li> <li>Bellingham Police Department</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Fire Service Incident Overhead Team</li> <li>Northwest Washington Incident Management Team</li> </ul>	<ul style="list-style-type: none"> <li>ITSD</li> <li>What-Comm</li> <li>Radio Amateur Civil Emergency Service (RACES)</li> <li>Public Works Transportation, Communications Division</li> <li>Whatcom County Sheriff's Office Division of Emergency Management (DEM)</li> <li>Washington Military Department Emergency Management Division (EMD)</li> </ul>
3. Public Works and Engineering	<ul style="list-style-type: none"> <li>Bellingham Public Works</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Planning Department</li> <li>Parks and Recreation</li> </ul>	<ul style="list-style-type: none"> <li>Building Maintenance Division</li> </ul>
4. Firefighting	<ul style="list-style-type: none"> <li>Bellingham Fire Department</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Fire Districts</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Fire Service Incident Overhead Team</li> <li>Department of Natural Resources</li> <li>Private Industry Fire Brigades</li> </ul>
5. Emergency Management	<ul style="list-style-type: none"> <li>Bellingham Fire Department's Office of Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom Unified</li> </ul>	<ul style="list-style-type: none"> <li>Washington Military Department Emergency Management Division (EMD)</li> </ul>

6. Mass Care, Emergency Assistance, Emergency Housing, and Human Services	<ul style="list-style-type: none"> <li>American Red Cross</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Health Department</li> <li>Salvation Army</li> <li>COAD</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Fire Department's Office of Emergency Management</li> </ul>
7. Resource Support	<ul style="list-style-type: none"> <li>Office of Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Finance Department</li> <li>Bellingham Public Works Department</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom Unified</li> <li>Washington Department Emergency Management Division (EMD)</li> <li>FEMA</li> </ul>
8. Public Health and Medical Services	<ul style="list-style-type: none"> <li>Whatcom County Health &amp; Human Services</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Medical Examiner</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Fire Department</li> <li>PeaceHealth</li> <li>American Red Cross</li> <li>Medical Society of Whatcom County</li> </ul>
9. Search and Rescue	<ul style="list-style-type: none"> <li>Bellingham Police Department</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Sheriff</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Fire Department</li> <li>Bellingham Public Works</li> <li>Building Services</li> <li>Whatcom County SAR</li> <li>Whatcom County Fire Departments</li> </ul>
10. Hazardous Materials Response	<ul style="list-style-type: none"> <li>Bellingham Fire Department</li> </ul>	<ul style="list-style-type: none"> <li>Specialized Emergency Response Program (SERP)</li> </ul>	<ul style="list-style-type: none"> <li>WSP</li> <li>Bellingham Police</li> <li>Whatcom Unified</li> <li>Public Works Department</li> <li>Bellingham LEPC</li> </ul>
11. Agricultural and Natural Resources	<ul style="list-style-type: none"> <li>Bellingham Planning Department</li> <li>Bellingham Public Works Natural Resources</li> <li>Bellingham Parks and Recreation Department</li> </ul>	<ul style="list-style-type: none"> <li>Bellingham Fire Department</li> <li>Whatcom County Health Department</li> </ul>	<ul style="list-style-type: none"> <li>Department of Agriculture</li> <li>Department of Natural Resources</li> <li>Department of Health</li> <li>Washington Department Emergency Management Division (EMD)</li> </ul>
12. Energy	<ul style="list-style-type: none"> <li>Puget Sound Energy</li> <li>Cascade Natural Gas</li> </ul>	<ul style="list-style-type: none"> <li>Public Works</li> </ul>	<ul style="list-style-type: none"> <li>Law Enforcement</li> <li>Fire Services</li> <li>Involved utilities</li> </ul>
13. Public Safety, Law Enforcement, and Security	<ul style="list-style-type: none"> <li>Bellingham Police Department</li> </ul>	<ul style="list-style-type: none"> <li>Whatcom County Sheriff</li> </ul>	<ul style="list-style-type: none"> <li>Washington State Patrol</li> <li>WWU Police</li> <li>US CBP</li> </ul>

14. Long Term Community Recovery	<ul style="list-style-type: none"> <li>• Mayor's Office</li> <li>• Office of Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>• City Council</li> </ul>	<ul style="list-style-type: none"> <li>• Bellingham Finance Director</li> <li>• Human Resources Department</li> <li>• Legal Department</li> </ul>
15. Public Affairs	<ul style="list-style-type: none"> <li>• Office of Emergency Management</li> <li>• City of Bellingham Communications Group</li> </ul>	<ul style="list-style-type: none"> <li>• Mayor's Office</li> </ul>	<ul style="list-style-type: none"> <li>• Whatcom County EM</li> <li>• State of Washington Department Emergency Management Division (EMD)</li> <li>• AlertSense (Konexus)</li> <li>• What-Comm</li> <li>• Prospect</li> </ul>
20. Defense Support to Civil Authorities	<ul style="list-style-type: none"> <li>• Bellingham Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• Whatcom County Sheriff</li> </ul>	<ul style="list-style-type: none"> <li>• Whatcom Unified</li> <li>• NAS Whidbey</li> <li>• US Coast Guard</li> <li>• Washington Military Department</li> </ul>

## 5. Responsibilities

5.1. A commonly shared goal across Bellingham is to ensure the whole community can build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, and mitigate all hazards. Different entities within a jurisdiction often have fundamental ways in which they functionally support greater community resiliency. The following framework outlines key categories and resiliency support mechanisms within the local community.

### 5.1.1 Elected/Appointed Officials

<b>All Mission Areas</b>	Jurisdictional chief executives are responsible for the public safety and welfare of the people of their jurisdiction. These officials provide strategic guidance and resources across all five mission areas. Chief elected, or appointed, officials must have a clear understanding of their emergency management roles and responsibilities and how to apply the response core capabilities to make decisions regarding resources and operations during an incident, as needed. Elected and appointed officials also routinely shape or modify laws, policies, and budgets to aid preparedness efforts and improve emergency management and response capabilities.
<b>Prevention</b>	
<b>Protection</b>	
<b>Mitigation</b>	
<b>Response</b>	<ul style="list-style-type: none"> <li>Chief executives' response duties may include:               <ul style="list-style-type: none"> <li>Obtaining assistance from other governmental agencies;</li> <li>Providing direction for response activities; and</li> <li>Ensuring appropriate information is provided to the public</li> </ul> </li> </ul>
<b>Recovery</b>	<ul style="list-style-type: none"> <li>Has the authority to appoint local recovery leadership that they select or that is selected by a designated recovery management organization</li> </ul>

### 5.1.2 Local Government Agencies/Departments

<b>All Mission Areas</b>	Local governments provide leadership for services such as law enforcement, fire, public safety, environmental response, public health, emergency management, emergency medical services, and public works for all manner of threats, hazards, and emergencies. Local governments are responsible for ensuring all citizens receive timely information in a variety of accessible formats. Department and agency heads collaborate with the emergency manager during the development of local emergency plans and provide key response resources. Participation in the planning process helps to ensure that specific capabilities are integrated into a workable plan to safeguard the community. These department and agency heads (and their staff) develop, plan, and train on internal policies and procedures to meet response needs safely. They also participate in interagency training and exercises to develop and maintain necessary capabilities.
<b>Prevention</b>	<ul style="list-style-type: none"> <li>Coordinate prevention resources and capabilities with neighboring jurisdictions, the state, and the private and nonprofit sectors</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Promote:               <ul style="list-style-type: none"> <li>Coordination of ongoing protection plans;</li> <li>Implementation of core capabilities; and</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>Engagement and information sharing with private sector entities, infrastructure owners and operators, and other jurisdictions and regional entities</li> <li>Address unique geographical protection issues, transborder concerns, dependencies and interdependencies among agencies and enterprises, and the establishment of agreements for cross-jurisdictional and public-private coordination</li> <li>Local law enforcement agencies are responsible for the protection of life and property, the preservation of peace, the prevention of crime, and the arrest of violators of the law <ul style="list-style-type: none"> <li>These agencies respond to incidents, conduct criminal investigations, collect criminal intelligence, and collaborate with other law enforcement agencies to resolve crime; and</li> <li>They engage in community, private industry, and interagency partnerships to identify and prevent criminal acts, including terrorism and transnational threats</li> </ul> </li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Lead pre-disaster recovery and mitigation planning efforts <ul style="list-style-type: none"> <li>Provide a better understanding of local vulnerabilities as they relate to risk reduction activities;</li> <li>Actions to reduce long-term vulnerability are applied in both the pre-disaster planning and the post-disaster recovery activities of the jurisdiction; and</li> <li>Improve resiliency by preparing for recovery and integrating mitigation policies into the recovery phase to ensure opportunities are not lost for risk reduction during rebuilding</li> </ul> </li> <li>Assist in making the connection between community resilience priorities and private sector development, most often addressed directly at the local level</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>Prepare for and manage the response and recovery of the community</li> <li>Volunteers and Donations: Volunteers and donors support response efforts in many ways, and governments at all levels must plan to incorporate volunteers and donated resources into response activities</li> </ul>
<b>Recovery</b>	<ul style="list-style-type: none"> <li>Primary role of planning and managing all aspects of a community's recovery post-disaster <ul style="list-style-type: none"> <li>Focus on business retention and the redevelopment of housing units that are damaged or destroyed; repairing and rebuilding presents an opportunity to promote and integrate mitigation measures into recovery rebuilding strategies and plans;</li> <li>Find opportunities to share information with the public on the status of recovery efforts to maintain community coordination and focus; and</li> <li>Document progress made towards objectives and best practices for use in future incidents</li> </ul> </li> <li>Take the lead in ensuring that recovery needs assessment and planning processes are inclusive and accessible, often by establishing local recovery structures that address overall coordination, sectors impacted, and survivor services</li> </ul>

### 5.1.3 Private Sector

<b>All Mission Areas</b>	Private sector entities operate in all sectors of business, commerce, private universities, and industry that support the operation, security, and resilience of global trade systems. Owners and operators of private sector entities and infrastructure should maintain situational awareness and take actions on a continuous basis to promote and build capabilities.
<b>Prevention</b>	<ul style="list-style-type: none"> <li>• Maintain situational awareness of the current threat environment, including potential terrorism-related activities; this awareness allows private sector entities to assist in preventing terrorism by identifying and reporting potential terrorism-related activity to law enforcement</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>• Both private and public sector infrastructure develop and implement:             <ul style="list-style-type: none"> <li>• Risk-based protective programs;</li> <li>• Resilience strategies for infrastructure; and</li> <li>• Related information and operations under their control</li> </ul> </li> <li>• Make investments in security and resilience as necessary components of prudent day-to-day business and continuity of operations planning</li> <li>• Work together and with public sector entities through established sector coordination bodies established under relevant legal authorities to share information and jointly address public risks</li> </ul>
<b>Mitigation</b>	<p>Mitigation is a sound business practice that reduces disaster losses and quickens restoration of normal operations. Private sector investments in continuity and vulnerability reduction have broad benefits. Private sector entities are essential to improving resilience through planning and long-term vulnerability reduction efforts and the development of regulatory measures that address and manage risks across infrastructure sectors. A more resilient private sector strengthens community resilience by helping to sustain economic vitality and ensuring the delivery of goods and services in the aftermath of a disaster. Among numerous activities that promote and implement mitigation core capabilities, businesses:</p> <ul style="list-style-type: none"> <li>• Analyze and manage their own risks;</li> <li>• Volunteer time and services;</li> <li>• Operate business emergency operations centers;</li> <li>• Help protect America's infrastructure; and</li> <li>• Promote the return on investment realized from increased resilience, developed continuity of operations plans, and reduced vulnerability</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>• Provide for the welfare of their employees in the workplace</li> <li>• Should have a direct link to emergency managers and, in some cases, be involved in the decision-making process</li> <li>• Critical infrastructure—such as privately-owned transportation and transit, telecommunications, utilities, financial institutions, hospitals, and other health regulated facilities—should have effective business continuity plans             <ul style="list-style-type: none"> <li>• Unique private sector organizations, including critical infrastructure and regulated entities, may require additional efforts to promote resilience</li> </ul> </li> <li>• Certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents and responding when an incident occurs</li> </ul>



	<ul style="list-style-type: none"> <li>Participate in state and local preparedness activities by providing resources (donated or compensated) through local public-private emergency plans, or mutual aid and assistance agreements, or in response to requests from government and nongovernmental-volunteer initiatives</li> </ul>
<b>Recovery</b>	<ul style="list-style-type: none"> <li>Participate in coordination opportunities during pre-disaster planning processes</li> <li>Maintain communication with the recovery officials about the status of operations and supply chains, as well as restoration challenges and timelines</li> <li>Develop continuity plans that include actionable, effective, and accessible internal communication processes and protocols to convey critical information</li> <li>Businesses that plan for disruption are less likely to go out of business after an incident than those who do not. May provide volunteers, leaders, technical assistance, commodities, and facilities to support the recovery effort</li> </ul>
	<ul style="list-style-type: none"> <li></li> </ul>

#### 5.1.4 *Nongovernmental/Volunteer and Community Organizations*

<b>All Mission Areas</b>	<p>Nongovernmental Organizations include voluntary, racial and ethnic, faith-based, veteran-based, and nonprofit organizations that provide sheltering, emergency food supplies, and other essential support services. Communities are groups that share goals, values, and institutions. They are not always bound by geographic boundaries or political divisions. Instead, they may be faith-based organizations, neighborhood partnerships, advocacy groups, academia, social and community groups, and associations. All these groups bring people together in different ways for different reasons, but each provides opportunities for sharing information and promoting collective action by fostering the development and organizational capacity to act to achieve a common goal. Communities may be the most effective actors to take specific action to manage and reduce their specific risks.</p>
<b>Prevention</b>	<ul style="list-style-type: none"> <li>May possess the knowledge and understanding of the threats they face and have the capacity to alert authorities of potential terrorism-related information and/or suspicious activities</li> <li>Support terrorism prevention activities through information sharing by identifying and reporting potential terrorism-related information to law enforcement</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Understand the threats and hazards in their locales</li> <li>Promote, implement, and deliver core capabilities within the Protection mission by: <ul style="list-style-type: none"> <li>Sharing information;</li> <li>Establishing protection standards of practice; and</li> <li>Advocate for, or assistance providers to, the entire range of community members by helping communities, individuals, and households to receive that protection information and resources</li> </ul> </li> <li>Central role in the development of Protection plans and in identifying and implementing solutions to Protection challenges <ul style="list-style-type: none"> <li>As risks transect geographical and jurisdictional boundaries, communities are essential partners for understanding how to manage complex Protection issues across multiple spheres of responsibility</li> </ul> </li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Represent communities and many groups in mitigation policy discussions</li> <li>Apply a localized understanding of risks to effective planning <ul style="list-style-type: none"> <li>Identify strategic mitigation options</li> </ul> </li> </ul>



	<ul style="list-style-type: none"> <li>• As able, promote and implement mitigation activities without necessarily holding a formal position of authority within a jurisdiction</li> <li>• May provide training and education to communities, including how-to guides</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>• Possess the knowledge and understanding of the vital roles for delivering important services; some are officially designated as support elements to national response capabilities:             <ul style="list-style-type: none"> <li>• The American Red Cross: the American Red Cross is chartered by Congress to provide relief to survivors of disasters and help people prevent, prepare for, and respond to emergencies. Red Cross has a legal status of “a federal instrumentality” and maintains a special relationship with the Federal Government. In this capacity, the American Red Cross supports several ESFs and the delivery of multiple core capabilities.</li> <li>• National Voluntary Organizations Active in Disaster (National VOAD): is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response, recovery, and mitigation—to help disaster survivors and their communities. National VOAD is a consortium of approximately 50 national organizations and 55 territorial and state equivalents.</li> <li>• National Center for Missing &amp; Exploited Children (NCMEC). Within the NCMEC, the National Emergency Child Locator Center (NECLC) facilitates the expeditious identification and reunification of children with their families.</li> </ul> </li> <li>• Support the volunteer and donations objective for managing the influx of volunteers and donations to voluntary agencies and all levels of government before, during, and after an incident             <ul style="list-style-type: none"> <li>• The goal is to support jurisdictions affected by disasters through close collaboration with the voluntary organizations and agencies</li> </ul> </li> </ul>
<b>Recovery</b>	<ul style="list-style-type: none"> <li>• Foster relationship building with other local emergency management organizations</li> <li>• Maintain access to extended networks through local offices and chapters of the organization, providing contextually based insight and access to potential recovery partnerships and resilience champions</li> <li>• Play a critical role in the implementation of an inclusive, locally led recovery organization and planning process</li> <li>• Some NGOs are part of Voluntary Organizations Active in Disaster (VOAD) or Community Organizations Active in Disaster (COAD), which are responsible for meeting disaster-caused unmet needs of disaster survivors</li> <li>• May note milestones achieved and document best practices for their use and for the benefit of their peers             <ul style="list-style-type: none"> <li>• This information may also be implemented into the planning process for the state VOAD or COAD as appropriate</li> </ul> </li> <li>• May provide experience and subject matter expertise to assist with the management of money, manpower, and materials to meet recovery needs and obligations that otherwise are not funded by government programs</li> <li>• In addition to collaborating on disaster planning with recovery partners, it is beneficial for NGOs to develop their own plans for how they will support disaster recovery efforts</li> </ul>

### 5.1.5 Individual Community Members

<b>All Mission Areas</b>	<p>Although not formally part of emergency management operations, individuals, families, and households play an important role in emergency preparedness; each can be better prepared in the immediate aftermath of a disaster if they:</p> <ul style="list-style-type: none"> <li>• Build an emergency kit that includes food, water, battery powered communication devices, and other essential needs</li> <li>• Prepare emergency plans, with family members who have access and functional needs, to address evacuation, sheltering-in-place, and sheltering needs; including medical needs; provisions for their animals including household pets or service and assistance animals; prepare for the essential needs of their children and ensure children know the family emergency plan</li> <li>• Contribute to the preparedness and resilience of their households and communities by volunteering with emergency organizations and completing emergency response training courses</li> </ul> <p>Safe, secure, and prepared individuals, families, and households are often less dependent on response services, which, in turn, places fewer responders in hazardous response situations. Those who prepare will reduce their personal stress, be able to reach out to others in need of assistance and be better positioned to actively contribute to post-disaster response and recovery efforts.</p>
<b>Prevention</b>	<ul style="list-style-type: none"> <li>• Identify and report potential terrorism-related activity to law enforcement             <ul style="list-style-type: none"> <li>• Individual vigilance and awareness helps communities remain safe and bolsters prevention efforts</li> </ul> </li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>• Understand the threats and hazards in their locales             <ul style="list-style-type: none"> <li>• Acquire an awareness of potential threats and hazards through sources such as news outlets, local emergency management agencies, public information and warning systems, community education campaigns, and information-sharing mechanisms                 <ul style="list-style-type: none"> <li>▪ Take risk-informed protective actions based on this knowledge</li> </ul> </li> </ul> </li> </ul>
<b>Mitigation</b>	<p>Mitigation begins with individual awareness and action; informed decisions facilitate actions that reduce risk and enable individuals, families, and households to better withstand, absorb, or adapt to the impacts of threats and hazards and quickly recover from future incidents. Homeowners who have adequate hazard and flood insurance coverage and take steps to protect their property from hazards common to their area, reduce the impacts of an incident and are less reliant on external assistance to repair or rebuild their homes.</p> <ul style="list-style-type: none"> <li>• Stay aware of and participate in disaster preparedness efforts in their community</li> <li>• Become aware of planning efforts regarding floodplain management, building codes, and land use and environmental regulations</li> <li>• Take actions and the basic steps to prepare themselves for emergencies             <ul style="list-style-type: none"> <li>• Reduce hazards in and around their homes through efforts such as raising utilities above flood level or securing unanchored objects against the threat of high winds</li> </ul> </li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>• Prepare to take care of themselves and their neighbors until assistance arrives             <ul style="list-style-type: none"> <li>• Preparedness should account for a minimum of three days (72 hours)</li> <li>• Due to the unique catastrophic hazard profile in the State of Washington, EMD recommends striving to prepare for 14 days</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>• Monitor emergency communications and follow guidance and instructions provided by local authorities</li> </ul>
<b>Recovery</b>	<ul style="list-style-type: none"> <li>• After suffering losses, survivors can:             <ul style="list-style-type: none"> <li>• Maximize any benefits from insurance coverage;</li> <li>• Pursue additional funding through any available personal or loan-based resources;</li> <li>• Apply for local, regional/metropolitan, state, tribal, territorial, insular area, or Federal program assistance that may be available                 <ul style="list-style-type: none"> <li>▪ After applying, survivors should:                     <ul style="list-style-type: none"> <li>• Ensure they follow up on agency requests;</li> <li>• Gain full understanding of program processes; and</li> <li>• Express any unmet needs</li> </ul> </li> </ul> </li> </ul> </li> <li>• Get involved in their community's recovery activities, including providing input in the post-disaster recovery planning process</li> </ul>

## 6. Communications

Leadership, at the incident level and in EOCs, facilitates communication through the development and use of common communications planning, interoperable communications processes, and systems that include voice and data links. Integrated communications provide and maintain contact among and between incident resources, enable connectivity between various levels of government, achieve situational awareness, and facilitate information sharing. Planning, both in advance of and during an incident, addresses equipment, systems, and protocols necessary to achieve integrated voice and data communications.

The principles of communications and information management, which support incident managers in maintaining a constant flow of information during an incident, are (1) Interoperability; (2) Reliability, Scalability, and Portability; (3) Resilience and Redundancy; and (4) Security. Information and intelligence management includes identifying essential elements of information (EEI) to ensure personnel gather the most accurate and appropriate data, translate it into useful information, and communicate it with appropriate personnel.

### 6.1. *Interoperable Communications Plans*

#### *Federal*

##### 6.1.1 National Emergency Communications Plan (NECP)

The NECP is the Nation's strategic plan for emergency communications that promotes communication and sharing of information across all levels of government, jurisdictions, disciplines, and organizations for all threats and hazards, as needed and when authorized.

#### *State*

##### 6.1.2 The Alert and Warning Center (AWC)

The AWC is a function of the State Emergency Operations Center (SEOC) which provides 24-hour, 7 days a week coverage for notifications, alerts, and warnings of emergency events and incidents affecting Washington State. The AWC provides continuous situational monitoring during non-emergency periods as well as in times of disaster and emergency. Federal, state, local and tribal officials are then responsible for further dissemination or action as needed.

### 6.1.3 Information Management Systems

Washington State maintains information management systems, such as WebEOC, to manage disasters and emergencies and to support and increase public safety information sharing. The system provides the SEOC and local jurisdictions with a platform to receive, process and manage information. The system is used as a gateway to share information and provide communications among county/city EOCs, the SEOC and state, federal, and local public safety entities. This information sharing allows authorized users to make informed decisions regarding public safety operations during disasters or emergencies and supports statewide collaboration.

### 6.1.4 State Radio Amateur Civil Emergency Services (RACES) Plan

### 6.1.5 State Telecommunications Service Priority (TSP) Planning Guidance

### 6.1.6 Statewide Communications Interoperability Plan (SCIP)

### 6.1.7 Washington Statewide AMBER Alert Plan

### 6.1.8 Appendix: Communicating with Limited English Proficient Populations; Washington State CEMP - ESF 15

## 6.2. Community Communications Planning

Strong communications are a vital component of effective response and recovery efforts. In an emergency or disaster, the local city and county entities will continue to use normal communications and warning systems to the extent possible. The City has a variety of communication systems available to facilitate emergency response and recovery, including phones (cell and landline), radios (800 MHz, UHF, VHF, County amateur radio program, etc.), fax, satellite phones, e-mail, the Microsoft Office 365 environment, social media, City intranet, and contracted translation services.

6.2.1 Washington RCW 38.52.070 requires emergency services to provide emergency communication to language groups comprising of 1,000 speakers or 5% of the total jurisdiction population, whichever is less. The most current available census data available through The Washington State Office of Financial Management indicates Spanish is the only language group in Whatcom County other than English that meets the “Significant Population Segments” (i.e. 5% or 1000 residents, whichever is less) threshold. City of Bellingham 2023 census data from the [American Community Survey](#) estimates 1,942 persons speaking Spanish at home (2.5% of city population).

6.2.3 City OEM staff engage with multiple entities in efforts to develop improved communications planning, including alerting software entities, state outreach coordination staff, the Washington State Coalition on Inclusive Emergency Planning, City ADA Coordinators, translation services, and community members through local Trusted Partnership Networks planning.

6.2.4 LEP individuals and the local public historically have not encountered frequent notifications of life-safety information, with few instances of large-scale emergencies warranting large scale dissemination of alerts. In the time of the last plan review, the majority of select public alerts have been through coordinated messaging for situational awareness via Whatcom County Division of Emergency Management public alerts sent via the AlertSense platform. In the event of a Wireless Emergency Alert being sent through IPAWS, City and County Emergency Management entities are able to use open-

source online translation for real-time translation needs. The City and County have contracts with language services for real-time written translation.

- 6.2.5 The City supports regional coordination of life-safety messaging by maintaining contact information for Public Information Officers (PIOs) of neighboring jurisdictions, media contacts, translation services, and regional partners who can assist in disseminating critical information to residents, including LEP communities and those with other access and functional needs. It is understood that providing properly translated alerts and emergency information is crucial to life safety in LEP communities, and every effort will be made to provide such information in a timely manner.
- 6.2.6 The City is committed to improving emergency communications to the public post incident. The effectiveness of communicating life safety information to the public will be evaluated through standard After-Action Report processes which include gathering data and notes from hot-washes, after-action meetings, and interviews.
- 6.2.7 Potential technological challenges exist which may limit the ability to communicate effectively with the LEP population via public alerts; alerts may be hindered or slowed during widespread, regionalized communication system failures where connectivity to the alerting software is impeded. Redundancies like existing backup-power generation at critical facilities help to minimize difficulties while connecting to web-based alerting software. In the last review period, no additional technological resources are needed for purposes of emergency alerts.

## **7. Administration**

### **7.1. Documentation**

The Governor, Washington Military Department, Emergency Management Division (EMD), and other governmental officials require information concerning the nature, magnitude, and impact of a disaster or emergency. This information allows for evaluating and providing the most efficient and appropriate distribution of resources and services during the response to and recovery from a disaster or emergency. State agencies, local jurisdictions, and other organizations provide these reports including, but not limited to:

- Situation Reports;
- Requests for Proclamations of Emergency;
- Requests for Assistance;
- Costs/Expenditures Reports;
- Damage Assessment Reports; and/or
- After Action Reports.

### **7.2. Retention**

Records will be kept in such a manner to separately identify incident related expenditures and obligations from general programs and activities of local jurisdictions or organizations. Complete and accurate records are necessary to document requests for assistance, for reimbursement under approved applications pertaining to declared emergencies or major disasters, and for audit reports.

### **7.3.Preservation**

Local government offices may coordinate the protection of their essential records with the State archivist as necessary to provide continuity of government under emergency conditions pursuant to RCW 40.10.010. It is the responsibility of each department to establish procedures for the identification, preservation, and retention of essential records.

## **8. Finance**

### **8.1.Local**

Local jurisdictions requesting assistance should assume the resources requested will need to be paid out of local funding. Local jurisdictions may incur disaster-related obligations and expenditures in accordance with the provisions of RCW 38.52.070(2), applicable State statutes and local codes, charters, and ordinances, which may include but are not limited to the following:

- Emergency expenditures for cities with populations less than 300,000. RCW 35.33.081.
- Emergency expenditures for towns and cities with an ordinance providing for a biennial budget. RCW 35.33.081.
- Emergency expenditures for code cities. RCW 35A.33.080 and RCW 35A.34.140.
- Emergency expenditures for counties. RCW 36.40.180.

