City of Bellingham WASHINGTON

# Comprehensive Emergency Management Plan

Updated, Approved and Adopted 2018

STATE OF WASHINGTON
MILITARY DEPARTMENT
EMERGENCY MANAGEMENT DIVISION
*MS: TA-20 Building 20*
*Camp Murray, Washington 98430-5122*
*Phone: (253) 512-7000 • FAX: (253) 512-7200*

January 10, 2018

Paul Gazdik
Emergency Manager
City of Bellingham Emergency Management
1800 Broadway
Bellingham, WA 98225

Re: Comprehensive Emergency Management Plan

Dear Mr. Gazdik:

Thank you for submitting your Comprehensive Emergency Management Plan (CEMP) for our review, as required of all independent local emergency management organizations as defined by Chapter 38.52.070 RCW.

Our local jurisdiction plan review criteria measure a plan's consistency with the National Planning Frameworks, the National Incident Management System, and consistency with the CEMP while complying with the content requirements of Title 118-30-060 WAC and Chapter 38.52.070 RCW. Our evaluation also takes into consideration the unique needs and circumstances of your jurisdiction.

*Based on these review factors, your CEMP and Emergency Support Functions meet these standards.*

To ensure your jurisdiction remains eligible for the Emergency Management Performance Grant (EMPG) funding program, please submit your maintenance schedule (in accordance with Title 118-09-030 WAC) as part of your annual EMPG application for funding. You will need to submit your updated CEMP to Washington State Emergency Management Division again in five years.

Congratulations on this significant endeavor. For additional information and assistance, my point of contact is Jacob Rain, Emergency Planning Program Coordinator – 253-512-7154, Jacob.Rain@mil.wa.gov.

Sincerely,

for Jason L Mayquist
Robert Ezelle
Director

Enclosure (1)

**RESOLUTION NO. 2018-35**

**RESOLUTION APPROVING AND ADOPTING THE CITY OF BELLINGHAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN AS UPDATED IN 2018**

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

**WHEREAS,** the Comprehensive Emergency Management Plan (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 a disaster. 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 FEMA Comprehensive Planning Guide 101 (2010) and the National Planning Frameworks. This plan complies with content requirements of Chapter 38.52.070 Revised Code of Washington and Title 118-30-060 Washington Administrative Code;

**WHEREAS,** department directors are reminded of their responsibilities concerning emergency management; specifically, to support and participate on assigned committees, attend training and exercises, offer suggested updates to the CEMP as necessary, and maintain internal department disaster response 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; and

**WHEREAS,** the CEMP basic plan, appendices, primary and support Department responsibilities, and annexes will be updated every five years from the date of last state approval. Notwithstanding the regular update schedule, the Bellingham Office of Emergency Management will review the CEMP on a continual, at least annual, basis and collate suggested updates from other sources such as local, state and federal agencies.

**NOW THEREFORE BE IT RESOLVED BY THE COUNCIL OF THE CITY OF BELLINGHAM THAT THE COUNCIL HEREBY APPROVES AND ADOPTS** the attached City of Bellingham Comprehensive Emergency Management Plan, 2018 Update.

**PASSED** by the Council this 10th day of December, 2018.

Dan Hammill, Council President

**APPROVED** by me on this 17th day of December, 2018.

Kelli Linville, Mayor

Attest: _____
Andrew Asbjornsen, Finance Director

Approved as to Form: _____
Office of City Attorney

## APPROVAL AND IMPLEMENTATION

Disasters and emergencies can happen suddenly, creating situations in which normal staff functions and services provided by the City of Bellingham can become overwhelmed. During crises, the City of Bellingham requires special programs to address the needs of emergency response operations and recovery management.

To address such emergencies, the City of Bellingham has established this Comprehensive Emergency Management Plan, which provides a guideline for the management of the immediate actions and operations required to respond to an emergency or disaster. The overall priorities of the City of Bellingham during a disaster are the protection of lives, property, the community, and the environment. The overall objective is to respond to emergency conditions and manage the process of restoring City of Bellingham programs and services.

This 2018 update to the City of Bellingham's Comprehensive Emergency Management Plan replaces all previous versions.

This document is a continually evolving document and will be reviewed on a regular basis, at least annually. The plan will be officially updated every five years, submitted to the State of Washington Emergency Management Division for approval, and submitted to the City Council for approval and adoption.

Lynn Sterbenz, Emergency Manager
Bellingham Office of Emergency Management

12-10-2018
Date

## RECORD OF CHANGES

NOTICE TO PLAN HOLDERS: In order to maintain a current City of Bellingham Comprehensive Emergency Management Plan, the City of Bellingham's Emergency Manager may issue changes periodically. Please make those changes upon receipt and record them on this page. If a previous change number shows no entry you may not have an up-to-date version of the plan.

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# City of Bellingham

# Comprehensive Emergency Management Plan

# BASIC PLAN

## PURPOSE

This plan provides the management structure, key responsibilities, emergency assignments, and general procedures to follow during and immediately following an emergency, including recovery. The City of Bellingham has established this plan to address the immediate requirements for a major disaster or emergency in which normal operations are interrupted and special measures must be taken to:

1. Save and protect the lives of the public, employees, and those working on City of Bellingham property;
2. Manage immediate communications and information regarding emergency response operations and safety;
3. Provide essential services and operations;
4. Provide and analyze information to support decision-making and action plans; and;
5. Manage City of Bellingham resources effectively in the emergency response.

This plan does not supersede or replace the procedures for safety or other procedures that are already in place at the City of Bellingham. It supplements those procedures with a crisis management structure, which provides for the immediate focus of management on response operations and the early transition to recovery operations.

## SCOPE

This plan applies to the City of Bellingham, its Departments and employees. Where other agencies and institutions are mentioned, the plan describes understandings or agreements about their expected actions.

Whatcom County, the State of Washington, and the U.S. Federal Emergency Management Agency (FEMA) maintain separate emergency plans and operations. In general, during emergencies, the City of Bellingham will request assistance from the other jurisdictions when its emergency response resources are depleted, or the incident characteristics require outside expertise and/or legal notifications/response from other local, state or federal agencies.

During a disaster or major emergency, the City of Bellingham is responsible for coordinating tactical operations within its facilities and borders.

For the purposes of this plan, the term “emergency” means disruptive events beyond the control of the City of Bellingham that either: (1) presents 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” means the disruptive event is beyond the capabilities of the responding organizations or jurisdiction.

This plan integrates elements of the National Response Framework (NRF), the National Incident Management System (NIMS) including the Incident Command System (ICS), the emergency management method required by state and Federal law. Since NIMS/ICS is the fundamental operating platform, the City of Bellingham formatted this plan to reflect the NIMS/ICS operational structure.

This plan is not inconsistent with the National Response Framework (NRF), the Washington State Comprehensive Emergency Management Plan, or the Whatcom County Comprehensive Emergency Management Plan:

In all emergencies, City of Bellingham response efforts will proceed according to these priorities:

- Eliminate major threats to life and safety.
- Maintain essential management continuity.
- Protect critical assets.
- Eliminate major threats to public and private property.

- Protect the environment.
- Restore essential systems and services.
- Minimize economic disruption.
- Restore normal business and management operations.

## LIMITATIONS

The diverse nature of any emergency or disaster makes it likely no single department; agency or jurisdiction can handle all potential incidents alone. It is neither implied nor inferred that this plan guarantees a perfect response. No plan can shield individuals from all events. While every reasonable effort will be made to respond to emergencies or disasters, resources and/or systems may be overwhelmed. Some events provide little or no warning to implement operational procedures, and all emergency plans are dependent upon tactical execution that may be imperfect.

## PLAN DEVELOPMENT AND MAINTENANCE

The City of Bellingham Office of Emergency Management is responsible for this plan, its maintenance and coordination.

The process used to develop this plan is to review county, state and federal plans for consistency, and review guidance and frameworks provided by the State of Washington Emergency Management Division and FEMA. This plan complements existing plans at each level. The CEMP has been written to align with the federal Comprehensive Planning Guide (CPG-101, 2010), all National Planning Frameworks, and meets requirements of the Revised Code of Washington 38.52 and Washington Administrative Code 118-30. This CEMP integrates City disaster mitigation, preparedness, response and recovery activities and concepts.

This document is a continually evolving document and will be reviewed on a regular basis, at least annually. The plan will be officially updated every five years, submitted to the State of Washington Emergency Management Division for approval, and submitted to the City Council for approval and adoption. This 2018 update to the City of Bellingham's Comprehensive Emergency Management Plan replaces all previous versions.

The CEMP will evolve as lessons are learned, new information and insights are obtained, and priorities are updated. Evaluating the effectiveness of the plan

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. The plan distribution is outlined in the distribution table at the front of this plan.

Upon adoption by the City Council and Mayor, this plan will be made available on the City website for access by all city departments, the public and other emergency management partners.

## TRAINING AND EXERCISES

Training and exercises will be conducted for appropriate City department staff, senior leadership, and elected officials. At minimum, this will include one tabletop exercise, one drill, one functional and one full-scale exercise each year. Training and exercises will also be conducted involving key stakeholders, partnering agencies, volunteers and citizens.

The Homeland Security Exercise and Evaluation Program (HSEEP) provides a set of guiding principles for exercise programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning. Exercises are a key component of national preparedness—they provide elected and appointed officials and stakeholders from across the whole community with the opportunity to shape planning, assess and validate capabilities, and address areas for improvement.

Through the use of HSEEP, Bellingham Emergency Management will develop, execute, and evaluate exercises that address the priorities established by City leaders. These priorities will be based on threat and hazard identification/risk assessment processes, capability assessments, and the results from previous exercises and real-world events. These priorities guide the overall direction of a progressive exercise program, where individual exercises are anchored to a common set of priorities or objectives and build toward an increasing level of complexity over time. Accordingly, these priorities guide the design and development of individual exercises, as Bellingham Emergency Management identifies exercise objectives and aligns them to core capabilities.

Exercise planning teams will be created to design and facilitate each exercise. At the completion of exercises, the After-Action Report (AAR) will be developed by the exercise planning team to summarize key exercise-related evaluation information, including the exercise overview and analysis of objectives and core capabilities; as well as capture and analyze key incident-related information throughout the phases of an incident. The AAR will include an overview of performance related to each exercise objective and associated core capabilities, while highlighting strengths and areas for improvement. The exercise planning team will review and confirm observations identified in the formal 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.

The planning team, along with the appropriate city departments and leadership, will then establish actionable steps that are intended to resolve the identified capability gaps and shortcomings.

## EMERGENCY POWERS

### DECLARATION OF EMERGENCY

The Mayor or in his/her absence, the Mayor Pro Tempore or Emergency Services Director have the authority to make a Declaration of Emergency for the City of Bellingham.

### COMMAND AND CONTROL

The Mayor, or Emergency Services Director (in the Mayor's absence), has the power to direct City of Bellingham staff responses, and settle questions of internal authority and responsibility.

### EMERGENCY AUTHORITY

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.

The Mayor (or, in the Mayor's absence, the Mayor Pro Tempore or 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 Director may buy or commandeer supplies and/or equipment immediately required (per RCW 38.52.070).

### EMERGENCY CONTRACTS

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.

## LAWS AND AUTHORITIES

This plan is established under the following laws and authorities:

1. Bellingham Municipal Code (BMC) 2.57
2. Revised Code of Washington (RCW) 38.52
3. Code of Federal Regulations Title 44, Part 205 and 205.16.
4. Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act.
5. Public Law 99-499, Superfund Amendment and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA).
6. Chapter 38.54 RCW, State Fire Service Mobilization.
7. Title 118 WAC, Emergency Management
8. Mt. Baker Coordination Plan, Skagit County Department of Emergency Services, Whatcom County Emergency Services, 1995.
9. NFPA 1600, Recommended Practice for Disaster Management, 1995
10. Washington Governor's Executive Order mandating NIMS, signed 9/30/2004

## SITUATION

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 considered a high-risk disaster area due to the following:

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 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 our 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 will face future epidemics/pandemics.

## PLANNING ASSUMPTIONS

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 whose life depends on the provision of these services.

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.

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.

If an emergency response needs the activation of the Incident Command Post, the emergency response plans and operating procedures of select departments, Divisions, staffs, etc. are listed in the Operational Guidelines for the Emergency Operations Center.

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

## EMERGENCY MANAGEMENT CONCEPTS

Emergency Management in the City of Bellingham is conducted under the National Preparedness Goal's core mission areas of mitigation, preparedness, response, recovery, prevention and protection. The following activities apply to the City in general.

The Incident Command System/National Incident Management System (ICS/NIMS) will be the primary management scheme for local, multi-agency, and multi-jurisdictional operations in the City of Bellingham. NIMS is the operational structure for the City of Bellingham's EOC, as well as for field operations.

WHOLE COMMUNITY CONCEPT

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.

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. These populations include but are not limited to: 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.

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).

