

## **Basic Plan**

---

### **I. Purpose, Scope, Situations, and Assumptions**

#### **A. Purpose**

This plan will describe how the PCEMA will engage its collective resources to administer a comprehensive emergency management program. The goals of this program are six-fold:

1. To encourage coordinated mitigation of the effects of emergencies or disasters through the use of various means including, but not limited to prevention through land use and building code authority, property protection through acquisition and/or retrofits, public awareness and education, natural resource protection, emergency services such as warning systems, and structural mitigation projects.
2. To develop an increased level of community engagement, involvement, and preparedness between the whole community, public agencies, businesses, and residents. A primary goal is to educate all segments of the population to plan to sustain themselves for a minimum of 72 hours (three days) in order to cope with the effects of an emergency or disaster when an event overwhelms the public safety response system.
3. To promote the development of plans, training, and exercises to prepare public officials and the representatives of other organizations to perform emergency management duties.
4. To coordinate governmental response efforts in order to maximize efficiency, reduce duplication of effort, and to minimize the adverse effects of a disaster or emergency on Pacific County community, property, economy, and environment.
5. To coordinate governmental and non-governmental response efforts in regard to maintenance and restoration of public services that may be interrupted as a result of a catastrophic event.
6. To establish the emergency support functions and other responsibilities, of and between local, county, state, federal, and public and private sector organizations as a basis for a comprehensive emergency management program.

B. Scope

1. The Pacific County Comprehensive Emergency Management Plan (CEMP) is an all-hazards plan, meaning that the functions of mitigation, preparedness, response, and recovery are not sequential but overlapping in nature, and in addition, that this plan provides an efficient and effective basis for dealing with a variety of hazards and disasters. The PCEMA does not attempt to create a plan for every conceivable type of disaster.
2. The Pacific County CEMP is a framework for the cooperative administration of, and response to, disasters and emergencies likely to occur in Pacific County, and the cities of Ilwaco, Long Beach, Raymond, and South Bend. The scope of the agency is county-wide in a coordination and advisory capacity to the Pacific County Emergency Management Agency Council, the County Commissioners, the Sheriff and the City Mayors.
3. The PCEMA is a multi-jurisdictional agency with an Emergency Management Council (EMC) comprised of three County Commissioners, the Sheriff, and four Mayors as the governing body. The PCEMA Director is guided by and responsible to the Pacific County Sheriff. Under the supervision of the Director, the Deputy Director is responsible for managing and coordinating the county's emergency management activities.
4. This plan applies to all governmental entities of Pacific County who are signatories to the plan, as well as Pacific County government. It provides a foundation for:
  - a. Establishing mutual understanding among government and non-government agencies, the business community, volunteers, and the public.
  - b. Utilizing government and private sector resources efficiently and effectively.
  - c. Coordinating with the emergency management plans and programs of the federal government, the State of Washington, emergency response jurisdictions within the County, and surrounding jurisdictions.
  - d. Identifying disaster response capabilities and gaps.

- e. Identifying and encouraging the implementation of hazard mitigation strategies.
- f. Training and educating the public, the business community, volunteers, and government.
- g. Encouraging citizen self-sufficiency and personal responsibility.

### C. Organization

1. Washington State RCW 38.52 directs each political subdivision of this state to establish an emergency management organization, and provides for the formation of a multi-jurisdictional agency. The PCEMA provides coordinated emergency management throughout the county and its incorporated and unincorporated areas under the Pacific County Interlocal Agreement for Emergency Management Services, dated September 2008 and signed by Pacific County, and the cities of Ilwaco, Long Beach, Raymond and South Bend. The director of the agency is charged with the responsibility of coordinating disaster mitigation, preparedness, response, and recovery efforts in the county and signatory municipalities, under the direction of the Sheriff.
2. The Board of County Commissioners (BOCC), the Sheriff, and the Mayors shall direct and control emergency management activities within their respective jurisdictions.