### **8.2.Federal**

The Federal Emergency Management Agency (FEMA) requires that state and local governments receiving federal financial assistance under the Stafford Act comply with FEMA's rules prohibiting discrimination, as provided in 44 Code of Federal Regulation (CFR) § 206.11. As a result of this federal requirement, state and local governments seeking to receive federal disaster assistance will follow a program of non-discrimination and incorporate FEMA's Whole Community approach (discussed in the **Concept of Operations** section). This requirement encompasses all state and local jurisdiction actions to the Federal/State Agreement.

All personnel carrying out federal major disaster or emergency assistance functions, including the distribution of supplies, the processing of applications, and other relief and assistance activities, shall perform their work in an equitable and impartial manner, without discrimination on the grounds of race, religion, sex, color, age, economic status, physical and sensory limitations, Limited English Proficiency (LEP), or national origin.

As a condition of participation in the distribution of assistance or supplies under the Stafford Act, government bodies and other organizations shall provide a written assurance of their intent to comply with regulations relating to nondiscrimination promulgated by the President or the administrator of the Federal Emergency Management Agency (FEMA), and shall comply with such other regulations applicable to activities within an area affected by a major disaster or emergency as the administration of FEMA deems necessary for the effective coordination of relief efforts.

The Pets Evacuation and Transportation Standards (PETS) Act amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The PETS Act is operational when a federal disaster declaration is made and can provide reimbursement for allowable, documented services used in the declared emergency. Eligible costs related to pet evacuations and sheltering is in FEMA's Public Assistance Program and Policy Guide (PAPPG).



### **8.3. Incurred Costs Tracking**

Finance staff will follow guidelines for the FEMA process for reimbursement of disaster-related expenses and with the assistance of the Emergency Management Division of the Executive Services Department and coordinate the reimbursement process with other departments as needed.

### **8.4. Cost Recovery**

Disaster-related expenditures and obligations of state agencies, local jurisdictions, and other organizations may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work performed in the restoration of certain public facilities after a major disaster declaration by the President of the United States under the statutory authority of certain federal agencies.

#### **8.4.1 Federal Assistance Programs**

##### **Public Assistance (PA) Program**

FEMA's Public Assistance (PA) grant program provides federal assistance to government organizations and certain private nonprofit (PNP) organizations following a Presidential disaster declaration. PA provides grants to state, tribal, territorial, and local governments, and certain types of PNP organizations so that communities can quickly respond to and recover from major disasters or emergencies. Through the program, FEMA provides supplemental federal disaster grant assistance for debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain PNP organizations. The PA program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process. The federal share of assistance is not less than 75 percent of the eligible cost. The Recipient (usually the state) determines how the non-federal share (up to 25 percent) is split with the subrecipients (eligible applicants).

##### **Individual Assistance (IA) Program**

FEMA provides assistance to individuals and households through the Individual Assistance Program, which includes all of the following:

- Mass Care and Emergency Assistance (MC/EA);
  - Crisis Counseling Assistance and Training Program (CCP);
  - Disaster Unemployment Assistance (DUA);
  - Disaster Legal Services (DLS);
  - Disaster Case Management (DCM); and
  - Individuals and Households Program (IHP).
- IHP is comprised of two categories of assistance: Housing Assistance (HA) and Other Needs Assistance (ONA).

#### **8.4.2 State Assistance Programs**

##### **Public Assistance (PA) Program**

The Public Assistance (PA) State Administrative Plan (SAP) provides procedures used by the Military Department, Emergency Management Division staff (as Grantee) to administer the Public Assistance Program. Audits of state and local jurisdiction emergency expenditures will be conducted in the normal course of state and local government audits. Audits of projects approved for funding with federal



disaster assistance funds are necessary to determine the eligibility of the costs claimed by the applicant.

#### Individual Assistance (IA) and Other Needs Assistance (ONA) Programs

The Individual Assistance (IA) State Administrative Plan (SAP) for the Other Needs Assistance (ONA) Program is used by the State Emergency Management Division staff (as Grantee) to administer the Individual Assistance Program. The IA SAP sets forth the organization, staffing, and procedures for administration of the Individuals and Households Program, Other Needs Assistance, in Washington State subsequent to a major disaster declaration by the President.

## **9. Logistics and Resource Management**

### ***9.1.NIMS resource management***

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

### ***9.2.Resource Typing***

Resource typing is defining and categorizing incident resources by capability. Resource typing definitions establish a common language for discussing resources by defining minimum capabilities for personnel, teams, facilities, equipment, and supplies. Resource typing enables communities to plan for, request, and have confidence that the resources they receive have the capabilities they requested. FEMA leads the development and maintenance of resource typing definitions for resources shared on a local, interstate, regional, or national scale. Jurisdictions can use these definitions to categorize local assets.

### ***9.3.Emergency Worker Program/Liability Protection***

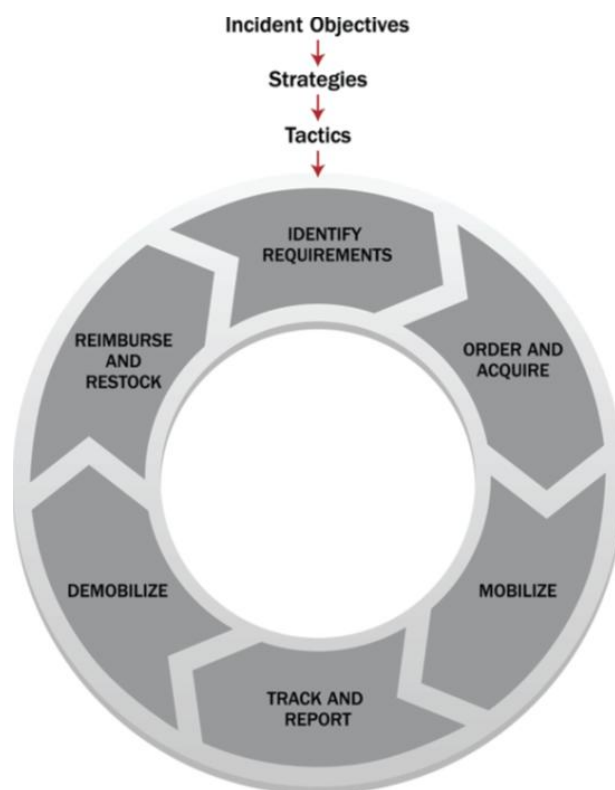
RCW 38.52 authorizes the use of emergency workers as outlined in state law. "Emergency Worker" is defined in RCW 38.52.010(7), while provisions addressing the registration, use, classification and coverage of emergency workers are addressed by RCW 38.52.180, RCW 38.52.310 and WAC 118.04.

### ***9.4.Procurement and Resource Requesting***

The Washington Intrastate Mutual Aid System (WAMAS), established in RCW 38.56, provides for in-state mutual assistance among member jurisdictions, to include every county, city, and town of the state. WAMAS does not replace current mutual aid agreements; it is a mutual aid tool to use when other agreements do not exist. Out-of-state mutual aid resources are requested through the Emergency Management Assistance Compact (EMAC), established in Public Law 104-321, or the Pacific Northwest Emergency Management Arrangement (PNEMA), established in Public Law 105-381, both coordinated through Washington Emergency Management Division.

Resources should deploy only when appropriate authorities request and dispatch them through established resource management systems. Resources that authorities do not request should refrain from spontaneous deployment to avoid overburdening the recipient and compounding accountability challenges.

Resource requests are tracked throughout their entire life cycle, from the time submitted, until filled (if consumable) or until the resource is demobilized and returned (if non-consumable). Supply chain elements, such as state and local staging areas, reception and integration centers, movement coordination centers, and movement control points activate as appropriate to the situation. State and local staging areas serve as temporary storage areas for the movement of resources to affected areas. Reception and integration centers provide reception, integration, onward movement, and accountability for out-of-state resources.



### **9.5. Demobilization**

Demobilization should be a planned and coordinated effort with the incident Command Staff and Emergency Operations Center staff, and all other involved departments and agencies.

### **9.6. Resource Gaps**

Comprehensive and integrated planning can help other levels of government plan their response to an incident within a jurisdiction. By knowing the extent of the jurisdiction's capability, supporting planners can pre-identify shortfalls and develop pre-scripted resource requests.

## **10. Development and Maintenance**

### **10.1. Core Planning**

#### **10.1.1 Planning Process**

Planning is a continuous process that does not stop when a plan is published. Emergency Management staff develop drafts of the basic plan or annexes, and then prepares a final

draft and circulates it for comment to entities that have responsibilities for implementing the plan. The written plan is checked for its conformity to applicable regulatory requirements and the standards of Federal or State agencies. Once validated, the plan is presented to the appropriate officials for signature and promulgation. The promulgation process should be based on specific statute, law, or ordinance. Once approved, the plan can be available to stakeholders who have roles in supporting the plan components. The Basic Plan portion of the CEMP may be available online for public viewing.

### 10.1.2 Review Process

Commonly used criteria can help decision makers determine the effectiveness and efficiency of plans. These measures include adequacy, feasibility, and acceptability. Decision makers directly involved in planning can employ these criteria, along with their understanding of plan requirements, not only to determine a plan's effectiveness and efficiency but also to assess risks and define costs.

*Adequacy* – a plan is adequate if the scope and concept of planned operations identify and address critical tasks effectively; the plan can accomplish the assigned mission while complying with guidance; and the plan's assumptions are valid, reasonable, and comply with guidance.

*Feasibility* – a plan is feasible if the organization can accomplish the assigned mission and critical tasks by using available resources within the time contemplated by the plan. The organization allocates available resources to tasks and tracks the resources by status (e.g., assigned, out of service). Available resources include internal assets and those available through mutual aid or through existing state, regional, or Federal assistance agreements.

*Acceptability* – a plan is acceptable if it meets the requirements driven by a threat or incident, meets decision maker and public cost and time limitations, and is consistent with the law. The plan can be justified in terms of the cost of resources and if its scale is proportional to mission requirements. Planners use both acceptability and feasibility tests to ensure that the mission can be accomplished with available resources, without incurring excessive risk regarding personnel, equipment, material, or time. They also verify that risk management procedures have identified, assessed, and applied control measures to mitigate operational risk (i.e., the risk associated with achieving operational objectives).

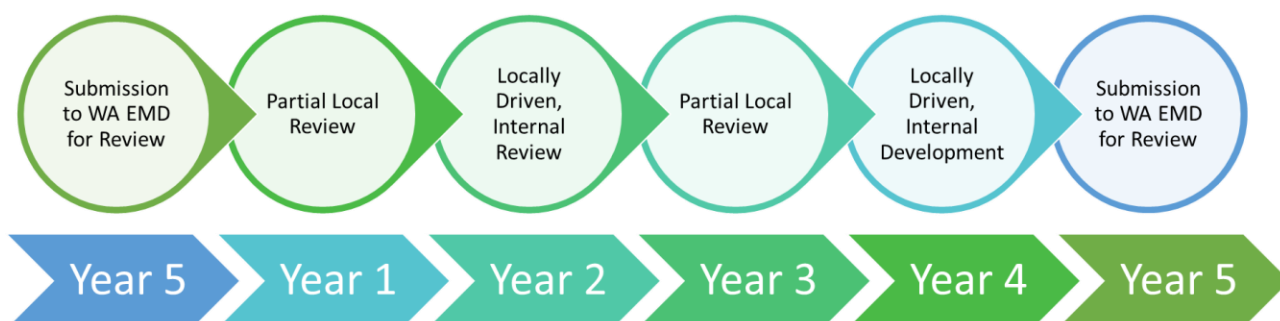
*Completeness* – a plan is complete if it:

- Incorporates all tasks to be accomplished;
- Includes all required capabilities;
- Integrates the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs, immigrants, individuals with limited English proficiency, and diverse racial and ethnic populations;
- Provides a complete picture of the sequence and scope of the planned response operation;
- Makes time estimates for achieving objectives; and
- Identifies success criteria and a desired end-state.

*Compliance* – the plan should comply with guidance and doctrine to the maximum extent possible, because these provide a baseline that facilitates both planning and execution.

### 10.1.3 *Revision Process*

Plans should evolve as lessons are learned, new information and insights are obtained, and priorities are updated. Evaluating the effectiveness of plans involves a combination of training events, exercises, and real-world incidents to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response. Planning teams should establish a process for reviewing and revising the plan. Reviews should be a recurring activity.

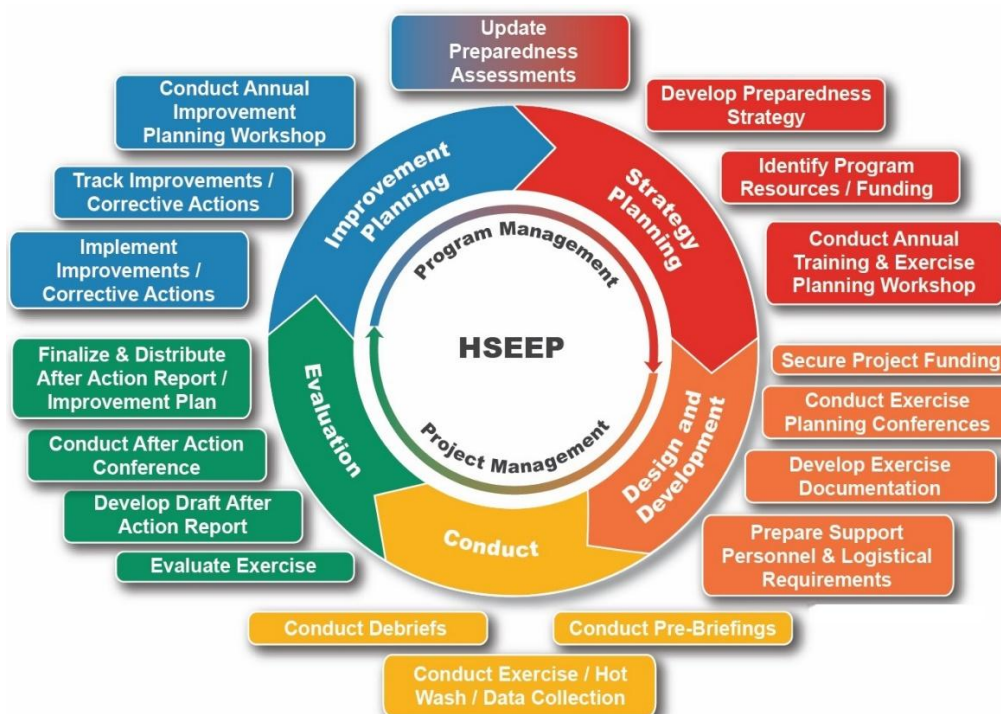


### 10.2. *Maintenance Schedule*

The CEMP is revised by the Bellingham Office of Emergency Management staff and submitted to the Washington State Division of Emergency Management every five years for formal review. City of Bellingham Office of Emergency Management staff will monitor updates from Washington State Division of Emergency Management planning staff regarding any changes in state or federal legal requirements pertaining to emergency management plans.

### 10.3. *Training & Exercise Program*

Through the implementation of the Homeland Security Exercise and Evaluation Program (HSEEP), organizations can use training and exercises to improve current and required Core Capability levels, identify gaps, and overcome shortfalls. A Capabilities Assessment provides a gap analysis, by Core Capability, for each desired outcome and capability target; each of the Homeland Security Regions is required to complete an assessment. After the Capabilities Assessment is completed, it is referenced to determine the priority capabilities for training and exercise planned activities and can be coordinated with the Training and Exercise Plan (TEP) of the state.



### 10.3.1 Training Program

Nationally standardized criteria and minimum qualifications for positions provide a consistent baseline for qualifying and credentialing an incident workforce. Different incident management positions will require appropriate skills and training; NIMS ICS training provides the baselines to help ensure competencies are met for responders with various roles and responsibilities.

All City of Bellingham employees may be called on to become Emergency Workers in a disaster. As such, all City employees are required to complete ICS 100 and 700. First line supervisors are required to complete ICS 100, 700, and 200. All middle management are required to complete ICS 100, 700, 200, and 300. All department heads are required to complete ICS 100, 700, 200, 300, and 400. ICS 300 and 400 are offered in person at least once every year in partnership with the Whatcom Sheriff's Office Division of Emergency Management.

### 10.3.2 Exercise Program

Applying the following principles to both the management of an exercise program and the execution of individual exercises is critical to the effective examination of capabilities:

- *Capability-based, Objective Driven* – through HSEEP, organizations can use exercises to examine current and required core capability levels and identify gaps; exercises focus on assessing performance against capability-based objectives.
- *Progressive Planning Approach* – a progressive approach includes the use of various exercises aligned to a common set of exercise program priorities and objectives with an increasing level of complexity over time.
- *Whole Community Integration* – encourage exercise planners to engage the whole community throughout exercise program management, design and development, conduct, evaluation, and improvement planning.

- *Informed by Risk* – identifying and assessing risks and associated impacts helps organizations identify priorities, objectives, and core capabilities to be evaluated through exercises.
- *Common Methodology* – enables organizations of divergent sizes, geographies, and capabilities to have a shared understanding of exercise program management, design and development, conduct, evaluation, and improvement planning; and fosters exercise-related interoperability and collaboration.

The City participates in regional and local exercises in collaboration with local jurisdictions and regional agencies. These trainings include tabletop exercises, drills, functional exercises, and full-scale exercises.

### 10.3.3 *After-Action Reporting Process*

The After-Action Report (AAR) summarizes key exercise-related evaluation information, including the exercise overview and analysis of objectives and core capabilities; however, the AAR can also be used to capture and analyze key incident-related information throughout the phases of an incident. An AAR should include an overview of performance related to each exercise objective and associated core capabilities, while highlighting strengths and areas for improvement. Upon completion, the exercise sponsor distributes it to participating organizations. Officials will review and confirm observations identified in the AAR and determine which areas for improvement require further action. Areas for improvement that require action are those that will continue to seriously impede capability performance if left unresolved.

In the event an AAR is conducted after an emergency or disaster, the local participating organizations must evaluate the effectiveness of the communication of life safety information per RCW 38.52.070(4). If there are technological challenges which limited communications efforts during the emergency or disaster, this must be shared in writing with the Washington State Emergency Management Division, along with identification of recommendations and resources needed to address those challenges.

### 10.3.4 *Corrective Action Program*

Corrective actions are concrete, actionable steps that are intended to resolve capability gaps and shortcomings identified in exercises or real-world events. In developing corrective actions, the AAR is reviewed as needed to confirm that issues identified are valid and require resolution. The reviewers then identify which issues fall within their organization's authority and assume responsibility for acting on those issues. Finally, they determine an initial list of appropriate corrective actions to resolve identified issues.



## **APPENDIX 1 - DEFINITIONS**

**Adjutant General:** Controls and directs state military operations.

**Applicant:** The state or local government submitting a project application or request for direct federal assistance under Public Law 93-288 or on whose behalf the Governor's Authorized Representative takes action.

**American National Red Cross:** The national organization of the Red Cross organized to undertake activities for the relief of persons suffering from disaster as stated in Section 3 of the Act of January 5, 1905, Chapter 23, as amended (36 USC 3) entitled "An Act to Incorporate the American National Red Cross."

**Common Program Control Broadcast Station:** An element of the Emergency Broadcast System. A primary broadcast station in each operational (local) area assigned the responsibility for coordinating the operations for the broadcasting of the common programming for the operational area.

**Contractor:** Any individual, partnership, corporation, agency or other entity (other than an organization engaged in the business of insurance), performing work by contract for the federal government, state, or a local agency.

**Damage Assessment:** Estimation of damages made after a disaster has occurred which serves as a basis of the Governor's request to the President for a declaration of Emergency or Major Disaster.

**Disaster Analysis:** The collection, reporting and analysis of disaster related damages to determine the impact of the damage and to facilitate emergency management of resources and services to the stricken area.

**Disaster Assistance Center (DAC):** A center set up in the disaster area where individual disaster victims may receive information concerning available assistance and apply for the programs for which they are eligible. The Disaster Assistance Center will house representatives of the federal, state, and local agencies that deal directly with the needs of the individual victim.

**Disaster Field Office:** An office established jointly by the Coordinating Officer and State Coordinating Officer within the affected area for federal and state officials to coordinate disaster assistance and recovery efforts.

**Emergency:** "Any hurricane, 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." (PL 93-288).

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

**Emergency Protective Measures:** Those efforts to protect life and property against anticipated and occurring effects of a disaster. These activities generally take place after disaster warning (if any) and throughout the incident period.

**Emergency Management:** The preparation for and the carrying out of all emergency functions, other than functions for which the military forces are responsible, to minimize injury and repair damage resulting from disasters caused by enemy attack, sabotage, or other hostile action, or by fire, flood, storm, earthquake, or other natural causes, and to provide support for search and rescue operations for persons and property in distress.

**Emergency Management Incident Numbers:** Incident Numbers (also called Mission Numbers) issued by state and local emergency management organizations which cover the liability incurred by registered emergency workers within each affected county for the duration of legitimate emergency management activities/missions. Incident numbers may be broken down into further categories to aid in administration and documentation of incidents as follows:



- Search and Rescue Number
- Disaster Incident Number
- Training Number

**Emergency Management Plans:** Those plans prepared by federal, state, and local governments in advance and in anticipation of disasters for the purposes of assuring effective management and delivery of aid to disaster victims, and providing for disaster prevention, warning, emergency response, and recovery.

**Emergency Worker:** Any person who is registered with a state or local emergency management organization and holds an identification card issued by the state or local emergency director for the purpose of engaging in authorized emergency management, or who is an employee of the State of Washington or any political subdivision thereof who is called upon to perform emergency tasks.

**Federal Agency:** Any department, independent establishment, Government Corporation, or other agency of the executive branch of the Federal Government, including the United States Postal Service, but shall not include the American National Red Cross.

**Federal Assistance:** Aid to disaster victims or state or local governments by federal agencies authorized to provide assistance under federal statutes.

**Federal Coordinating Officer:** The person appointed by the President to coordinate federal assistance in an Emergency or a Major Disaster.

**Federal/State Agencies:** The agreement signed by the Governor and the Regional Director of the Federal Emergency Management Agency, specifying the manner in which federal assistance will be made available for a Presidential Declaration of Emergency, Fire Suppression, or Major Disaster, and containing terms and conditions consistent with applicable laws, executive orders, and regulations as the Administrator of FEMA may require.

**Governor:** The Governor of this State, or in case of removal, death, resignation or inability to discharge the powers and duties of office, that person who may exercise the powers of Governor pursuant to the Constitution and laws of this state relating to succession in office.

**Governor's Authorized Representative:** That person named by the Governor in the Federal/State Agreement to execute on behalf of the State all necessary documents for disaster assistance following the declaration of an emergency or a major disaster, including certification of applications for public assistance.

**Grant Coordinating Officer:** The State official assigned management responsibility for the Individual and Family Grant Program (IFG) after a Major Disaster declaration by the President. (If requested by the Governor).

**Hostile Actions:** Actions involving (1) attacks using conventional, biological, chemical, or nuclear weapons (2) Acts of domestic terrorism or sabotage (3) foreign embargo (4) any form of aggression that threatens the nation.

**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.

**Incidence Period:** For Emergencies or Major Disasters declared pursuant to PL 93-288, those days or parts thereof officially designated by the President or a representative as the dates upon which damages occurred.

**Joint Information Center (JIC):** Made up of a group of public information officers (PIOs) representing their respective unified command agencies. Responsible for disseminating information from unified command to the public.

**Jurisdiction:** The geographical area over which a specific governing body exercises direct authority, e.g., State of Washington and/or its political subdivisions.

**Local Emergency:** The duly proclaimed existence of conditions of a disaster or of extreme peril to the safety or health of persons and property within local jurisdictional boundaries. The emergency may be declared by a mayor or

chairman of the board of county commissioners and is normally issued prior to requesting state and/or federal assistance.

**Local Government:** Any county, city, village, town, district, or other political subdivision of the state, any Native American tribe or authorized tribal organization, and including any rural community or unincorporated town or village or any other public entity for which an application for assistance is made by the state or political subdivision thereof.

**Local Organization for Emergency Management:** An organization created in accordance with the provisions of RCW 38.52 by state or local authorities to perform local emergency management functions.

**Major Disaster:** "Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant Major Disaster assistance under PL 93-288, above and beyond emergency management by the federal, government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby." (PL 93-288)

**Pinpoint Disaster:** A disaster, not caused by negligence or malicious action, which as determined by the Commissioner of Education, Department of Health, Education and Welfare has destroyed or seriously damaged school facilities, but which is local in effect and has not been declared a Major Disaster by the President.

**Private Nonprofit Facility:** Any educational, utility, emergency, medical, and custodial care buildings, structures or systems, including those for the aged or disabled and facilities on Indian reservations eligible for federal assistance under Section 402(b) of PL 93-288 as the result of a Major Disaster.

**Private Nonprofit Organizations:** Any non-governmental agency or entity that has applied for, and currently has, in effect, from the U.S. Internal Revenue Service, a ruling letter granting tax exemption under Section 501(c), (d), or (e) of the Internal Revenue Code of 1954, or satisfactory evidence from the state that the non-revenue producing organization or entity is a nonprofit one chartered with the Office of the Secretary of State, or the State Auditor prior to the onset of the incidence period.

**Public Assistance:** Financial or other aid provided to political subdivisions and Native American tribes to facilitate restoration of public facilities to pre-disaster functions and capabilities.

**Public Facility:** Any flood control, navigation, irrigation reclamation, public power, sewage treatment and collection, water supply and distribution, watershed development, airport facility, non-federal aid street, road, or highway, and any other public building, structure or system including those used exclusively for recreational purposes.

**Regional Director:** Director of a Regional Office of the Federal Emergency Management Agency (FEMA).

**Standing Operating Procedure (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 Comprehensive Emergency Management Plan.

**State Agency:** Any department, office, commission, or agency of State government.

**State Area Command:** The State Headquarters and Headquarters of the National Guard in each state, less elements required for the conduct of selective service activities, when ordered into active federal service. When mobilized, directs operational employment of all military forces made available for land defense or for military support to civil authorities.

**State Coordinating Office (SCO):** That person appointed by the Governor for the purpose of coordinated State and local disaster assistance efforts with those of the federal government.

**State of Emergency:** An emergency proclaimed as such by the Governor pursuant to RCW 43.06.010.

**State Emergency Plan:** As used in Section 201(b) of PL 93-288; that state plan which is designed specifically for state-level response to emergencies or major disasters and which sets forth actions to be taken by the state and local governments including those for implementing federal disaster assistance. In the State of Washington it is known as the Washington State Comprehensive Emergency Management Plan. Execution of the State Comprehensive Emergency Management Plan is prerequisite to the provision of federal assistance authorized by PL 93-288.

**Tsunami:** A large surge of a body of water onto land caused by underwater displacement of earth. Most frequently associated with large underwater earthquakes and/or landslide.

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

**Vector Control:** Control of diseases spread by insects, rodents, etc.

**Voluntary Organization:** Any chartered or otherwise duly recognized tax- exempt, local, state, national organization or group, which has provided, or may provide services to the state, local governments, or individuals in a major disaster or emergency.