Washington State law SSB5046 mandates that state and local emergency management programs provide life safety notifications to Limited English Proficiency Populations. As this is an unfunded mandate, and the Bellingham Office of Emergency Management is constricted to 1.0 FTE personnel, this is a capability we are not able to meet and a service we are unable to conduct.

MITIGATION ACTIVITIES

Mitigation activities are proactive steps aimed at reducing the impact of potential disasters. Mitigation activities are normally undertaken during non-disaster time periods:

1. Review hazards and risk analysis.
2. Develop capabilities and resources to enhance our ability to respond to disasters, whether identified or not in the hazard analysis.

3. Develop contingency plans and suggested operating procedures in support of the Comprehensive Emergency Management Plan.

4. Coordinate with other local, county, state, and federal agencies to ensure cohesive working relationships and compatible plans are in place.

5. Conduct mitigation activities to protect City supplies, services, and property.

6. Conduct public education to enhance citizen and business survivability in disasters.

7. Provide guidance to policy makers on legislation needed in the areas of land use and building and fire codes where mitigation would address disaster potential.

PREPAREDNESS ACTIVITIES

Preparedness activities are designed to prepare and train emergency response workers and citizens for responding appropriately during emergency operations and disasters. They also prepare City facilities, and dwellings of City emergency workers, for emergency situations.

Training and exercises will be conducted for appropriate City department staff, senior leadership, and elected officials. Training and exercises will also be conducted involving key stakeholders, partnering agencies, volunteers and citizens.

The Homeland Security Exercise and Evaluation Program (HSEEP) provides a set of guiding principles for exercise programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning. Exercises are a key component of national preparedness—they provide elected and appointed officials and stakeholders from across the whole community with the opportunity to shape planning, assess and validate capabilities, and address areas for improvement.

Through the use of HSEEP, Bellingham Emergency Management will develop, execute, and evaluate exercises that address the priorities established by City leaders. These priorities will be based on the National Preparedness Goal, strategy documents, threat and hazard identification/risk assessment processes, capability assessments, and the results from previous exercises and real-world events. These priorities guide the overall direction of a progressive exercise program, where individual exercises are anchored to a common set of priorities or objectives and build toward an increasing level of complexity over time. Accordingly, these priorities guide the design and development of individual exercises, as Bellingham Emergency Management identifies exercise objectives and aligns them to core capabilities.

Additional preparedness activities will include:

1. Coordinate volunteer organizations to assure cohesive working relationships and coordinated responses.

2. Provide timely input to the budget process on an annual basis.

3. Conduct public education to enhance citizen and business survivability.

4. Alert City workers and public as to types of warnings they may receive.

5. Identify public shelter facilities.

RESPONSE ACTIVITIES

Response activities are emergency operations undertaken during the acute phase of a disaster.

1. Initiate actions necessary to preserve life and property and the environment, utilizing available resources.
2. Make appropriate notifications and initiate actions to place emergency plans into effect.
3. Activate and staff the BEOC/WCEOC EOCs as required for the situation.
4. Disseminate emergency warning as appropriate.
5. Carry out initial damage assessment and evaluate situation.
6. Execute response functions, and coordinate response and support functions with outside agencies and volunteer organizations.
7. Coordinate operations, logistics, planning and finance functions.
8. Compile event status information and provide timely reports.
9. Prepare and maintain detailed documentation of events and activities.
10. Provide public information and additional warnings as appropriate.
11. Prepare Declaration of Disaster as appropriate.

RECOVERY ACTIVITIES

Recovery activities are undertaken to assist the community in regaining a level of societal, governmental and commercial activity that existed before an emergency.

1. Execute damage assessment functions and assess community needs.
2. Prioritize recovery projects and assign functions accordingly.
3. Coordinate recovery efforts and logistical needs with supporting agencies and organizations.
4. Prepare documentation of events, including logs, cost analyses and estimated recovery costs.
5. Facilitate the establishment of disaster assistance offices to assist citizens and private business with individual recovery.
6. Assess special community needs and provide information and assistance where appropriate.
7. Incorporate City of Bellingham short term and long-term community plans into recovery and reconstruction activities.

PREVENTION AND PROTECTION ACTIVITIES

Prevention and Protection activities include those capabilities necessary to avoid, prevent, or stop threatened or actual acts of terrorism, man-made or natural disasters.

1. Deliver 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.

2. Assist the community in understanding ways to identify threats and/or hazards and how to report such activity to the appropriate agency.

3. Establish and maintain partnerships among Protection elements to support networking, planning, and coordination.

4. Assist in ensuring critical infrastructure sectors and Protection elements have and maintain risk assessment processes that identify and prioritize assets, systems, networks, and functions.

## ASSIGNMENT OF RESPONSIBILITIES

This plan provides standing mission assignments to designated departments with primary and support responsibilities to perform emergency response activities. This section covers departmental general emergency responsibilities. The Annex's list more specific duties.

ALL CITY GOVERNMENT DEPARTMENTS

It is the policy of the City of Bellingham that the head of each department is responsible for the following:

1. Developing plans for the continuation of essential departmental services and functions during and after a disaster;
2. Providing for the identification and preservation of essential department records;
3. Appointing a liaison to work with the Comprehensive Emergency Management Planning Committee in the development and maintenance of this plan and procedures;
4. Establishing policy for 24-hour contact to activate department responsibilities;
5. Developing the capability to continue operations in a disaster and to carry out the responsibilities outlined herein;
6. Developing employee/family support programs during a disaster;
7. Developing guidelines and policies addressing the following:
    - Each department's chain of command
    - Where the departmental emergency operations will be managed
    - The resources needed to manage departmental emergency operations
    - The information needed to manage departmental emergency activities, and how it will be obtained
    - Departmental capabilities and responsibilities
    - Departmental resources
    - How the department will coordinate with the City's Incident Command Post (ICP)
    - Ensuring that department staff are aware of the department's policies, emergency plan, and of the contents of this plan.

CITY OF BELLINGHAM EMPLOYEES

The City has employees whose regular duties and training give them obvious roles in emergency response, and employees whose regular duties and training do no lend themselves to specific roles during emergencies. Both types of employees may be required to assist emergency response efforts. In general,

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 by the department in its planned emergency procedures. In an emergency, City emergency leadership will determine the number of employees required for response activities and communicate that information

to Department managers and City employees by whatever means necessary, including AlertSense messaging and/or emergency broadcasts through local media.

In general, employees will continue to work with their normal departments and supervisors during emergency response efforts. However, depending on circumstances, they may be directed to undertake duties outside their department's normal responsibilities. Such direction will be given by City emergency leadership (the Emergency Services /Director and/or Mayor) either directly, or through an employee's acting supervisor.

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 individual Department Plans.

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.

During the work on any major emergency, coordination of the deployment, work and care of emergency workers, whether staff or volunteer, is essential to avoid chaos and to use staffing wisely.

Emergency workers, whether "emergency responders" or other personnel, need to have the assurance that their families are safe and able to cope with the emergency without them.

The emergency may require employees to work extraordinary hours. They may be unprepared to remain at work for such extended periods of time. They may not be able to return home for several days. They may be concerned about the welfare of their families. They may have a need for rest, as well as adequate food and clothing to work the emergency. Some may have medical needs, e.g., insulin dependent individuals. Some may have spiritual needs if the emergency results in significant injury to citizens, fellow workers or family members. Employees may have child care needs; day care for emergency workers children must be considered.

DISASTER RESPONSE STAFF

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

- City employees
- Skilled individuals from other agencies, organizations, and businesses
- Volunteers

Citizens pressed into service by the Mayor or Director (this option is available only for a disaster proclaimed by the Governor (per RCW 38.52.110).

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).

## COORDINATION WITH LOCAL, STATE & FEDERAL AGENCIES

The City of Bellingham is 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.

Local response organizations and the City of Bellingham have adopted the NIMS Incident Command System as the standard for incident management.

The City of Bellingham's Office of Emergency Management (OEM) is co-located and works closely with other jurisdictions in Whatcom County in a partnership known as Whatcom Unified Emergency Management. The OEM is responsible for maintaining the City of Bellingham Comprehensive Emergency Management Plan. Under the Plan they coordinate disaster operations and resource assistance.

During disasters, the OEM may open an Emergency Operation Center. The primary location is the Whatcom Unified Emergency Coordination Center - (3888 Sound Way, Bellingham, WA 98226).

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 Plan. FEMA Region X maintains an EOC in Bothell.

Activities owned and operated 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.

### FIRE & EMS SERVICES

Typical responsibilities of City of Bellingham Fire Services include:

- Establishment and staffing of Incident Command;
- Fire suppression;
- Emergency Medical Services (While all City of Bellingham Fire Services have responsibilities for Basic Life Support (BLS) EMS service, the Whatcom Medic One program administered by Whatcom County is responsible for county-wide Advanced Life Support (ALS) EMS service, which Bellingham fire department participates)
- Request necessary personnel and equipment in accordance with existing mutual aid agreements and the State Resource Mobilization Plan;
- Establish liaison with the responding police department for shore based traffic and crowd control, scene security, and evacuation;

- Hazardous materials response (All City of Bellingham Fire Services have the ability to provide operations level response to hazardous materials incidents. Higher-level responses are referred to the Whatcom County Specialized Emergency Response Program (SERP) Hazmat Team or to private contractors.)

## LAW ENFORCEMENT SERVICES

In addition to expected law enforcement activities, specialized response capabilities include:

- Bomb disposal;
- Crisis negotiations;
- Criminal investigations;
- Crowd control;
- K-9 response;
- Special Response Teams

The Federal Bureau of Investigation (FBI) is the investigative arm of the U.S. Department of Justice (DOJ). The FBI's investigative authority can be found in Title 28, Section 533 of the U.S. Code.

## PUBLIC HEALTH RESPONSE

City of Bellingham properties fall within the jurisdiction of the Whatcom County Health Department that is tasked with response to public health incidents affecting shore based populations within City of Bellingham boundaries. The City of Bellingham shall be responsible for coordination and facilitation of any response by Health Department authorities to events within its boundaries.

## MUTUAL AID

The City of Bellingham's resources may be stretched to exhaustion during an emergency. For such situations, various cities and counties of the state have entered into Mutual Aid Agreements that encourages each political segment of the state to help each other in the event of a disaster or emergency. Mutual Aid will be requested and employed by state agencies and jurisdictions when local resources have been or are about to be depleted. Generally, Mutual Aid starts locally and ascends in the following manner:

- Other fire districts, universities, water districts, sewer districts, and public utility districts.
- Whatcom County Department of Emergency Management

- Activation of the City and County combined Whatcom Unified Emergency Coordination Center (WUECC).
- State of Washington: coordinated through WUECC.
- Federal: coordinated through WUECC and the Washington State Emergency Management Division (EMD).
- International - coordinated through WUECC, State EMD, and the Federal Emergency Management Agency (FEMA).

The specific responsibilities of each Mutual Aid partner are delineated in those specific agreements. It is the responsibility of each city department holding mutual aid agreements for disaster or emergency response to provide updated copies to the Bellingham Office of Emergency Management, so that these may serve as a reference in the Resource Unit when activated in the WUECC.

## CITIZENS

Disaster planning cannot predict all potential emergencies or major disasters nor can it predict all potential vulnerabilities or impact. Priority of response will be to protect life, public property, the environment and the economy.

Delivery of routine city services to citizens will likely be impacted by an emergency or major disaster and may be reduced or cease for an undetermined period of time. Continuation and restoration of services will be prioritized by the impact to citizens and resources available. In the event of a major widespread disaster, outside assistance from local, county, state or federal agencies may be limited or non-existent for an extended period of time.

All individuals and families have the primary responsibility to plan for and prepare themselves, their families and their pets for emergencies and major disasters, including food, water, family plan, contacts/communications, and sheltering. All individuals and families will need to utilize their own resources and be self-sufficient following an emergency or major disaster for at least two weeks.

# CONCEPT OF OPERATIONS

## NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

NIMS provides a consistent nationwide template to enable Federal, State, Local, and Tribal governments, and private-sector and non-governmental organizations (NGOs) to work together effectively and efficiently to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism.

NIMS is comprised of several components that work together as a system:

- Command and Management
- Preparedness
- Resource Management
- Communications and Information Management
- Supporting Technologies
- Ongoing Management and Maintenance

## LEVELS OF EMERGENCY

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

Level 3: Disruptive Events are handled within the City of Bellingham by "normal" checklists and/or response activities. While there may be some damage and/or interruption, the conditions are localized and the City of Bellingham can coordinate and manage the event and site of the event remains open. Implementation of the City of Bellingham's internal Notification Policy should be considered.

Level 2: Disruptive Events that exceed the capabilities of the City of Bellingham to manage the event and causes damage and/or interruption to City of Bellingham operations. The City of Bellingham may be the only affected entity but outside resources are needed to stabilize or mitigate the emergency. On-scene command will be established. The City of Bellingham's internal Emergency Notification Policy shall be implemented. The situation shall be monitored with regular situation reports issued.