Per Homeland Security Presidential Directive (HSPD)-5, Management of Domestic Incidents, the Department of Homeland Security (DHS) has developed the National Incident Management System (NIMS) for the purpose of unifying all responders' efforts during disasters regardless of cause, size, or complexity. Additionally, the DHS has directed all Federal, State, Territorial, Tribal and local entities involved in emergency response to adopt NIMS and to adopt the basic tenets of the Incident Command System (ICS) as a condition for receiving Federal preparedness assistance.

The Pacific County Comprehensive Emergency Management Plan (CEMP) uses NIMS for policy and operational coordination for incident management. Consistent with the model provided in the National Response Framework (NRF) and NIMS, the CEMP can be partially or fully implemented in the context of a threat, or anticipation of or response to a significant incident or event. Selective implementation through the activation of one or more of the Emergency Support Functions (ESFs) or Annexes allows maximum flexibility in responding to and recovering from an incident, meeting the unique operational and information-sharing requirements of the situation at hand, and enabling effective interaction between various county and non-county entities. This plan will facilitate restoration of basic county government operations and services following an emergency or disaster.

D. RCW 38.52

RCW 38.52 directs the creation of the Washington State Military Department, Emergency Management Division (WSEMD), with a director who is responsible for carrying out the mitigation, preparedness, response, and recovery programs for emergency management, and as such shall coordinate the activities of all emergency management organizations within the state. The governor, in the event of a disaster that goes beyond the scope of the PCEMA, may assume direct operational control.

## **II. Situation Overview**

### A. Hazard Analysis Summary

#### Pacific County Status

1. Pacific County is located in the southwest corner of Washington State and covers 925 square miles of land. The interior majority portion is comprised of rugged terrain and productive coniferous forest land. Terrain varies from sea level to 2,900 feet in the Willapa Hills. Steep gradients and deep canyons cover most of the county. To the south, Pacific County is bordered by eighteen miles of the Columbia River, a major water transportation route. Willapa Bay is an inlet of the Pacific Ocean along the west edge of Pacific County.
2. Geology is a critical element to emergency planning as many of the soils are proven to be subject to liquefaction and subsidence. Agricultural areas are found in the eastern portion of the county and cranberry bogs in the beach areas.
3. Pacific County buildings and lifeline systems range in age from the late 1800's to the present. The vast majority of the homes are wood frame, with a large percentage being built in the early 1900's. Unreinforced masonry buildings commonly exist such as the County Courthouse.
4. Three two-lane vehicular transportation routes exist in Pacific County. Washington State Highway 101 runs north and south across the entire length of the county and Washington State Highways 4 and 6 travel east and west across the width of Pacific County. Washington State Department of Transportation maintains the highways and the numerous bridges that span small rivers feeding Willapa Bay. Highway 101 crosses the Columbia River over a span of 4.4 miles via the Astoria-Megler Bridge.

5. Logging, fishing and shellfish farming make up the largest year round industry with tourism, government, and tribal and non-tribal service operations being significant economic factors. These industries and governmental agencies are the largest employers.
6. The climate of Pacific County is mild with temperatures ranging from 17 degrees to 94 degrees. The daily average temperature ranges from 40 degrees as a low to 62 degrees as a high. Average yearly rainfall ranges from 87” to 97” in the Willapa Valley and up to 127” in the Chinook Valley. Winds as high as 140 mph have been recorded in the winter with recent years experiencing winds of 80+ miles per hour. Snowfall is not of great significance in Pacific County, with only rare occurrences of notable accumulations.
7. The four incorporated cities in Pacific County are Ilwaco, Long Beach, Raymond, and South Bend. Each is governed by a mayor and council. The executive head of each is the mayor and each council elects a Mayor Pro-Tem who presides in the absence of the Mayor.
8. The population living in incorporated areas totals nearly 7,400 residents out of 21,100 county-wide (based on 2014 Washington State Office of Financial Management forecasts). Population centers are geographically divided by Willapa Bay with an estimated 51% living in the Naselle and Long Beach Peninsula areas and along the Columbia River. To the north, South Bend, Raymond, and Willapa Valley account for the remaining 49% of the population (based on 2010 census figures). During the months of May through September the population on the Long Beach Peninsula surges with beach visitors, particularly on weekends when estimates have reached as high as 100,000, creating a challenge in addressing emergency management issues based on vast population fluctuations.
9. Over 24% of the population is over the age of 65 and 11% speak foreign languages, predominately Spanish. These factors create some needs in notification, warning, evacuation, and sheltering. Public education also must have tailored adaptations to reach a diverse audience.
10. The unincorporated areas which contain the largest portion of the population are governed by the BOCC. There are three political districts, each of which elects a representative to the county commission.