## **APPENDIX 2 - ABBREVIATIONS**

ALS	Advanced Life Support
ANRC/ARC	American National Red Cross/American Red Cross
ARES	Amateur Radio Emergency Services
BEOC	Bellingham Emergency Operations Center
BFD	Bellingham Fire Department
BLS	Basic Life Support
BPD	Bellingham Police Department
BSD	Building Services Department (Bellingham)
CAP	Civil Air Patrol
CAN	Community Alert Network
CB	Citizens Band (Radio)
CFR	Code of Federal Regulations
CISM	Critical Incident Stress Management
CMNET	Comprehensive Emergency Management Network
COE	(US Army) Corps of Engineers
DAC	Disaster Assistance Center
DEM	Division of Emergency Management (State or local)
DMCC	Disaster Medical Control Center
DNR	Department of Natural Resources (State)
DOF	Department of Fisheries (State)
DOT	Department of Transportation (State or Federal)
DSHS	Department of Social and Health Services (State)
DSR	Damage Survey Report
EAS	Emergency Alert System
EMD	Washington State Military Dept.-Emergency Management Division
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
ECC	Emergency Coordination Center
EOC	Emergency Operation Center

EPA	Environmental Protection Agency (Federal)
EPI	Emergency Public Information
ESF	Emergency Service Function
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FDAA	Federal Disaster Assistance Administration
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
IO	Information Officer
ITSD	Information and Technology Services Division (Bellingham)
JIC	Joint Information Center
LEPC	Local Emergency Planning Council
MCI	Mass Casualty Incident
NAWAS	National Warning System (Federal)
NDTA	National Defense Transportation Association
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration (Federal)
PDA	Preliminary Damage Assessment
PWOps	(Department of) Public Works, Operations Division (Bellingham)
RACES	Radio Amateur Civil Emergency Service
RCW	Revised Code of Washington
SA	Salvation Army
SAR	Search and Rescue
SERP	Specialized Emergency Response Program
SOP	Standing Operating Procedure
USCG	United States Coast Guard
USGS	United States Geological Survey
WAC	Washington Administrative Code
WCCEMP	Whatcom County Comprehensive Emergency Management Plan

WCDEM	Whatcom County Division of Emergency Management
WCEOC	Whatcom County Emergency Operations Center
WDOE	Washington Department of Ecology
WISHA	Washington Industrial Safety and Health Act

## **APPENDIX 3 – AUTHORITIES AND REFERENCES**

### **STATE**

- Washington State Code (including Revised Code of Washington & Washington Administrative Code)
- RCW 10.93, Washington Mutual Aid Police Officers
- RCW 34.05, Administrative Procedures Act
- RCW 35A.33, Budgets in Code Cities o RCW 35A.33.080, Emergency expenditures—Non-debatable emergencies.  
o RCW 35A.33.120, Funds—Limitations on expenditures—Transfers and adjustments.
- RCW 35A.38.010, Local Organizations
- RCW 38.08, Powers and Duties of Governor
- RCW 38.12, Militia Officers and Advisory Council
- RCW 38.52, Emergency Management o RCW 38.52.070, Local organizations and joint local organizations authorized— Establishment, operation—Emergency powers, procedures—Communication plans.
- RCW 38.54, State Fire Services Mobilization o RCW 38.54.030, State fire protection policy board — State fire services mobilization plan — State fire resources coordinator.
- RCW 38.56, Intrastate Mutual Aid System
- RCW 42.14, Continuity of Government Act
- RCW 42.56, Public Records Act o RCW 42.56.420(1)(a), Security
- RCW 43.06, Governor’s Emergency Powers o RCW 43.06.010, General Powers and Duties
- RCW 43.43, Washington State Patrol
- RCW 43.105, Consolidated Technology Services Agency
- RCW 70.136, Hazardous Materials Incident o RCW 70.136.030, Incident Command Agencies – Designation by political subdivisions o RCW 70.136.035, Incident Command Agencies – Assistance from state patrol
- 49.60.400, RCW Discrimination, Preferential Treatment Prohibited
- WAC 118-04, Emergency Worker Program o WAC 118-04-200, Personal Responsibilities of Emergency Workers
- WAC 118-30, Local Emergency Management/Services Organizations, Plans and Programs
- WAC 296-62, General Occupational Health Standards o 296-62-3112, Emergency Response to Hazardous Substance Release
- WAC 296-824, Emergency Response
- WAC 296-824-300, Training
- WAC 296-824-500, Incident Requirements
- Washington State Growth Management Act



**FEDERAL**

- Americans with Disabilities Act, 1990
- Superfund Amendments and Re-authorization Act (SARA Title III)
- Disaster Mitigation Act of 2000
- Code of Federal Regulations Title 44, Part 205 and 205.16
- Code of Federal Regulations, Part 206, Subpart B
- Pets Evacuation and Transportation Standards (PETS) Act
- Public Law 920, Federal Civil Defense Act of 1950, as amended
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Public Law 93-288, Disaster Relief Act of 1974, as amended
- Public Law 96-342, Improved Civil Defense 1980
- Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA)
- Public Law 105-19, Volunteer Protection Act of 199

## **APPENDIX 4 - ESF CROSSWALK**

<b>ESF FUNCTION</b>	<b>Functional Annex(s)</b>
1. Transportation	Annex 12: Transportation
2. Communication, Information Systems and Warning	Annex 11: Communications Systems & Warnings Annex 7: Emergency Public Information & External Affairs
3. Public Works and Engineering	Annex 14: Public Works, Water, Engineering
4. Firefighting	Annex 2: Fire, Law Enforcement, Search & Rescue
5. Emergency Management & Information	Annex 8: Information Planning & Emergency Management Annex 1: Command and Control
6. Mass Care, Emergency Assistance, Emergency Housing, and Human Services	Annex 4: Mass Care & Sheltering, Animals, Food & Water Annex 6: Evacuation
7. Resource Support	Annex 8: Information Planning & Emergency Management Annex 9: Logistics Management & Resource Support
8. Public Health and Medical Services	Annex 5: Public Health, Medical Services, Mortuary
9. Search and Rescue	Annex 2: Fire, Law Enforcement, Search & Rescue
10. Hazardous Materials Response	Annex 3: Hazardous Materials
11. Agricultural and Natural Resources	Annex 9: Logistics Management & Resource Support Annex 4: Mass Care & Sheltering, Animals, Food & Water
12. Energy	Annex 13: Energy and Utilities
13. Public Safety, Law Enforcement, and Security	Annex 1: Command & Control Annex 2: Fire, Law Enforcement, Search & Rescue
14. Long Term Community Recovery	Annex 10: Finance and Administration Annex 9: Logistics Management & Resource Support
15. Public Affairs	Annex 7: Emergency Public Information & External Affairs
20. Defense Support to Civil Authorities	Annex 9: Logistics Management & Resource Support

## **POPULATION PROTECTION ANNEXES**

### ***ANNEX 1: COMMAND & CONTROL***

#### **PURPOSE**

The purpose of Command & Control is to provide for the effective overall direction, control, and coordination of emergency management activities undertaken in accordance with the City of Bellingham Comprehensive Emergency Management Plan.

#### **SCOPE**

These provisions encompass the activation of all or part of the City of Bellingham Comprehensive Emergency Management Plan for emergency incidents or disasters in the City or in support of the emergency response and recovery effort of the County.

Recognition of and use of the Incident Command System/National Incident Management System at all levels provides for the expansion of the emergency management system to meet the specific needs of the emergency, regardless of the nature and scope. Functions covered by this portion of the plan are:

- Incident Command (Unified Command)
- Liaison
- Incident personnel safety
- ICP support

#### **POLICIES**

The standards and practices of the Incident Command System/National Incident Management System or a variation of ICS that meets specific City needs, will be the primary emergency management concept.

1. It is the policy of the City of Bellingham Government to establish overall direction, control and coordination using ICS to organize the community response to a disaster. Incident Command Posts may coordinate operations with the Emergency Operations Center (EOC) or a Multi- agency Coordination Entity as appropriate. Incident Command is responsible for designating the site of ICPs and working with City Executives to determine City involvement in an EOC or Multi-agency Coordination Entity.
2. Each City department shall designate primary and alternate Department Operating locations from which to establish departmental activities during a disaster. Departments shall keep Incident Command and/or the EOC informed with situational updates and needs.
3. Under state law [RCW 38.52.070 (1)] responsibility for the command and control of emergency management activities within the incorporated area of the City of Bellingham rests with the Mayor. In the Mayor's absence, the Director of Emergency Services is also empowered to carry out actions defined in Bellingham Municipal Code 2.57.060.
4. The Continuity of Government Act (RCW 42.14) sets forth provisions for the continuation of local government in the event its leadership is incapacitated. RCW 41.10 sets forth provisions for the identification and preservation of vital records. The Bellingham City Charter has provisions for filling vacancies of elected and appointed officers in the City.

#### **SITUATION**

Major incidents may occur in Bellingham and/or one or more neighboring communities or jurisdictions that may require the activation of special procedures for coordination of emergency response and recovery.

Multi- agency and multi-jurisdictional response will necessitate special protocols to ensure close cooperation between all participants and the maximum use of resources.

## PLANNING ASSUMPTIONS

1. Because the Incident Command System/National Incident Management System is the universal method for coordination of multiple resources, it may be used at many levels throughout the community, region, and state. Simultaneous ICS organizations can be anticipated.
2. Nothing in this plan is intended to inhibit innovative and resourceful response by departments in reaction to unique emergency needs. Expedient field activity is appropriate, provided that the ultimate goal is to establish coordinated action as soon as possible.
3. No part of this plan is intended to usurp or replace the command authority of any participating agency but reflects how those authorities can unite and coordinate their resources to their maximum collective advantage.
4. Supporting plans and procedures developed by participating agencies should be consistent with the procedures defined in this Plan to the extent possible.

## CONCEPT OF OPERATIONS

1. Command, control, and coordination are conducted within the general framework of the Incident Command System.
2. Suggested Operating Guidelines (SOG's) may be developed to provide for the incremental activation of this plan based on the type of hazard, location, and scope. Incident Command Posts may be activated based on the needs of the situation, and upgraded or downgraded, as the situation requires. Incident command may expand and transition from the field to the EOC as the scope of the incident broadens.
3. The EOC will be organized and staffed according to the standards and practices of the National Incident Management System. The EOC provides direction, control, and support of on- scene activities, and as the site for coordination of complex multi-agency or multi-jurisdictional incidents.
2. Sections and Functional Units will be established according to ICS as required by the nature and scope of the incident. Sections may include:
  - **Command:** Responsible for overall management and coordination of the incident.
  - **Operations:** Responsible for coordination of all first line services, including EMS, fire, law enforcement, search and rescue, public works, and public health.
  - **Planning and Information Management:** Responsible for coordination of collecting, analyzing and recording incident information.
  - **Logistics:** Responsible for coordination of all material support of the incident, including supplies and equipment ordering, warehousing and distribution, transportation coordination, and facilities.
  - **Finance and Administration:** Responsible for coordination of incident related fiscal issues including cost tracking, recovery and restoration contracts management, procurement control, and financial records.

## TERMS AND DEFINITIONS

See Basic Plan

## ***1.1 Incident Command - Unified Command***

### **PRIMARY AGENCY**

- The Primary Agency is based on the location and nature of the hazard.

### **SUPPORT AGENCIES**

- Whatcom County Fire Service Incident Overhead Team
- Northwest Washington Incident Management Team

### **CONCEPT OF OPERATIONS**

1. Designation of the Incident Command agency. The appropriate Incident Command agency is based on the hazard (type of event) and scope (level of activation). Assumption of Incident Command (or participation in Unified Command) will be based on:
  - Jurisdiction.
  - Statutory authority or responsibility.
  - Prior agreement or plan.
  - Commitment of resources.
2. Unified Command: A unified command structure may be appropriate under the following conditions:
  - The incident is contained totally within a single jurisdiction, but more than one department or agency shares management responsibility due to the nature of the incidents or the kinds of resources required.
  - The incident is multi-jurisdictional in nature.
3. Layered operations: The use of ICS structures at more than one level of response is consistent with nationally recognized ICS concepts. When more than one ICS structure exists (such as when Bellingham has an ICP operating and the County has established an EOC), coordination will take place between the ICS structures.
4. Incident Command Support: Trained and experienced management support from the County Fire Service Overhead Team or the Northwest Washington Incident Management Team may be employed as needed.
5. Policy decisions: A Policy Group may be established to provide policy guidance to incident command as needed. Only one Policy Group will be established.

### **RESPONSIBILITIES**

Incident Command (or Unified Command when established) is responsible for coordination of all incident activities including the development and implementation of strategic decisions and for approving the ordering and releasing of resources.

## **1.2 Liaison**

### **PRIMARY AGENCY**

- Director of Emergency Services
- Designated Incident Command agency

### **SUPPORT AGENCIES**

- As determined by Incident Command

### **CONCEPT OF OPERATIONS**

1. A Liaison Officer may be designated by Incident command or Director of Emergency Services as the point of contact for assisting and cooperating agency representatives.
2. In a single command structure, the representatives from assisting agencies would coordinate through the Liaison Officer. Under a Unified Command structure, representatives from agencies not involved in the unified command would coordinate through the Liaison Officer.
3. Mayor/Policy Group: Provides liaison with local, state and Congressional elected officials.

### **RESPONSIBILITIES**

1. Identifying agency representatives from each agency.
2. Responding to requests from incident personnel for inter-organizational contacts.
3. Monitoring incident operations to identify current or potential inter-organizational problems.

### ***1.3 Incident Personnel Safety***

#### **PRIMARY AGENCY**

- Designated Incident Command Agency

#### **SUPPORT AGENCIES**

- All participating jurisdictions, agencies and organizations

#### **CONCEPT OF OPERATIONS**

1. Incident Command may designate a Safety Officer to focus on the assessment of hazardous and unsafe situations associated with response personnel, and to develop measures for personnel safety.
2. The Safety Officer has emergency authority to stop or prevent unsafe acts when immediate action is required.
3. The Safety Officer may be assisted by one or more assistants, depending on the characteristics of the incident and Responsibilities of the Safety Officer include:
  - Maintain awareness of active and developing situations.
  - Expand support staff as needed.
  - Identify potentially unsafe situations.
  - Correct unsafe acts or conditions through the regular line of authority when time allows.



## ***1.4 Incident Support***

### **PRIMARY AGENCIES**

- Office of Emergency Management
- Bellingham Fire Department

### **SECONDARY AGENCIES**

- Bellingham Public Works
- Bellingham Parks and Recreation
- Bellingham Police Department
- Bellingham Planning & Community Development
- Bellingham Information / Technology Services Department

### **CONCEPT OF OPERATIONS**

1. The Logistics Section Chief may be tasked by Incident Command to coordinate the set up and logistical operations.
2. The Logistics Section Chief, with possible assistance from a Support Branch Director or Facility Unit Leader, is responsible for ensuring the smooth and efficient operations logistical support. This includes:
  - Securing facilities for effective operations.
  - Providing basic service needs for EOC operations like:
    - o Security
    - o Food/water
    - o Adequate office supplies
    - o Administrative coordination of the personnel to ensure 24 hour coverage as needed
    - o Message board service
    - o Computer support and maintenance
    - o Display and map plotting capabilities

## ***ANNEX 2: FIRE, LAW ENFORCEMENT, SEARCH & RESCUE***

### **PURPOSE**

This section of the plan defines how the essential emergency services will execute coordinated response and recovery operations in the event of a major emergency or disaster.

### **SCOPE**

1. These guidelines, supported by internal procedures developed by participating agencies, support the multi-agency and multi-jurisdiction operations undertaken in the City of Bellingham in the execution of the Comprehensive Emergency Management Plan.
2. In addition, this plan clarifies how external resources (County, State or Federal) may be integrated into emergency efforts should the incident exceed the capacity of local and mutual aid resources to meet all local emergency needs.
3. The topics covered by this Annex include:
  - Fire Services
  - Law Enforcement
  - Search and Rescue

### **POLICIES**

1. It is the policy of the City of Bellingham Government that heavy rescue operations be a team effort of law enforcement, fire services, volunteers, other agencies, and the private sector.
2. It is the policy of the City of Bellingham Government to provide public works response services to lands and facilities under City jurisdiction. Response to private property problems shall be done only when a City facility, such as a blocked culvert, is causing the problem or when life or public health is threatened.
3. It is the policy of the City of Bellingham Planning Department to use the inspection guidance in ATC-20-1, the field manual for post-earthquake safety evaluation of buildings developed by the Applied Technology Council, to survey damaged buildings for safety. (Published separately.)
4. The procedures to be used during fire and other emergencies requiring fire service resources are defined in the Washington state fire mobilization plan, RCW 43.43.962: State Fire Services Resource Mobilization Plan (2019). (Formally RCW 38.54.030). Consistent with Department of Homeland Security National Incident Management System, the fire department or authority must implement the Incident Command System in accordance with WAC 296-305-05000: Incident Management (2019). Fire suppression management and procedures are identified in WAC 296-305-05002: Fire Suppression (2019). Accountability for wildland firefighter and firefighter safety standards are outlined in WAC-296-305-07012: Wildland Fire Personnel Accountability (2019) and WAC 296-305: Safety Standards for Firefighters (2019).

5. State law encompasses both wildland and disaster search and rescue within the definition of land search and rescue, RCW 38.52.010 Section 7. The Federal government separates the two and covers wildland search and rescue in the National Search and Rescue Plan, and disaster search and rescue, specifically urban search, and rescue, in the National Response Framework. In the event of a catastrophic incident, local authorities may be overwhelmed and in accordance with RCW 38.52.050, it may be necessary for the State Emergency Operations Center (SEOC) to assume operational coordination of SAR operations until such time as local authorities regain control.
  - Land search and rescue operations are primarily initiated, conducted, and directed by the City of Bellingham Police Department.
  - Water search and rescue operations are primarily initiated, conducted, and directed by the City of Bellingham Fire Department.
  - Air search and rescue for missing or downed civil aircraft is the responsibility of the Washington State Department of Transportation (WSDOT) as defined by Chapter 47.68 RCW and Chapter 468.200 WAC.
6. Officers of local police departments are general authority Washington peace officers and the coordination between Bellingham Police and other law enforcement agencies is facilitated by and defined within the Washington Mutual Aid Peace Officers Powers Act, RCW 10.93.020. The Interlocal Cooperation Act, RCW 39.34, and the Washington Mutual Aid Peace Officers Act, RCW 10.93, authorize general authority law enforcement agencies to enter into mutual aid agreements to provide law enforcement assistance under the following enumerated circumstances:
  - (1) Upon the prior written consent of the sheriff or chief police whose primary territorial jurisdiction the exercise of the power occurs.
  - (2) In response to an emergency involving the immediate threat to human life or property.
  - (3) In response to a request pursuant to a mutual law enforcement assistance agreement with the agency of primary territorial jurisdiction or in response to the request of a peace officer with enforcement authority.
  - (4) When the officer is transporting a prisoner.
  - (5) When the officer is executing an arrest warrant or search warrant. or
  - (6) When the officer is in fresh pursuit, as defined in RCW 10.93.120.

## SITUATION

There are numerous natural and technological hazards present in Bellingham and Whatcom County that could result in multiple simultaneous casualties. Depending on the nature and scope of the incident, injuries may occur over a wide area of the county or concentrations of injured people may overwhelm available EMS resources.

Emergencies or disasters may occur at any time causing fires of all types and complexities; significant human suffering, injury, and death; public and private property damage; environmental degradation; economic hardship to businesses, families, and individuals; and disruption of local government. Urban and rural fires may result from or occur coincidentally with, an earthquake or as the result of another significant event.

The management of large firefighting operations is complex and involves an immense staff, several different agencies, and jurisdictions. Normal response will be hampered by such occurrences as bridge failures, landslides, traffic congestion, fallen debris, flooding or fire. Fire and life safety response times will be delayed and responses to occurrences will be prioritized. Extremely large fires and those resulting from, or coinciding with a major earthquake or other disaster, will place extraordinary demands on available resources and logistics support systems. Availability of fire service personnel may be limited due to injuries, personal concerns, needs or limited access to work location. First arriving recall personnel may be assigned to initial first response for emergencies. Agencies which commonly support large fire suppression operations (mutual aid, fire mobilization, police, public works, the Department of Ecology, the American Red Cross, etc.), will receive many fire and non-fire related requests. Many of the resources normally available for use in fighting large fires may be unavailable. Support normally given by electric, gas and water utility companies may be hampered by the magnitude of the incident. Also, utility failures such as the disruption of fire fighting water supply may compound or add to the size of the incident.

Police will lead the coordination of citywide emergency or disaster law enforcement activities. Normal response will be hampered by such occurrences as bridge failures, landslides, fallen debris, flooding or fire. Police response times will be delayed and response to incidents may need to be prioritized. Landline communications may be interrupted. Cellular, satellite telephone, and conventional and amateur radio communication will be relied upon heavily, if available. Congested frequencies should be expected. Assistance between law enforcement agencies within the state is facilitated by the signatory agencies to the Mutual Law Enforcement Assistance Agreement. Mutual Aid agencies and other resources normally available to support police operations may be unavailable because of the incident.

What-Comm dispatches law enforcement for Bellingham, Blaine, Everson, Ferndale, Lynden, Nooksack, Nooksack Tribal, Lummi Nation, Sumas, WWU and Whatcom County Sheriff's Office. Calls requiring other agencies, such as the Washington State Patrol, Coast Guard, or other police departments outside of Whatcom County are transferred appropriately. In a disaster, What-Comm Dispatch (if operable) may be inundated with calls, possibly requiring police to dispatch their own calls.

## CONCEPT OF OPERATIONS

1. **Initial Response:** First response to major incidents will be made according to the standing orders for each agency. On-scene direction and control of agency personnel and equipment will be carried out through the existing chain of command. The Incident Command System (ICS) will be the primary method for coordination of response activities. Initial response activities will focus on meeting the urgent needs of impacted persons on a mass care basis with available resources.
2. **Mutual Aid/Mobilization:** When circumstances require, local mutual aid and/or fire service mobilization resources will be requested according to standing mutual aid/mobilization plans. Resources beyond current needs may be requested through EOC/Logistics Section.
3. **Activation of Incident Command Post/EOC:** When conditions require activation of an ICP or the EOC, central control and coordination by designated representatives of the response agencies may occur from that location.

5. **Operations:** Command may create an Operations Section for the coordination of all response and mitigation activities. An Operations Section Chief will be identified, and functional Branches and/or Groups/Divisions may be set up as needed. Examples of functional units within the Operations Section include:
  - Emergency Medical Services.
  - Fire (may be combined with EMS)
  - Law Enforcement
  - Public Works
  - Public health
  - Search and rescue (may be combined with the Law Enforcement unit)
  - Human Services
6. **Designated Agency Representatives:** Functional units will be staffed by representatives of the participating agencies or as otherwise identified in this plan. Designated agency representatives should be empowered to act on behalf of the agencies they represent.

## TERMS AND DEFINITIONS

See Basic Plan

## 2.1 Fire Services

### PRIMARY AGENCY

- Bellingham Fire Department

### SUPPORT AGENCIES

- Whatcom County Fire Districts
- Whatcom County Fire Service Incident Overhead Team
- Department of Natural Resources
- Private industry fire brigades

### CONCEPT OF OPERATIONS

1. The City of Bellingham Fire Department is responsible for fire prevention, suppression, immediate life safety and light rescue.
2. The City of Bellingham Fire Department and fire services within Whatcom County are signatory to a County-wide mutual aid agreement and participate in the Washington State Fire Service Mobilization Plan.
3. To facilitate coordination in a major event, the County/State Fire Service Mobilization Plan may be activated. The Whatcom County Fire Service Mobilization Plan governs all fire service agency participation.
4. The Incident Command System/Incident Management System (ICS/NIMS) will be used under this plan to manage multi-agency and multi-jurisdiction disaster operations.
5. Communication capabilities permitting, dispatch facilities will retain control of zones pursuant to the 9-1-1 network. Designated zones may coordinate the dispatching of zone resources from a separate facility within the zone in accordance with fire communications procedures.
6. Where fire services resources in Whatcom County are or may be exhausted because of a major incident, the provisions of the State Fire Mobilization Plan may be activated to add additional resources.
7. The resources and logistics utilized to fight fires depend on the type or category of the fire incident. The differences are described below:
  - Urban Fires - A fire of natural or human-caused origin that results in the destruction of property, homes, businesses, and other structures in populated, urban, or suburban areas. These fires occur primarily in cities or towns with the potential to rapidly spread to adjoining structures.
  - Rural Fires - A fire of natural or human-caused origin that occurs in or near forest or grassland areas where isolated homes, subdivisions, and small communities are located. These uncontrolled fires can start as, or grow into, a structure or wildland fire that can extend to urban areas.
  - Wildland Fires - A fire of natural or human-caused origin that results in the uncontrolled destruction of forests, field crops, and grasslands. Wildland fires can be identified by their severity as Type 5 being the least complex and Type 1 as the most complex.

## RESPONSIBILITIES

1. Bellingham Fire Department (and mutual aid fire service resources)
  - Provide fire suppression, and immediate life safety services, and support other fire protection agencies if they are signatories to a mutual aid agreement.
  - Conduct rescue operations.
  - Maintain inventories of firefighting personnel and equipment.
  - Assists with dissemination of door-to-door warning and evacuation.
2. Fire Branch Director
  - Coordinates fire services resources and activities during disaster operations.
3. County Fire Resource Coordinator:
  - Relays information to Fire Branch Director; including available and committed personnel and equipment, and operational needs.
  - Coordinates with the County DEM to fulfill the responsibilities outlined in the State and Northwest Region Fire Mobilization Plans.

## RESOURCE REQUIREMENTS

Prior to requesting additional resources through the Washington State Fire Services Mobilization Plan, the primary and support agencies will provide the available personnel, facilities and equipment to support firefighting activities.



## **2.2 Law Enforcement**

### PRIMARY AGENCY

- Bellingham Police Department

### SUPPORT AGENCIES

- Whatcom County Sheriff's Office
- U. S. Customs and Border Patrol
- Washington State Patrol
- Western Washington University Police
- Other city police departments in Whatcom County/Washington State
- National Guard

### CONCEPT OF OPERATIONS

1. The Bellingham Police Department is the lead agency for the coordination of law enforcement functions in the City of Bellingham. If required, when an ICP or the EOC is activated, a Bellingham Police representative will report to coordinate law enforcement activities with other response functions.
2. The State Mutual Aid Assistance Act facilitates coordination between the Police Department and other law enforcement agencies. This allows law enforcement personnel to respond to another jurisdiction upon request and for more specific agreements to be developed for special circumstances.
3. The ICP/EOC should have the capability of communication with law enforcement field units.
4. Supplemental law enforcement assistance may be requested through the ICP/EOC or through DEM.
5. The Incident Command System/Incident Management System (ICS/NIMS) will be used as the chain of command for coordination of mutual aid resources.
6. Internal policies and procedures are in place for the mobilization of law enforcement personnel and equipment when a disaster or emergency occurs.

### RESPONSIBILITIES

1. Bellingham Police Department
  - Responsible for law enforcement activities in incorporated Bellingham.
  - Provides representation in the EOC to coordinate law enforcement or organized volunteer operations.
  - Oversees security to the City ICP/EOC during disaster operations.
  - Assists with the dissemination of warnings to the public and evacuation.
  - Assists with reporting to the ICP/EOC on conditions observed in the field.
  - Provides communications support to the ICP/EOC as needed.
  - Provides traffic and crowd control.