Level 1: Disruptive Events that exceed the capacity of the City of Bellingham to address immediate emergency response. The event may involve a single location or may be wide spread. The City of Bellingham may need to be self-sufficient for a period of hours to several days. The City of Bellingham's internal Emergency Notification Policy must be implemented.

## PLAN ACTIVATION

This plan is activated whenever 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.

## WHATCOM EMERGENCY JOINT COORDINATION CENTER

The Whatcom Emergency Joint Coordination Center (3888 Sound Way, Bellingham, WA 98226) is the designated as the primary Coordination Center for the City of Bellingham. The conference room has sufficient infrastructure to accommodate the data hubs and telecommunications needed in a Coordination Center.

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).

## NOTIFICATIONS

For the purposes of this Plan, “Disruptive Event” means unforeseen circumstances beyond the control of the City of Bellingham that either:

- Presents a real immediate threat to the proper performance of essential City of Bellingham functions, or;
- Will likely result in material loss or damage to property, bodily injury, or loss of life if immediate action is not taken, or;
- Has a likelihood of attracting public attention.

It is City of Bellingham policy that upon the discovery of emergency, employees of the City of Bellingham shall take immediate actions to mitigate or stabilize the emergency. This would include but is not limited to rendering first aid and/or calling 911.

At the first opportunity, the employee must report directly to their immediate supervisor or manager. The supervisor or manager will report the emergency to the department head. To allow the supervisor or manager the ability to rapidly engage the problem operationally, the department head will notify:

1. The City's Emergency Manager
2. The Emergency Services Director (Fire Chief or designee)
3. The Emergency Manager, Emergency Services Director or designee will notify and update the Mayor Office

The reporting individual will make notification to the next highest level in the Chain of Command (e.g. in the absence of a supervisor, the employee would make notification to the department head. If the department head were also unavailable, notification would be made directly to the Emergency Services Director. Leaving a voice-mail does not constitute an acceptable notification, but a voice mail should be left and the next person on the list must be called.

The supervisor / manager or their designees must ensure that additional notifications are made in accordance with any site or incident specific plans or regulatory requirements.

Whenever a disruptive event occurs, all necessary efforts should be made to protect human life, then property and then the environment, without endangering employees or the general public. As soon as possible after the emergency measures have been taken, the employee in charge is to complete an Activity Log (ICS 214). Incident Reports involving injury to non-employees or property damage shall be forwarded to the Documentation Unit Leader for purposes of processing insurance claims. Incident Reports involving injury to employees shall also be forwarded to the Human Resources Department, along with the employee originated (supervisor if employee is unavailable) accident/illness report within 24 hours.

## 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 operations of the City of Bellingham:

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

## INCIDENT COMMAND SYSTEM (ICS)

The Incident Command System is designed to enable effective and efficient domestic incident management by integrating facilities, equipment, personnel, procedures, and communications to operate within a common organizational structure. ICS can be used to organize operations for a wide spectrum of emergency incidents, near-term and long-term, from small to complex, whether natural or man-made. All levels of government and NGOs responding to City of Bellingham emergency incidents use ICS. The system is flexible and provides for the inclusion of private-sector representation that may not be familiar with the principles of Incident Command. ICS is normally structured to facilitate the activities in five functional sections: Command, Operations, Planning, Logistics, and Finance/Administration.

Unified Command is the application of this same functional structure during a 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, decisions with regard to the response 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.

There are three possible ways that the City of Bellingham may be involved with Incident Command System (ICS) structures:

1. 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.
2. 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.
3. The City of Bellingham may initiate ICS in its own on-scene command post and/or Coordination Center.

Jurisdictional agencies and organizations that may be involved in the Unified Command structure during an emergency incident within the City of Bellingham include:

<u>Federal Agencies / Authorities</u>

- 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
- Bellingham Office of Emergency Management (OEM)
- 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

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
- Century Link
- Greenhouse Data
- Comcast
- Peace Health St. Joseph Hospital
- Salvation Army
- Whatcom Volunteer Center
- Bellingham Public Schools
- Colleges and University

## UNIFIED COMMAND REPRESENTATIVE / INCIDENT COMMANDER

The City of Bellingham Command Representative represents the City of Bellingham in the Unified Command and/or when appropriate serves as the Incident Commander (IC).

The Mayor is responsible for all incident management in the City of Bellingham. This responsibility is delegated to department directors who delegate the responsibility to operational managers. The first person on-scene is responsible for establishing command. As long as successive levels of management are satisfied that the incident is being well managed, they may continue to monitor events. It is critical that all levels of management are kept aware of the incident details, objectives and management. Management may assume command at any time. If a transfer of command occurs, it must be communicated to all on- scene response and to incoming response.

The transfer of command is best accomplished when done face-to-face with the out-going Incident Command. It should include a briefing that covers:

- Incident history (what has happened)
- Priorities and objectives
- Current plan
- Resource assignments
- Incident organization
- Resources ordered/needed
- Facilities established
- Status of communications
- Any constraints or limitations
- Incident potential

IC Responsibilities:

- Responsible for incident management and coordination;
- Initiate and maintain an incident position log;
- Establish and announce the Command Post (CP) location;
- Validate incident assessment and determine scale of City of Bellingham's response;
- Ensure all required internal and external notifications have been made;
- Assign personnel to appropriate Command and General staff positions;
- Establish incident operational periods and objectives;
- Implement sufficient resources to achieve the objectives for the operational period;
- Provide incident response guidance to tenant(s);

- Facilitate communications between the CP and the City of Bellingham Coordination Center (if activated).

## COMMAND STAFF

In an Incident Command / Unified Command structure, command staff consists of various special purpose staff positions. The special staff positions are specifically designated, report directly to the Incident Commander and are assigned responsibility for key activities that are not a part of the general staff functional elements. Typically, three special staff positions are utilized during a major incident: Safety, Liaison, and Public Information. For the purposes of this plan a Legal Officer has been added to the command staff. The command staff positions may be activated as needed for City of Bellingham incidents or to be assigned to multi-agency Unified Command structures.

### LIAISON OFFICER (LNO)

The Liaison Officer is the initial point of contact for representatives of other governmental agencies, NGOs and/or private entities. Representatives from responding agencies and organizations coordinate through the LNO. Assistants and personnel from other agencies or organizations may be assigned to the LNO to facilitate interagency coordination.

In large responses, the City of Bellingham may assign an appropriate Liaison to a City or County EOC to represent the City of Bellingham's interests and to keep the City of Bellingham informed of incident developments.

LNO Responsibilities:

- Oversee all liaison activities, including coordinating outside agency representatives assigned to the incident;
- Initiate and maintain an incident position log;
- Establish and maintain a central location for incoming agency representatives, providing workspace and support as needed;
- Ensure that position specific checklists, directives, situation reports and a copy of the current Incident Action Plan (IAP) is provided to agency representatives upon check-in;
- Maintain a contact roster of agency representatives not assigned to specific sections of the Incident Command System;
- In coordination with Incident Command and security, provide orientations for VIPs and other visitors to the Command Post and/or Coordination Center.

Primary: Department Director

Alternate: Appropriate City Department Representative

Applicable Checklists: Departmental Checklist

**SAFETY OFFICER (SO)**

The safety of City of Bellingham staff and personnel from responding agencies is a high priority objective. The Safety Officer advises Command on all matters relating to operational safety, including the health, safety and accountability of the emergency response personnel. A Safety Officer may not be necessary for every scene or in the Emergency Operation Center. Command, however, should strongly consider appointing a Safety Officer when an on-scene incident has or could develop health or safety hazards. Unless delegated, the scene safety remains the responsibility of the Command.

Depending on situational hazards and/or responding agencies, the Safety Officer may be selected from operational City of Bellingham staff that is most familiar with the health and safety hazards of the incident. Responding agencies often will designate a Safety Officer who may need technical assistance from knowledgeable City of Bellingham staff.

Safety Officer Responsibilities:

- Organize, assign tasks and supervise all personnel mobilized to support the safety functions;
- Implement procedures necessary to ensure ongoing assessment of hazardous environments;
- Implement measures to promote emergency responder safety and general safety of incident operations;
- Provide coordination of multi-agency safety efforts;
- Maintain awareness of active and developing situations and ensures the preparation and implementation of the incident response Safety Plan;
- Conduct safety briefs as necessary; and
- Stop and/or prevent unsafe acts during incident operations.

Primary: Operational City of Bellingham staff familiar with site-specific risks

Alternate: Personnel from responding outside agencies

Applicable Checklist: Departmental Checklist

**PUBLIC INFORMATION OFFICER (PIO)**

The Public Information Officer serves two critical functions at the scene of an emergency:

1. To coordinate and control the interface with the media, the public and other agencies with incident-related information requirements, and
2. To activate or represent the City of Bellingham in a Joint Information Center (JIC) when activated.

PIO Tasks and Responsibilities:

- Organize, assign tasks and supervise all personnel mobilized to support on- scene public information functions;
- Identify staffing needs for support of public information functions and direct mobilization or demobilization of personnel;
- Develop accurate and complete information on the incident's cause, size, current situation, resources committed and other matters of general interest for both internal and external consumption;
- Monitor public information coverage of the situation;
- Activate or represent the City of Bellingham in the Joint Information Center as needed;
- Supervise the preparation for and conduct on-scene media briefing(s); and
- Supervise VIP tours of the incident site including providing for controlled/guided escorts.

A Joint Information Center (JIC) is a location where public information specialists and volunteers from local, state, federal jurisdictions, NGOs and/or private companies meet to coordinate the dissemination of emergency public information. The goal of the JIC is to provide accurate, timely, and coordinated information during an emergency to the media and the public. Some of the services provided are:

- News briefings and conferences to keep the media abreast of new developments.
- Background data to help news media.
- Spokespersons to elaborate on and explain the event.
- An information center the public can contact regarding the emergency.

Primary: Communications Director

Alternate: City Emergency Manager

Applicable Checklists: Public Information Officer Checklist

**LEGAL OFFICER (LO)**

The appointment of a Legal Officer is not typical, however, in complex or extended incidents or in events that may have civil or criminal complications the addition of legal counsel to the command staff can be very useful. The LO may be assigned to advise Command on legal matters, such as emergency proclamations, the legality of evacuation orders, and legal rights and restrictions pertaining to media access.

Legal Officer Responsibilities:

- Advise Command on related matters;
- Interpret laws and regulations as they pertain to achieving incident objectives;
- Ensure the protection of incident records and documents that may be needed for future legal actions; and
- Represent the City of Bellingham on all outside legal matters

Primary: City of Bellingham City Attorney

Alternate: City of Bellingham Risk Manager/Assistant City Attorney

Applicable Checklists: None as of date

## GENERAL STAFF

The General Staff represents and is responsible for the functional aspects of the incident command structure. When fully activated the General Staff typically consists of the Operations, Planning, Logistics and Finance/Administration Sections. The General Staff positions may be activated as needed for City of Bellingham incidents or to be assigned to multi-agency Unified Command structures.

### OPERATIONS SECTION

The Operations Section is responsible for the management of all operations directly applicable to the primary mission. The Operations Section, led by the Operations Section Chief, activates and supervises organization elements in accordance with the Incident Action Plan (IAP) and directs its execution. This Section also directs the preparation of Unit operational plans, requests or releases resources, makes expedient changes to the IAP, as necessary, and reports such to Incident Command / Unified Command. A typical Operations Section organizational structure is shown below.

Operations Section Responsibilities:

- Manage all incident-related operational activities;
- Develop and implement appropriate tactical strategies to meet operational objectives and priorities;
- Establish an appropriate level of staffing and continuously monitor the effectiveness of the organization and modify as required;
- Ensure section objectives as stated in the IAP are accomplished;
- Keep Command informed of all significant issues relating to the section;
- Facilitate communications between on-scene Operations and the City of Bellingham Coordination Center when activated;
- Interface with the Planning and Logistics Sections, and
- Within a Unified Command, represent the City of Bellingham in Operations Section discussions, decisions and actions.

Primary:

For site-specific incidents - the director of the impacted department

For City of Bellingham-wide incidents: Chief In Charge

Alternate:

For site-specific incidents - the Manager of the impacted Facility

For City of Bellingham - wide incidents: Chief In Charge

Applicable Checklists: Operation Section Checklists

**PLANNING SECTION**

The Planning Section is responsible for the collection, evaluation, and dissemination of tactical information pertaining to an incident. This section maintains information and intelligence on the current and predicted situation, as well as the status of logistics assigned to the incident. The Planning Section prepares and documents the IAP, incident maps and gathers and disseminates information and critical intelligence. The Planning Section also maintains all records associated with the incident.

Planning Section Responsibilities:

- Collect, analyze and display situation information;
- Prepare periodic Situation Reports;
- Prepare and distribute the Incident Action Plan;
- Facilitate planning meetings;
- Plan for incident demobilization;
- Document and maintain incident files;
- Establish an appropriate level of staffing and continuously monitor the effectiveness of the organization and modify as required;
- Ensure section objectives as stated in the IAP are accomplished; and
- Keep Command informed of all significant issues relating to the section.