11. The Pacific County EMC, governing council of the PCEMA, is comprised of the three county commissioners, the Sheriff, and four mayors, each having one vote.
12. The Pacific County Interlocal Agreement for Emergency Management Services delegates emergency management authority to the Pacific County Sheriff (“Sheriff”). The appointment of the Director and any additional PCEMA staff is subject to confirmation by a majority vote of the Council. Individuals appointed by the Sheriff and confirmed by the Council will be deemed to be employees of the Pacific County Sheriff’s Office.
13. Considering Pacific County’s environment, stage of development, and geographic location, the county is vulnerable to a number of hazards which have the potential to disrupt both the incorporated and unincorporated areas. As it is not possible to predict the onset of any disasterous event, their probability can be predicated on historical record. Research, documented in the Pacific County Hazard Identification and Vulnerability Analysis (HIVA), ranks hazards by historical incidence as follows: hazardous materials, flood, storms/severe weather, snow storm, tsunami, landslide, earthquake, and volcano. Several of these hazards can trigger the occurance of one or more resulting events.

A. Capability Assessment

1. The PCEMA will make every reasonable effort to respond in the event of an emergency or disaster. However, city, county, and jurisdictional emergency response resources and systems may be overwhelmed and response may be delayed. For this reason residents, governmental agencies, businesses, and other organizations are encouraged to develop internal emergency response, continuity of operations and continuity of government plans, and prepare to be self-sufficient for a minimum of three days.
2. The responsibilities outlined in the plan will be fulfilled only if the situation, information exchange, extent of agency capabilities, and resources are available at the time.
3. There is no guarantee implied by this plan that a coordinated response to emergency or disaster incidents will be practical or possible. In addition, operations may vary from the plan depending on the resources available following an emergency or disaster. For planning purposes, the following priorities are established:

- a. Protection of human life and public health.
- b. Protection of public property and critical infrastructure.
- c. Protection of the environment.

**B. Planning Assumptions**

- 1. Some emergencies or disasters will occur with enough warning that appropriate notification will be issued to ensure some level of preparation. Other situations will occur with no advance warning. Plan to prepare for the worst case scenario.
- 2. The PCEMA will strive to coordinate all emergency resource requests during a major emergency, disaster, or catastrophic event. However, the agency may be hindered by the situation.
- 3. Citizens, businesses, public agencies, and industry should be prepared to utilize their plans, procedures and resources in order to provide for themselves for at least the first three days of a major emergency or disaster.
- 4. An emergency or disaster may overwhelm all municipal governmental, and non-governmental systems in Pacific County. Pacific County may require state and/or federal assistance.
- 5. The PCEMA will comply with Chapter 38.52 RCW, and Chapter 118.30 WAC, and as a minimum will plan to:
  - a. Establish procedures to ensure continuity of emergency management services.
  - b. Maintain a formal emergency management organization with facilities, promulgated by appropriate local ordinance.
  - c. Prepare plans and procedures and maintain a CEMP
  - d. Communicate with the state EOC on the status of response and recovery activities during or following any emergency or disaster.
  - e. Advise consideration of County/City emergency proclamations and request state assistance when deemed appropriate.

- i. Cities and county agencies are advised to have their own internal emergency plans and procedures which will enable them to:
  1. Continue/resume their functions to ensure continuity of government during or immediately following an emergency or disaster.
  2. Support the PCEMA by staffing the EOC as an assigned responsibility, as listed in the ESFs.
  3. Provide reports to the PCEMA including the following information:
    - a. Their ability to accomplish their functional role during an emergency or disaster.
    - b. Proclamations of Emergency, as appropriate.
    - c. Situation reports.
    - d. Requests for assistance.