

**SUPPORT ANNEX A**

**Direction and Control**

**ANNEX COORDINATOR:**

Emergency Management

**JOINT PRIMARY AGENCY:**

Board of County Commissioners

Fire Agencies

Sheriff's Office

**SUPPORT AGENCY:**

Prosecuting Attorney

Public Health and Social Services

TCOMM 9-1-1

**I. INTRODUCTION**

A. Purpose

To provide for the effective direction and control of Thurston County emergency management activities undertaken with the Thurston County Comprehensive Emergency Management Plan (CEMP).

B. Scope

This support annex provides the direction and control for emergency management activities under the CEMP throughout all phases of emergency management (Preparedness, Mitigation, Response and Recovery). Activities within the scope of this annex include:

1. Continuity of county government and preservation of records
2. Coordination with local, state, and federal emergency management officials.
3. Declaration of local emergency.

**II. POLICIES**

A. Thurston County Board of Commissioners extend the provisions of RCW 42.14 (Continuity of Government Act) for the continuation of local government due to unavailability of a quorum in the event of enemy attack to include unavailability as the result of an emergency or disaster.

- B. Thurston County will coordinate its activities with those of the cities, towns, tribal governments, and other jurisdictions within the County (under the provisions of the Inter-local Cooperative Agreement for Thurston County Emergency Management Council) and with surrounding counties, the state and federal government.
- C. Thurston County Board of Commissioners has executive authority for the direction and control of emergency operations.

### **III. SITUATION**

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

Thurston County is exposed geographically and regionally to a number of hazards with the potential to cause casualties, damage, and disruption of the community. Refer to the Basic Plan and the Thurston County Hazard Identification and Vulnerability Analysis. The county will continue to be exposed to the hazards noted and others that may develop in the future.

#### **B. Planning Assumptions**

1. Following a hazardous incident, the county may sustain sufficient damage, including loss of life and destruction of infrastructure, to overwhelm traditional emergency services.
2. Initial response by Thurston County government and cooperating agencies shall be to take actions that have the greatest life-saving potential under the circumstances.
3. There may be critical shortfalls in resources and personnel.
4. Activation of the county Emergency Coordination Center (ECC) with appropriate staff and resources can facilitate coordination of disaster response and recovery activities thereby reducing personnel injury and damage to property and the environment.
5. The effects of disasters on personnel and infrastructure, as well as family responsibilities, may cause delays in the Emergency Coordination Center becoming fully operational.

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

#### **A. General**

Final responsibility for emergency management direction and control rests with the Board of County Commissioners (BOCC). The Director of Emergency Management reports to the County Manager and the County Manager reports to the BOCC.

The emergency powers of the BOCC and the Director of Emergency Management are contained in RCW 38.52.070 and Title 3 of the Thurston County Code. The Sheriff and Health Officer also hold specific legal authorities that affect emergency

management operations (refer to RCW 36.28 for the Sheriff and RCW 70.5 for the Health Officer). Fire Agencies possess certain authorities under RCW 52.

During an emergency or disaster, the BOCC and Disaster Policy Advisory Group (DPAG) will provide policy decisions as necessary. The Commissioners will be kept informed by, and provide direction to, the DPAG and ECC Manager.

1. Continuity of County Government and Preservation of Records.

The Continuity of Government Act (RCW 42.14) sets forth provisions for continuation of local government in the event its leadership is incapacitated by enemy attack. The BOCC extend the provisions of RCW 42.14 for the continuation of local government to include unavailability as the result of an emergency or disaster. Under Thurston County Code Title 3 (3.02.60), during or as the result of an emergency or disaster, any or available county commissioners shall have full authority to act jointly in all matters as the board of county commissioners. In the event that no county commissioner(s) is available, then those elected county officials that are available for duty shall jointly act as the board of county commissioners and until one or more county commissioners become available. The elected county officials referenced shall consist of assessor, auditor, coroner, prosecuting attorney, sheriff, and treasurer.

The Continuity of government is ensured through planning for performance of essential functions, leadership succession, alternative operational facilities, backup communications, and preservation of essential records.

The executive heads of county departments will have successors to assure continuity of leadership and operations. They will assure that all successors to their respective positions are aware of their emergency responsibilities and have legitimate or delegated authority to fulfill those responsibilities.

All departments and agencies of Thurston County shall identify records essential for continuity and preservation of government and provide for their protection. Essential records are those records needed in emergency and for the reestablishment of normal operations after any disaster. Protection of local government essential records may be coordinated with the State Archivist (Secretary of State's Office) as authorized in RCW 40.10.010.

2. Coordination with Local, State, and Federal Emergency Management Officials.

Emergency Management provides the means for coordinating resources and assets necessary to alleviate emergency or disaster impacts on residents and public entities. Coordination occurs with federal, state and local jurisdictions, as well as other special purpose districts, volunteer agencies, and private businesses.