Primary: Impacted department

Alternate: Emergency Manager

Applicable Checklist: Planning Section Checklists

**LOGISTICS SECTION**

The Logistics Section is tasked with meeting incident support needs, including ordering resources through appropriate procurement authorities from off- incident locations. It also provides facilities, transportation, supplies, equipment maintenance and fueling, food service, communications, and medical services for incident personnel.

Logistics Section Responsibilities:

- Ensure that incident logistical requirements are met. This includes providing communications, resource tracking, and the acquisition of equipment, supplies, personnel, facilities and transportation services;
- Arrange for food, lodging and other support services as required;
- Establish an appropriate level of staffing and continuously monitor the effectiveness of the organization and modify as required;
- Ensure section objectives as stated in the IAP are accomplished;
- Closely coordinate with the Operation Section Chief to establish priorities for resource allocations; and
- Keep Command informed of all significant issues relating to the section.

Primary: Public Works

Alternate: Parks Operation

Applicable Checklists: Logistics Section Checklists

**FINANCE/ADMINISTRATION SECTION**

The Finance Section is responsible for addressing specific needs for financial, reimbursement and/or administrative services to support incident management activities. Not every incident will require a Finance Section. Such a single position can best be placed under planning as a technical specialist. In large, complex or extended incidents a Finance Section is an essential part of the organization.

Finance Section Responsibilities:

- Ensure financial records are maintained throughout the event;
- Ensure all on-duty time is recorded for all response personnel;
- Ensure all on-duty time sheets are collected from supervisors;
- Ensure there is a continuum of the payroll process for all employees;
- Ensure all contracts are consistent with state requirements and City of Bellingham policy;
- Process all travel and expense claims within a reasonable time;
- Provide administrative support to all sections as required;
- Ensure recovery documentation is accurately maintained during the response and ensure the information is submitted on appropriate forms for reimbursement from insurance or FEMA Public Damage Assistance;
- Establish an appropriate level of staffing and continuously monitor the effectiveness of the organization and modify as required;
- Ensure section objectives as stated in the IAP are accomplished; and
- Keep Command informed of all significant issues relating to the section.

Primary: Finance Director or designee

Alternate: Human Resources Director

Applicable Checklists: Finance Section Checklists

# RESPONSIBILITIES

## ASSIGNMENT OF GENERAL RESPONSIBILITIES

This section covers general emergency responsibilities of each City of Bellingham department. Additional "department specific" responsibilities follow the general responsibilities.

It is the policy of the City of Bellingham that the head of each department is responsible for the following:

1. Ensure the safety and protection of staff and clients (life/safety)
2. Secure buildings and facilities where the disruptive event occurred
3. Providing for the continuation of essential departmental services and functions after a disaster.
4. Providing for the identification and preservation of essential department records.
5. Ensuring appropriate notifications are made in accordance with this plan.
6. Providing damage assessments and situation reports.
7. Appointing a liaison to work with the Emergency Management and Security Officer in the development and maintenance of this plan.
8. Establishing 24-hour departmental contacts.
9. Developing the capability to continue operations in an emergency or disaster and to carry out the responsibilities outlined herein.
10. Developing procedures that address the following:
    - The department's chain of command
    - Location of the departmental emergency operations and alternate locations including equipment and supplies
    - The resources needed to manage departmental emergency operations
    - The information needed to manage departmental emergency activities and how it will be obtained
    - Departmental capabilities and responsibilities
    - Departmental resources
    - How the department will coordinate with the Coordination Center
    - Ensuring that department staff is aware of the contents of this plan.

It is the policy of the City of Bellingham that departments make staff available for appropriate training and emergency assignments, such as Emergency Operations Center (EOC) activities, documentation, damage assessment, and liaison with other agencies and organizations. All costs for these activities shall be the responsibility of the respective department.

## ASSIGNMENT OF DEPARTMENT SPECIFIC RESPONSIBILITIES

CITY COUNCIL

1. Exercise the powers provided with the Mayor.
2. Develop strategic goals, objectives and policies.
3. Ensure that sufficient administrative powers and duties have been delegated to the Mayor to allow an effective operational response to disruptive events.
4. Consider ratifying the Mayor's findings of emergencies.
5. Ensure the filling of City Council vacancies that may occur.

CITY ATTORNEYS OFFICE

1. Responds on-scene or to the Coordination Center upon request of the Emergency Services Director or Incident Commander.
2. Obtain briefings and situation reports and provide legal counsel as needed.
3. Manages the City of Bellingham's insurance program.
4. Receives Incident reports and monitors incidents for possible claims.
5. Processes claims when they occur.
6. Is assigned to the Finance Section to process claims and seek reimbursement for eligible expenses.

EMERGENCY SERVICES DIRECTOR

1. Exercise the delegation of administrative powers and duties as provided by the Emergency Services Council
2. Make and issue orders that shall have management authority on matters reasonably related to the protection of life and property as affected by disaster.
3. Make findings of emergency as needed and take or authorize the taking of immediate actions to address emergency situations.
4. Ensure the City Council is kept informed of the situation and the actions being taken to address the situation.
5. Seek Emergency Services Council ratification of emergency findings as prescribed in the delegation of authority resolution

6. Activate this plan and the Coordination Center as needed.
7. Maintain a written log of all actions taken to address the emergency.
8. Assume or delegate the position of Incident Commander to ensure effective management of incidents involving the City of Bellingham.
9. Seek local Proclamations of Emergency as may be needed to implement extraordinary spending authorities or to obtain state or federal assistance.
10. Establish spending authorities and delegate administrative authorities to City of Bellingham personnel.
11. Participate in "After Action Reviews" and support identified corrective actions.

COMMUNICATIONS DIRECTOR

1. Maintain up-to-date contact information for local and regional media outlets.
2. Assume the position of Public Information Officer (PIO) for all incidents.
3. Establish or participate in a Joint Information Center (JIC) as needed.
4. Obtain briefings on all emergencies.
5. Monitor media for accuracy and for any new information.
6. Establish rumor controls as needed.
7. Develop news releases for approval by the Mayor or Incident Commander.
8. Update the City of Bellingham website as needed.

PUBLIC WORKS

1. Is assigned to the Logistics Section, Facilities Unit.
2. Arranges for suitable facilities to meet incident requirements.
3. Facilitates the setting up and taking down of facilities as needed.
4. Assists in the setting up of an Alternate Coordination Center as needed.
5. Assists community response and recovery by lending available assets as directed by the Mayor or Incident Commander.
6. Is assigned to the Logistics and/or Operations Sections as needed.
7. Provides damage assessments as needed.
8. Performs emergency and planned repairs.
9. Provides ground transportation support.

HUMAN RESOURCES

1. Ensure up-to-date personnel files for all staff members.
2. Maintain off site employee/emergency contact roster.
3. Establish/maintain systems for continued benefit(s) enrollment/cancelation.
4. As needed, provide liaison with all personnel and their families.
5. Participate in the Logistics Section Supply Unit to provide and coordinate incident staffing.
6. Maintain up-to-date lists of employment agencies.
7. Support HR staff that is processing worker compensation claims.

OFFICE OF EMERGENCY MANAGEMENT

1. Develops and maintains the City of Bellingham's Comprehensive Emergency Management Plan.
2. Is responsible for staff training and exercise of the plan.
3. Acts as the City of Bellingham's primary liaison with outside emergency management agencies.
4. As needed, develops and maintains hazard specific contingency plans and site-specific security plans.
5. Employs pre-disruptive event mitigation strategies to prevent or minimize disaster impacts to City of Bellingham properties.
6. Responsible for maintaining compliance with the National Incident Management System.
7. Responsible for maintaining incident ICS forms.
8. Activates this plan and the Coordination Center as needed
9. May serve in a variety of ICS positions.
10. Conducts "After-Action Reviews" to capture lessons learned and needed improvements following significant incidents.
11. Following Washington State rules/guidelines, participates and advises agency safety meetings.

FINANCE DIRECTOR

1. Maintain all financial records and produce and maintain budget documents, financial reports.
2. Provides adequate internal controls to ensure financial accountability.
3. Assumes or delegates the position of Finance Chief as needed.
4. Supervises Accounting.
5. Accounts for all employee incident time.
6. Provides a continuum of the payroll process for all employees, including the ability to pay via physical check.
7. Functions as the City of Bellingham's Applicant Agent in seeking post-disaster federal public assistance for eligible response and recovery expenses.

INFORMATION SYSTEMS

1. Oversees the City of Bellingham's computer, fiber optic and telecommunication networks.
2. Provides vital record protection for all digital information.
3. Provides technical assistance to activate the Coordination Center.
4. Is assigned to the Communications Unit within the Logistics Section.
5. Develops the incident Communications Plan.
6. Is the City of Bellingham's Alternate Point-of-Contact for the Government Emergency Telecommunications System and Wireless Priority Service in coordination with Office of Emergency Management

ALL DEPARTMENT HEADS

1. May be assigned to the Policy Group to represent the City of Bellingham in activated city or county EOCs.
2. Develop or provide assistance in the development of grant applications as needed.
3. Employ pre-disaster mitigation strategies to prevent or minimize disaster impacts to residents and City of Bellingham properties.
4. Coordinate resident interruption of resources.

PLANNING DEPARTMENT

1. Provides pre-disaster structural mitigation expertise.
2. May be assigned to either the Operations Section for direct operational response or the Planning Section as Technical Specialist.
3. Serves as the City of Bellingham's Structural Evaluation Team (SET) to assess the safety of City of Bellingham facilities and infrastructure following significant events.
4. Makes recommendations on occupancy based upon an evaluation of structural integrity.
5. Provides damages assessments as needed.
6. Provides floor plans, drawings, maps and aerial photographs as needed.
7. Working with project sponsors and outside contractors as needed, analyzes damages and designs, permits and constructs capital improvements and major repairs.
8. Develops project cost estimates as needed for assistance or insurance claims. Oversees site cleanup, regulatory compliance and environmental stewardship within the City of Bellingham's jurisdictional authority.
9. May be assigned to either the Operations Section for direct operational response or the Planning Section as Technical Specialist.
10. Conducts post-disaster assessments to ensure containment of hazardous substances.

## EMERGNCY SUPPORT FUNCTIONS (ESF)

The Emergency Support Functions provides the structure for coordinating State and Federal interagency support for incident response. They are also mechanisms for grouping functions most frequently used to provide support to States and Local agencies for both declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. The following lists that COB Department has primary responsibilities for each listed ESF that will be used within the Situation Unit when an EOC is activated:

| Emergency Support Function | PRIMARY | SUPPORT | PARTNERS |
|---|---|---|---|
| 1. Transportation | • Bellingham Public Works<br>• WTA | • Bellingham Emergency Management<br>• Bellingham School District | • WA DOT<br>• Whatcom County |
| 2. Communication, Information Systems and Warning | • City of Bellingham Policy Group<br>• Bellingham Fire Department and Office of Emergency Management (OEM)<br>• Bellingham Police Department | • Whatcom County Fire Service Incident Overhead Team<br>• Northwest Washington Incident Management Team | • ITSD<br>• What-Comm<br>• Radio Amateur Civil Emergency Service (RACES)<br>• Public Works Transportation, Communications Division<br>• Whatcom County Sheriff's Office Division of Emergency Management (DEM)<br>• Washington Military Department Emergency Management Division (EMD) |
| 3. Public Works and Engineering | • Bellingham Public Works | • Bellingham Planning Department<br>• Parks and Recreation | • Building Maintenance Division |
| 4. Firefighting | • Bellingham Fire Department | • Whatcom County Fire Districts | • Whatcom County Fire Service Incident Overhead Team<br>• Department of Natural Resources<br>• Private Industry Fire Brigades |