## 2.3 Search and Rescue

### PRIMARY AGENCY

- Bellingham Police Department

### SUPPORT AGENCIES

- Bellingham Fire Department
- Bellingham Public Works Department
  - Bellingham Parks and Recreation Department
- Bellingham Planning Department/Building Services Division
- Whatcom County Sheriff's Department
- Whatcom County Search and Rescue Council member organizations
- Whatcom County Fire Departments and Fire Protection Districts
- FEMA Urban Search and Rescue Task Forces

### CONCEPT OF OPERATIONS

1. The Bellingham Fire Department will conduct search and rescue operations in buildings that have been damaged during a natural or man-made event. (State law places responsibility for Search and Rescue with the chief law enforcement jurisdiction. However, practically speaking, the fire and rescue agencies will be the lead agency in conducting building search and rescues).
2. The Bellingham Planning Department/ Building Services Division will assess damaged buildings by using the ATC-20-1 survey system to determine the extent of damage and ability to safely search.
3. The Whatcom County Sheriff's Department (WCSO) may be requested to assist with search and rescue resources. The primary source of personnel for SAR comes from volunteers, particularly the Whatcom County SAR Council. Whatcom County may use these specially designed and trained teams to assist in search and rescue operations.
4. Some aviation assets, such as those of the U.S. Coast Guard, U.S. Customs and Border Patrol Aviation, Military Assistance to Safety and Traffic (MAST), or NAS Whidbey may be requested directly for known victim, known location missions, or to assist in aerial reconnaissance and/or search of a disaster area.

### RESPONSIBILITIES

1. Bellingham Fire Department: Responsible for lost person search and rescue and coordination of heavy rescue operations.
2. Department of Public Works: Provides heavy equipment to support rescue operations
3. Bellingham Police Department: Provides door-to-door search and notification, scene control and security.
4. Planning Department: Provides technical information on damaged habitable structures.

## **ANNEX 3: HAZARDOUS MATERIALS**

### **PURPOSE**

This section of the plan identifies and designates roles and responsibilities for managing emergent hazardous materials incidents and other unanticipated releases within the City of Bellingham.

### **SCOPE**

Response activities endeavor to minimize exposure and damage to human health and safety caused by the actual or threatened release of hazardous materials and other releases. Hazardous Materials planning aims to protect emergency responders and the populace in affected areas, and to minimize damage to the environment from the adverse effects of a hazardous materials incident in the City of Bellingham.

### **POLICIES**

1. The 1986 Congress passed the Emergency Planning and Community Right to Know Act (EPCRA) as part of the Superfund Amendments and Reauthorization Act (SARA) due to public concern regarding the environmental and safety hazards posed by the storage and handling of toxic chemicals. This act, known as SARA Title III, established requirements for Federal, state, tribal and local governments to provide guidance for off-site emergency planning and notification to minimize exposure and/or damage to human health and safety or to the environment. This act mandates that every facility using, storing, or manufacturing hazardous chemicals make public its inventory and report every release of a hazardous chemical to public officials and health personnel. Clean-up and disposal measures must be coordinated between the responsible party and city, state, or Federal regulatory agencies affiliated, or private clean-up and disposal contractors as determined by the nature and severity of the release. The Whatcom County Local Emergency Planning Committee (LEPC), to which the City of Bellingham belongs to, plans for hazardous materials emergencies by collecting information from public and private organizations with chemical inventories. This information collection is required under the SARA Title III/EPCRA Program.
2. The Revised Code of Washington Title 70.136.010 promotes and encourages advance planning, cooperation, and mutual assistance between applicable political subdivision of the state and persons with equipment, personnel, and expertise in the handling of hazardous materials incidents, by establishing limitations on liability for those persons responding in accordance with the provision of RCW 70.136.020 through 70.136.070. Washington Administrative Code (WAC) 118-40 covers hazardous chemical emergency response planning and community Right-To-Know reporting. Occupational Safety and Health Administration (OSHA) regulation 29CFR 1910.120 (q), WAC 296-305-03002, and WAC 296-824 identifies the training levels for hazardous materials response teams.

#### **Revised Code of Washington (RCW)**

- RCW 4.24.314: Person causing hazardous materials incident - Responsibility for incident clean-up – Liability (2019)
- RCW 69.50.511: Cleanup of hazardous substances at illegal drug manufacturing facility (2022)
- RCW 70.136: Hazardous Materials Incidents (2019)
  - o 70.136.010: Legislative Intent
  - o 70.136.020: Definitions
  - o 70.136.030: Incident command agencies – Designation by political subdivisions

- o 70.136.035: Incident command agencies – Assistance from state patrol
- o 70.136.040: Incident command agencies – Emergency assistance agreements
- o 70.136.050: Persons and agencies rendering emergency aid in hazardous materials incidents – Immunity from liability – Limitations
- o 70.136.060: Written emergency assistance agreements – Terms and conditions – Records
- o 70.136.070: Verbal emergency assistance agreements – Good Samaritan law – Notification – Form
- RCW 90.56: Oil and Hazardous Substance Spill Prevention and Response (2019)

**Washington Advisory Code (WAC)**

- WAC 296-305-03002: Hazardous Materials (2019)
- WAC 296-305-05000: Incident Management (2019)
- WAC 296-305-05101: Technical Rescue General Requirements (2019)
- WAC 296-305-05103: Technical Rescue Training (2019)
- WAC 296-305-05107: Technical Rescue Incident Response Planning (2019)
- WAC 296-305-05111: Technical Rescue Safety (2019)
- WAC 296-824: Emergency Response (2019)
- WAC 296-824-3005: Train your employees (2019)
- WAC 118-40: Hazardous Chemical Emergency Response Planning and Community Right-to-Know Reporting (2019)
- WAC 173-360A: Underground Storage Tank Regulations (2019)

**Occupational Safety and Health Administration (OSHA)**

- 29CFR 1910.120 (q): *Hazardous waste operations and emergency response* (2019)
- 40CFR 355: *Emergency planning and notification* (2022)

**SITUATION**

The geographic and economic characteristics of Bellingham make it likely that hazardous materials releases will occur and may develop slowly or occur without warning. Incidents may occur because of human error, natural hazards such as earthquakes, deliberate actions such as terrorism or illegal activity, or a breakdown in equipment or monitoring systems. Potentially harmful chemicals are used for a wide variety of operations and are stored, used in, and travel through Bellingham and Whatcom County on a regular basis via highways, rail lines, and/or pipelines. The likelihood of a hazardous materials release may increase through events or threats such as flooding, a pipeline rupture, or illegal lab dumping.

Chemicals can be hazardous to humans or the environment if used or released improperly. Hazardous materials in various forms can cause death, serious injury, long-lasting health effects, and damage to buildings and the environment. The number and severity of major incidents can be minimized by prevention programs. The impact depends upon the quantity and physical properties of the hazardous material, environmental and weather factors at the point of release, the type of release and its proximity to human and wildlife populations and valuable ecosystems. Hazardous materials may be explosive, flammable, combustible, corrosive, reactive, poisonous, or radioactive, as well as in solid, liquid, or gaseous form.

Business types that commonly use hazardous materials include hospitals, schools, metal plating and finishing, manufacturing, public utilities, cold storage companies, fuel industry, communication industry, research facilities, and high technology firms. SARA Title III/EPCRA facilities are

required to maintain plans for warning, notification, evacuation, and site security under numerous regulations.

Releases of hazardous materials often require immediate response. The coordination of emergency response operations to hazardous material incidents may require multi-agency and multi-disciplinary responses. Disciplines involved may include hazardous materials technicians, firefighters, emergency medical service providers, law enforcement, environmental containment and clean-up specialists, fish and wildlife experts, and environmental/public health. Many hazardous material incidents are minor in scope and can be handled by trained facility personnel and/or the Whatcom County Specialized Emergency Response Program (SERP) Team. However, the potential exists for a large-scale incident requiring multiple resources and the need for mass evacuation of downwind populations or sheltering in place.

## **ORGANIZATION**

### **PRIMARY AGENCY**

- Bellingham Fire Department

### **SUPPORT AGENCIES**

- Specialized Emergency Response Program (SERP) Hazardous Materials Response Team- including members from WWU, Bellingham Cold Storage, Bellingham Police, Bellingham Fire, Lynden Fire, Dept. of Ecology, Phillips 66, BP Cherry Point, and Fire District 7.
- Washington State Patrol
- Bellingham Police Department
- Whatcom County Division of Emergency Management
- Department of Public Works
- Whatcom (Unified) County Local Emergency Planning Committee (LEPC)

## **CONCEPT OF OPERATIONS**

1. Response to hazardous materials incidents is addressed by the Whatcom County Hazardous Materials Emergency Response Plan.
2. According to the requirements of state law, a pre-designated incident command agency has been identified, and assumes overall direction and control of hazardous materials incidents. In the City of Bellingham, the hazmat incident command agency is the Bellingham Fire Department. When an incident occurs on a state highway, the Washington State Patrol will establish a Unified Command System with surrounding fire departments, emergency medical services, and other state and federal agencies.
3. RCW 38.52.070(3)(a)(i) and RCW 70.136.080 requires response entities to expeditiously notify at-risk citizens of a Type 1 or 2 hazardous material spill or release.

## RESPONSIBILITIES

1. The method of operation, responsibility of individual response and recovery agencies and organizations, and operational details of coordinated response to hazardous materials incidents is defined in the Whatcom County Hazardous Materials Emergency Response Plan.
2. The Whatcom Unified Local Emergency Planning Committee (LEPC) has designated the Bellingham Office of Emergency Management as the agency to receive and file follow-up written reports from facilities concerning releases of certain hazardous materials covered under Section 304 of Title III of the Superfund Amendments and Reauthorization Act of 1986.
3. Hazardous materials resource information required by Title III of the Superfund Amendments and Re-authorization Act is included in the Fire Department Records Management System (RMS) database, which is continuously updated in cooperation with the Whatcom Unified Local Emergency Planning Committee. (LEPC)
4. Washington State Department of Ecology is the lead agency for overseeing the cleanup and disposal of hazardous materials waste. Substitute Senate Bill No 6164 requires DOE to provide for at least one public meeting to inform the public about a Type 1 or 2 hazardous material spill or release. A public meeting conducted under this provision must allow for remote participation and may be held jointly with the county legislative authority's regularly scheduled meeting or special meeting.
5. The Washington State Department of Health is the lead agency for recovery from radiological incidents.

## RESOURCE REQUIREMENTS

Hazardous material releases require substantial amounts of specialized equipment, supplies and training. Many specialized monitoring devices may be needed as well as training, decontamination equipment and technical information resources.

## SUPPORTING PLANS

Whatcom County Local Emergency Planning Committee Hazardous Materials Response Plan (2025)

## TERMS AND DEFINITIONS

- CFR: Code of Federal Regulations
- Hazardous Material (HazMat): Any explosive, gas, flammable/combustible liquid, oxidizer, poison, etiologic agent, radioactive, corrosive, or other substance or material in quantity of form that may pose an unreasonable risk to public health, safety, or the environment
- LEPC: Local Emergency Planning Committee

## ***ANNEX 4: MASS CARE & SHELTERING, ANIMALS, AND FOOD/WATER***

### **PURPOSE**

This section of the plan defines how the human services, animal care, and mass care and shelter are coordinated in the event of a major emergency or disaster.

### **SCOPE**

The topics covered by this Annex include:

1. Mass Care & Sheltering
2. Animal Care
3. Community Food & Water

### **POLICIES**

1. Federal Public Law: Pets Evacuation and Transportation Standards Act of 2006  
Authorizes FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.
2. The Federal Emergency Management Agency (FEMA) National Response Framework (NRF): *Mass Care, Emergency Assistance, Temporary Housing and Human Services Annex* outlines mass care standard activities as follows:
  - Mass Care: Congregate sheltering, feeding, distribution of emergency supplies, and family reunification.
  - Emergency Assistance: Coordination of voluntary organizations and unsolicited donations, management of unaffiliated volunteers, essential community relief services, non-congregate and transitional sheltering, support to individuals with disabilities and others with access and functional needs, mass evacuation support, and essential needs of children and household pets and service animals in a disaster.
  - Temporary Housing: Housing rentals, repairs, and loan assistance, replacement, factory-built housing, semi-permanent construction, safe and secure physically accessible housing, and access to other sources of temporary housing assistance.
  - Human Services: Disaster assistance programs that help survivors address unmet disaster-caused needs and/or non-housing losses through loans and grants. Also includes supplemental nutritional assistance, crisis counseling, disaster case management, disaster unemployment, disaster legal services, and other state and Federal human services programs and benefits to survivors.

### **SITUATION**

Depending on the emergency or disaster, a significant percentage of the population could be displaced from their homes. Thousands of people could be forced from their homes, depending on such factors as the time of occurrence, area demographics, building construction, and existing weather conditions. There may be transient or tourist populations who are unfamiliar with the hazards in the area. Many impacted people will



remain with or near their damaged homes, some will go to mass shelters, some will find shelter with friends and relatives, and some will also go to public areas seeking assistance.

Emergency facilities throughout the city could be severely damaged or inaccessible. In an earthquake, structures may be damaged and unsafe for occupancy. In many disasters, roads may be disrupted or blocked, preventing access to individual homes. Disruption of roads may make it difficult for displaced residents to reach shelter services. Although homes may be undamaged, the absence of utilities could also drive people from their homes to seek shelter. The amount of damage to structures, essential systems and services could rapidly overwhelm the capacity of the City to assess and respond effectively to basic and emergency human needs. Damage to roads, airports, and communications systems could hamper emergency response efforts and their restoration time may be undetermined. The movement of supplies could be seriously impeded.

During a disaster and when requested to support a jurisdiction's sheltering efforts, the city will make every reasonable effort to provide facilities that are compliant with applicable laws pertaining to accessibility. Persons with access or functional needs shall receive the same standard of care and services as afforded to all others, regardless of the venue in which they are sheltered. All persons, regardless of access or functional need, shall have equal access to available state supported general population shelter if they are able to meet their own needs, have a reliable caretaker(s), or can be housed in a general population shelter with some assistance from volunteers to assist with personal and/or medical care. Persons requiring acute or skilled medical care cannot be accommodated in general population shelters and may be sheltered in a medical shelter. The city recognizes individuals in need of response assistance may include those who have disabilities, who live in institutionalized settings, who are elderly, who are children, who are from diverse cultures, who have Limited English Proficiency (LEP) or are non-English speaking, or who are transportation disadvantaged. The special needs of children, particularly as they relate to issues of safety and welfare in the shelter setting, may call for the need to expedite reunification with families.

The city may, at its option, and with consideration for occupant health and safety, choose to co-locate people with their pets vs housing pets separately in a nearby animal shelter. Shelters may accommodate service animals that accompany persons with access or functional needs.

## CONCEPT OF OPERATIONS

1. **Mass Care:** Resources from the private sector will be applied to response and recovery efforts. Agreements with private sector entities may be established to include the American Red Cross, the Salvation Army, and faith-based organizations.
2. **Sheltering:** Types of shelters provided by the city or community partners may include but are not limited to:
  - General population shelters/dormitory
  - Warming/cooling, day sheltering
  - Disaster meal sites
  - Special populations shelters
  - Pet shelters
  - Livestock shelters
  - Medical needs shelters
  - Mass care staff shelters
  - Emergency responder shelters

Transportation to shelters may be needed for the general population, including individuals with functional and access needs that either do not have caretakers or cannot otherwise

- provide their own transportation. The Whatcom Transit Authority, school districts, and volunteer entities like Whatcom County Summit to Sound 4x4 Search and Rescue may be utilized to support transportation needs.
3. **Feeding:** The provision for feeding the public and emergency workers may be through a combination of fixed sites, mobile feeding units, and bulk food distribution. This function is highly dependent on restoration of supply chains, as the city does not maintain a centralized stockpile of non-perishable foods. Local food banks, school districts, private schools, and community non-profits may play roles in supporting local food distribution in times of need.
  4. **Animal Shelters:** To the extent practicable based on available resources and site-specific circumstances, emergency shelters (including heating and cooling centers) may be established at location(s) determined by Incident Command/Operations that are capable of accommodating persons with domestic companion animals. For people who have pets but that cannot be housed in the shelter, housing vouchers may be arranged with hotels and apartments that allow pets. Livestock and non-domestic pet needs will be coordinated with Whatcom County and the Washington State Animal Response Team (WASART) to accommodate pet and animal shelters in the event of an emergency. An emergency shelter that is identified to accommodate persons with companion animals must have safety procedures regarding the sheltering of companion animals and comply with disaster assistance policies and procedures published by FEMA.

## RESOURCE REQUIREMENTS

Resources that may have to be mobilized in support of mass care activities include the transportation of cots, blankets, air mattresses, sleeping bags, portable toilets, water containers, cooking equipment, registration forms, tables, chairs, medical supplies, animal kennels and food dishes, tents, fencing, and transport vehicles. Many of these supplies will already be in shelter locations or can be obtained through normal supply channels.

Personnel resources may include American Red Cross staff, members from community nonprofits like Lighthouse Mission and the YWCA, volunteers such as veterans' groups, labor unions, scouting organizations, professional associations, Community Emergency Response Team members, and City employees trained in shelter operations and private organizations with whom the American Red Cross has agreements. Skilled individuals will be identified from among these groups or trained as needed.

## TERMS AND DEFINITIONS

- **Animal:** animals include household pets, service, and assistance animals, working dogs, livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries.
- **Household pet:** a domesticated animal that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.
- **Service animal:** any dog that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. Except as provided in RCW 49.60.218, other species of animals, whether wild or

domestic, trained, or untrained, are not service animals. The work or tasks performed by a service animal must be directly related to the individual's disability.

- Companion animal: a domesticated animal, such as a dog or cat, that is commonly kept in the home for pleasure rather than for commercial purposes.

## ***4.1 Community Food and Water***

### **PRIMARY AGENCY**

- Planning and Community Development

### **SUPPORT AGENCIES**

- American Red Cross
- Sustainable Connections
- Whatcom Foundation
- Local Food Banks
- Salvation Army
- Whatcom County Health and Human Services
- Cooperative Extensions
- Whatcom County Sheriff's Office Division of Emergency Management

### **CONCEPT OF OPERATIONS**

1. A Food and Water Unit may be established by the Operations Section Chief to coordinate the activities associated with food and water distribution.
2. The Food Unit is responsible for coordinating procurement and distribution of bulk food and water resources.
3. The resources of the American Red Cross, Salvation Army, and National Guard may be used to support distribution of prepared food to emergency workers and disaster victims.

### **RESPONSIBILITIES**

1. Operations
  - Convenes advisory groups with representatives of the various private and public sectors, and essential resource agencies responsible for food and water.
2. American Red Cross
  - Provides food and water for emergency workers and victims.
3. Salvation Army
  - Assists with the provision of food, water and clothing for emergency victims.

4. Logistics

- Acts as lead for the procurement of emergency food supplies, while coordinating with Finance Department.

5. Whatcom County Health and Human Services:

- Acts as lead agency for coordination and dissemination of information regarding preventative measures for contamination of foodstuffs, crops and livestock.
- Acts as lead agency for monitoring emergency water supplies for compliance with health regulations.
- Provides information for the public regarding food contamination, proper handling, distribution, conservation and safe drinking water.
- Monitors food preparation at point of consumption and emergency water supplies for compliance with applicable standards.

6. Cooperative Extension

- Provides information on safe preparation, handling, storage and preservation of food and water.
- Provides educational information to discourage waste and/or loss of food.
- Provides information on sources of food supplies.

7. EOC Staff

- Coordinates with the major food distributors for the provision and distribution of food to disaster victims or food service organizations.
- Coordinates with Cooperative Extension, the U.S. Department of Agriculture and others concerning food needs.

## 4.2 Animal Care

### PRIMARY AGENCY

- Whatcom County Humane Society
- WSU Cooperative Extension

### SUPPORT AGENCIES

- American Red Cross
- Salvation Army
- Sardis Wildlife Center
- Dept of Fish and Wildlife

### CONCEPT OF OPERATIONS

1. The Whatcom County Humane Society provides services for animal-related problems and issues.
2. The Humane Society furnishes animal shelter for strays, 24-hour telephone services for investigating complaints, and vehicles and field officers for investigation and enforcement of laws pertaining to animals.
3. WSU Cooperative Extension may act as a liaison regarding problems and issues related to domestic livestock.
4. Sardis Wildlife Center specializes in the treatment and care of birds and other wildlife.
5. Requests for disaster services may be directed to the individual care providers or may be coordinated through the EOC.
6. A designated Disaster Veterinarian Coordinator maintains lists of local Veterinarians, Animal Health Technicians and facilities that will provide disaster assistance for pets and animals.
7. It is American Red Cross policy that pets (other than assistance animals such as seeing-eye dogs) are not allowed in shelters; however, research has shown that people will want to bring their pets with them if they are asked to evacuate. People should be encouraged to bring their own methods of confinement and control of their pets (such as a travel container for small animals and leashes for dogs) as well as food and water for pets so they may be kept in their automobiles or in a designated area outside of the shelter. Efforts will be made to coordinate pet concerns with local care providers.

### RESPONSIBILITIES

1. Whatcom County Humane Society
  - Provides public information about emergency/disaster considerations for animals.
  - Provides information and/or services for the disposal of dead animals.
  - Provides emergency feeding and limited emergency shelter for animals.

- Provides limited emergency care for pets brought to public shelters or congregate care facilities.
- 2. WSU Cooperative Extension
  - Provides assistance and acts as a liaison for the care and treatment of domestic livestock.
- 3. Office of Emergency Management
  - Maintains contact with a designated local Disaster Veterinarian Coordinator who may assist in the coordination of care providers and local veterinarians concerning animal related disaster issues.

### ***4.3 Mass Care and Shelter***

#### **PRIMARY AGENCY**

- American Red Cross

#### **SUPPORT AGENCIES**

- Whatcom County Health Department
- Salvation Army
- Community Organizations Active in Disaster (COAD)
- Bellingham Planning & Community Development
- Lighthouse Mission

#### **CONCEPT OF OPERATIONS**

1. The American Red Cross is the primary resource for mass care activities in accordance with national, state and local agreements. During a significant emergency or disaster, a representative from the American Red Cross may be requested to serve as a liaison with Incident Command General staff.
2. Once a need for sheltering is established, a request will be made to the American Red Cross to set up and staff shelters.
3. Initial response activities will focus on meeting urgent needs of impacted persons on a mass care basis with available resources.
4. The City of Bellingham maintains a directory of shelters identified by the American Red Cross or designated by the City for shelter use.
5. Shelter facilities will receive priority consideration for structural inspections to ensure the safety of occupants.
6. The City of Bellingham assumes that special or vulnerable populations -- and the people or facilities that care for them -- prepare on their own for disaster and evacuations in order to assure that their needs are adequately met.
7. The city recognizes the special needs of children, particularly as they relate to issues of safety and welfare in the shelter setting and the need for swift reunification with families.
8. All people, regardless of access or functional need, shall have equal access to available state supported general population shelter if they are able to meet their own needs, have a reliable caretaker(s), or with some assistance from volunteers, to assist with personal and/or medical care.
9. Shelters shall accommodate service animals that accompany people with access or functional needs.



10. During a disaster and when requested to support a jurisdiction's sheltering efforts, the city will make every reasonable effort to provide facilities that are compliant with applicable laws pertaining to accessibility. People with access or functional needs shall receive the same standard of care and services as accorded to all others, regardless of the venue in which they are sheltered.
11. All people involved in the direct provision of disaster case management services shall be subject to criminal history background checks and verification of appropriate training.
12. Persons requiring acute or skilled medical care cannot be accommodated in a general population shelter and shall be sheltered in a medical shelter.
13. Mass care may occur during and immediately after an emergency/disaster until individual services can be provided.
14. Individuals in need of response assistance may include low/limited English proficiency, deaf/hard of hearing, blind and deaf-blind, incarcerated, low-income, refugees, those with cognitive and/or mobility impairments, those in hospice care, the homeless, children, those with (severe) medical dependencies/conditions, medically fragile, the addicted and the elderly.

#### *Boarding Homes/Assisted Living Facilities:*

There are independent retirement communities as well as living facilities that combine independent living with assisted living in Bellingham. Facilities that provide assisted living are required to have disaster plans in place and trained staff on what to do in the event of an emergency (WAC 388-78A-2700). However, many of these facilities do not have the transportation resources to carry out a full-scale evacuation and while many residents have their own vehicles, coordinating routes and destinations could be difficult. Other issues that may arise include special needs of residents who require assisted living services (and would require transportation to an appropriate shelter) and a possible lack of medical supplies. Currently, independent living facilities are not required by Washington State Law to have evacuation/emergency plans or supplies.

#### *Adult Family Homes*

Adult family homes are required by Washington State Law (388-76-10830) to have emergency plans to meet the needs of their residents and provisions for evacuating their residents/charges. These are individuals who, if there is a possible need for them to evacuate, should evacuate as soon as possible due to their special needs, frailty and medical conditions. Washington State Law limits the number of residents in adult family homes to six (6), however there is often only one care giver on duty at a time taking care of these six (6) residents. Issues could arise with a lack of staff, since most residents have mobility issues (wheelchairs, walkers) or are bedridden. Adult family home providers and staff will need information about medical needs shelters if shelters are set up. Many adult family home providers and caregivers have a low-English proficiency which could make understanding the need for evacuations, evacuation routes and procedures challenging.

#### *Nursing Homes & Hospitals*

Nursing homes and hospitals are required by law to have emergency plans, have their staff prepared, and be ready to aid in an emergency. Issues that may arise in the evacuation of nursing homes include a lack of beds/facilities to transport patients to, as well as transportation resources appropriate for nursing home populations. Many of these individuals are mobility impaired, bedridden or require the supervision of a medical professional. Most nursing homes do not have adequate transportation resources to independently perform a complete evacuation. In general there are not enough beds in nearby hospitals to accommodate the number of patients from one evacuated facility, in certain types of disasters when even more people are in need of medical assistance it will be impossible to provide beds to all individuals who may require them in a hospital evacuation.

*Whatcom County Jail*

Whatcom County Jail is located within Bellingham city limits. Situations that would result in the need to evacuate include fire or major disaster. County law enforcement personnel will oversee the evacuation of the jail as well as the supervision, transportation and relocation of inmates.

15. If other agencies are requested to set up shelters, their activities will be independent of the Red Cross shelters.
16. The Logistics Section, as requested, will provide support to the shelters.

**RESPONSIBILITIES**

1. American Red Cross
  - Responsible for overall coordination of mass care and sheltering.
  - Establishes, as requested and available, shelter sites.
  - Coordinates directly with assisting and support agencies to locate and supply shelters.
  - Collects food, clothing, and bedding to assist disaster victims.
  - Provides food services for incident management facilities and sites.
2. Whatcom County Health Department
  - Assists in monitoring and coordinating of health and safety standards at shelter facilities.
  - Provides coordination of health and sanitation inspection at mass care facilities.
3. Salvation Army
  - Assists the American Red Cross in the provision of mass care and shelter services in accordance with agreements.
4. Bellingham-Whatcom County Humane Society and or Security Services Plus
  - Establishes and manages pet shelters in proximity to Red Cross shelters as resources and equipment allows.
5. Parks and Recreation
  - Identifies City parks properties that can serve as temporary mass care tent sites and other care facilities.
6. Support Officer Program
  - Provides liaison services between the EOC and various victim assistance agencies to address community mental health and critical incident stress needs under the authority of the Whatcom County Sheriff's Office Division of Emergency Management.
7. FEMA
  - FEMA and other government and private agencies may provide disaster assistance such as loans, grants, and temporary housing. Coordination of these assistance programs will be administered by a long-term recovery team.