### 3. Declaration of Local Emergency.

Whenever the County suffers, or is threatened with, an emergency or disaster which overwhelms or threatens local resources, involves multiple jurisdictions, requires a high degree of coordination, state or federal assistance, or the liability protection or resource procurement provisions of RCW 38.52, the BOCC may proclaim a local emergency in accordance with RCW 36.40.180. If the Commissioners are not available, the County Manager or Director of Emergency Management may issue such a proclamation, subject to confirmation by the Board at the earliest practicable time, in accordance with Thurston County Code Title 3, Emergency Management. If neither the BOCC, Director of Emergency Management, nor County Manager are available, the proclamation may be issued by the Assistant County Manager or Emergency Management Manager.

Generally, the situation will be monitored by Emergency Management or ECC staff and a draft resolution developed. If and when warranted, the Emergency Management Manager or ECC Manager will recommend to the Director of Emergency Management, or to the BOCC if the Director is unavailable, that a local emergency be declared.

To ensure the local emergency formally ends, a resolution declaring a local emergency will generally terminate approximately 30 days after being declared unless extended by the BOCC. A longer declaration period may be proclaimed if warranted by the type of emergency or history.

Sample emergency resolutions are contained in Attachment 1.

### B. Organization

Organization of the Thurston County Emergency Management function (See Figure 1).

Final responsibility for emergency management rests with the BOCC. Specific legal authority that affects emergency management is also held by the Sheriff, Fire Agencies, and the Public Health Officer. The BOCC will be kept informed by and provide direction to the DPAG and ECC staff.

The Disaster Policy Advisory Group (DPAG) is responsible for advising the BOCC during a disaster. Members will meet at the request of the BOCC, County Manager or Director of Emergency Management to address specific needs and policy issues that may arise. The DPAG membership is flexible to include representation from those departments or agencies that are affected by the emergency or disaster, and generally includes the following individuals or their designees:

- County Manager
- Department Directors

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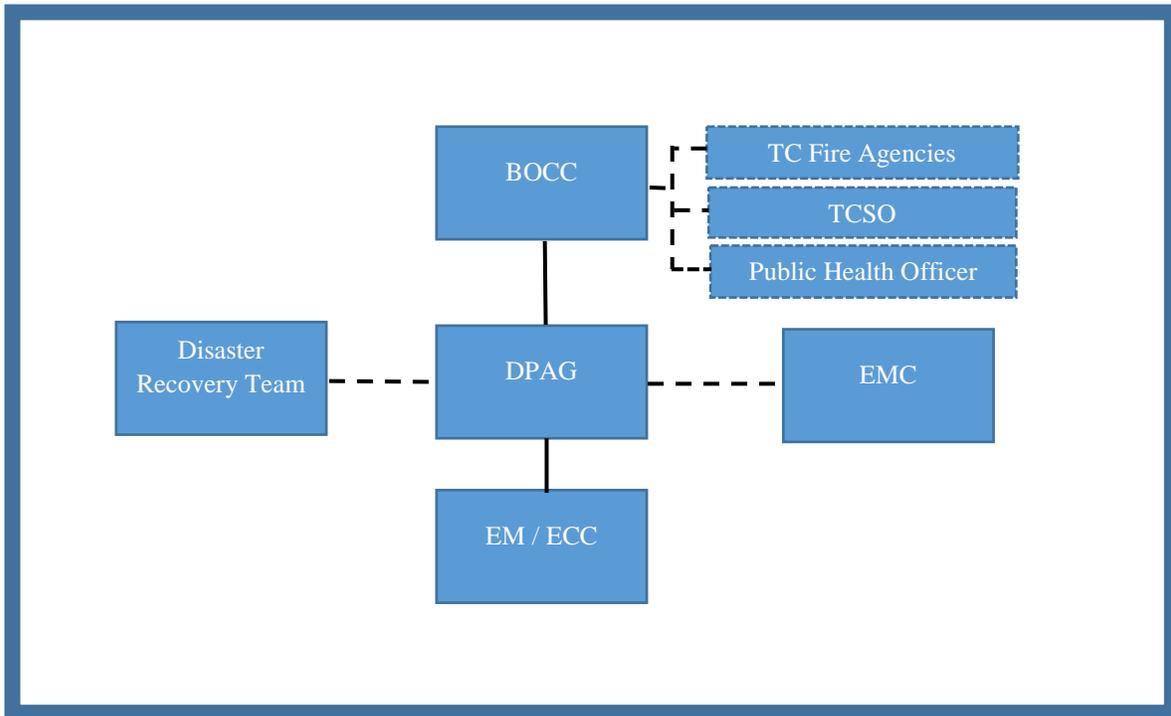
- Public Health Officer
- County Public Information Program Manager
- Chair, Thurston County Fire Chiefs Association
- Disaster Assistance Council
- Emergency Management Manager
- Others as appropriate, such as county elected officials, emergency managers and/or chief elected officials from affected cities and the American Red Cross.