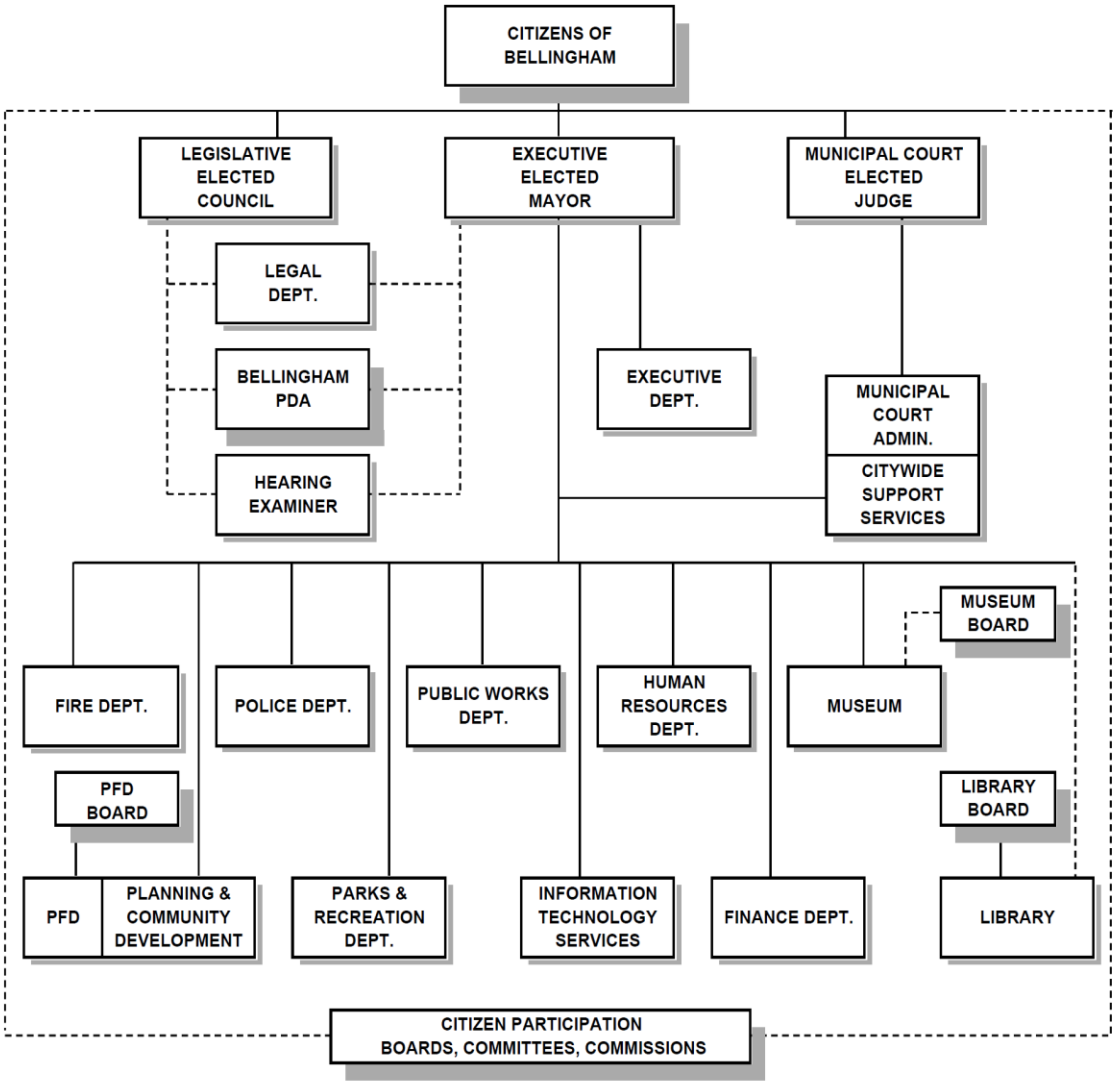
| | | | |
|---|---|---|---|
| 5. Emergency Management | • Office of Emergency Management | • Whatcom Unified | • Washington Military Department Emergency Management Division (EMD |
| 6. Mass Care, Housing, and Human Services | • Whatcom County Health Department | • Office of Emergency Management | • Whatcom County Emergency Management<br>• Red Cross<br>• Salvation Army<br>• |
| 7. Resource Support | • Office of Emergency Management | • Bellingham Finance Department<br>• Bellingham Public Works Department | • Whatcom Unified<br>• Washington Department Emergency Management Division (EMD)<br>• FEMA |
| 8. Public Health and Medical Services | • Whatcom County Health & Human Services | • Whatcom County Medical Examiner | • Bellingham Fire Department<br>• PeaceHealth<br>• American Red Cross<br>• Medical Society of Whatcom County |
| 9. Search and Rescue | • Bellingham Police Department | • Whatcom County Sheriff | • Bellingham Fire Department<br>• Bellingham Public Works<br>• Building Services<br>• Whatcom County SAR<br>• Whatcom County Fire Departments |
| 10. Hazardous Materials Response | • Bellingham Fire Department | • Specialized Emergency Response Program (SERP) | • WSP<br>• Bellingham Police<br>• Whatcom Unified<br>• Public Works Department<br>• Bellingham LEPC |

| | | | |
|---|---|---|---|
| 11. Agricultural and Natural Resources | • Bellingham Planning Department<br>• Bellingham Public Works Natural Recourses | • Bellingham Fire Department<br>• Whatcom County Health Department | • Department of Agriculture<br>• Department of Natural Resources<br>• Department of Health<br>• Washington Department Emergency Management Division (EMD) |
| 12. Energy | • Puget Sound Energy<br>• Cascade Natural Gas | • Public Works | • Law Enforcement<br>• Fire Services<br>• Involved utilities |
| 13. Public Safety, Law Enforcement, and Security | • Bellingham Police Department | • Whatcom County Sheriff | • Washington State Patrol<br>• WWU Police<br>• US CBP |
| 14. Long Term Community Recovery | • Mayor's Office<br>• Office of Emergency Management | • City Council | • Bellingham Finance Director<br>• Human Resources Department<br>• Legal Department |
| 15. Public Affairs | • Office of Emergency Management<br>• City of Bellingham Communications Group | • Mayors Office | • Whatcom County EM<br>• State of Washington Department Emergency Management Division (EMD)<br>• AlertSense<br>• What-Comm<br>• Prospect |
| 20. Defense Support to Civil Authorities | • Bellingham Police Department | • Whatcom County Sheriff | • Whatcom Unified<br>• NAS Whidbey<br>• US Coast Guard<br>• Washington Military Department |

## EMERGNCY SUPPORT FUNCTIONS (ESF) CROSSWALK

| ESF FUNCTION | Functional Annex(s) |
|---|---|
| 1. Transportation | Annex 1 – Command Control and Coordination<br>Annex 2 – Operations<br>Annex 4 – Logistics and Support |
| 2. Communication, Information Systems and Warning | Annex 1 – Command Control and Coordination<br>Annex 3 – Planning and Information Analysis<br>Annex 4 – Logistics and Support |
| 3. Public Works and Engineering | Annex 2 – Operations |
| 4. Firefighting | Annex 2 – Operations |
| 5. Emergency Management | Annex 3 – Planning and Information Analysis |
| 6. Mass Care, Housing, and Human Services | Annex 2 – Operations<br>Annex 4 – Logistics and Support Annex 7 – Evacuation and Movement |
| 7. Resource Support | Annex 3 – Planning and Information Analysis<br>Annex 4 – Logistics and Support |
| 8. Public Health and Medical Services | Annex 2 – Operations |
| 9. Search and Rescue | Annex 2 – Operations |
| 10. Hazardous Materials Response | Annex 6 – Hazardous Materials |
| 11. Agricultural and Natural Resources | Annex 4 – Logistics and Support Annex 9 – Animal Care |
| 12. Energy | Annex 2 – Operations |
| 13. Public Safety, Law Enforcement, and Security | Annex 1 – Command Control and Coordination<br>Annex 2 – Operations |
| 14. Long Term Community Recovery | Annex 5 – Finance and Administration<br>Annex 8 – Continuity of Government |
| 15. Public Affairs | Annex 2 – Operations |
| 20. Defense Support to Civil Authorities | Annex 4 – Logistics and Support |

# APPENDIX 1 – CITYOF BELLINGHAM ORGANIZATION CHART



# APPENDIX 2 – CITYOF BELLINGHAM ICS ORGANIZATION

# APPENDIX 3 – EMERGENCY NUMBERS

| Name | Direct | Emergency |
|---|---|---|
| Bellingham Fire Department / Medic One | (360) 778-8400 | 911 |
| Bellingham Police Department | (360) 778-8800 | 911 |
| Bellingham Office of Emergency Management (OEM) | (360) 778-8440 | 911 |
| Whatcom County Emergency Management (DEM) | (360) 676-6681 | 911 |
| Whatcom County Health Department | (360) 778-6000 | After Hours<br>(360) 715-2588 |
| Whatcom County Medical Examiner | (360) 738-4557 | |
| Whatcom County Sheriff's Office (WCSO) | (360) 778-6600 | 911 |
| Whatcom Transit Authority (WTA) | (360) 676-7433 | |

# APPENDIX 4 - 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 incidence 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 (PIO) 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 Indian 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 Indian 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 5 - 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 |

# ANNEX 1 – COMMAND, CONTROL AND COORDINATION

## PURPOSE

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; and to provide guidance for the dissemination of warning information.

## SCOPE

These provisions encompass activation of all or part 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
- Emergency Public Information and Warning
- Incident personnel safety
- ICP support

## POLICIES

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

1. It is the policy of City of Bellingham Government to establish overall direction, control and coordination using an off-scene Incident Command Post (ICP) or Area Command when needed to organize the community response to a disaster. The ICP, in turn, may coordinate operations with an Emergency Operations Center (EOC) or a Multi- agency Coordination Entity as appropriate. The City of Bellingham Emergency Services Director is responsible for designating the site of the ICP and defining City involvement in an EOC or Multi-agency Coordination Entity.

2. Each City department shall designate primary and alternate Department Operating Center (DOC) locations from which to establish direction and control of departmental activities during a disaster. Departments shall keep the ICP informed as to what has happened, what they can do about it, and what they need.

3. It is the policy of City of Bellingham Government to use 24-hour dispatch centers and other existing systems, such as telephone, Internet, telephone facsimiles, county radio frequencies, law enforcement teletype, text messaging, and amateur radio for the

dissemination of warning information. The Emergency Alerting System (EAS) may also be used.

4. It is the policy of City of Bellingham Government to endeavor to release timely and accurate emergency information to the public concerning emergency preparedness, response and recovery in a cooperative manner with the media. This should be coordinated with other jurisdictions as appropriate.

5. It is the policy of City of Bellingham that each City department recognize the need to coordinate emergency public information. This information shall be coordinated through Command in a timely manner, and only released by the PIO. Any releases prepared by City departments which quote or mention the Mayor or Policy Group shall be cleared with them before the PIO releases the information.

## SITUATION

Emergency/Disaster Conditions and Hazards: 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 should 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

<u>GENERAL</u>

1. Command, control, and coordination are conducted within the general framework shown in the Incident Command System Organizational Chart.

2. 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.

3. 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. An off-scene ICP 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 off-scene ICP as the scope of the incident broadens. The SOG's will identify recommended staffing and how the off-scene ICP will function at each phase.

ORGANIZATION

1. The City of Bellingham off-scene ICP will be organized and staffed according to the standards and practices of the National Incident Management System. The off-scene ICP provides direction, control, and support of on- scene activities, and as the site for coordination of complex multi-agency or multi-jurisdictional incidents. Incidents overwhelming the capabilities of the City ICP may transition to an Area Command organization.

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.

PROCEDURES

1. The City of Bellingham intends to use an Incident Command Structure in its ICPs to manage emergency operations. ICPs will be located in the field during routine and minor emergencies, but will likely be established off-scene during major emergencies and disasters. An off-scene ICP will activate according to the appropriate phase, and will communicate with any field command posts to provide strategic direction, coordinate resources and monitor the situation. Field command posts direct and coordinate the operations of disaster response units in the field.

2. 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.

3. City of Bellingham Off-Scene Incident Command Post:

   - Elected officials or appointed administrators may form policy groups or other mechanisms that provide policy direction to Incident Command.
   - Maintenance of the primary off-scene ICP in a readiness state is the responsibility of the Bellingham Fire Department and the Emergency Services Director.

ACTIVATION LEVELS

The following guidelines will be used for activation of ICPs:

**PHASE III (routine emergencies):** Simple notification, and/or response efforts coordinated by Bellingham Fire/Police/Public Works. On-scene ICP, no physical activation of off-scene facility.

**PHASE II (minor-major emergencies):** On-scene ICP perhaps with the support of one or more Department Operating Center. The Emergency Operation Center may be activated for major emergencies lasting more than one operational period or involving many other agencies.

**PHASE I (disasters):** The off-scene ICP may be fully activated as the central direction and control point for the incident. All appropriate agencies and organizations may be requested to provide representatives.

If the disaster overwhelms city capabilities or includes Whatcom County, City representatives will be sent to the County EOC or Multi-agency Coordination Entity to coordinate response efforts.

## INCIDENT COMMAND (UNIFIED COMMAND)

PRIMARY AGENCY

- The Primary Agency is based on 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.

## 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 OF THE LIAISON OFFICER

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.