## ***ANNEX 5: PUBLIC HEALTH, MEDICAL SERVICES, MORTUARY***

### **PURPOSE**

The purpose of this annex is to outline the coordination, organization and mobilization of medical, health, mental health, and mortuary services for emergency management activities within the City of Bellingham.

### **SCOPE**

This annex addresses the delivery and/or coordination of medical, health, mental health, and mortuary services in the City of Bellingham.

### **POLICIES**

1. It is the policy of the City of Bellingham and Whatcom County Government that any Emergency Medical Technicians (EMT), Paramedics or other responders who provide emergency medical assistance in Whatcom County shall operate under accepted Washington State BLS/ALS procedures and protocols. During a Mass Casualty Incident (MCI), EMS personnel may deviate from patient care protocols as outlined in the Whatcom County Fire and EMS Operations Manual and approved by the Whatcom County Medical Program Director.
2. It is the policy of the City of Bellingham Government that a Mass Casualty Incident may be declared by on-scene responders to allow EMS personnel to follow established MCI operational guidelines without approval from the medical control physician.
3. The Incident Command System (ICS) should be used in any size or type of disaster to manage response personnel, facilities, and equipment. Response entities may use mutual aid agreements when existing resources are depleted or committed.

### **SITUATION**

Emergencies or disasters may occur at any time causing significant human suffering, injury and death, public and private property damage, environmental degradation, economic hardship to business, families, and individuals, and disruption of local government. Hazards such as an epidemic, disease outbreaks, or chemical and radiation emergencies may also cause significant impacts on the overall health of the population. The City of Bellingham may seek County, State, and Federal public medical care assistance if a natural, manmade, or technological disaster exceeds local resources.

Hospitals, nursing homes, pharmacies and other medical or health care facilities may be structurally damaged or destroyed. Facilities that survive with little or no structural damage may be rendered unusable or only partially usable because of interruption of utilities (power, water, sewer), or the inability of staff to report for duty. Medical and health care facilities that remain operational and have the necessary utilities and staff may be overwhelmed by the "walking wounded" and/or other seriously injured patients who are transported to these facilities in the immediate aftermath of an emergency or disaster. Medical supplies and equipment will likely be in short supply. Many health care facilities maintain only inventory stock to meet their short-term (24 to 36 hours) normal patient load needs. Disruptions in local communications and

transportation systems could prevent timely resupply. Uninjured persons who require daily medications such as insulin, antihypertensive drugs, and other lifesaving and health protecting medications may have difficulty in obtaining these medications because of damage or destruction of transportation and distribution routes, normal supply locations, and general shortages within the disaster area. Patients who are dependent on critical medical services, such as kidney dialysis or chemotherapy, may also be put at risk by the interruption to medical supply chains, staffing shortages, or compromised facilities.

Public Health Agencies, healthcare facilities, and EMS will deliver medical countermeasures to exposed populations and complete triage and initial stabilization of casualties while beginning definitive care for those likely to survive injury and/or illness. In the event of loss of life, fatality management services may include proper recovery, handling, identification, transportation, tracking, storage, and final disposition of human remains and effects. Additionally, these agencies will mobilize and/or request all critical resources to establish command, control, and coordination within the affected communities to meet basic human needs, stabilize the incident, and transition to recovery.

## CONCEPT OF OPERATIONS

It is likely that public demand for health information and health and medical services will increase during disasters. Primary and secondary agencies will coordinate information and work to identify, manage, and obtain medical resources including, but not limited to medications, supplies, equipment, transportation, facilities, and staffing. Collaboration with the EOC will likely be required to provide logistical support for medical needs shelters, alternate care facilities, medication centers, mortuary operations, family assistance centers, and other field response locations.

The following planning assumptions

- The provision of basic and advanced life support services shall be provided per existing standard operating procedures, patient care guidelines, and treatment/transfer protocols.
- Activation of a Joint Information Center (JIC) may be needed to coordinate the content and timing for release of accurate and consistent health and medical information to the public, media, and community response partners.
- Resources within the affected area may be inadequate to transport casualties from the scene or treat them in local hospitals. Additional medical capabilities will urgently be needed to supplement and assist in triage and treat casualties in the affected area and to transport them to the closest appropriate hospital or other health care facility. Medical resupply will be needed throughout the event area.
- The Incident Commander will establish the overall health and medical response and recovery objectives.
- The damage and destruction caused by a natural or technological event will produce urgent needs for mental health crisis counseling for victims, their families, and emergency responders.
- Health and medical services will be restored during the recovery period as soon as practical and within the limitations and capabilities allowed of affected agencies.
- Primary agencies will lead investigations into the cause and manner of death resulting from an emergency or disaster.
- Public health emergencies may require implementation of public health measures to contain and control communicable diseases or spread of environmental hazards.

- The EOC may need to support the coordination of the blood distribution system through Bloodwork Northwest.
- Local medication distribution strategies may be implemented as directed by the Local Health Officer.
- Public health emergencies may require implementation of public health measures to oversee regional health and medical surge capacity measures associated with added capacity or mobilization of volunteer personnel and manage communicable disease and environmental health investigation and mitigation
- Temporary alternate care facilities and family assistance centers may need to be established utilizing alternative spaces like gymnasiums, libraries, malls, community centers, etc.

## **RESOURCE REQUIREMENTS**

- Personal Protective Equipment (PPE)
- Medications and Pharmaceuticals
- Access to Strategic National Stockpile

## **REFERENCE PLANS**

Whatcom County ALS + BLS Protocols & Transport Guidelines, Whatcom County Emergency Medical Services

Whatcom County Fire + EMS Operations Manual, Whatcom County Fire Chiefs Association

## **TERMS AND DEFINITIONS**

- Mass Casualty Incident (MCI): an incident in which emergency medical services resources, such as personnel and equipment, are overwhelmed by the number and severity of casualties.
- Pandemic: a widespread occurrence or epidemic of an infectious disease over a whole country or the world at a particular time affecting a substantial number of individuals.
- Strategic National Stockpile: The United States' national repository of antibiotics, vaccines, chemical antidotes, antitoxins, and other critical medical supplies.

## 5.1 Emergency Medical Services

### JOINT PRIMARY AGENCIES

- Bellingham Fire Department
- PeaceHealth St. Joseph Medical Center

### SUPPORT AGENCIES

- Fire Services (Fire Districts and Departments)
- American Red Cross
- Medical Society of Whatcom County
- Private ambulance services

### CONCEPT OF OPERATIONS

1. The Bellingham Fire Department is the lead agency for the coordination of emergency medical services within the framework of the Incident Command System/Incident Management System (ICS/NIMS), including, but not limited to such activities as:
  - Identification and coordination of medical resources;
  - Emergency care at shelters and congregate care facilities; and
  - Coordination of medical transportation resources.
2. PeaceHealth St. Joseph Medical Center is designated as the alternate Disaster Medical Control Center (DMCC) for the North District (Whatcom, Skagit, Snohomish, Island, and San Juan Counties). The primary DMCC is Providence Hospital in Everett. The Medical Director of PeaceHealth St. Joseph Medical Center is the Coordinator of the DMCC.
3. The provision of basic and advanced life support services shall be provided per existing standing operating procedures, patient care guidelines and treatment/transfer protocols as promulgated or coordinated by the Bellingham Fire Department.
4. Direction and control of emergency medical functions at hospitals will be the responsibility of the facility manager and staff.
5. The hospital should maintain decontamination procedures and equipment appropriate to its capability to handle patients who are contaminated with hazardous materials.
6. In the event of a disaster where normal communications are disrupted, PeaceHealth St. Joseph Medical Center employees should report to the hospital for assignment. Doctors and nurses who do not practice at a hospital should go to their normal place of business to handle walk-in patients. Additional reporting points for physicians may be established to meet local community needs.
7. The Medical Society of Whatcom County is responsible for informing member physicians of current emergency policies and procedures through their regular publications. The Medical Society may also assist with coordinating physician services.

8. During a disaster, hospitals may re-supply field units with consumable medical supplies, to the practical extent. Non-consumable items will be procured through normal re-supply procedures or through coordination with the City incident management system.
9. Hospitals normally stock oral and injectable pharmaceutical supplies. Private drug stores primarily stock oral pharmaceutical supplies. Community needs for additional pharmaceutical supplies will be coordinated by the DMCC with information received from different hospitals when capability assessments are reported.
10. The American Red Cross and other Disaster Assistance Council agencies may support the EMS response with additional resources. Requests for additional resources may be coordinated by the City incident management system.
11. Emergency medical personnel and supplies not available in Whatcom County may be requested via DEM through the State Emergency Management Division (State Emergency Operations Center) or other jurisdictions through mutual aid.
12. Whatcom County fire agencies are the primary agency responsible for emergency medical transportation in Whatcom County. Private ambulance providers may provide additional emergency transport.
13. St. Joseph Hospital has arrangements in place to expand to other health care facilities as needed. The hospital may coordinate this activity with the assistance of Command.
14. All E.M.S. agencies will use the Sort, Assess, Lifesaving Interventions, Treatment/Transport (S.A.L.T.) system to establish patient treatment priorities at an incident site.
15. Other agencies and the public will have to treat minor injuries themselves.
16. Injured personnel may be transported to out-of-country health facilities.

## RESPONSIBILITIES

1. American Red Cross
  - Under its charter, the American Red Cross provides supplementary medical, nursing aid and other health services upon request and within capabilities.
  - Responsible for establishing a method whereby names of victims will be obtained for health and welfare communications by appropriate agencies and immediate family.
  - Assist victims with replacement of personal medical supplies, glasses, dentures, hearing aids, wheelchairs, prostheses, etc.
2. Bellingham Fire Department and other Fire Services (Fire Districts and Departments)
  - Establish incident command for on scene emergency operations.
  - Provide triage, first aid, EMT and paramedic services in response to injured people.
  - Provide emergency medical transportation capability.
3. PeaceHealth St. Joseph Medical Center
  - Provide medical care.
  - Re-supply field units with consumable medical supplies.



- Make assessments of hospital capabilities and damages.
  - May mobilize staff to provide teams to respond to field treatment and triage sites.
  - Assist in blood procurement for community needs.
  - Identify potential sites and support staff for temporary emergency clinics.
4. Medical Society of Whatcom County
- May assist in the procurement of physician services.
  - Provide information to member physicians on current emergency response policy and procedures.
5. Private Ambulance Providers
- Provide emergency medical transportation resources.

## 5.2 Public Health and Mortuary

### PRIMARY AGENCY

- Whatcom County Health and Human Services
- Whatcom County Medical Examiner

### SUPPORT AGENCIES

- Whatcom County Sheriff's Department
- Washington State Dental Association
- American Red Cross
- Federal Bureau of Investigation (Disaster Response Team)
- Local and regional funeral homes
- Whatcom County Support Officers

### CONCEPT OF OPERATIONS

1. Whatcom County Health and Human Services is the lead agency for the coordination of public health services.
2. If political jurisdictions, agencies or individuals are unable to meet appropriate public health standards under their own resources or authority, the Director of Health may take actions to ensure public health is protected.
3. If the threat to public health is of such magnitude that supplemental assistance is necessary, state assistance may be requested through Whatcom County DEM to the State EMD.
4. Support for emergency workers, disaster victims and relatives is coordinated on scene with assistance from the Whatcom County Support Officer Program, and mental health care providers from the community. Long- range mental health care may be provided by the "Crisis Counseling" program of the National Institute of Mental Health, which is delivered through local providers.
5. The American Red Cross may provide disaster mental health counseling to the victims of disaster as needed.
6. The Whatcom County Medical Examiner is the lead agency for activities concerning the deceased in a disaster or emergency, including identification and disposition of the dead. Remains should only be moved when authorized by the Medical Examiner or his designee.
7. The Whatcom County Health and Human Services is the lead agency for providing death certificates and coordination with the Medical Examiner and funeral homes to assure vital data is recorded and burial-transit permits are appropriately issued. The Whatcom County Sheriff Identification Unit may assist in the identification of the deceased. Forensic Dentists of the Washington State Dental Association may assist with the identification of the deceased using dental records. The Federal Bureau of Investigation (Disaster Response Unit) may also be used to assist in the identification of human remains at the request of the Medical Examiner.

8. The Medical Examiner may designate temporary morgues if the normally established morgues are overwhelmed. The Medical Examiner may coordinate with local funeral directors to identify staff to support these temporary morgues.
9. The Medical Examiner is responsible for notifying local agencies of the locations of morgues and coordinating transportation of the deceased to these sites. This may be coordinated through the ICP.
10. The American Red Cross may assist in the notification of next of kin following mass casualty disasters.
11. The Federal Bureau of Investigation (FBI) may assume identification responsibilities in accidents involving interstate commercial carriers, hostage situations or citizens killed in acts of terrorism.

## RESPONSIBILITIES

1. Whatcom County Health and Human Services
  - Coordination of physical and mental health services for emergency responders.
  - Inoculation
  - Sanitation services and basic hygiene.
  - Identification and control of communicable diseases.
  - Vector control.
  - Examination of food and water supplies for contamination.
  - Emergency sanitation standards for disposal of garbage, sewage and debris.
  - Assessment of environmental contamination and public health risk from hazardous materials spills.
  - Notify Public of health risks.
  - Provide technical assistance as requested for issues related to weapons of mass destruction.
2. Medical Examiner
  - Identifies and coordinates disposal of human remains.
  - Determines the cause of death.
  - Coordinates mortuary facilities and the establishment of temporary morgues as needed.
3. Police Department
  - Identification Unit assists the Medical Examiner with the identification of the dead.
  - Provides scene and personal belonging security.
4. Washington State Dental Association
  - Forensic Dentists may assist with the identification of the deceased using dental records.
  - Provide information to member forensic dentists on current emergency response policy and procedures.
5. American Red Cross

- Assist with the notification of next of kin at the request of an appropriate agency (i.e. Medical Examiner).
  - Support family reunification process
  - Assist with notifications and support to emergency personnel
6. Peace Health St. Joseph Medical Center
- Provide medical control for pre-hospital providers
  - Initiates hospital control (DMCC)
  - Supports patient/family reunification process
7. Support Officers
- Support victims, families, bystanders, and responders
  - Can provide spiritual support to gravely injured

## **ANNEX 6: EVACUATION**

### **PURPOSE**

This evacuation annex provides an overview of evacuation functions, roles and responsibilities, and overall guidelines for the evacuation of people and animals from hazardous areas in incidents with and without warning.

### **SCOPE**

This annex is intended to address the evacuation needs of the whole community within the City of Bellingham. It is not intended to address the evacuation of any specific facility, such as a hospital, school, or assisted living facility. Such facilities may have their own evacuation strategies. It is understood that the Incident Commander and/or designee will direct the development of an incident-specific evacuation plan and route at the time of incident.

### **POLICIES**

1. The authority to issue an evacuation order is held at the local (county and city) levels of government. In the City of Bellingham, evacuations may be initiated by the Department administrator of the primary incident commander department, or Mayor or delegate. During a state of emergency, the Governor can issue such orders as they deem necessary for the security of persons or property (Chapter 38.08, RCW, Powers and Duties of Governor). Evacuation(s) should be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and utilize the Incident Command System (ICS) to manage the control and coordination of an emergency response.
2. The following authorities and policies and plans are referenced in the context of evacuations:

#### Federal

- Code of Federal Regulations Title 44, Part 205 and 205.16.
- Public Law 920, Federal Civil Defense Act of 1950, as amended.
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act.
- Public Law 93-288, Disaster Relief Act of 1974, as amended.
- Public Law 96-342, Improved Civil Defense 1980.
- Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986,
- Title III, Emergency Planning Community Right-to-Know Act (EPCRA).
- Public Law 105-19, Volunteer Protection Act of 1997.
- Homeland Security Act of 2002.
- Homeland Security Presidential Directive/HSPD-5.
- Homeland Security Presidential Directive/HSPD-8.
- National Response Framework of 2019, as amended.
- Pets Evacuation and Transportation Standards Act of 2006: Authorizes FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.

#### State of Washington

- Chapter 38.52, Revised Code of Washington (RCW), Emergency Management.

- Chapter 38.08, RCW, Powers and Duties of Governor.
- Chapter 38.12, RCW, Militia Officers.
- Chapter 38.54, RCW, Fire Mobilization.
- Chapter 35.33.081 and 35.33.101, RCW, as amended.
- Chapter 34.05, RCW, Administrative Procedures Act.
- Chapter 43.06, RCW, Governor's Emergency Powers.
- Chapter 43.105, RCW, Washington State Information Services Board (ISB).
- Chapter 118-04, Washington Administrative Code (WAC), Emergency Worker Program.
- Title 118, WAC, Military Department, Emergency Management.
- Washington State CEMP.

## SITUATION

Emergencies or disasters may occur at any time causing significant human suffering, injury, and death; public and private property damage; environmental degradation; economic hardship to businesses, families, and individuals; and disruption of local government. A variety of hazards may cause need for evacuating a geographic area, including but not limited to flooding, tsunamis, earthquakes, landslides, fires, terrorism, hazardous materials release, and civil unrest.

Early in the course of a disaster, little information may be available, and information may be vague and inaccurate. No guarantee is implied by this plan. Because assets and personnel may be overwhelmed, the city and county can only endeavor to make every reasonable effort to respond to a hazardous event based on the situation, information, and resources available at that time.

An evacuation of any area requires significant coordination among public, private, and community/non-profit organizations. The incident may or may not allow time for responders to conduct evacuation notification in advance of immediate threat to life safety. Incidents may occur with little, or no notice and certain evacuation response operations will not be feasible. Every attempt will be made to assist residents with safe evacuation and risks to first responders is an additional important consideration. Residents are encouraged to help their neighbors, friends, and family to evacuate if doing so will not cause danger to themselves or others.

Bellingham is comprised of residential, business, commercial, industrial, and mixed-use areas. Land use is an important consideration in evacuation planning as the population numbers and density vary according to location and time of day and day of the week. Additionally, local higher education institutions will have fluctuations of students in the area depending on the time of the year.

Research has shown higher rates of compliance with evacuation orders when the following considerations are incorporated:

- Have the request be made by elected officials.
- Have contact made by uniformed personnel.
- Provide information on the exact nature of the threat and sources of confirmation.
- Provide realistic assurances, if possible, of security and property protection within the reasonable limitations of any emergency.
- Provide emergency transportation, if needed.
- Reduce family separation anxiety, if possible.
- Make provisions for pets.

- Provide information as to what exactly is expected of the citizens in the threatened area.

### *Population Considerations*

Special or vulnerable populations, and the people or facilities that care for them, should prepare on their own for evacuations to ensure their individual needs are adequately met. These populations may include but are not limited to Limited English Proficiency (LEP), deaf/hard of hearing, blind and deafblind, incarcerated, low-income, refugees, those with cognitive and/or mobility impairments, those in hospice care, the homeless, children, those with (severe) medical dependencies/conditions, medically fragile, the addicted, the elderly, and those with other Access and Functional Needs (AFN).

#### *LEP Populations*

Communicating with LEP populations can sometimes be challenging. The City maintains contracts with *Language Line* for departments to utilize on-demand voice and video interpretation to communicate with the public. In instances where this service isn't operational, responders should speak slowly and clearly, try re-wording messages if or when individuals do not understand, and use hand gestures or pictures to augment understanding. Short words (and phrases) such as "fire" or "flood" are much more useful than involved explanations. Often, one person in a larger family will be bi-lingual or able to translate even if the other family members don't speak or understand enough English. Ask if there is a family member who does speak English. The use of young children as interpreters should be avoided, as this can be traumatizing. Even if individuals do not understand verbal instructions, handing them a map (if they are available) with a route or destination marked on it can be a solution.

#### *Deaf and Hard of Hearing (HOH) Populations*

The City maintains contracts with *Language Line* for departments to utilize real time video translation with American Sign Language (ASL) interpreters. Additionally, responders communicating with the deaf and HOH can try speaking loudly and clearly, use a pen and paper and/or ASL, enunciating so that an individual can read lips, and use calm and relevant hand gestures. Individuals who know ASL should be placed in roles where they can interact with evacuating populations to best serve the deaf and HOH. Deaf or HOH individuals may communicate their lack of hearing by moving their hand from their mouth to ear. Individuals who are deaf-blind may have communication devices called deaf-blind communicators which they may use to communicate. Deaf-blind individuals also communicate via tactile sign language.

#### *Assisted Living Facilities*

Facilities that provide assisted living are required to have disaster plans in place and trained staff on what to do in the event of an emergency (WAC 388-78A-2700). However, many of these facilities do not have the transportation resources to carry out a full-scale evacuation and while many residents have their own vehicles, coordinating routes and destinations could be difficult. Other issues that may arise include the special needs of residents who require assisted living services (and would require transportation to an appropriate shelter) and a possible lack of medical supplies. Independent living facilities are not required to have evacuation, emergency plans, or emergency supplies.

#### *Adult Family Homes*

Adult family homes are required by Washington State Law (388-76-10830) to have emergency plans to meet the needs of their residents and provisions for evacuating their residents and charges. These are individuals who, if there is a possible need for them to evacuate, should evacuate as soon as possible due to their special needs, frailty, and medical conditions. Washington State Law limits the



number of residents in adult family homes to six (6), however there is often only one care giver on duty at a time taking care of these six (6) residents. Issues could arise regarding lack of staff and lack of adequate transportation since the majority of residents have mobility issues (wheelchairs, walkers) or are bedridden. Adult family home providers and staff will need information about medical needs if shelters are set up. Many adult family home providers and caregivers have Limited English Proficiency which could make understanding the need for evacuations, evacuation routes and procedures challenging.

#### *Nursing Homes and Hospitals*

Nursing homes and hospitals are required by law to have emergency plans, have their staff prepared, and be ready to aid in an emergency. Issues that may arise in the evacuation of nursing homes include a lack of beds, facilities to transport patients, or transportation resources appropriate for nursing home or hospital populations. Many of these individuals are mobility impaired, bedridden, or require the supervision of a medical professional. Most nursing homes do not have adequate transportation resources to independently perform a complete evacuation. In general, there are not enough beds in nearby hospitals to accommodate the number of patients from one evacuated facility. In certain types of disasters when even more people need medical assistance, it will be impossible to provide beds to all individuals who may require them during a hospital evacuation.

## CONCEPT OF OPERATIONS

### *1. Objectives*

The overall objectives of emergency evacuation operations and notifications are to:

- Expedite the movement of people from hazardous areas.
- Institute access control measures to prevent unauthorized persons from entering vacated, or partially vacated areas. Law enforcement may use discretion in allowing access for caregivers, personal care assistants, or other support personnel on a case-by-case basis as determined by the Incident Commander.
- Provide evacuation to appropriate transportation points, evacuation points, and shelters.
- Provide adequate means of transportation for individuals who require additional or differently delivered transportation assistance.
- Procure, and allocate, needed transportation and law enforcement resources by means of mutual aid or other agreements.
- Control evacuation traffic.
- Account for the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.
- Provide initial notification, ongoing, and re-entry communications to the public.
- Assure safe re-entry of the evacuated persons.



Tactical decisions, such as detailed evacuation areas, specific routes, road closures and temporary evacuation points are decided in the field by IC or UC based upon the dynamics of the incident. Operational objectives will be influenced by issuing either evacuation or shelter-in-place orders, and should consider the following critical considerations that are unique to the incident:

- Children and Accompanied Minors
- Homeless Populations
- Individuals with Access and Functional Needs
- Household Pets and Service Animals
- Tourist Populations
- Limited English Proficiency groups
- Mass Care and Sheltering Services
- Hospitals and Residential Medical Facilities
- Correctional Facilities
- Fuel Management
- Traffic Management
- Contraflow Lane Reversal
- Evacuation Clearance Time
- Tracking/Evacuee Accountability

#### *Evacuation vs. Sheltering in Place*

The decision whether to evacuate or shelter-in-place must be carefully considered with the timing and nature of the incident. This decision is made by first responders in the field by the established Incident Command or Unified Command. An evacuation effort involves an organized and supervised effort to relocate people from an area of danger to a safe location. Although evacuation is an effective means of moving people out of a dangerous area, due to its complexity and the stress it puts upon the population, it is considered as a last resort option. Sheltering-in-place is the practice of going or remaining indoors during or following an emergency event.

Sheltering-in-Place is recommended if there is little time for the public to react to an incident and it is safer for the public to stay indoors for a short time rather than travel outdoors. Sheltering-in-place may be a more effective protection measure than an evacuation, especially following a chemical, radiological, or biological incident. Sheltering-in-place also has many advantages because it can be implemented immediately, allows people to remain in their familiar surroundings, and provides individuals with everyday necessities such as the telephone, radio, television, food, and clothing. However, the amount of time people can stay sheltered-

in-place is dependent upon availability of food, water, medical care, utilities, and access to accurate and reliable information.

Sheltering-in-place is the preferred method of protection for people that are not directly impacted or in the direct path of a hazard. This will reduce congestion and transportation demand on the major transportation routes for those that have been directed to evacuate by police or fire personnel.

#### *Evacuation Levels*

Evacuation Levels are used to demarcate geographic evacuation areas with 3 tiers of immediacy: These evacuation levels correspond to geographically specific areas where a hazard has occurred and/or has the potential to affect. These areas are designated as zones on a map and should be provided to the Public.

##### Level 1 – Ready

Occupants of this zone are informed of and alerted of the incident and hazard. Occupants are also alerted to the potential for protective actions based on further developments to the incident.

##### Level 2 – Set (Get Ready to Leave)

Occupants of this zone are informed of and alerted of the incident and hazard. Occupants are also alerted to be prepared to leave with limited or no notice.

##### Level 3 – GO (Evacuate Now)

Occupants of this zone are informed of and alerted of the incident and hazard. Occupants are directed to immediately leave the affected area.

EMERGENCY PREPAREDNESS  
IN WHATCOM COUNTY

EVACUATION

LEVELS 1 2 3

LEVEL 1 READY

*Possible evacuation in  
your area*

LEVEL 2 SET

*Short notice evacuation  
likely in your area*

LEVEL 3 GO!

*Evacuate immediately  
from your area*

WHATCOM COUNTY SHERIFF'S OFFICE  
DIVISION OF EMERGENCY MANAGEMENT

BELLINGHAM FIRE DEPARTMENT  
OFFICE OF EMERGENCY MANAGEMENT

## Evacuation Methods

Several Evacuation methods may be utilized to meet the needs of the incident; these include *Zonal*, *Transportation Hub and Spoke*, or *Point to Point*.

### **Zonal**

Zone-based evacuation reduces resource burdens, facilitates re-entry, and accelerates the transition to recovery. A zone-based approach requires a unified effort to understand and coordinate evacuation and shelter-in-place actions, and make informed decisions based on the appropriate transportation models. Establishing evacuation and shelter-in-place zones allows for targeted evacuation to the most vulnerable zones, while limiting the need for evacuating large areas that are not under the threat of the hazard.

### **Transportation Hub and Spoke**

The Transportation Hub and Spoke evacuation model moves and aggregates evacuees in short trips from numerous pickup locations to evacuation centers, which in turn provide evacuation to mass care centers. Hub and spoke maximizes routes and provides immediate movement of people from dangerous locations to a safer location temporarily. This transportation model allows jurisdictions to triage the needs of individuals, which may only be access to temporary shelter or access to personnel to facilitate the rental of a vehicle or other means to evacuate and provide care for themselves and their family directly.

### **Point to Point**

Point to Point evacuation model moves evacuees directly from the point of embarkation to a host jurisdiction or shelter. Point-to-point is the fastest, most direct and streamlined, and least resource-intensive evacuation action in the immediate operational period. However, it has limited capacity for surges during large displacements. Shelters can come to capacity quickly, increasing travel for evacuees. Additionally, this model is not ideal if the host location has not been determined, such as in the instance of no-notice events that have a wide and unpredictable pattern.