The Disaster Recovery Team will coordinate the county's recovery and restoration activities and identify and recommend appropriate mitigation strategies. The Disaster Recovery Team consists of members of the DPAG and other community representatives as selected by the Director of Emergency Management. The team will be chaired by the County Manager or designee.

The Emergency Management Council (EMC) is a coordinating organization for emergency management composed of the Emergency Management Directors from Thurston County, Cities of Olympia, Lacey, Tumwater, Yelm, Tenino, Rainier, Town of Bucoda, Chehalis Indian Tribe, and Nisqually Indian Tribe. The EMC is established by the Interlocal Cooperative Agreement for Thurston County Emergency Management Council. Refer to the agreement and Support Annex D: Intergovernmental Coordination for specific information.

The Thurston County Emergency Management Division, and ECC when activated, will coordinate emergency management prevention and mitigation, preparedness, response, and recovery activities. For specific information on the Emergency Management function, refer to the ESF 5 Annex. For specific organization of the Thurston County ECC, refer to the Thurston County ECC Procedures.

**Figure 1. Emergency Management Organization Chart**



## V. RESPONSIBILITIES

### A. Joint Primary Agencies

The Joint Primary Agencies responsible for implementation of this Annex are the Board of County Commissioners, Fire Agencies, Sheriff's Office, and Emergency Management. The Public Health Officer, under the direction and control of the Board of Health will have authority to protect life and health, as defined in statute.

### B. Specific Primary Agency Responsibilities

#### 1. Board of County Commissioners

- a. The BOCC has authority over, and responsibility for all disaster management activities.
- b. Provide direction to the DPAG and ECC staff.
- c. Along with the DPAG, provide policy decisions as necessary.
- d. Proclaim a local emergency in accordance with RCW 36.40.180 when necessary.

#### 2. Fire Agencies

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- a. Provide on-scene incident command for all emergencies and disasters which come under the authority of the appropriate fire agency.
- b. The Thurston County Fire Chief's Association will provide appropriate personnel to support both the DPAG and ECC.

3. Sheriff's Office

- a. Provide on-scene incident command for emergencies and disasters which come under the authority of law enforcement.
- b. Provide appropriate personnel to support both the DPAG and ECC.

4. Emergency Management

- a. Coordinate with federal, state and local jurisdictions, special purpose districts, volunteer agencies, and private businesses.
- b. The Director of Emergency Management is responsible for administration and oversight of Emergency Management activities and the implementation of related policies.
- c. The Emergency Management Division is responsible for implementing and coordinating disaster prevention and mitigation, preparedness, response, and recovery activities for Thurston County.
- d. Activate and support the ECC to coordinate direction and control at the level of activation required.

C. Support Agencies

1. Prosecuting Attorney

- a. Provide legal guidance to disaster operations and to the DPAG.
- b. Review emergency declarations and disaster related documents.

2. Public Health and Social Services

- a. The Public Health Officer will provide for the control and prevention of any dangerous, contagious or infectious disease within Thurston County.
- b. Supervise the maintenance of all health and sanitary measures for the protection of public health.
- c. Provide appropriate personnel to support both the DPAG and ECC.

3. TCOMM 9-1-1

- a. Alert, dispatch, and track emergency responders (law enforcement, fire, and/or emergency medical) and their equipment during an incident.

## **VI. RESOURCE REQUIREMENTS**

- A. Fully equipped and functional ECC.
- B. Identified and trained ECC staff.
- C. Duty Officer Standard Operating Procedures
- D. ECC Standard Operating Procedures

## **VII. REFERENCE AND SUPPORT PLANS**

- A. Inter-local Cooperative Agreement for Thurston County Emergency Management Council
- B. RCW 36.28 County Sheriff
- C. RCW 36.40.180 Emergencies Subject to Hearing – Nondebtable Emergencies
- D. RCW 38.52 Emergency Management
- E. RCW 40.10.010 Essential Records
- F. RCW 42.12 Vacancies
- G. RCW 42.14 Continuity of Government Act
- H. RCW 70.5 Local Health Departments, Boards, Officers - Regulations
- I. Thurston County Code Title 3 Emergency Management

## **VIII. TERMS AND DEFINITIONS**

- BOCC** – Board of County Commissioners
- CEMP** – Comprehensive Emergency Management Plan
- DPAG** – Disaster Policy Advisory Group
- ECC** – Emergency Coordination Center
- EM** – Emergency Management
- EMC** – Emergency Management Council
- ESF** – Emergency Support Function
- RCW** – Revised Code of Washington
- TC** – Thurston County
- TCSO** – Thurston County Sheriff’s Office
- TCOMM 9-1-1** – Thurston 9-1-1 Communications