## EMERGENCY PUBLIC INFORMATION AND WARNING

PRIMARY AGENCIES

- City of Bellingham Communication Group
- Bellingham Fire Department and Office of Emergency Management (OEM)
- Bellingham Police Department
- City departments involved in the emergency

SUPPORT AGENCIES

- Whatcom County Sheriff's Office Division of Emergency Management (DEM) and Communications Office.
- State of Washington Military Department Emergency Management Division (EMD).
- AlertSense
- Prospect Dispatch (Fire)
- What-Comm (Law)

CONCEPT OF OPERATIONS

1. The National Warning System (NAWAS) is the primary system used by the Federal Government to disseminate warnings. 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 warning points.
2. 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 the OEM for further distribution.
3. The NOAA weather radio system may also be used to disseminate specific warning or emergency information. It is limited, however, to those who use NOAA Weather Radio. It may be activated by OEM through the State EMD Duty Officer.
4. The AlertSense system may be used to notify citizens in an affected/ potentially affected area via text messaging and text to voice telephone calls. Further notification can be done by door-to-door contact, mobile loud speakers, sirens, or any other means available to on-scene agencies.
5. An appointed Emergency Public Information Officer (PIO) is the lead person for the coordination of emergency public information and media relations during an emergency.
6. During emergency situations the PIO, or his designees, report to the ICP to prepare and disseminate public information. The primary means to do this is by utilizing AlertSense

system, cob.org website, and by use of the Emergency Alert System (EAS). This information should also be disseminated to field forces so they know what information and guidance is being released to the public.

7. The City of Bellingham Mayor's Office is responsible for coordinating with and providing information to local, state and Congressional elected officials from Whatcom County.

8. 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. This facility would be in direct contact with the ICP and may include information officers from other departments or jurisdictions. The location of the JIC will be determined on a case-by-case basis.

9. Not all warning and emergency notification messages will reach the intended audiences due to disruptions in communication systems.

10. Members of the community with limited English proficiency and those with access and functional needs will have additional difficulties in receiving and understanding warning and emergency notification messages if special efforts are not made to reach them. Suggested guidance to first responders and emergency coordination center staff for communication with LEP populations is as follows:

    a) Communicating with Low/Limited English Proficiency (LEP) Populations:

    Communicating with LEP populations can sometimes be challenging, therefore, responders should be advised to speak slowly and clearly and try re-wording messages if/when individuals do not understand. 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. Ensuring good communication is one of the easiest ways to ensure safety.

    b) Communicating with the Deaf and Hard of Hearing (HOH):

    Responders communicating with the deaf and HOH should speak loudly and clearly, use a pen and paper and/or American Sign Language (ASL). It is tempting to tell them where to go and not explain the situation and/or assume they cannot be self-sufficient, but this leads to misunderstanding and fear. Additional effective modes of communication are enunciating so that an individual can read your lips and using calm and relevant (not panicky) 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.

11. Technological limitations may prevent communication with the general public, including those with limited English proficiency and those with access or functional needs.

RESPONSIBILITIES

1. Office of Emergency Management

   - Acts as the lead agency for the development and maintenance of City warning procedures
   - Develops and distributes emergency public information materials.

2. City Departments

   - Provide the emergency Public Information Officer with information concerning emergency activities.

3. Emergency Public Information Officer (PIO)

   - Coordinates contacts with the media and the release of emergency public information.

4. Whatcomm 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.

## 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.

## ICP SUPPORT

PRIMARY AGENCIES

- Office of Emergency Management
- Bellingham Fire Department

SECONDARY AGENCIES

- Bellingham Public Works
- Bellingham Police Department
- 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 of the ICP.
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 of the ICP. Responsibilities of ICP Support include:
    - Secure facilities for effective ICP operations.
    - Provide basic service needs for E.O.C. operations, including:
        - Security
        - Food/water
        - Adequate office supplies
        - Administrative coordination of the ICP personnel to ensure 24 hour coverage as needed
        - Message board service
        - Computer support and maintenance
        - Distribution of incident information within the ICP
        - Display and map plotting capabilities

# ANNEX 2 - OPERATIONS

## INTRODUCTION

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 procedures, supported by the detailed internal procedures developed by each of the participating agencies, encompass all 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 defines how external resources on a county, state or national level 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 Functions covered by this portion of the plan are:

   - Emergency Medical Services
   - Fire Services
   - Law Enforcement
   - Search and Rescue
   - Public Works and Engineering
   - Energy and Utilities
   - Public Health and Mortuary

## POLICIES

1. It is the policy of City of Bellingham and Whatcom County Government that a Disaster Medical Control Center (DMCC) be designated in Whatcom County to provide coordination in a disaster.

2. It is the policy of 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 an Mass Casualty event, 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.

3. It is the policy of City of Bellingham Government that a Mass Casualty Incident (MCI) may be declared by on scene responders to allow EMS personnel to follow established MCI operational guidelines without approval from the medial control physician.

4. It is the policy of City of Bellingham Government that heavy rescue operations be a team effort of law enforcement, fire services, volunteers, other agencies, and the private sector.

5. It is the policy of 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.

6. It is the policy of 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.)

## SITUATION

Emergency/Disaster Conditions and Hazards: 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 persons may overwhelm available EMS resources.

## PLANNING ASSUMPTIONS

1. The numbers of injured persons may exceed the capability of a local EMS provider to meet all emergency needs without coordinated outside assistance.

2. Mutual aid agreements are in place to identify how diverse agencies will coordinate their activities.

3. The Incident Command System/Incident Management System (ICS/NIMS) will be used as the resource management mechanism when outside assistance is requested.

## CONCEPT OF OPERATIONS

GENERAL

1. **Initial Response:** First response to major incidents will be done 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 on-scene activities.

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. Beyond which, extraordinary resources will be requested through Whatcom County DEM.

3. **Activation of the City of Bellingham off-scene Incident Command Post:** When conditions require activation of the off-scene ICP, central control and coordination by designated representatives of the response agencies may occur from that location.

ORGANIZATION

1. Incident Command System/Incident Management System (ICS/NIMS): Coordinated multi agency and multi-jurisdiction response will be organized according to the Incident Command System/Incident Management System (ICS/NIMS).

2. Operations Section: Command may create an Operations Section for the coordination of all response and mitigation activities. An Operations Section Chief may be identified, and functional Branches and/or Groups/Divisions will be set up as needed. These functional units within the Operations Section may 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)

3. Designated Agency Representatives: Functional units at the Command Post 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.

PROCEDURES

Each participating agency and organization will develop internal policies and procedures (Suggested Operating Guidelines, etc.) which define how they will carry out their assigned responsibilities in the event of a major emergency or disaster requiring activation of the City of Bellingham Comprehensive Emergency Management Plan (CEMP).

## 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 policy 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 extent practical. 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 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 county 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 persons.
    - 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.

## 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 as a result of a major incident, the provisions of the State Fire Mobilization Plan may be activated to add additional resources.

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.

## 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 off- scene ICP is activated, a Bellingham Police representative will report to the ICP 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 should have the capability of communication with law enforcement field units.
4. Supplemental law enforcement assistance may be requested through the ICP 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 off-scene ICP to coordinate law enforcement or organized volunteer operations.
    - Provides security to the City off-scene ICP during disaster operations.

- Assists with the dissemination of warnings to the public and evacuation.
- Assists with reporting to the ICP on conditions observed in the field.
- Provides communications support to the ICP as needed.
- Provides traffic and crowd control.

## SEARCH AND RESCUE

PRIMARY AGENCY

- Bellingham Police Department

SUPPORT AGENCIES

- Bellingham Fire Department
- Bellingham Public Works 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

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.

## PUBLIC WORKS AND ENGINEERING

PRIMARY AGENCY

- City of Bellingham Public Works Department

SUPPORT AGENCIES

- City of Bellingham Building Maintenance Division-Fleet and Facilities Administration
- City of Bellingham Planning Department/Building Services Division
- City of Bellingham Parks and Recreation Department

CONCEPT OF OPERATIONS

1. The Public Works Branch Director (preferably the Public Works Director or his designee) is the lead person responsible for the response coordination of public works and engineering functions. A Public Works Branch may be activated at the off-scene ICP located at the Public Works office on Pacific Street. When an ICP is activated at another location, the Director may send a liaison to that location. Other City departments may be contacted to provide personnel, equipment or technical advice.
2. The different shops for their respective areas should collect information concerning public works response activities and damage assessments. The shops then should relay appropriate information to the ICP.
3. Supplemental public works assistance may be requested through normal mutual aid channels or through the ICP. Assistance may be obtained from the private sector at cost as provided for by RCW 38.52.390.
4. The Bellingham Planning Department/Building Services Division is the lead agency for inspecting 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 persons with engineering expertise from the private sector. Prioritization of inspection efforts may be coordinated by the ICP.

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.
- 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 off-scene ICP facilities and support to sustain Command and Control functions for the duration of an emergency.

2. Parks and Recreation

- Provides light duty construction equipment, supplies and personnel.
- Provides for emergency repair or restoration of park facilities.
- Provide vehicles and transportation coordination and support.

## ENERGY AND UTILITIES

PRIMARY AGENCY

- City of Bellingham Public Works Department

SUPPORT AGENCIES

- Law Enforcement
- Fire Services
- Involved utilities

CONCEPT OF OPERATIONS

1. Contact with utility providers may be established by the liaison to the ICP to coordinate resources, establish priorities, assess and document damages and provide information to the public. Incident Command may initiate information programs to keep the public informed of utility status and any restrictions.
2. Utility providers may send a liaison to the ICP to facilitate coordination and may provide communications equipment to be in contact with field units.
3. 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.
4. Incident Command may advise public utilities operating in Bellingham of federal or state restrictions, or any emergency restrictions or operating policies established by City government.
5. 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.
6. In Bellingham, natural gas is distributed by major natural gas companies through common pipelines originating in Canada and other states.
7. The Logistics Section can contact suppliers and major oil companies to facilitate the delivery of adequate amounts of emergency petroleum fuel supplies.
8. There are numerous sewer and water utility providers in the county. Typically these agencies have cooperated well in mutual support during emergencies.
9. 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 first 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. We should anticipate a delay in restoration of telephone service in a major outage resulting from a disaster.

RESPONSIBILITIES

1. City of Bellingham Public Works Department

   - Maintains liaison and coordinates with utility and energy providers.
   - Coordinates with providers for compliance with any restrictions or limitations placed on utilities by the local, state or federal government.

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 when requested.

## 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. The 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 the 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 as a result of 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. 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).

## MASS CARE AND SHELTER

PRIMARY AGENCY

- Office of Emergency Management

SUPPORT AGENCIES

- American Red Cross
- Whatcom County Health Department

CONCEPT OF OPERATIONS

1. During a significant emergency or disaster, a representative from the American Red Cross will be requested to serve as a liaison in the off-scene Incident Command Post.

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. 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.

   a) 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.

   b) 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 regard to lack of staff, 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 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.

c) 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.

d) 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 be in charge of the evacuation of the jail as well as the supervision, transportation and relocation of inmates.

4. If other agencies are requested to set up shelters, their activities will be independent of the Red Cross shelters.

5. If other agencies are requested to set up shelters, their activities will be independent of the Red Cross shelters.

6. The Logistics Section, as requested, will provide support to the shelters.

RESPONSIBILITIES

1. Office of Emergency Management

- Responsible for overall coordination of mass care and sheltering.

2. American Red Cross

- Establishes, as requested and available, shelter sites.
- Coordinates directly with assisting agencies (schools, Salvation Army) to locate and supply shelters.
- Collects food, clothing, and bedding to assist disaster victims.
- Provides food services for incident management facilities and sites.
- Health Department monitors health and safety standards at the shelters

# ANNEX 3 PLANNING AND INFORMATION ANALYSIS

## PURPOSE

The purpose of planning and information analysis is to provide guidance for the documentation of disaster information and preparation of disaster reports.

## SCOPE

Applies to all incident information management, information analysis and damage assessment functions performed using this Plan and includes:

- The duties and functions of the Planning Section
- The duties and functions of the Situation Unit
- The duties and functions of the Resource Unit
- The duties and functions of the Documentation Unit
- Disaster analysis
- Damage assessment

## POLICIES

1. It is the policy of City of Bellingham Government that city departments report operational information and damages to the ICP.
2. Procedures may be developed with organizations such as the Whatcom Transit Authority or School Districts to utilize their communications capabilities to receive additional damage assessment information. The capabilities of the Amateur Radio community through the Radio Amateur Civil Emergency Services (RACES) is also a principal communications resource for information management.
3. It is the policy of the City of Bellingham Government 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.

## SITUATION

Emergency/Disaster Conditions and Hazards

- Emergency or disaster conditions, particularly where there has been a sudden onset, will present a complex and confusing overload of information.
- External help, should the need arise, is dependent upon information as to the true nature and scope of the incident.
- Early analysis of the complex flow of information into the ICP is essential to activating plans and procedures and prioritizing response.

## PLANNING ASSUMPTIONS

1. There are two primary types of damage assessment:

   **URGENT/IMMEDIATE:** Necessary for rapid assessment of conditions as a basis for prioritizing initial response and to determine the need for outside assistance.

   **DETAILED:** Documentation of the magnitude of damage for planning recovery activities, and as the basis for state and federal assistance requests.

2. Early reports may be fragmented and provide an inadequate picture of the extent and magnitude of damage.

3. There may be a shortage of qualified personnel to assess damage.

4. The primary source of detailed damage information is from the Bellingham Fire and Police Departments, Bellingham Planning Department, other city departments, public utilities, special purpose districts, critical facilities, and the American Red Cross.