## Roles

### **PRIMARY AGENCY**

- Bellingham Police Department

### **SUPPORT AGENCIES**

- Bellingham Fire Department
- American Red Cross
- Salvation Army
- Whatcom Transit Authority
- Bellingham School District
- Public Works

## RESPONSIBILITIES

### *Direction and Control*

Evacuation may be requested by Incident Command. The decision to evacuate prior to, during or following an incident will be made on a case-by-case basis. The decision will depend upon the nature, scope and severity of the emergency. Command will consider factors like the number of people affected, actions necessary to protect the public, and length of time available in which to effect evacuation. A local Proclamation of Emergency may be considered when implementing and enforcing an evacuation of significant areas or population. Though it is preferable to have an evacuation order signed by the mayor (or designee) for any evacuation larger than a “Site Evacuation”, the safety of the residents is the foremost concern and evacuations necessary to immediately protect lives will not be delayed due to a lack of such an order.

Direction and control of evacuation is exercised primarily on scene. IC will be responsible for assessing the situation and performing the following tasks as necessary:

- Conduct rapid size-up and determine need to evacuate.
- Determine initial evacuation boundaries.
- Staff the command post and field ICS organization appropriately.
- Order the alert of outside agencies and departments and request activation of the EOC.
- Provide the EOC with status and request support if needed.

Emergency Communications staff shall ensure the delivery of coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken, and the assistance being made available, as appropriate.

### *Evacuation of Animals*

The Pets Evacuation and Transportation Standards Act of 2006 amends the Stafford Act, and requires evacuation plans to consider the needs of individuals with household pets and service animals, prior to, during, and following a major disaster or emergency. Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk due to lack of food, shelter, and care. Animal evacuation and sheltering should be conducted in conjunction with human evacuation and sheltering efforts, and animals should be sheltered near their owners to the extent possible. Supporting organizations, such as the Whatcom Humane Society and private animal care shelters, may assist in the rescue, transport, and sheltering of small animals. Owners of livestock will likely be responsible for transporting their own farm animals. Only non-emergency resources and personnel, such as public and private animal services agencies, will be used to rescue and transport animals during an evacuation effort.

It is assumed that residents that have their own means of transportation will evacuate with their small household pets. Service animals will be evacuated with their owners. Residents that do not have access to vehicles will need to secure their pets in cages or carriers as they arrive at any transportation points. It is recognized that owners may refuse to evacuate their homes if they are required to leave their pets behind.

### *Access and Control*

Once an area is evacuated, access back into the impacted areas will be controlled to secure the area and protect public safety. Perimeter control is normally accomplished by establishing Access Control Points, roadblocks, or road closures supplemented by suitably equipped mobile patrols. When possible, law enforcement personnel or hired security entities will also conduct periodic patrols within the secured areas,

to deter theft and looting of abandoned residences. Access back into the evacuated areas should initially be limited to:

- Emergency service and public works personnel
- Utility companies engaged in restoring utility services
- Contractors restoring damaged buildings, clearing roads, and removing debris
- Commercial vehicles delivering food, essential supplies, life support equipment,
- Construction supplies, and other related materials
- Media representatives

Law enforcement will be present at designated evacuation and transportation points and shelter sites for security, crowd control, and to deter criminal activity. Protocols should be established for allowing critical employees, including essential medical and volunteer staff through roadblocks. Consideration may be warranted for allowances of attendants, home health aides, visiting nurses, guide animals, and other individuals that are crucial to the immediate health care needs of evacuees.

### *Return and Re-Entry*

Evacuation coordination will include considerations to facilitate the return of evacuated residents. The decision to return evacuees to their homes will be the responsibility of the on-site IC. The IC will retain control of the incident as residents are allowed to return to their homes or workplaces. Staffing for re-entry points must be obtained, including additional law enforcement personnel, if necessary. Transportation may need to be provided for those who were transported out of the area initially. The IC will be responsible for determining when re-entry has been completed and making appropriate notifications. Priorities for reentry include:

- Safety
- Security
- Damage Assessment
- Restoration of Services
- Communication of Information

The impacted areas must be thoroughly investigated to ensure it is safe for residents to return and normal operations have been restored. This assessment will include verification that:

- Structures and trees are deemed safe
- Damage and safety assessment have been completed
- There are no leaking or ruptured gas lines or downed power lines
- Water and sewer lines have been repaired
- Search and rescue operations have been completed
- There are no hazardous materials that can threaten public safety or appropriate warnings have been issued.
- Water has been deemed safe or appropriate warnings have been issued.
- Major transportation routes are passable, and debris have been removed from public right-of-way.
- There is no threat to public safety and other significant hazards have been eliminated.

## **TERMS AND DEFINITIONS**

See Basic Plan.



## ***ANNEX 7: EMERGENCY PUBLIC INFORMATION & EXTERNAL AFFAIRS***

### **PURPOSE**

This annex provides guidance in the dissemination of timely and accurate information to the public, staff, elected officials, and the media during emergency situations.

### **SCOPE**

This annex addresses the dissemination and coordination of information provided by City employees to the public and media during emergencies in the City of Bellingham. This annex will coordinate with *Annex 11: Communications Systems and Warnings* as needed.

### **POLICIES**

The City of Bellingham recognizes the importance of providing vital health and safety information to affected populations. The City will do everything possible to ensure that the information is consistent, accurate, complete, and promptly delivered using communication methods that will disseminate the information as widely as possible to affected populations. The City's public information requirements will be determined by the severity of the emergency or disaster. Public information activities will provide vital information citywide in a timely, consistent, and unified method to state, county, tribal, local, and private sector agencies, media, and non-profit organizations. The City may establish or participate in a regional Joint Information Center to sync public information, education, and media relations for larger incidents and disasters. The City aims to communicate messages in a manner that can be understood by its diverse population; special considerations for communicating with significant segments of the population with Limited English Proficiency (LEP) and those with Access or Functional Needs (AFN) is addressed with compliance to:

- Civil Rights Act of 1964: Unlawful discrimination against race, color, or national origin.
- RCW 38.52.070: Requirement for emergency management organizations to include and communications plan which identifies "significant population segments" that have Limited English Proficiency and how information will be disseminated to those populations during an emergency or disaster.
- WAC 118-30: Limited English Proficiency (LEP) populations are components of the Whole Community which is discussed throughout the planning process.

### **SITUATION**

The public needs timely and accurate information for protection of life and property during response to, and recovery from a disaster or emergency. Depending on the nature and magnitude of the emergency, different levels of public information will be required. Situations which may prompt rapid public information includes alerting residents to an impending emergency, directing residents for an evacuation or shelter in place, informing residents of protective health-related actions, and updating residents through response and recovery phases of the event. During a disaster, City communication components will likely sustain damage or be impacted, which will result in disruption or shut-down of portions of some or all communications systems. Emergency response and recovery activities that rely on the use of the communication systems will

likely be impacted and be difficult to coordinate. Within affected areas, normal means of communication may be either destroyed or largely incapacitated; therefore, only limited information should be anticipated from the emergency area until communication can be restored.

Every effort will be made to communicate in a timely, effective manner; however, normal means of communication may not be available. The City leverages multiple communication systems depending on the need and available resources. The means to disseminate information to the public include:

- News media (radio, television, cable, print).
- Alerts, emails, and text messages – reverse dial and/or opt-in lists (AlertSense).
- City of Bellingham website and BTV (local cable, YouTube).
- Social media applications (e.g., Facebook or Twitter).
- Neighborhood Associations Contacts.
- Variable Message Boards-electronic reader boards.
- Public Library
- Local AM/FM Radio Stations

## CONCEPT OF OPERATIONS

To reduce inaccuracies and misinformation, the City of Bellingham will coordinate information and public messaging with participating local, county, tribal, state, and federal agencies, and other organizations as required. The City of Bellingham may start an emergency public information operation to augment or enhance the normal communications capabilities of the city.

### *Roles*

#### PRIMARY AGENCIES

- City of Bellingham Communication Group (Led by Deputy Administrators, Communications & Community Relations Director)
- Bellingham Fire Department and Office of Emergency Management
- Bellingham Police Department
- City departments involved in the emergency

#### SUPPORT AGENCIES

- Whatcom County Sheriff's Office Division of Emergency Management, WCSO Communications/PIO.
- State of Washington Military Department Emergency Management Division.
- AlertSense Staff- Konexus
- Prospect Dispatch (Fire)
- What-Comm (Law)
- Regional PIO Group (including school districts, higher education, neighboring cities, private industry)

### PIO

A designated Emergency Public Information Officer (PIO) is the lead person for the coordination of emergency public information and media relations during an emergency. The public information objectives during an emergency or disaster are:

- To inform the public and City's employees of the presence of a hazardous situation, its effects, and proper counter measures.
- To coordinate the City's release of public information to the media.
- To inform the public of protective measures that can be taken during an emergency, disaster assistance and recovery services and procedures.
- To control rumors and reassure the public.

The PIO will determine the best methods for dissemination of local emergency information and instructions. Dissemination of public information regarding City activities and services relating to an emergency should be reviewed and coordinated through the PIO. The PIO will maintain up-to-date media contact lists. Based on the urgency of the situation and the need for inter-agency cooperation, the PIO will attempt to coordinate with other agencies to gather emergency public information relevant to the City and share it with EOC and any established Policy Advisory Group. The PIO may serve as part of the Joint Information Center to coordinate information with multiple agencies in the response and recovery operation of an emergency.

### JIC

A Joint Information Center (JIC) may be set up to provide a single point of contact for releasing emergency information if the magnitude of the situation warrants. If established, the JIC becomes the focal point for dissemination of all public information about emergency and disaster response and recovery operations. The purpose of the JIC is to coordinate information and provide a forum for the sharing of information within the region, and a central point for the media to get information.

A JIC is established when non-City agencies are key stakeholders in an incident and a need exists to bring together diverse parties to coordinate information for public release. Each agency representative at the JIC has the commitment to share and coordinate information with all other participating agencies prior to release to the media and public. Staff from individual City departments will be made available to staff the JIC as needed. Involvement of other agency/organization/jurisdiction PIOs will be determined by the scope and nature of the disaster. While the location of the JIC will be determined on a case-by-case basis, the Whatcom Unified Emergency Coordination Center is well positioned for JIC support and communication technology needs and has been the JIC location for past incidents. A virtual JIC may be initiated through technological means when geographical restrictions, incident management requirements, and other limitations preclude physical attendance by public information officers/liaisons at a central location.

### Whole Community Communications

Members of the community with Limited English Proficiency and those with Access and Functional Needs will have additional difficulties in receiving and understanding emergency notification messages if special efforts are not made to reach them. The City provides a variety of communication accommodations and services in efforts to have continuous and accessible public information and participation by all members of the community. The City contracts with *Language Line Solutions* to provide on demand language assistance services, including translation and interpretation services. Language Line provides live interpreters (American Sign Language and over 240 spoken languages) that can be accessed via an app, phone, or zoom meeting. The City ADA Coordinator also maintains a list of local interpreters for ASL, in-person or virtual interpreting needs, language translation vendors for written documentation, and CART (communication access real-time translation) service vendors for producing live captioning and speech-to-text transcription.

Hearing assisted devices (counter hearing loops) are present at the service counter of public facing departments.

## RESPONSIBILITIES

1. Bellingham Office of Emergency Management
  - Acts as the lead entity for the development and maintenance of City warning procedures
  - Develops and distributes emergency public information materials.
2. City Departments
  - Provide the emergency PIO with information concerning emergency activities.
3. Assigned PIO
  - Coordinates contacts with the media and the release of emergency public information.
  - Assess the communications/public affairs implications of the incident.
  - Assess the need for translator/interpreter services.
  - Support the chief elected official with disseminating emergency public information.
  - Designate appropriate communications/engagement staff person to serve as the spokesperson.
  - Coordinate EOC public information and assist JIC as needed.
  - Coordinate public information activities with other participating agencies.
  - Assist local officials with disseminating information.
  - Conduct and/or coordinate regular news conferences including arranging for interpreter services if appropriate.
  - Enlist department staff to respond to media questions on technical or department issues if necessary.
  - Provide maps, charts, status boards, schematics or other displays that clarify the disaster situation in support of news conferences and/or briefings.
  - Monitor media broadcasts and articles to check for accuracy. Monitor and log incoming calls for information and rumors.
4. Whatcom Law Enforcement Dispatch
  - Disseminate warning information to the member agencies and to field units.
5. Prospect Fire Dispatch Center
  - Disseminate warning information to the Director of Emergency Services, City departments, and others.
6. The City of Bellingham Mayor's Office

- Responsible for coordinating with and providing information to local, state and Congressional elected officials from Whatcom County.

7. Washington State EOC

- Throughout the emergency, public information staff from the State EOC will work with the Governor's press secretary to develop and disseminate information regarding the emergency and State response efforts. State EOC staff will also be available to assist local officials in disseminating emergency instructions to affected communities.

## RESOURCE REQUIREMENTS

Resource requirements include staffing, office equipment, computers and phones, and office supplies as needed.

## TERMS AND DEFINITIONS

- **Significant segment of the population** means 5% of the total population of the City of Bellingham, or 1000 persons, whichever is smaller.
- **Limited English Proficiency** populations refers to language groups who self-identify as speaking English “less than very well”.
- **Access and Functional Needs** includes those people who may have specific needs related to the emergency incident. In the context of this annex, this includes those members of community who are blind, visually impaired, deaf, and/or have experienced hearing loss, or deaf/blind.

## **RESOURCE MANAGEMENT ANNEXES**

### ***ANNEX 8: INFORMATION PLANNING & EMERGENCY MANAGEMENT***

#### **PURPOSE**

The purpose of this annex is to support and facilitate multi-agency planning and coordination for operations during incidents requiring city internal and external coordination.

#### **SCOPE**

The City of Bellingham Fire Department Emergency Management supports the effort to collect, analyze, and share information about and coordinate planning efforts on potential or actual emergencies or disasters. Emergency management supports overall activities for incident management in Bellingham and liaises with county, state, and federal emergency management agencies for multi-agency coordination. Emergency Management coordinates with Whatcom County and partners to support and maintain the Emergency Operations Center (EOC) in a state of readiness.

#### **POLICIES**

Informational planning and emergency management activities include those critical to support and facilitate multiagency planning and coordination of operations for large scale incidents. This includes alert and notification, staffing of the EOC, incident action planning, provide support operations, logistics and material direction and control, information management, facilitation of requests for assistance, resource acquisition and management, worker safety and health management, facilities management, financial management, and other support as required. RCW 38.52: Emergency Management is a chapter that encompasses the purpose, definitions, requirements, authorities, and policies of Emergency Management functions for the state of Washington. The Local Emergency Management or Services WAC 118-30 outlines local approaches to emergency plans and programs.

The following standards operate as guidelines for responding to an emergency or disaster including:

- The National Incident Management System (NIMS), including the Incident Command System (ICS), will be used in any size or type of disaster.
- Management of response personnel, facilities, finances, and equipment will be coordinated through the Planning, Operations, Finance and Administration, and Logistics Sections within the EOC using the ICS structure.
- Incident response and organization will be documented through the use of FEMA ICS Forms including but not limited to ICS 214 Activity Logs to document incident activities.
- ICS staff are responsible for the communication and coordination of infrastructure supporting effective response to the affected area in the anticipation of requirements for preparedness, response, and recovery and in support of additional response activities.
- ICS staff will be responsible for the request, coordination, analysis, and dissemination of necessary information from city departments to support response and recovery efforts.

- ICS staff will provide guidance for each city department in making their reports during a response, if needed.
- Incidents should be handled at the lowest level. If the city becomes overwhelmed and in need of outside support, existing mutual aid agreements will be used. Support beyond or in addition to mutual aid will be coordinated through the county, state, federal and non-governmental organizations.

## SITUATION

There will be an immediate and continuing need to collect, process, and disseminate situational information to identify urgent response requirements during a disaster, or the threat of one, and to plan for continuing response, recovery, and mitigation activities.

Information will be provided by field personnel, responders, volunteers, the public, the media, and others.

Information collection may be hampered due to many factors including damage to the communication systems, communications system overload, damage to the transportation infrastructure, effects of weather, smoke, and other environmental factors.

Urgent response requirements during an emergency or disaster, or the threat of one, and the plan for continued response and recovery activities, necessitates the immediate and continuing collection, processing, and dissemination of situational information.

The City may not have enough resources to respond to all requests for assistance, or meet all the community needs, and may need to acquire resources from the private sector, mutual aid partners, non-governmental organizations (NGOs), and/or federal, state, or county organizations.

## CONCEPT OF OPERATIONS

Disaster response is organized utilizing the basic concepts of the National Incident Management System (NIMS) and consists of the functional areas needed for coordination of the event, which could include Operations, Planning, Logistics, and Finance/Administration sections, and other core functions such as Public Information and Communications.

During disasters or emergencies, the need for rapid decisions and actions may require that emergency management plans and procedures supersede normal business operations. The departments and outside agencies operating in the EOC will work to develop situational awareness/common operating picture for the incident. This will include receiving periodic reports from field representatives and requesting information from other agencies, public and private. It will also be conducted by monitoring social media and other media platforms. Gathered situational information will be used to identify trends and determine courses of action for responding to a hazard or its effects.

Planning will focus on response strategies and resource requirements beyond those needed for immediate response, attempting to anticipate future actions and needs. The planning horizon may be the next hour, 24 hours, or weeks, depending on the scenario and situation. Planning information will be shared with Whatcom County Division of Emergency Management, as well as other functional positions supporting the response. Within the ICS structure, the Planning Section is responsible for the collection, analysis, synthesis, and distribution of information gathered, as well as the ongoing maintenance of situational awareness and distribution of this information as it changes throughout the event.



## PRIMARY AGENCY

- Incident Command General Staff

## SUPPORT AGENCIES

- Bellingham Fire Department Office of Emergency Management
- Whatcom County Division of Emergency Management
- Whatcom County Fire Service Overhead Team
- Regional Incident Management Teams
- City departments
- Whatcom Transit Authority
- Bellingham School District
- Department of Public Works
- American Red Cross
- Private Industry

## *Operational Activities*

A Planning Section may be established by Incident Command as the central coordination point for incident related information, damage assessment and disaster analysis. The Section Chief will establish functional units within the section as needed.

The Planning Section compiles and analyzes information from the field into Situation Reports (SITREPS). The Planning Section establishes situational awareness and a common operating picture, collecting essential information elements such as:

- Extent of Incident: Information regarding the extent of the incident.
- Damage Assessment: Information regarding the extent of physical damage resulting from the incident.
- Population Status: Information regarding the life safety impacts, displacement, specific community impacted, animals impacted, immediate needs, etc.
- Resource Requests: Immediate resource requests from the field or other responders to the event.
- Community Impact Response: Information on the state of the community gather from media, outlets, etc.
- Responding Entities: Responder scope, external partner lists, extent of agencies involved.

As soon as possible after a disaster, information on public and private impacts and damage must be compiled to determine if federal assistance programs are needed. Planning Section may provide forms for documenting public and private property damage and impact. After the initial damage information is collected, federal/state/local teams may be formed to verify the damage information. See FEMA's Disaster

Assistance Guide for Local Government and Disaster Assistance Manual for more information (published separately).

Private sector planning support entities may be utilized to assist in Incident Action Planning, such as The Response Group.

### *Organization*

The Planning Section may be composed of several units for proper span of control and effective management of planning duties.

The Situation Unit is responsible for collecting and organizing incident status and situation information and assembling damage assessment information.

The Resource Unit is responsible for maintaining the status of all assigned resources working in the incident.

The Documentation Unit is responsible for establishing and maintaining accurate and complete incident files and historical records and preparing critical documents and transferring all incident files and historical records to the appropriate City departments as needed.

## **RESPONSIBILITIES**

1. Bellingham Office of Emergency Management
  - Assists in the preparation of situation reports and collects damage assessment information for distribution to the State and Federal Government.
  - Supports the coordination efforts of any interagency response.
  - Maintain the EOC in a configuration to support incident management.
2. City Departments
  - Report situational information to the EOC.
  - Provide members for Damage Assessment Teams as appropriate.
  - Provide staff to Planning Section as needed or assigned.
3. Involved emergency response agencies and organizations
  - Provide situation reports to the EOC as needed.
  - Report on specific occurrences or conditions as requested.
4. Whatcom Transportation Authority (WTA)
  - Provide situation reports from field observations by drivers and supervisors.
5. School Districts
  - Provide damage assessment information from individual schools.

- Provide damage assessment information and situation reports from field observations by bus drivers.
6. Planning Section Staff
- Collect incident data at the earliest possible opportunity and continue for the duration of the incident.
  - Post data on displays as required.
  - Provide photographic services including still and video information collection and historical records.
  - Provide mapping services.
  - Oversees check-in of all resources.
  - Applies a status keeping system indicating current location and status of all resources.
  - Assist in the preparation of reports and collection of damage assessment figures.
  - Provides reports and duplicates to authorized requestors.
  - Prepares incident documents for Plans Section Chief when requested.
  - Organizes orderly and efficient transfer of incident records to appropriate City departments during and after the incident.

## RESOURCE REQUIREMENTS

- Standard office machines, computers, printers, facsimile machines, charts, maps, boards, and communications equipment.
- Staff and volunteers assigned and trained to positions within the EOC.
- Emergency/Disaster Liaison from the support agencies to the EOC.
- Communication links between the EOC and any support agencies not located within the EOC.

## TERMS AND DEFINITIONS

See Basic Plan.

## **ANNEX 9: LOGISTICS MANAGEMENT & RESOURCE SUPPORT**

### **PURPOSE**

The purpose of this annex is to describe the coordination of fulfillment of requests for goods, services, and personnel resources for an incident.

### **SCOPE**

This annex involves coordinating the provision of resources to City departments during the immediate response to an emergency or disaster and to subsequent response and recovery operations. Coordination includes the effort and activity necessary to evaluate, locate, procure, and provide facilities, material, services, personnel, and participation in the Washington State Emergency Worker Program

### **POLICIES**

In accordance with Section 7 of Article VIII of the Washington State Constitution, “no county, city, town, or other municipal corporation shall hereafter give any money, or property, or loan its money, or credit to or in aid of any individual, association, company, or corporation, except for the necessary support of the poor and infirm, or become directly or indirectly the owner of any stock in or bonds of any association, company, or corporation.”

In accordance with RCW 38.52.070 (2), “each political subdivision, in which any disaster as described in RCW 38.52.020 occurs, shall have the power to enter contracts and incur obligations necessary to combat such disaster, protecting the health and safety of persons and property, and providing emergency assistance to the victims of such disaster. Each political subdivision is authorized to exercise the powers vested under this section in the light of the exigencies of an extreme emergency situation without regard to time-consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements), including, but not limited to, budget law limitations, requirements of competitive bidding and publication of notices, provisions pertaining to the performance of public work, entering into contracts, the incurring of obligations, the employment of temporary workers, the rental of equipment, the purchase of supplies and materials, the levying of taxes, and the appropriation and expenditures of public funds.”

In accordance with RCW 38.52.110 (1), in responding to a disaster, “the governor and the executive heads of the political subdivisions of the state are directed to utilize the services, equipment, supplies, and facilities of existing departments, offices, and agencies of the state, political subdivisions, and all other municipal corporations thereof including but not limited to districts and quasi municipal corporations organized under the laws of the state of Washington to the maximum extent practicable, and the officers and personnel of all such departments, offices, and agencies are directed to cooperate with and extend such services and facilities to the governor and to the emergency management organizations of the state upon request notwithstanding any other provision of law.”

In accordance with RCW 38.52.110 (2), “the chief executive of counties, cities and towns and the emergency management directors of local political subdivisions appointed in accordance with this chapter, in the event of a disaster, after proclamation by the governor of the existence of such disaster, shall have the power to command the service and equipment of as many citizens as considered necessary in the light of the disaster proclaimed: PROVIDED, That citizens so commandeered shall be entitled during the period of such service to all privileges, benefits and immunities as are provided by this chapter and federal and state emergency management regulations for registered emergency workers.”

## SITUATION

A significant emergency or disaster may damage or limit the existing resources needed to maintain vital city services or to care for the general public in need of disaster assistance. The city may not have all the resources required, either in type or quantity, to respond to a disaster. These insufficiencies may be created by one or more of the following conditions:

- The extent of the damage overwhelms available resources.
- Normally available resources are damaged, lost, or unable to be moved from one place to another due to the incident.
- The nature of the event requires resources not normally used within the city.
- Personnel are injured or unable to report to work due to the impact of the emergency or disaster.
- Disruptions in the vendor supply chain and/or increased regional demand may make regularly available resources unavailable or in short supply.

Resource support involves the procurement and allocation of resources beyond normal day-to-day operations. These resources include equipment, materials, facilities, contracted services, supplies, and personnel required to support the city's departments during the response and recovery phases of an emergency or disaster. Resource replacement or supplementation will likely need to come from outside sources. Certain disasters may significantly impact transportation infrastructure and/or vendor operations and may inhibit the availability and flow of resources into and within the city. Outside resources may not be immediately available. Depending upon the area affected by the disaster, resources may have to be procured from out of state.

During a disaster, the public and major corporations may donate goods to the disaster area. This generous outpouring of goodwill often severely impacts and overwhelms local government and social agencies trying to manage the donated goods.

## CONCEPT OF OPERATIONS

### *Roles*

#### PRIMARY AGENCY

- City of Bellingham Public Works Department
- Bellingham Office Of Emergency Management
- City of Bellingham Finance Department

#### SUPPORT AGENCIES

- City of Bellingham Parks Department
- Whatcom County Sheriff's Office Division of Emergency Management
- Washington State Division of Emergency Management
- Federal Emergency Management Agency (FEMA)
- Other City of Bellingham Departments

### *Operational Activities*

Mandatory controls on the allocation, utilization, or conservation of resources can be used when necessary for the continued protection of public health, safety, and welfare. Whenever possible, voluntary controls are preferred.

Close coordination will be maintained with Federal, State, and County officials, and volunteer organizations. The priority of tasks will be determined by the Incident Commander in close coordination with the Mayor.

The resources of the City will be used to the extent practicable and in accordance with the provisions of RCW 38.52.110 (1). City departments will retain enough applicable resources in reserve to meet City needs, as appropriate. Should City resources be insufficient, additional resources may be procured or requested through the following:

- Local mutual aid agreements.
- The Whatcom County Community Organizations Active in Disaster (COAD) to identify organizations which may be able to provide additional resources for recovery efforts.
- Washington State Intrastate Mutual Aid (Washington State Mutual Aid System, WAMAS) through Washington State EMD.
- Emergency Management Assistance Compact (EMAC) through Washington State EMD.
- If the Governor has proclaimed the existence of a disaster and resource needs are most urgent, private-sector resources in accordance with the provisions of RCW 38.52.110, Use of Existing Services and Facilities – Impressments of Citizenry.

Resources may be “typed” according to FEMA categorization of incident resources by capability. Resource typing definitions establish a common language for discussing specialized resources by defining minimum capabilities for personnel, teams, facilities, equipment, and supplies. Resource typing enables staff to plan for, request, and have confidence that the resources they receive have the capabilities they requested. FEMA leads the development and maintenance of resource typing definitions for resources shared on a local, interstate, regional, or national scale. Jurisdictions can use these definitions to categorize local assets.

### *Organization*

Incident Command is responsible for utilization and conservation of resources necessary to respond to and recover from an emergency or disaster, and for the procurement of equipment, materials, supplies, contractual services, and equipment maintenance.