## CONCEPT OF OPERATIONS

GENERAL

1. The Planning Section, when activated, is responsible for the centralized coordination of information collection, organization and analysis.

2. Information may be collected by damage assessment reports, dispatch, assigned field observers, citizen reports, spontaneous agency reports, as appropriate to gather data on the nature and scope of the event.

3. City departments should support the information management process with timely submission of damage assessment reports and other data as requested.

ORGANIZATION

A Planning Section in the ICP is responsible for coordination of disaster information management and damage assessment. See Part 3.05 below for details on the organization and responsibilities of the Planning Section.

PROCEDURES

1. Earthquake Damage to Structures: The Planning Department - Building Services Division is the lead agency for inspecting habitable structures within the City limits after a disaster to determine building safety. This may be a cooperative effort with persons with engineering expertise from other public and private sectors.

2. Hazard Mitigation Reports: If the President makes a Disaster Declaration, the Disaster Relief Act of 1974, Section 408, requires the creation of an Interagency Hazard Mitigation Team consisting of representatives from federal, state and local government. This Team documents mitigation needs, makes recommendations for action, and monitors progress of mitigation activities to reduce future impacts in the disaster area.

3. National Security/Radiological Reports: The federal government has procedures to report actions of the population and local government in response to national security situations or international hostilities. The Whatcom County Sheriff's DEM is responsible for collecting, documenting and transmitting these reports to the state.

## PLANNING SECTION

PRIMARY AGENCY

- Office of Emergency Management

SUPPORT AGENCIES

- Whatcom County DEM
- Whatcom County Fire Service Overhead Team
- Northwest Washington Incident Management Team
- City departments
- Whatcom Transit Authority
- Bellingham School District
- Department of Public Works
- American Red Cross

CONCEPT OF OPERATIONS

1. 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 as needed will establish functional units within the section.
2. Damage Assessment Reports will be provided to the ICP by all involved agencies and organizations upon request.
3. The Planning Section compiles and analyzes information from the field and from city command posts into Situation Reports (SITREPS).
4. Damage Assessment
    - As soon as possible after a disaster, information on public and private damages must be compiled to determine if federal assistance programs are needed. OEM 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).

RESPONSIBILITIES

1. Office of Emergency Management

   - Prepares local situation reports and collects damage assessment information for distribution to the State and Federal Government.
   - Coordinates the efforts of the Interagency Hazard Mitigation Team.

2. City Departments

   - Report information to the ICP.
   - 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 ICP as needed.
   - Report on specific occurrences or conditions as requested by the ICP.

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.

## SITUATION UNIT

PRIMARY AGENCY

- City of Bellingham Incident Command System

SUPPORT AGENCIES

- As required by the nature and scope of the incident

CONCEPT OF OPERATIONS

1. A Situation Unit may be established as needed by the Planning Section Chief.
2. The Situation Unit Leader is responsible for collecting and organizing incident status and situation information, and assembling damage assessment information.

RESPONSIBILITIES

1. Collect incident data at the earliest possible opportunity and continue for the duration of the incident.
2. Post data on ICP displays as required.
3. Provide photographic services including still and video information collection and historical records.
4. Provide mapping services.
5. Organize and coordinate collection of damage assessment.

## RESOURCE UNIT

PRIMARY AGENCY

- City of Bellingham Incident Command System

SUPPORT AGENCIES

- None

CONCEPT OF OPERATIONS

1. A Resource Unit may be established by the Planning Section Chief as needed.
2. Oversees check-in of all resources.
3. Applies a status keeping system indicating current location and status of all resources.

RESPONSIBILITIES

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

## DOCUMENTATION UNIT

PRIMARY AGENCY

- City of Bellingham Incident Command System

SUPPORT AGENCIES

- None

CONCEPT OF OPERATIONS

1. The Planning Section Chief as needed may establish a Documentation Unit.
2. Assists the Plans Section Chief in the assembly of damage assessment figures.
3. Assists in the preparation of reports.
4. Provides reports and duplicates to authorized requestors.
5. Prepares incident documents for Plans Section Chief when requested.
6. Organizes orderly and efficient transfer of incident records to appropriate City departments during and after the incident.

RESPONSIBILITIES

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

# ANNEX 4 – LOGISTICS AND RESOURCE SUPPORT

## PURPOSE

To provide guidance for the emergency acquisition, staging, distribution, conservation and use of essential resources.

## SCOPE

The functions of Logistics and Resource Support that are covered in this portion of the plan are:

- The acquisition of essential resources
- Coordination of transportation
- Bulk food and water supplies
- Mass care and shelter
- Coordination of volunteer and religious organizations
- Emergency communications coordination
- Provisions for military support to civil authorities

## POLICIES

1. It is the policy of City of Bellingham Government that the Mayor may convene advisory groups of public and private sector representatives to coordinate and manage the emergency use of community resources. They will coordinate with County, State, and Federal agencies as necessary.
2. It is the policy of City of Bellingham Government that the Mayor may invoke temporary controls on local resources and determine priorities when a local State of Emergency is proclaimed. These may include fuel, food, shelter and other resources necessary for human needs. Any controls established will be in coordination with Whatcom County and other cities and towns in Whatcom County. The Public Information Officer (PIO) shall coordinate with the Whatcom County for disseminating information concerning any emergency measures, voluntary controls or rationing.
3. After a major disaster, the free market economy and normal distribution, transportation, warehousing and retail systems will be encouraged and maintained to the maximum extent possible. If a disaster causes a shortage of essential resources, the City of Bellingham will try to cooperate with local jurisdictions in Whatcom County and the State in encouraging voluntary controls, and to enforce mandatory controls when necessary.
4. It is the policy of the City of Bellingham Government that political subdivisions and public transportation authorities are responsible for restoring transportation systems under their control. Priorities may be coordinated by the City of Bellingham Incident Command System.

5. It is the policy of the City of Bellingham Government that purveyors of potable water are responsible for their own plans to supply their customers with potable water should their systems fail. Citizens are advised to prepare their own emergency water supplies.

6. It is the policy of the City of Bellingham Government to coordinate with major food distributors, grain storage facilities and other elements of the food industry to establish an emergency distribution system if a disaster disrupts the normal distribution process.

7. It is the policy of the City of Bellingham Government to work with local churches in the Bellingham area to meet any special religious needs which arise as a result of a disaster.

8. It is the policy of the City of Bellingham Government that the Whatcom County Support Officer Program be used for providing and coordinating on-scene counseling and support to emergency volunteer workers and victims of a disaster. Outside agencies or persons who offer to assist in this area will be referred to, screened and coordinated by Support Officer members. The Program may establish a liaison in the ICP during disaster operations.

9. It is the policy of the City of Bellingham Government to use normal communications systems as much as possible during a disaster. Some day-to-day frequencies may be used for special emergency needs.

10. It is the policy of the City of Bellingham Government to coordinate with responding military units during disaster operations by establishing a military liaison at the ICP or, during larger scale events, coordinating with the military at the County EOC or Multi-agency Coordination Entity.

## SITUATION

Emergency/Disaster Conditions and Hazards: An emergency or disaster may occur which seriously disrupts the normal sources of supply of food, water and essential goods and services.

## PLANNING ASSUMPTIONS

1. The City of Bellingham and/or Whatcom County and the participating political subdivisions may not have all of the resources necessary to combat the effects of an emergency or disaster. There are most certainly resource gaps which may or may not be pre-identified. While pre-identification of resource gaps is an important part of planning and preparedness, this is a capability our jurisdiction has not been able to meet due to shortage of adequate staffing in the Bellingham Office of Emergency Management. With additional staff, our jurisdiction could better plan for how to overcome resource gaps.

2. Weather conditions, damage to transportation routes, damage to distribution facilities, and other factors may affect the availability and distribution of essential supplies and equipment.

3. Not all resource support needs are guaranteed, and prioritization of scarce resources may be necessary.

4. After a major disaster, resources may arrive that were not requested. Information should be disseminated to send these resources to appropriate staging areas for registering, inventorying, assignment and distribution.

5. While NIMS and FEMA require jurisdictions to maintain a list of NIMS-typed resources, this is an unfunded mandate. The process of both typing resources and the routine maintenance of such an inventory is a burden on limited staff. As the Bellingham Office of Emergency Management is constricted to 1.0 FTE personnel, this is a capability we are not able to meet and a service we are unable to conduct.

6. While NIMS requires jurisdictions to establish a credentialing system (of personnel, contractors, etc.), this is an unfunded mandate. The process of credentialing personnel, volunteers, contractors, etc., as well as the routine maintenance of such an inventory, is an extreme burden on limited staff resources. As the Bellingham Office of Emergency Management is constricted to 1.0 FTE personnel, this is a capability we are not able to meet and a service we are unable to conduct.

## CONCEPT OF OPERATIONS

GENERAL

1. It is the responsibility of various City of Bellingham departments to develop appropriate contacts to facilitate the emergency use of resources. Resource lists and contacts are maintained by the Bellingham Fire/Police/Public Works Departments.

2. The U.S. Department of Agriculture (USDA) is responsible for the distribution of the nation's food supply and the preservation of agricultural resources in a national emergency.

3. The City of Bellingham will consider the special needs of victims in a disaster through liaison with the Whatcom County Community Organizations Active in Disaster (COAD) group. Using a resource database, COAD can access local churches, businesses, labor and volunteer organizations in the community, to arrange services in many areas including information and referral, counseling, spiritual guidance, health and pre-planned use of mass care facilities.

4. The City of Bellingham should coordinate with Whatcom County to facilitate procurement of needed resources.

ORGANIZATION

1. A Logistics Section may be established at the ICP to centrally coordinate the acquisition and distribution of essential resources including supplies and equipment, transportation, fuel, food and water, mass care and shelter of displaced persons, volunteer services and otherwise as required. In a widespread event, this function may take place at the County EOC or Multi- agency Coordination Entity.

2. Functional units may be established within the Logistics Section to coordinate specific resource and services needs.

3. The resources and services of private sector relief organizations, including the American Red Cross and Salvation Army and others, may be used to augment local government efforts in the care and shelter of persons impacted by the emergency or disaster.

PROCEDURES

The Public Works Department is the lead agency for coordinating emergency purchases. The Finance Department is the lead agency in coordinating payment for emergency purchases. This may be done from the ICP. If funds are not available, purchases shall be made in accordance with emergency purchasing policies.

## RESOURCE MANAGEMENT

PRIMARY AGENCY

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

SUPPORT AGENCIES

- 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

CONCEPT OF OPERATIONS

1. A Logistics Section may be established to coordinate logistics and resource support during an emergency or disaster situation.
2. The Logistics Section is responsible for coordination of facilities, services, and material in support of the needs of the emergency response and recovery effort.
3. 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.

RESPONSIBILITIES

1. Director of Emergency Services or Incident Command
    - Coordinates with public and private sector for maintaining resources information.
    - Develops specific resource lists as required
    - Identifies resource shortages and support requirements for operations during an emergency.
    - Staffs the Logistics Section and coordinates Logistics activities.
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 support when available.

4. Finance Department

   - Coordinates emergency procurement and purchase of emergency supplies and equipment.

5. City Departments

   - Develop appropriate resource lists for inclusion in department SOP's.

6. Mayor

   - Convenes advisory groups with representatives of the various private and public sector essential resource agencies.

7. WCDEM

   - Maintains extensive resource lists and assists in procurement of needed resources through the city Incident Command Post.

## TRANSPORTATION

PRIMARY AGENCY

- Whatcom Unified Emergency Coordination Center

SUPPORT AGENCIES

- Bellingham Public Works
- Bellingham School District
- Whatcom Transportation Authority

CONCEPT OF OPERATIONS

1. A Transportation Unit may be designated in the Logistics Section to coordinate transportation resources. It maintains a liaison with such groups as the National Defense Transportation Association (NDTA), coordinate with the Public Works Department concerning emergency routes, and assist with other appropriate transportation functions.
2. Transportation resources may be obtained from City and County departments, the private sector and from other local political subdivisions. School buses may be acquired for emergency use in coordination with the Bellingham School District and/or private bus contractors.
3. 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 the Director of Emergency Services or the Incident Command Post.
4. 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 to coordinate the distribution of food supplies
   - Appoints a Transportation Coordinator (most likely the Public Works Fleet Manager).
2. Bellingham Public Works Department
   - Acts as a lead agency for the damage assessment of roads and transportation assets.
3. Bellingham School District

- Provide buses on a temporary basis (RCW 28A.24.170 )

4. WTA

- Provide buses and qualified drivers as available.

## FOOD AND WATER

PRIMARY AGENCY

- Finance Department

SUPPORT AGENCIES

- American Red Cross
- Salvation Army
- Whatcom County Health and Human Services
- Cooperative Extension
- Whatcom County Sheriff's Office Division of Emergency Management

CONCEPT OF OPERATIONS

1. A Food and Water Unit may be established by the Logistics 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 and Salvation Army will be used to provide prepared food to emergency workers and disaster victims.