A Logistics Section may be established to coordinate logistics and resource support during an emergency or disaster situation. The Logistics Section is responsible for coordination of facilities, services, and material in support of the needs of the emergency response and recovery effort. Functional units may be established to coordinate various subordinate functions, depending on the nature and scope of the incident. Functional units may include Supply (Resource Management), Transportation, Food and Water, Mass Care and Shelter, Volunteer and Religious Services, and Communications Coordination.

The Finance and Administration Section is responsible for the contracts and documentation of resources procured through the EOC as well as spending limits and payment options. The Policy Advisory Group, in concert with the City Finance Department, will establish limits and guidance on resource procurement parameters if needed.

Ensuring adequate staffing to respond during an emergency or disaster is essential. To this end, all City staff are available for response and recovery activities and placed on the appropriate assignment and shift to accomplish the incident objectives.

**RESPONSIBILITIES**

1. Incident Command Staff
  - Coordinates with public and private sector for maintaining resources information.
  - Develops specific resource lists and inventories as required
  - Identifies resource shortages and support requirements for operations during an emergency.
  - Staffs the Logistics Section and coordinates Logistics activities.
  - Manage resource requests (using ICS forms like 213 RR) and resource fulfillment
2. Department of Public Works
  - Provides personnel and equipment to support the emergency resource management effort including heavy equipment, trucks and other transport vehicles as available.
3. Parks and Recreation
  - Provides transportation and logistics support.
4. Finance Department
  - Coordinates emergency procurement and purchase of emergency supplies and equipment.
5. City Departments
  - Develop appropriate resource lists as needed for the nature of the incident.
6. Mayor
  - Convenes advisory groups with representatives of the various private and public sector essential resource agencies.
7. Whatcom County Sheriff's Office Division of Emergency Management
  - Maintains extensive resource lists and assists in procurement of needed resources through the EOC.

**RESOURCE REQUIREMENTS**

Resource lists, department-specific inventory records, vendor lists, COAD and VOAD contact lists.

**TERMS AND DEFINITIONS**

See Basic Plan.



## 9.1 Military Support

### *Roles*

#### PRIMARY AGENCY

- Whatcom County Sheriff's Office Division of Emergency Management

#### SUPPORT AGENCIES

- NAS Whidbey
- U. S. Coast Guard
- Washington Military Department

### *Concept of Operations*

1. Military assistance to civil authority is supplemental to local efforts and may come from any military base in the area. Military units responding to assist local authorities maintain their own chain of command and supervision.
2. The base commander of a military installation has the authority to respond to immediate life-threatening emergencies. Such requests may be made directly to that installation. Assistance from the U.S. Coast Guard and the NAS Whidbey may be requested directly to the unit. Other requests for military assistance are made through the State Emergency Management Department Duty Officer.
3. The National Guard is primarily available after activation by the Governor. Local government must demonstrate that the need is indeed beyond local capability or that a special capability only provided by the military is immediately required.
4. Military assistance is considered supplemental to local efforts and should not be requested unless applicable local resources have been, or will imminently be, exhausted.
5. All military assistance, except direct requests under emergency conditions, will be requested by the County Executive through the Washington State Military Department, Division of Emergency Management.
6. Military support to local government may be dependent upon a declaration of emergency by the governor.
7. When deployed to provide local assistance, military forces will work under the direction of local authority but will retain their unit integrity and military chain of command.

### *Responsibilities*

1. WCSO Division of Emergency Management
  - Establishes and maintains ongoing liaison with local military bases and units as appropriate.
2. NAS Whidbey, U. S. Coast Guard, and the Washington Military Department
  - Consider requests for assistance and provide aid as possible.

## 9.2 Volunteer and Donations Management

Should a major disaster or a lesser emergency where there is a high level of media interest occur, many individuals may want to donate money, goods, and/or services to assist the victims or participate in the recovery process. The amount of donations offered could be sizable and extreme difficulties could be faced in receiving, storing, securing, sorting, transporting, accounting for, and distributing the donations to the disaster victims and supervising volunteer workers desiring to assist in the effort. Emergency Management entities do not wish to operate a system to collect, process, and distribute donations to disaster victims. This system is best operated by community-based organizations and other voluntary agencies (VOAD) who have successfully handled donations in the past. Local government does, however, desire to coordinate its donation management efforts with community based and volunteer organizations and agencies.

### *In-Kind Donations*

Community based organizations should be the first recourse for collecting and managing donations after a major emergency or disaster. Donors outside the local area should be encouraged to work through recognized community, state, or national social service organizations or voluntary human resource providers in the community in which they live. These organizations are capable of receiving donations in areas across the state or nation and then earmarking assistance for a particular disaster.

In-kind donations are the contributions of goods and materials, both new and used, in a disaster. Most organizations only want new in-kind donations that are requested (e.g., baby formula, water, etc.) and can be provided in large quantities because of limited abilities to sort, organize and disperse items. The City does not generally have the ability or intent to accept such donations. Generally, VOAD organizations or other community nonprofits or faith-based organizations will receive such donations and immediately distribute them to affected residents. In some limited cases, the City may accept in-kind donations for things like water when residents arrive at a site and drop it off unannounced. These donations should be directed immediately to the affected residents, and the City does not benefit from them.

Most personal donations are given little expectation of return other than the personal satisfaction of giving and perhaps some acknowledgment of thanks. However, some donations may be unusable, have “strings attached”, or not really be donations at all. They may:

- Be given with an expectation of some sort of repayment, publicity, or a tax write-off.
- Be items that are out-of-date (such as expired foodstuffs or pharmaceuticals), unusable (broken furniture, dirty or torn clothing) or unsuitable (food that requires refrigeration, winter coats in August).
- Be volunteer services that do not meet the announced or advertised expectations or capabilities or skilled trades that are not properly licensed or certified.
- Be provided illegally as a ruse in a fraudulent process to obtain money from disaster victims.
- Be offered at a “discount” to disaster victims, with any real savings being minimal or nonexistent.
- Be offered in limited quantity as a deception to simply show an “association” with government or disaster relief as a basis for future advertising or publicity.

Donations will frequently arrive unsorted and with minimal packaging and markings. Donations may be packed in boxes, crates, barrels, or garbage bags; some items may be in bins or on pallets. When such goods are received, they must typically be sorted, repackaged and labeled, temporarily stored, and then transported to distribution points to be picked up by disaster victims.

Donors may want to:

December 2025

- Know what is needed in the local area –cash, goods, and/or services.
- Know how they should transport their donation to the local area, or if there is someone who can transport it for them.
- Start a “drive for donations” to help disaster victims, but have no knowledge of what to do and how to do it.
- Have their donation received by a local official and/or receive a letter of appreciation or public recognition.
- Be fed and provided with lodging if they are providing volunteer services.

Disaster victims may:

- Desire immediate access to donations before they are sorted and ready to be disseminated at appropriate distribution points.
- Believe that the donations have not been or are not being distributed fairly if they do not have information on the process of distributing donations.
- May have unmet needs which can be satisfied by additional donations.

### *Monetary Donations*

Monetary donations are financial contributions from donors designated for disaster response, relief, and recovery. This is the preferred method of contribution by most local and national organizations providing disaster relief and recovery services. The City does not request monetary donations on behalf of residents; however, in some cases, non-profits may make such requests to continue to aid them. Donations of cash to community-based organizations and VOAD allow those organizations to purchase the specific items needed by disaster victims or provide vouchers to disaster victims so that they can replace clothing and essential personal property with items of their own choosing. Cash donations also reduce the tasks of transporting, sorting, and distributing donated goods. Therefore, cash is generally the preferred donation for disaster relief.

### *Volunteers*

All volunteer workers must be registered with the State as Emergency Workers per WAC 118. Emergency workers are advised to carry personal insurance on themselves, vehicles, and equipment.

### *Roles*

#### PRIMARY AGENCY

- Incident Command General Staff (Logistics)

#### SUPPORT AGENCIES

- Whatcom Volunteer Center
- Whatcom County Sheriff’s Office Division of Emergency Management
- City Departments
- NGOs- VOAD, United Way, Opportunity Council

### *Responsibilities*

1. Incident Management Staff
  - A Volunteer Affairs Unit may be established within the Logistics Section for the coordination of spontaneous volunteers. The Volunteer Affairs Unit will coordinate

supply and demand of volunteers with the intake site(s) managed by the Whatcom Volunteer Center.

- Ensure contingency procedures are established for rapidly activating a bank account to receive and disburse monetary donations.
- Provide the PIO with current information regarding resources and needs.
- Work with Whatcom Volunteer Center to update community needs lists and identify gaps between donated resources and unmet needs.

2. Whatcom Volunteer Center

- Performs intake and registration of emergency workers in accordance with WAC 118-04.

3. City Departments

- When emergency workers are used by City departments, these departments are responsible for keeping records of the name, Emergency Worker Registration Number, arrival time, duration of utilization, departure time and other information relative to the service of emergency workers, as well as documentation of any injuries, lost or damaged equipment, and any extraordinary costs.

4. Community NGOs

- Assist with volunteer management coordination supports through established mechanisms.

**ANNEX 10: FINANCE, ADMINISTRATION, GOVERNMENT CONTINUITY****PURPOSE**

This section of the plan provides guidance for continued operations of the City of Bellingham, preservation of essential records, and fiscal and administrative functions in support of emergencies or disaster response and recovery.

**SCOPE**

The functions covered by this portion of the plan are:

- Emergency fiscal management
- Coordination of recovery
- Continuity of Government

**POLICIES**

Political subdivisions have the power to enter contracts and incur obligations without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) including, but not limited to, budget law limitations and the appropriation and expenditure of public funds as identified in the Revised Code of Washington (RCW) 35.33.081, Emergency Expenditures – Non-debatable Emergencies.

It is the policy of the City of Bellingham Government that city departments designate personnel to be responsible for documentation of disaster operations and expenditures. During emergency operations, non-essential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support.

Emergency expenditures will be incurred in accordance with existing city emergency purchasing. Expenditures necessary for the immediate survival of people endangered by an emergency or that may be incurred by a disaster may not exceed the legal limitations of the budget unless authorized by the Mayor or The Director of Emergency Services during an emergency proclamation disaster. Whenever possible, emergency expenditures should be coordinated with the City Finance Director.

The emergency or disaster response capabilities of the City will be built upon the capabilities of existing departments, augmented by volunteers and reassignment of regular personnel to duties that are more urgent during an emergency period.

RCW Title 35A, Optional Municipal Code, provides filling of vacant elective offices by the Bellingham City Council.

Additionally, the following authorities and policies relate to fiscal and administrative functions in times of emergency:

- RCW 38.52, Emergency Management
- RCW 38.56 Intrastate Mutual Aid (WAMAS)
- RCW 35.33.081, Emergency Expenditures- Non-debatable Emergencies
- RCW 35.33.091, Emergency Expenditures – Other Emergencies - Hearing
- RCW 35.33.101, Emergency Warrants
- RCW 35.33.111, Forms – Accounting –Supervision by State
- WAC 118-04, Emergency Worker Program

- Washington State Comprehensive Emergency Management Plan
- Public Law 93-288, Disaster Relief Act of 1974, as amended by Public Law 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act

## SITUATION

Disaster conditions may occur which require the full commitment of local government resources, and extraordinary measures may be necessary to meet the fiscal demands of dealing with the emergency. Financial operations will be carried out under compressed schedules and intense public pressures, necessitating expeditious (non-routine) procedures, but with no lessened requirement for sound financial management and accountability.

Emergency expenditures are not normally integrated into the budgeting process. Nevertheless, disasters occur on a periodic basis requiring substantial and necessary unanticipated obligations and expenditures.

When local funds are, or may soon become, exhausted, support from the state and/or federal level may be available under certain clearly prescribed circumstances. Qualification for federal disaster assistance, should conditions warrant, may depend upon accurate records which clearly separate disaster operational expenditures from day-to-day expenditures. State or federal assistance may take the form of financial help, equipment, supplies, personnel, or other capabilities. All agreements and understandings for the application of such support will be entered into by duly authorized officials and will be formalized in writing whenever possible. Actions, decisions, conditions, and expenses must be documented in an emergency or disaster to recover Federal and State funds and to provide for legal documentation.

## CONCEPT OF OPERATIONS

### *Succession of Authority for City Government*

The elected Mayor is the executive head of the City of Bellingham. The Mayor has designated the Fire Chief as the Director of Emergency Services. The line of succession for the Director of Emergency Services shall be the Fire Chief, Police Chief and Public Works Director.

The director of each department shall designate a line of succession for their departments and divisions. If the Mayor is unavailable or inaccessible, the succession of authority for the administrative management of the Executive Branch of City of Bellingham Government is as follows:

- Mayor pro tempore
- Appointed by majority vote of the remaining city council members as absences and/or vacancies occur per RCW 35 A.

RCW 42.14.075 allows local government to conduct their affairs at an alternative location if the circumstances of the emergency dictate. The decision to relocate City of Bellingham government will be dependent on the “call of the presiding official or any two members of the governing body” and shall be the responsibility of the City Council and Mayor.

### *Emergency Expenditures*

The City of Bellingham may incur disaster related obligations and expenditures per the provisions or RCW 38.52.070(2) as follows:

“In carrying out the provisions of this chapter each political subdivision, in which any disaster as described in RCW 38.52.020 occurs, shall have the power to enter into contracts and incur obligations necessary to combat such disaster, protecting the health and safety of persons and property, and providing emergency assistance to the victims of such disaster. Each political subdivision is authorized to exercise the powers vested under this section in the light of the exigencies of an extreme emergency situation without regard to time consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements), including, but not limited to, budget law limitations, requirements of competitive bidding and publication of notices, provisions pertaining to the performance of public work, entering into contracts, the incurring of obligations, the employment of temporary workers, the rental of equipment, the purchase of supplies and materials, the levying of taxes and the appropriation and expenditures of public funds.”

The Mayor is authorized to proclaim a local emergency and to make the expenditures necessary to meet such emergencies without further notice of hearing as provided by RCW 35.33.081, Emergency Expenditures – Non-debatable Emergencies:

Upon the happening of any emergency caused by violence of nature, casualty, riot, insurrection, war, or other unanticipated occurrence requiring the immediate preservation of order or public health, or for the restoration to a condition of usefulness of any public property which has been damaged or destroyed by accident, or for public relief from calamity, or in settlement of approved claims for personal injuries or property damages, or to meet mandatory expenditures required by laws enacted since the last annual budget was adopted, or to cover expenses incident to preparing for or establishing a new form of government authorized or assumed after adoption of the current budget, including any expenses incident to selection of additional or new officials required thereby, or incident to employee recruitment at any time, the city or town legislative body, upon the adoption of an ordinance, by the vote of one more than the majority of all members of the legislative body, stating the facts constituting the emergency and the estimated amount required to meet it, may make the expenditures therefore without notice or hearing.

The payment of emergency warrants is covered under RCW 35.33.101, Emergency Warrants:

All expenditures for emergency purposes as provided in this chapter shall be paid by warrants from any available money in the fund properly chargeable with such expenditures. If, at any time, there is insufficient money on hand in a fund with which to pay such warrants as presented, the warrants shall be registered, bear interest and be called in the same manner as other registered warrants as prescribed in RCW 35.33.111

A local Declaration of Emergency is required to activate the emergency powers defined in RCW 38.52.

### *Record Keeping*

It is the policy of City of Bellingham Government that all departments identify and adequately protect essential records. The Finance Department in cooperation with the City Records Officer (Judicial and Support Services Manager) is the lead agency for providing guidance and direction related to the identification and preservation of essential records. The Information Technology Services Department shall provide guidance and direction related to minimizing disruption to telephone communication services and computer and data processing capabilities.

The City, when expending resources in response to a proclaimed emergency or disaster, will maintain detailed records during such emergencies or disasters to meet the financial and accounting requirements of the Federal or State funding agency. Records will be kept in such a manner that emergency or disaster related expenditures and obligations of local departments and agencies can be broken out and identified separate from regular or general programs and activities. Complete and accurate records are necessary to:

- Document requests for assistance and ensure maximum eligible reimbursement.



- Facilitate reimbursement under approved applications pertaining to proclaimed local emergencies.
- Audit reports and records. Detailed records will be kept from the onset of the emergency or disaster, including but not limited to:
  - Appropriate extracts from payrolls, with any cross-references needed to locate original documents.
  - A schedule of City equipment used or copies of invoices for rented equipment.
  - Invoices, warrants, and checks issued and paid for materials and supplies used on the job.
  - Copies of contracts for all work performed by an outside agency.

#### *Federal and State Reimbursement*

Emergency or disaster related expenditures and obligations of local political subdivisions may be reimbursed under several Federal or State programs. Reimbursement of approved costs for work performed in the restoration of certain public facilities may be authorized by the Federal or State government after a major disaster declaration by the President or under the statutory authority of certain Federal agencies. Other agencies besides the Federal Emergency Management Agency (FEMA) Public Assistance include:

- Washington State Department of Energy – FCAAP Grants
- U. S. Department of Transportation – Trans Aid
- U. S. Fish and Wildlife
- FEMA Mitigation Program
- U. S. Army Corps of Engineers

After an occurrence that may result in a declared major disaster or emergency, the City will assess the situation and prepare an estimate of labor and damage costs. These estimates will be forwarded to Whatcom County DEM for sharing with WA EMD.

If local and State resources have been exceeded, the governor will request either a Presidential “Emergency Disaster Declaration” or a “Major Disaster Declaration.”

Once an emergency or major disaster is declared by the President, Federal financial assistance is made available to state and local government.

Disaster Recovery Centers (DRC) are opened and private assistance moneys and or loans are made available to qualified individuals and businesses. Emergency telephone centers are also opened to assist in applications.

Audits of local disaster-related emergency expenditures will be conducted during the normal audit period. Federal disaster assistance projects will be audited after the completion of the work.

#### *Records*

The various City departments are responsible for the protection and restoration of electronic and computer hardware, software, connectivity, and data. The personnel designated by each department will identify mission-critical equipment with redundancy for emergency operations.

The City Clerk is responsible for establishing and publishing policy for essential record preservation to ensure continuity of City government. Directors of each department are responsible for records preservation in their respective departments in coordination with the Records Center.

#### *Roles*

#### PRIMARY AGENCY

- Finance: City of Bellingham Finance Department
- Government Continuity: City of Bellingham Mayors Office

### SUPPORT AGENCIES

- City of Bellingham Human Resources Department
- City of Bellingham Fire Department Office of Emergency Management
- City of Bellingham Legal Department
- Other City Departments
- City of Bellingham City Council
- American Red Cross
- FEMA

### *Organization*

The Finance/Admin Section within the ICS structure is responsible for coordinating the documentation and collection of city emergency expenditure information. After a Presidential Disaster Declaration, the County Executive may appoint a Disaster Assistance Recovery Manager to coordinate the application for disaster relief funds.

A Finance/Administration Section Chief may be identified to coordinate the activities of the section. Functional Units may be established by the Section Chief to carry out the duties of the section as required by the nature and extent of the emergency.

### *Operational Activities*

Records should be kept in such a manner to separate disaster expenditures from general ongoing expenditures, and accurately document expenditures for potential audit or for state and/or federal disaster assistance programs. These should be itemized per state guidelines. When appropriate, disaster reports and expenditures shall be coordinated, and documentation for State and/or Federal reimbursement and/or assistance programs shall be prepared and submitted to the appropriate State and Federal agencies.

During emergency operations, non-essential administrative activities may be suspended. Personnel not assigned to essential duties may be assigned to other departments in order to provide support services.

City departments may streamline permit processes based on the circumstances created by the emergency or disaster.

City departments shall identify and prepare plans for alternate processing methods of essential documents in case of computer or automation system failure.

Emergency related projects may require an environmental impact study or permit prior to final project approval. In some emergency situations environmental review and permits may be waived or orally approved as per the following:

- State Environmental Policy Act (SEPA - Environmental Review) WAC 197-10-180.
- Hydraulics Act (Hydraulics Permit) RCW 75.20.100.

- Forest Practices Act (Application for Forest Practices) RCW 76.09.060 (2).
- Shorelines Management Act (Shorelines Permit) WAC 173-14-040.(2),(3)
- Non-time critical actions affecting archaeological/historical protected areas should be coordinated with the State Office of Archaeology and Historic Preservation.

## RESPONSIBILITIES

### 1. The City of Bellingham Finance Department

- Act as the lead department in coordinating emergency fiscal management and tracking all costs associated with disasters.
- Establish procedures to provide projected or anticipated costs during emergencies and disasters, and for the reimbursement process when mutual aid agreements are activated.
- Assist the departments in applying for grants as needed.
- Assist Public Works Purchasing to review emergency procurement contracts and acquisitions. Assist Human Resources, Legal and Whatcom County Division of Emergency Management as needed.
- Coordinate the compilation of disaster response and recovery-related labor, equipment, materials, and service cost for post-disaster reporting purposes.
- Establish financial record keeping and job cost system that is accurate, easily initiated and mobile.
- Develop alternate methods of payroll and vendor payments in case of general system failure during an emergency or disaster in coordination with US Bank. Arrange for emergency cash management and banking services.

### 2. City Council

- Appropriates funds to meet disaster expenditure needs.
- Fills vacancies in elected offices as provided by RCW 35A.

### 3. Deputy Administrator and/or Finance Director:

- Provides guidance for documenting disaster-related purchases and expenditures.
- Provides guidance and direction to city departments in identifying and preserving essential city records.
- Assists with the compilation of disaster-related financial information.
- Provide for essential city services including payroll operations.
- Arrange for emergency cash management and banking services.
- Receive and process disaster recovery funds.

4. Human Resources:
  - Coordinate with other departments for the provision of emergency management staff and field support throughout the response and recovery phases.
  - Coordinate the hiring of emergency personnel.
  - Handle Labor and Industry Worker's Compensation inquiries and claims.
5. Bellingham Fire Department Office of Emergency Management:
  - Provides advice on emergency administrative policies and procedures.
  - Supports damage assessment and compiles damage records.
  - Assists in the coordination of state and federal public and individual assistance programs in coordination with Whatcom County.
6. Legal Department:
  - Provides legal advice to city departments concerning emergency administrative procedures.
7. City Departments:
  - Designate personnel responsible for disaster documentation.
  - Develop internal policies and procedures for making and documenting emergency purchases and expenditures and for reporting this information to Incident Command staff.
  - Take the necessary steps to protect essential fiscal records within their respective departments.
  - Provide the necessary information and documentation to the Disaster Recovery Coordinator as required.
8. American Red Cross:
  - To help people with disaster-caused needs, Red Cross provides individualized client services through casework. Particular attention is given to those who have experienced significant damage or loss of their homes. This casework process consists of an in-depth interview that allows the worker to assess the client's immediate needs. With this information, the caseworker can connect the client with items, financial assistance and/or referrals to local resources which can meet those immediate needs. The caseworker also engages the client in a brief planning process which can help identify action steps for the client to follow in the first few days or weeks after a disaster. Red Cross caseworkers work closely with local, state and federal government to ensure clients have access to all available resources.
9. FEMA:
  - Supplementary Federal assistance available under the Stafford Act to individuals, families, and businesses; includes disaster housing assistance, unemployment

assistance, grants, loans, legal services, crisis counseling, tax relief, and other services or relief programs. The Preliminary Damage Assessment for Individual Assistance, FEMA's program for providing temporary housing and repair grants to individuals and families, is coordinated by Whatcom County but does require input from City departments. The County solicits information about individual losses from those who report damages. In addition to compiling estimates of individual damages, joint State/County/City teams may tour damaged areas to ascertain additional impacts to private property. The State compiles data from all impacted counties into a consolidated disaster declaration request package for an Individual Assistance declaration with the federal government. Should FEMA recommend, and the President sign, an Individual Assistance Declaration for the County as a whole, Bellingham will be included automatically as one of the impacted jurisdictions.

## **TERMS AND DEFINITIONS**

See Basic Plan.

## **CRITICAL INFRASTRUCTURE ANNEXES**

### ***ANNEX 11: COMMUNICATIONS SYSTEMS & WARNINGS***

#### **PURPOSE**

The purpose of this annex is to: 1) provide guidance for coordinating the communications, information, and warning capabilities necessary for the operational requirements for the City of Bellingham in preparing for, responding to, and recovering from emergencies and disasters and 2) provide guidance for rapid alerting and warning of an impending or occurring emergency or disaster.

#### **SCOPE**

This annex addresses the operational communication and information capabilities of the City of Bellingham including, but not limited to: 911, radio, telephone and cellular systems, electronic systems, and amateur radio. The annex also identifies special considerations for disseminating emergency communications, including to significant segments of the population with limited English proficiency and individuals with access and functional needs.

#### **POLICIES**

Substitute Senate Bill 5573 (RCW 43.105.331 and 43.105.020) addresses implementing two-way voice via the State Communications Interoperability Plan to ensure interoperability between federal, state, and local agencies. Special considerations for communicating with significant segments of the population with Limited English Proficiency (LEP) and those with Access or Functional Needs (AFN) is addressed in this annex with compliance to:

- Civil Rights Act of 1964: Unlawful discrimination against race, color, or national origin.
- RCW 38.52.070: Requirement for emergency management organizations to include and communications plan which identifies “significant population segments” that have LEP and AFN and how information will be disseminated to those populations during an emergency or disaster.
- WAC 118-30: LEP and AFN populations are components of the Whole Community which is discussed throughout the planning process.
- WAC 118-04: Registration of volunteers through the Emergency Worker Program.

#### **SITUATION**

Bellingham is subject to hazards that may disrupt or damage utilities systems, transportation infrastructure, and/or communications equipment, which may cause disruption to essential services. In times of disaster, Bellingham’s communication and information systems may sustain damage or be impacted, which will result in disruption or shut-down of communication and information systems. Communication systems are vulnerable, and repairs could take an extended period depending on the nature of the emergency and type of damage sustained. Emergency response and recovery activities that rely on the use of the communication systems will likely be impacted and be difficult to coordinate. At a time when the need for information is greatest, the ability to share information may be seriously limited. The nature of the incident may not allow the time to provide warning. As backup communication is limited, it will be necessary to assess, prioritize and allocate the use of all working systems.

It is important that vulnerable populations (including those with limited English proficiency or those who are hard of hearing) must be included in all alert and warning mechanisms. Members of the community with limited English proficiency and those with access and functional needs may have additional barriers to receiving and understanding emergency communications (in addition to those created by technological problems from the disaster) if specific procedures are not implemented to ensure that information is disseminated in a way that is accessible. Based on the definition of “significant populations” in RCW 38.52.070 (5% of the population or 1,000 people, whichever is less), 2024 data from the Office of Financial Management indicates Spanish meets the threshold as a “significant population” for vital life-safety translation needs. Additional languages are spoken throughout the region and effort will be made to ensure emergency communication and messages are available to as much of the population as is possible with the resources that are available at the time.

## CONCEPT OF OPERATIONS

Routine day-to-day modes of communication will continue to be used to the fullest extent possible during emergencies, although usage will depend on the survivability of the equipment and service. The City of Bellingham will prioritize available communications and information systems with life safety first, followed by critical government functions, the protection of property, the environment, and the economy. In the event communication support is needed beyond available capabilities, the City of Bellingham will request assistance through the EOC or directly to Washington State EOC.