RESPONSIBILITIES

1. Mayor
   - Convenes advisory groups with representatives of the various private and public sector 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. Finance Department
   - Acts as lead agency for the procurement of emergency food supplies.
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. City Incident Command Post

- 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.

## MASS CARE AND SHELTER

PRIMARY AGENCY

- American Red Cross

SUPPORT AGENCIES

- Salvation Army
- Whatcom County Health and Human Services
- Bellingham/Whatcom County Humane Society (Animal Services)
- Security Specialists Plus
- Bellingham Parks Department
- Support Officer Program
- FEMA

CONCEPT OF OPERATIONS

1. Initial response activities will focus on meeting urgent needs of impacted persons on a mass care basis with available resources.
2. The City of Bellingham maintains a directory of shelters identified by the American Red Cross or designated by the City for shelter use.
3. Shelter facilities will receive priority consideration for structural inspections to ensure the safety of occupants.
4. 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.
5. The city recognizes the special needs of children, particularly as they related to issues of safety and welfare in the shelter setting and the need for swift reunification with families.
6. 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 with some assistance from volunteers, to assist with personal and/or medical care.
7. Shelters shall accommodate service animals that accompany persons with access or functional needs.
8. 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 accorded to all others, regardless of the venue in which they are sheltered.

9. All persons involved in the direct provision of disaster case management services shall be subject to criminal history background checks and verification of appropriate training.

10. Persons requiring acute or skilled medical care cannot be accommodated in a general population shelter and shall be sheltered in a medical shelter.

11. Mass care may occur during and immediately after an emergency/disaster until individual services can be provided.

12. The American Red Cross is the primary resource for mass care activities in accordance with national, state and local agreements.

RESPONSIBILITIES

1. Incident Command Post:

   - Coordinates the activities of local relief agencies assisting in the provision of emergency mass care.
   - Informs WCSO DEM of the need for shelter activation, areas to be evacuated and other information necessary for implementation of the mass care system.

2. American Red Cross:

   - Undertakes relief activities, including mass care.
   - Identifies community shelter sites, and maintain the necessary agreements for their expedient use.
   - Opens, staffs, and funds reception centers, shelters and mass feeding stations as needed.

3. Salvation Army

   - Assists the American Red Cross in the provision of mass care and shelter services in accordance with agreements.

4. Whatcom County Health and Human Services

   - Provides for coordination of health and sanitation inspection at mass care facilities.

5. 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.

6. Parks and Recreation

- Identifies city properties that can serve as temporary mass care tent sites and other care facilities.

7. Support Officer Program

- Provides liaison services between the BEOC and various victim assistance agencies to address community mental health and critical incident stress needs.

8. FEMA

- FEMA (the Federal Emergency Management Agency) 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.

## VOLUNTEER AFFAIRS

PRIMARY AGENCY

- Incident Command Post

SUPPORT AGENCIES

- Whatcom Volunteer Center
- Whatcom County Sheriff's Office Division of Emergency Management
- City Departments

POLICIES

1. All volunteer workers must be registered with the State as Emergency Workers per WAC 118.
2. It is the policy of the City of Bellingham Government that emergency workers are advised to carry personal insurance on themselves, vehicles, and equipment.

CONCEPT OF OPERATIONS

1. A Volunteer Affairs Unit may be established within the Logistics Section for the coordination of spontaneous volunteers.
2. The Volunteer Affairs Unit will coordinate supply and demand of volunteers with the intake site(s) managed by the Volunteer Center.
3. In large emergencies/disasters, this function will be coordinated through the EOC or MAC entity.

RESPONSIBILITIES

1. Whatcom Volunteer Center
   - Performs intake and registration of emergency workers in accordance with WAC 118-04.
2. 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.

## EMERGENCY COMMUNICATIONS COORDINATION

PRIMARY AGENCY

- City of Bellingham Fire Department

SUPPORT AGENCIES

- Information Technology Services Department What-Comm/Bellingham Police Department
- Prospect/Bellingham Fire Department
- Public Works Transportation and Communications Division
- Radio Amateur Civil Emergency Service (RACES) and Amateur Radio Emergency Service (ARES)

CONCEPT OF OPERATIONS

1. The off-scene Incident Command Post has a limited range of emergency communications capabilities. Systems are available for communication with local and state response and recovery agencies. A complete listing of current operational frequencies and communications capabilities is located in the Prospect Fire/EMS Dispatch Center.
2. Not all warning and emergency notification messages will reach the intended audiences due to disruptions in communication systems.
3. Members of the community with limited English proficiency and those with access and functional needs will have additional difficulties in receiving and understanding warning and emergency notification messages if special efforts are not made to reach them.
4. Technological limitations may prevent communication with the general public, including those with limited English proficiency and those with access or functional needs.

RESPONSIBILITIES

1. Bellingham Fire Department
   - Plans and coordinates emergency communications.
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 (IM)).
3. What-Comm Dispatch Center
   - Develops procedures for emergency restoration of communications.

4. Public Works

- Provides repair and maintenance of radio system infrastructure.

5. RACES/ARES

- Provides emergency messaging in addition to, or in replacement of, regular radio communications systems.

## MILITARY SUPPORT TO CIVIL AUTHORITIES

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.

# ANNEX 5 – FINANCE AND ADMINISTRATION INTRODUCTION

## PURPOSE

This section of the plan defines how the fiscal and administrative functions will be carried out 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.

## POLICIES

1. It is the policy of City of Bellingham Government that city departments designate personnel to be responsible for documentation of disaster operations and expenditures. Emergency expenditures will be incurred in accordance with existing city emergency purchasing. City Council action may be required if expenditures need to exceed appropriated funding levels.
2. It is the policy of the City of Bellingham Government that if the normal approval process for emergency expenditures cannot take place because of the circumstances of a disaster, approval may be made by the Mayor, or the Director of Emergency Services. If at all possible, emergency expenditures should be coordinated with the City Finance Director.
3. It is the policy of the City of Bellingham that 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.

## 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.

## PLANNING ASSUMPTIONS

1. 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.
2. 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.
3. Qualification for federal disaster assistance, should conditions warrant, may depend upon accurate records which clearly separate disaster operational expenditures from day to day expenditures.

4. 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.

## CONCEPT OF OPERATIONS

General

The Finance/Admin Section within the Incident Command Post 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.

The City of Bellingham may incur disaster related obligations and expenditures per the provisions or RCW 38.52.070(2) - " . . . 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."

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

Organization

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.

Procedures

1. 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.

2. 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.

## EMERGENCY FISCAL MANAGEMENT

PRIMARY AGENCY

- Bellingham Finance Director

SUPPORT AGENCIES

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

CONCEPT OF OPERATIONS

1. The City of Bellingham Finance Department is the lead department in coordinating emergency fiscal management, and will;
    - Assist the departments in applying for grants, as needed.
    - Assist Public Works Purchasing to review emergency procurement contracts and acquisitions.
    - Assist the Risk Management Officer in damage assessment.
    - Assist Human Resources, Legal and Whatcom County Emergency Management as needed.
2. The City of Bellingham Finance Department is responsible to see that a financial record keeping system be established that is accurate, easily initiated and mobile.
3. The City of Bellingham Finance Department is responsible for tracking all costs associated with a disaster situation.
4. The City of Bellingham Finance Department is responsible for establishing a Job Cost system with the appropriate accounts in the appropriate funds.
5. The City of Bellingham Finance Department is responsible for establishing procedures to provide projected or anticipated costs during emergencies and disasters.
6. The City of Bellingham Finance Department is responsible for establishing procedures for the reimbursement process when mutual aid agreements are activated.

RESPONSIBILITIES

1. City Council

   - Appropriates funds to meet disaster expenditure needs.

2. Mayor, Finance Director:

   - Provides guidance for documenting disaster-related purchases and expenditures.
   - 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.

3. 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 inquires and claims.

4. 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.

5. Legal Department:

   - Provides legal advice to city departments concerning emergency administrative procedures.

6. 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 the Incident Command Post.
   - 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.

7. 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.

8. 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 at the Whatcom Unified ECC but does require input from City departments. The County solicits information about individual losses from people 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 then compiles data from all impacted counties into a consolidated disaster declaration request package for an Individual Assistance declaration. Bellingham is automatically included should FEMA recommend and the President sign an Individual Assistance Declaration for the County as a whole.

# ANNEX 6—HAZARDOUS MATERIALS

PRIMARY AGENCY

- Bellingham Fire Department

SUPPORT AGENCIES

- Specialized Emergency Response Program (SERP) Hazardous Materials Response Team
- Washington State Patrol
- 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 (Short title: Hazmat Plan) (published separately). The HazMat plan is an addendum to this plan is included herein by reference.
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.

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 Hazmat Plan.
2. The Whatcom (Unified) Local Emergency Planning Committee (LEPC) has designated the 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)

# ANNEX 7 – EVACUATION AND MOVEMENT

PRIMARY AGENCY

- Bellingham Police Department

SUPPORT AGENCIES

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

CONCEPT OF OPERATIONS

1. Evacuation may be requested by the following, depending upon the circumstances:
    - Mayor
    - Police Chief
    - Fire Chief
    - Senior law enforcement or fire services officer at the scene of an emergency
    - Designated Hazardous Materials Incident Commander
2. Direction and control of evacuation is exercised primarily on scene. Mechanical considerations of evacuation are outlined in this and other annexes. Social processes and economic consequences should also be considered. A local Proclamation of Emergency may be considered to ease implementation and enforcement of the evacuation process.
3. Research has shown that there are incentives to evacuation, which may be considered to encourage people to leave. These include the following:
    - 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 situation;
    - Provide for emergency transportation, if needed;
    - Reduce family separation anxiety, if possible;

- Make provisions for pets, and,
- Provide information as to what exactly is expected of the citizens in the threatened area.

4. If evacuation is needed in the city, the request may be made by the Director of Emergency Services. Responsible officials on-scene will need to provide the Director with the nature of the threat, size of the area needing evacuation, and expected duration. The Director may consider the request, and if appropriate, request and coordinate such evacuation.

5. Provisions for evacuation of special populations, pick-up points for people without private transportation, support to evacuees, referral for relatives, or re-entry into evacuated area will be handled on a case-by-case basis with other agencies involved in an evacuation.

6. Consideration should be given to the sheltering and eventual return of the citizens. Continued information to evacuated citizens on the status of the threat, accountability of family members, reassurance of security and accurate information on the duration of the evacuation should be considered.

7. This Annex provides guidance for any evacuation, including those covered under the scope of Title III of the Superfund Amendments and Reauthorization Act of 1986. The evacuation planning requirements of that Act are also covered in individual agency procedures. Specific evacuation planning information for individual facilities is published separately in the procedures developed by each facility.

# ANNEX 8 - CONTINUITY OF GOVERNMENT

PURPOSE

To provide guidance for continued operations of the City of Bellingham and preservation of essential records.

CONCEPT OF OPERATIONS

1. RCW Title 35A, Optional Municipal Code, provides filling of vacant elective offices by the Bellingham City Council.
2. 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.

SUCCESSION OF AUTHORITY FOR CITY GOVERNMENT

1. The director of each department shall designate a line of succession for their departments and divisions.
2. The director of each department shall ensure that each individual designated in the department line of succession is aware of the responsibilities of the position, department operating procedures, and the operational policies and responsibilities of the City Comprehensive Emergency Management Plan.
3. 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.

PROTECTION OF ESSENTIAL RECORDS

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.

RELOCATION OF THE SEAT OF GOVERNMENT IN AN EMERGENCY

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.

RESPONSIBILITIES

1. City Council

   - Fills vacancies in elected offices as provided by RCW 35A.
   - Determines alternate locations for the day-to-day operation of Bellingham government when usual, customary locations are not acceptable.

2. Mayor

   - Works with City Council in filling vacancies of appointed officials as provided by RCW 35A.
   - Determines, along with the City Council, appropriate alternate locations for day-to-day operation of local government when usual, customary locations are not acceptable.

3. Director of Emergency Services

   - Provides for the overall continuity of city operations in the event of a disaster or emergency.

4. Finance Director

   - Provides guidance and direction to city departments in identifying and preserving essential city records. Performs this task in cooperation with the City Records Officer (Judicial/Support Services Manager).
   - Tracks costs associated with disaster events.

5. City Departments

   - Provides for the continuity of operations.
   - Assists in identifying and preserving essential city records.
   - Ensures the protection of computer hardware, software, data and telecommunications.
   - Designates department lines of succession and ensures designated individuals are aware of the responsibilities of the position, department operating procedures and operational policies and responsibilities of this plan.

# ANNEX 9 - ANIMAL CARE

PRIMARY AGENCY

- Whatcom County Humane Society
- WSU Cooperative Extension

SUPPORT AGENCIES

- Office of Emergency Management
- American Red Cross
- Salvation Army
- Sardis Wildlife Center

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 ICP.
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.