### *Roles*

#### PRIMARY AGENCY

- Alerts-Warnings: City of Bellingham Fire Department
- Communications Systems: City of Bellingham Public Works Transportation and Communications Division

#### SUPPORT AGENCIES

- Whatcom County Sheriffs Office Division of Emergency Management
- Information Technology Services Department
- What-Comm/Bellingham Police Department Dispatch
- Prospect (Fire/EMS) and What-Comm (law enforcement) Dispatch
- Radio Amateur Civil Emergency Service (RACES) and Amateur Radio Emergency Service (ARES)
- AlertSense – (Konexus) Staff

### *Alert & Warning Systems*

Emergent communications contain time sensitive emergency information to the public that may include information about evacuation, sheltering-in-place, and protective actions. As soon as it is apparent that the public must take protective actions, local warnings will be carried out, as deemed appropriate and as time and resources allow. These emergent communications are commonly released through the Emergency Alert System (EAS), WA DEM, or State / National authorities. If necessary, community notification regarding emergency information and instructions may be handled at the incident scene through electronic platforms,



door-to-door by uniformed City personnel, mobile public address systems, or any other means available to the command agency at the time. Non-emergent communications concerns information that is not of an immediate life-threatening nature is normally coordinated and released through Public Information Officer (PIO) channels.

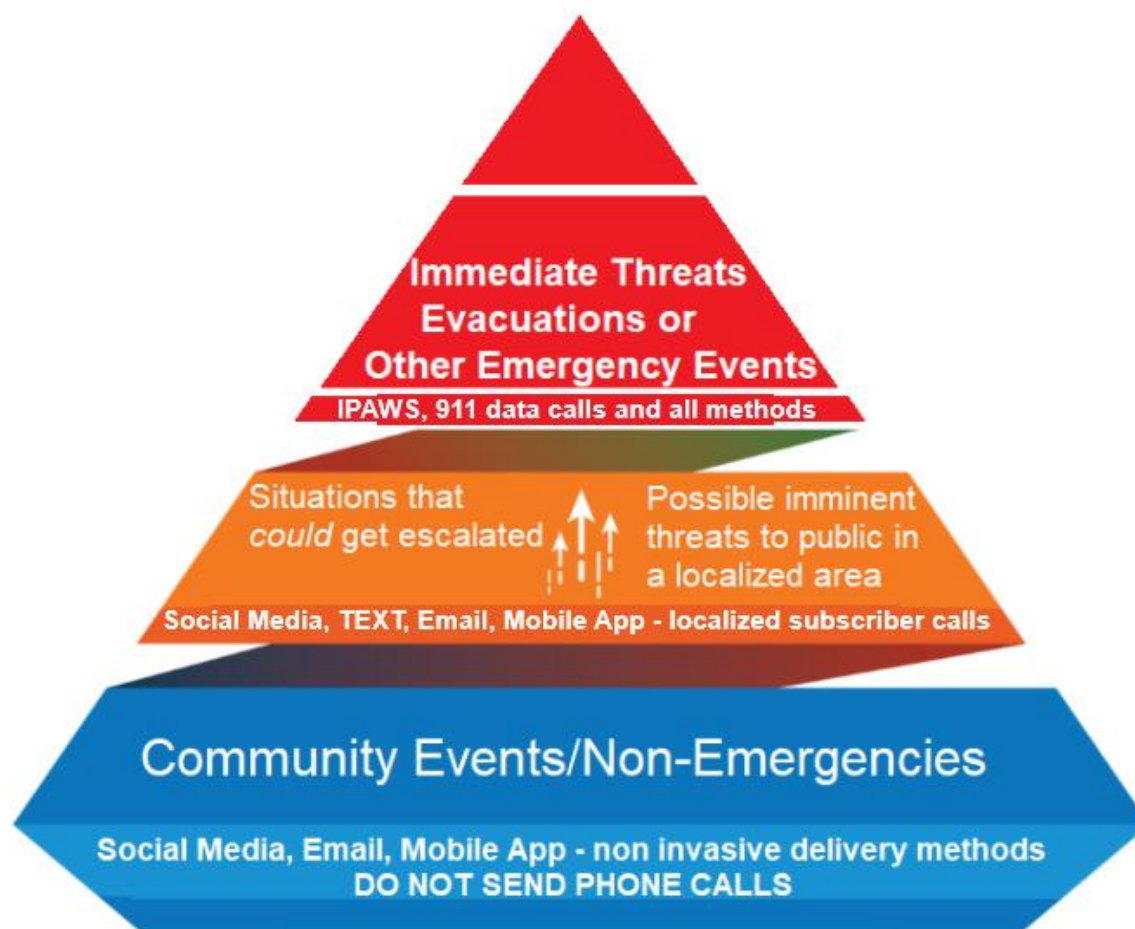
The National Warning System (NAWAS), an automated telephone system established by the Federal government, is the primary means of receiving and disseminating warnings to State and local officials within Washington State. Warnings may originate from a variety of federal agencies and are received at the Washington Warning Point, a 24-hour operation managed by the State Emergency Management Division, which then disseminates the warning to local public-safety warning points. The Primary Warning Point for Whatcom County is the Prospect Dispatch Center. When a warning is received for Whatcom County, the information is relayed to Bellingham OEM and the Bellingham Fire Department Chief for consideration of potential further dissemination.

The Integrated Public Alert & Warning System (IPAWS) is FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using [Wireless Emergency Alerts](#) (WEAs), to radio and television via the [Emergency Alert System](#) (EAS), and on the [National Oceanic and Atmospheric Administration's Weather Radio](#).

The City uses the AlertSense (Konexus) platform for sending wireless emergency alerts. This system can be used to notify citizens in an affected/ potentially affected area via email, text messaging, and text to voice telephone calls. WEAs support alerting in English and Spanish and have 90- and 320-character limits for short or long messages. (Spanish-language versions of alerts will only be displayed to wireless subscribers whose device settings specify Spanish as the preferred language). FEMA's online [Message Design Dashboard](#) can be used to template alerts for a variety of different hazard scenarios.

In coordination with Whatcom County, the City maintains an [opt-in public sign up list](#) (<https://whatcom.myfreealerts.com>) for alerts primarily focused on severe weather. Public safety alerts sent through AlertSense may be translated based on the languages selected when the recipient subscribes to alerts. Additionally, an Alertsense webpage link can be created with any new alert message; this alert webpage allows the recipient to translate alert message content via a dedicated google translation drop-down menu on the unique alert page.

Warnings and notifications to the whole community may involve notices on immediate protective life-safety actions, evacuation and sheltering-in-place, mass care locations, food and water distribution, public health protection, and other immediate and essential life-safety



Emergency Communication Channels &amp; Threat Severity Levels

**WEA 360 Character Template:**

**[local, familiar, authoritative message source]. [description of threat/event] in [location of threat and consequences]. [Protective Action][Protective Action Timeframe]. Message expires [time here]**

Message Template for crafting Wireless Emergency Alerts

*Whole Community Communications*

Members of the community with Limited English Proficiency and those with Access and Functional Needs will have additional difficulties in receiving and understanding emergency notification messages if special efforts are not made to reach them. The City provides a variety of communication accommodations and services in efforts to have continuous and accessible public information and participation by all members of the community. The City contracts with *Language Line Solutions* to provide on demand language assistance services, including translation and interpretation services. Language Line provides live interpreters (American Sign Language and over 240 spoken languages) that can be accessed via an app, phone, or zoom meeting. The City ADA Coordinator also maintains a list of local interpreters for ASL, in-person or virtual interpreting needs, language translation vendors for written documentation, and CART (communication access real-time translation) service vendors for producing live captioning and speech-to-text transcription.

Hearing assisted devices (counter hearing loops) are present at the service counter of public facing departments.

WEAs support alerting in English and Spanish and have 90- and 320-character limits for short or long messages. Public safety alerts sent through AlertSense to the public opt-in alert lists may be translated based on the languages selected when the recipient subscribes to alerts. An Alertsense hyperlink can be created and included with any new alert message; each unique webpage alert allows the recipient to translate alert message content via a dedicated google translation drop-down menu.

Bellingham OEM maintains a reference database (created by King County Office of Emergency Management) of pre-scripted emergency warning messages for a variety of hazards, with each message translated in multiple languages.

#### *Radio Assets*

Systems are available for communication with local and state response and recovery agencies. A complete listing of current operational frequencies and communications capabilities is in the Prospect Fire/EMS Dispatch Center. Local amateur radio groups are coordinated through the Whatcom County Sheriff's Office Division of Emergency Management.

Response staff in the Bellingham region currently conduct radio transmissions using three frequency bands—VHF, UHF, and 800 MHz. VHF is used primarily by the Bellingham Fire Department and the Washington State Patrol, which has its own independent system. UHF is used primarily by the Bellingham Police Department and the Whatcom County Sheriff's office. The Bellingham Department of Public Works and Whatcom Transit Authority primarily use 800 MHz. Other 800-MHz users in the area are the Washington State Department of Transportation, which has its own independent system.

The City of Bellingham Public Works Department Communications system is an 800 MHz NXDN Digital Trunked Radio system consisting of four sites. Primary users of the system include the City of Bellingham Public Works and Whatcom Transportation Authority. Additionally, the Bellingham Fire Department has 800 MHz radios in all its apparatus and command vehicles but uses them as a secondary means of radio communication. In addition to the Public Works system there are several other radio systems in the region. Primarily these include:

- Fire VHF – Managed and maintained by FARS, of which Bellingham Fire Department is a member.
- Law Enforcement UHF – Three separate systems: Whatcom County Sheriff's Office, Bellingham Police, Lummi Law & Order.
- State Patrol VHF – Digital P25 conventional. (This is available in City's dispatch for situational awareness).
- Border Patrol VHF – Encrypted Digital P25.

The number of different systems and frequency bands has presented challenges to interoperability throughout the region. In consideration of communication systems, critical infrastructures should have the ability to communicate easily. Critical infrastructures identified in the region include:

- Whatcom Transportation Authority (buses and Para-transit) available for regional evacuation
- Saint Joseph's Hospital ((2901 Squalicum Pk)
- Bellingham Water Treatment (3201 Arbor Street)
- Bellingham Wastewater Treatment (200 Mckenzie)

- Bellingham Public Works Central Shop (2221 Pacific)
- Bellingham Fire Station #1 (1800 Broadway)
- Bellingham Fire Station #2 (1590 Harris)
- Bellingham Fire Station #3 (1111 Indian Street)
- Bellingham Fire Station #4 ((2306 Yew Street)
- Bellingham Fire Station #5 (3314 Northwest Avenue)
- Bellingham Fire Station #6 (4060 Deemer Road)
- Bellingham Police Station (505 Grand Avenue)
- What-Comm Dispatch and 9-1-1 Center (620 Alabama)
- Prospect Fire Dispatch Center (1800 Broadway)
- Sehome Communication Tower (100 Arboretum Drive)
- Squalicum Harbor Boat Harbor (1800 Roeder Avenue)
- Ferry Terminal/Intermodal Transport Center (401 Harris Avenue)
- Whatcom County Sheriff's Office and Detention Facilities
- Fiber Optic Communication Ring
- Regional Schools

## RESPONSIBILITIES

1. Bellingham Fire Department
  - Plans and coordinates emergency communications in partnership with Communications staff and PIOs.
2. Information Technology Services Department, telecommunications staff:
  - Coordinates the restoration of City of Bellingham government telephone capabilities.
  - Provides equipment and software support for telephone operations.
  - Coordinates the restoration of key intranet computer systems (email, instant messaging).
3. What-Comm and Prospect Dispatch Centers
  - Develops procedures for emergency restoration of communications.
4. Public Works
  - Provides repair and maintenance of radio system infrastructure.
5. RACES/ARES
  - Provides emergency radio support in addition to, or in replacement of, regular radio communications systems.

## RESOURCE REQUIREMENTS

Technical and support staff will be necessary to expedite the establishment of critical communication systems. Alternate power sources should be available to operate electricity dependent systems.

## TERMS AND DEFINITIONS

See Basic Plan

## ***ANNEX 12: TRANSPORTATION***

### **PURPOSE**

The purpose of this annex is to provide guidance and direction to ensure effective coordination, restoration, and utilization of the transportation system during emergency situations.

### **SCOPE**

This annex addresses emergency transportation issues including capabilities, routes, and resources needed for the ability to deliver relief services, supplies, and the ability to move people.

### **POLICIES**

Local transportation planning will be focused on the safe and efficient operation of transportation systems serving the City of Bellingham. Transportation planning efforts should identify and ensure the integrity of local transportation routes for emergency response, as well as the coordination of transportation resources with city departments and mutual aid partners. RCW 28A.24.170 frames governing policies around school transportation operations.

### **SITUATION**

Transportation infrastructure may sustain significant damage in a disaster. The damage, dependent upon the transportation network, will influence the means and accessibility level for relief services, equipment, goods, and supplies. Disaster responses, which require transportation capacity, may be difficult to coordinate effectively immediately following an emergency or disaster. The requirement for transportation capacity during the immediate lifesaving response phase may exceed the availability of the City or readily obtained assets.

### **CONCEPT OF OPERATIONS**

#### *Roles*

#### PRIMARY AGENCY

- Whatcom Unified Emergency Coordination Center

#### SUPPORT AGENCIES

- Bellingham Public Works
- Bellingham School District
- Whatcom Transportation Authority
- Port of Bellingham
- Washington State Department of Transportation
- BNSF

#### *Transportation Management and Control Functions*

- Establish physical access through appropriate transportation corridors and deliver required resources to save lives and to meet the needs of disaster survivors.
- Clear debris from primary and secondary routes to facilitate response operations.
- Coordinate debris removal for essential access.
- Mobilize all available critical resources to re-establish critical infrastructure within the affected area.
- Facilitate the coordination, response, use, and recovery of the transportation system across neighboring jurisdictions.
- Establish ingress and egress routes to facilitate movement restrictions and transportation safety.

### Organization

Incident management measures may be implemented by the following lead agencies in the event of disruption to transportation systems:

- Aviation: Port of Bellingham
- Maritime: Port of Bellingham, Bellingham Fire Department
- Pipeline: Bellingham Public Works, Bellingham Fire Department, private industry
- Railroad: BNSF
- Surface Roadways: Public Works

A Transportation Unit may be designated in the Logistics Section to coordinate transportation resources. The Unit maintains a liaison with such groups as the National Defense Transportation Association (NDTA), coordinates with the Public Works Department concerning emergency routes, and assists with other appropriate transportation functions.

Transportation resources may be obtained from City and County departments, the private sector, and other local political subdivisions. School buses may be acquired for emergency use in coordination with the Bellingham School District and/or private bus contractors.

Whatcom Transportation Authority (WTA) may, subject to the conditions of the disaster and availability of operators and equipment, support emergency operations with buses or vans upon request of Incident Command.

All City owned vehicles (not otherwise involved in emergency response) will be available for use by the Transportation Unit.

## RESPONSIBILITIES

1. Logistics Section Chief
  - Develops contacts for transportation resources
  - Identifies and staffs a Transportation Unit in the Logistics Section.
  - Appoints a Transportation Coordinator (in most cases the Public Works Fleet Manager).
2. Bellingham Public Works Department
  - Acts as a lead agency for the damage assessment, evaluation, and repair of roads, bridges, and transportation assets.

- Take immediate action to protect the public from unsafe conditions and implement detours and/or road closures, as deemed necessary.
  - Assist in the selection of detour routes and make appropriate changes to traffic control devices to improve the safety and efficiency of the transportation network.
  - Provide for the safe and effective operation of streets and walkways through the removal of debris.
  - Conduct street and structure repair whenever it has been determined needed and perform such services in-house whenever immediate restoration is critical and possible.
3. Bellingham School District
    - Provide buses on a temporary basis (RCW 28A.24.170 )
  4. Whatcom Transit Authority
    - Provide buses and qualified drivers as available.

## **RESOURCE REQUIREMENTS**

In addition to transportation mechanisms and related operable infrastructure, ample and sustaining power and fuel will be required to operate the ongoing transportation needs of the community.

## **TERMS AND DEFINITIONS**

See Basic Plan



## **ANNEX 13: ENERGY AND UTILITIES**

### **PURPOSE**

The purpose of this annex is to provide for 1) the effective utilization of available electric power and petroleum products, and 2) coordination with private utilities as required to meet essential needs of the City during an emergency or disaster.

### **SCOPE**

This annex addresses:

- Assessing energy systems and infrastructure damage, supply, demand, and requirements to restore such systems.
- Assisting City departments and agencies in obtaining fuel for transportation, communication, emergency operations, and other critical facilities.
- Helping energy suppliers in obtaining equipment, specialized labor, and transportation to repair or restore service to pre-disaster levels.

### **POLICIES**

Presidential Policy Directive – 21 (PPD-21) and 7 (PPD-7) establish national policy on critical infrastructure security and resilience. PPD-21 directs greater cooperation between public and private entities, reduction of vulnerabilities, identification and disruption of threats, minimization of consequences, and rapid response and recovery efforts related to critical infrastructure. PPD-7 directs agencies to identify and prioritize critical infrastructure and to protect them from terrorist attacks.

Within the state of Washington, the Revised Code of Washington (RCW) and the Washington Advisory Code (WAC) provide the following policy directives as follows:

#### **43.21.F State Energy Office**

Defines the roles and responsibilities for the State Energy Office, including their role in implementing policy during energy emergencies.

#### **43.21G Energy Supply Emergencies, Alerts**

Relevant to energy, establishes necessary emergency powers for the governor and defines the situations under which such powers are to be exercised.

#### **43.155.065 Emergency Public Works Projects**

Establishes low-interest or interest-free loans for emergency public works projects.

#### **WAC 194 Department of Energy Commerce**

Provides guidance from Commerce on Energy issues including Emergency Petroleum Allocation Act rules and WA state curtailment plan for electric energy.

## SITUATION

Energy utilities encompass producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy utility systems and system components. All energy utility systems are considered critical infrastructure. Puget Sound Energy provides electrical power to the Bellingham community. Cascade Natural gas provides natural gas. Additionally, natural gas is distributed by major natural gas companies through common pipelines (Transmountain, Olympic, Northwest) with some originating in Canada and other states. In 1999, the Olympic pipeline explosion occurred in Whatcom Falls causing extensive damage and three fatalities.

A severe natural disaster or other significant event could destroy or disrupt all or a portion of the City's energy and utility lifelines, and affect firefighting, transportation, communication, and other lifelines needed for public health and safety. There may be extensive pipeline failures. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of transportation infrastructure problems and loss of commercial electrical power. The electric power industry within Whatcom County is organized into a network of public and private generation and distribution facilities which is a part of the Northwest Power Pool. When affected by a disaster, it can be anticipated that the respective power companies work to re-establish service. A delay in restoration of telephone service should be anticipated in a major outage resulting from a disaster as well.

## CONCEPT OF OPERATIONS

### *Roles*

#### PRIMARY AGENCY

- City of Bellingham Public Works Department

#### SUPPORT AGENCIES

- Law Enforcement
- Fire Services
- Involved utilities

### *Operational Activities*

Responding to energy or petroleum shortages or disruptions and their effects is necessary for the preservation of public health, safety and general welfare of the City of Bellingham's residents. To the maximum extent possible during a disaster, energy systems will continue to provide services through their normal means.

Energy resources will be used to meet immediate local needs. If shortages exist, requests to meet needs will be submitted through normal emergency management channels. Actions may be taken to curtail use of energy until normal levels of service can be restored or supplemented. These resources, when curtailed, will be used to meet immediate and essential emergency needs (e.g., hospitals, and other medical services). Energy supply information will be furnished to emergency government officials at all levels to inform the public on proper use of services. Emergency fuel supplies may be obtained from gas stations, local businesses with fueling facilities or, using specialized equipment, from private underground fuel storage tanks.

Individual critical infrastructure operators are responsible for the following operational functions during an emergency:

- Assessing fuel and electric power damage.
- Assessing energy supply and demand.
- Establishing situational awareness for the status of energy/utility systems.
- Coordinate the identification of requirements to repair energy systems.
- Coordinate with local, state, and federal officials as well as private agencies, to establish priorities for repair of damaged energy systems.
- Coordinate temporary, alternate, or interim sources of emergency fuel and power, obtaining current information regarding damage to energy supply and distribution systems.
- Assessing the requirements for restoration.

## RESPONSIBILITIES

1. City of Bellingham Public Works Department
  - Maintains liaison and coordinates with utility and energy providers.
  - Anticipate potential fuel needs for transportation, communications, emergency operations, and other critical facilities and secure necessary fuel supplies.
  - Contact utility providers to coordinate resources, establish priorities, assess and document damages and provide information to the public.
  - Coordinates with providers for compliance with any restrictions or limitations placed on utilities by the local, state or federal government.
  - Work with EOC staff to initiate information programs as needed to keep the public informed of utility status and any restrictions.
2. Energy and Utility Providers
  - Continue to operate in the tradition of self-help and mutual aid.
  - Comply with the requirements relating to curtailment of customer demands, restoration of services and provision of emergency services.
  - Provide Liaisons to the ICP/EOC when requested to facilitate coordination and may provide communications equipment to be in contact with field units.
  - Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers. Command may authorize assistance with coordinating outside resources, upon request.
  - Century Link Telephone Company provides hard wire telephone service. There are several wireless telephone companies as well. All have emergency plans and priorities for restoration of service. The priority is usually restoration of company capability then national security related lines of the federal government. Local priorities are usually 9-1-1 systems and life safety related agencies.

## RESOURCE REQUIREMENTS

Resources that may be necessary in an energy emergency may include supplemental electrical energy such as generators, reserve petroleum sources, utility contingency plans, maps and office supplies.

## ***ANNEX 14: PUBLIC WORKS, WATER, AND ENGINEERING***

### **PURPOSE**

The purpose of this annex is to: 1) provide for effective coordination and operation of utilities required to meet essential needs during major emergencies and disasters, 2) provide for the orderly restoration of utilities affected by an emergency or disaster, 3) address technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of water and wastewater facilities and transportation infrastructure, and provisions for potable water and emergency power.

### **SCOPE**

This annex addresses the coordination of engineering and public works activities, which may include:

- Emergency construction, demolition, and repairs.
- Operation and management of water, wastewater, storm water, and
- transportation systems (traffic systems and airport).
- Inspection of facilities for structural condition and safety.
- Maintenance and repair of city vehicles.
- Coordination of heavy equipment resources required to support emergency operations

### **POLICIES**

The City has the right to collect for any costs incurred by its authorized representatives, contractors, and sub-contractors in carrying out any necessary work on private property, including debris removal, demolition of unsafe or abandoned structures, removal of debris and wreckage, and administration costs. Assistance may be obtained from the private sector at cost as provided for by RCW 38.52.390.

Except as permitted under RCW 38.52, permitting fees and normal inspection procedures will stay in effect following a disaster unless otherwise directed by the mayor.

It is the policy of the City of Bellingham to utilize the inspection guidance from the Applied Technology Council (ATC), using ATC 20, Procedures for Post-earthquake Safety Evaluation of Buildings, and ATC 45, Safety Evaluation of Buildings after Windstorms and Floods.

- **RCW 43.155.065, Emergency public works projects.** Establishes low-interest or interest-free loans for emergency public works projects.
- **RCW 57.08.170, Emergency Water Use Restrictions.** Establishes the authority to restrict water use and fine violators.
- **RCW 77.55, Department of Fish and Wildlife, Construction Projects in State Waters.** Reviews laws and regulations pertinent to a construction project that effects state salt and fresh waterways.

- **RCW 86.16.035, Department of Ecology – Control of dams and obstructions** Empowers Department of Ecology to supervise and control all dams and obstructions of streams, including regulation of these structures.

## SITUATION

A major emergency or disaster may cause extensive damage to property and the infrastructure. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassable. Public utilities including water, stormwater and wastewater systems may be damaged or be partially or fully inoperable. Private utilities may be damaged or out of service including electric, gas, phone, and communications systems. Outages may last hours to weeks depending on the severity of the event.

The interruption of critical infrastructure may require mass care services for the effected population.

Access to the disaster areas may be dependent upon the re-establishment of ground routes. In many locations, debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.

Assistance from Whatcom County, State and Federal government may be needed to clear debris, perform damage assessments, structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.

During routine operations, the water treatment plant in Whatcom Falls Park is capable of producing 24 million gallons of drinking water per day. The Post Point Wastewater Treatment Plant provides treatment up to a peak flow of 55 million gallons per day.

## CONCEPT OF OPERATIONS

### *Roles*

#### PRIMARY AGENCY

- City of Bellingham Public Works Department

#### SUPPORT AGENCIES

- City of Bellingham Planning and Community Development Department
- City of Bellingham Parks and Recreation Department

### *Operational Activities*

The City of Bellingham Public Works provides engineering services, construction inspection, as well as operations and maintenance services for streets, water, sewer, storm water and fleet maintenance activities. Public Works will coordinate engineering and construction activities and communicate with entities such as city departments, the EOC, and the Washington State Department of Transportation (WSDOT) as necessary. A Public Works Branch may be activated at the ICP/EOC. The Public Works Branch Director (preferably the Public Works Director or designee) is the lead person responsible for the response coordination of public works and engineering functions. Other City departments may be contacted to provide personnel, equipment

or technical advice, and supplemental public works assistance may be requested through mutual aid channels or obtained from the private sector at cost as provided for by RCW 38.52.390.

Response and recovery coordination will be needed with private utilities/businesses responsible for electricity, natural gas, telephone, and cable. Private utility providers include Puget Sound Energy, CenturyLink, Cascade Natural Gas, Comcast Cable and Verizon. Emergency demand reduction measures for private utilities are regulated by the Washington Utilities and Transportation Commission.

Public Works will provide damage assessment of public facilities, in parallel as the City of Bellingham Planning and Community Development inspects city structures and posts appropriate notices. The Public Works Department will provide for emergency repair and restoration of all city-owned public facilities; priority will be given to facilities that provide critical and essential services.

## RESPONSIBILITIES

### 1. City of Bellingham Public Works Department

- Provides debris clearance except on private property, emergency protective measures, emergency and temporary repairs and/or construction on city property, roads, and facilities.
- Provides light and heavy construction and emergency equipment, supplies and personnel.
- Directs and coordinates city flood fighting operations.
- Provides damage assessments and inspections for roads, bridges and facilities for public safety concerns and compilation of damage totals utilizing ATC-20-1.
- Provides for emergency restoration of city roads and facilities.
- Assess the operational status of street, water, sewer, and storm water systems.
- Serves as the applicant's agent for processing federal financial assistance under Public Law 93-288, the Disaster Relief Act.
- Performs or contracts major recovery work to restore damaged public facilities under Public Law 93-288, the Disaster Relief Act.
- Provides traffic control signs and barricades for road closures, detours and potential road hazards; provide operational control of traffic signals and flashers under county jurisdiction.
- Provides facilities and supports to sustain Command and Control functions for the duration of an emergency.
- Coordinate fuel-dispensing services for City-owned equipment and vehicles; maintain and repair fleet vehicles and equipment.

### 2. City of Bellingham Parks and Recreation Department

- Provides light duty construction equipment, supplies and personnel.

- Provides for emergency repair or restoration of park facilities.
  - Provide vehicles and transportation coordination and support.
3. City of Bellingham Planning and Community Development Department
- Lead inspection of structures within the city limits after a disaster to determine building safety. This may be a cooperative effort with the County Fire Marshal, other departments and jurisdictions and with people with engineering expertise from the private sector. Prioritization of inspection efforts may be coordinated by the ICP/EOC.

## **RESOURCE REQUIREMENTS**

Guidelines for damage assessment are encompassed in ATC-20: Standards for seismic evaluation of buildings developed by the Applied Technology Council.

Whatcom County maintains the Whatcom County Debris Management Plan for regional planning of debris management in disasters.

## **TERMS AND DEFINITIONS**

See Basic Plan