



Thurston County

Comprehensive Emergency Management Plan

August 2015

Thurston County Comprehensive Emergency Management Plan



COUNTY COMMISSIONERS

Cathy Wolfe
District One
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BOARD OF COUNTY COMMISSIONERS

August 4, 2015

To the Citizens and Employees of Thurston County:

The Board of County Commissioners is pleased to present the updated Thurston County Comprehensive Emergency Management. This plan is in conformance with the Washington State Comprehensive Emergency Management Plan, the National Incident Management System. It is an all-hazards plan which addresses disaster mitigation, preparedness, response, and recovery.

The purpose of this plan is to provide framework for coordination and mobilization of internal and external resources. This plan:

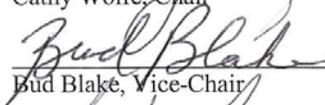
- Identifies authorities and assigns responsibilities for planning, response, and recovery activities.
- Identifies the scope of potential hazards that form the basis for planning.
- Establishes the emergency management organizational structure that will coordinate the response.
- Identifies those departments and offices, divisions, and programs tasked with specific responsibilities for carrying out plans and operations defined with the annexes of this plan.
- Identifies other jurisdictions and organizations with whom planning and emergency response activities are to be coordinated.
- Outlines the process of disseminating emergency information and instructions to the public.

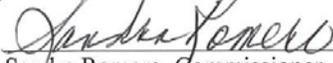
It is our expectation that departments and offices, divisions and programs tasked with the development and maintenance of standard operating procedures and checklists in the plan, work with the Emergency Services Department, Emergency Management Division to ensure they actively support implementation of this plan.

This plan is a dynamic document. An annual assessment process, accompanied by exercise and review will ensure that this plan is learned, used and modified as necessary to benefit Thurston County.

Sincerely,


Cathy Wolfe, Chair


Bud Blake, Vice-Chair


Sandra Romero, Commissioner

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EMERGENCY SUPPORT FUNCTION ANNEXES

- ESF-1 Transportation
- ESF-2 Communications, Information Systems and Warning
- ESF-3 Public Works and Engineering
- ESF-4 Firefighting
- ESF-5 Emergency Management
- ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
- ESF-7 Logistics Management and Resource Support
- ESF-8 Public Health and Medical Services
- ESF-9 Search and Rescue
- ESF-10 Oil and Hazardous Materials Response
- ESF-11 Agriculture and Natural Resources (to be developed)
- ESF-12 Energy
- ESF-13 Public Safety and Security
- ESF-14 Long-Term Community Recovery
- ESF-15 External Affairs
- ESF-20 Military Support to Civil Authorities

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SUPPORT ANNEXES

- SA-A Direction and Control
- SA-B Disaster Assistance to Private Property
- SA-C Financial Management
- SA-D Intergovernmental Coordination

INCIDENT ANNEXES

- IA-A Terrorism
- IA-B Catastrophic Event (to be developed)
- IA-C Evacuation

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BASIC PLAN

I. INTRODUCTION

A. Definitions

The following definitions establish and define essential terms used throughout this document. They are included here for the convenience of the reader. A more complete list of definitions is provided in Appendix A.

1. **County Government:** Thurston County government and any department or office within Thurston County government that operates under this Comprehensive Emergency Management Plan (CEMP) and its emergency support function annexes (ESFs) to coordinate disaster preparedness, mitigation, response and recovery. A number of “Cooperating Agencies,” such as the Mt. Rainier Chapter of the American Red Cross, the Thurston County Food Bank, Crisis Clinic Resource Network and Washington Information Network 2-1-1 have agreed to assume responsibilities included in this Plan as well.
2. **Emergency or Disaster:** As used herein, emergency or disaster shall mean an event or set of circumstances which demands immediate action to preserve public health, protect life, protect public property or to provide relief to a stricken community overtaken by such occurrences or reaches such a dimension or degree of destructiveness as to warrant the Board of County Commissioners declaring a local emergency pursuant to RCW 36.40.180 and 38.52.070. The terms emergency and disaster in this Plan do not mean an emergency as used in RCW 38.52.430, which is an incident that requires a normal police, coroner, fire, rescue, emergency medical, utility or public works response.
3. **Emergency Management or Comprehensive Emergency Management:** The preparation for and the carrying out of all emergency functions, other than functions for which the military forces are primarily responsible, to mitigate, prepare for, respond to and recover from emergencies and disasters and to aid victims suffering from injury or damage resulting from disasters caused by all hazards, whether natural, technological or human caused and to provide support for search and rescue operations for persons and property in distress.

B. Mission

The mission of Thurston County Emergency Management is to save lives, prevent injury, and protect property and the environment by taking reasonable and

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affordable measures to mitigate, prepare for, respond to and recover from disasters.

C. Purpose

The purpose of this Plan is to guide County government behavior before, during and after a disaster. It develops and describes a comprehensive program that defines who does what, when, where and how in order to mitigate, prepare for, respond to and recover from the effects of natural, technological and human-caused hazards.

D. Scope and Applicability

This is an all-hazard Plan based on an analysis of hazards and vulnerabilities summarized in Table 1. It presumes that planning for the hazards of greatest risks (such as earthquakes) will prepare the County for hazards of lesser risk as described in Table 1. Disaster management activities unique to a given hazard are to be addressed in Incident Annexes and separate Standard Operating Procedures (SOPs) which shall be consistent with this Plan.

This Plan applies to all Thurston County government and cooperating agencies. It provides a foundation for:

- Establishing mutual understanding among government agencies, the business community, volunteers, and the public;
- Utilizing government and private sector resources efficiently and effectively;
- Coordinating with the emergency management plans and programs of the Federal government, the State of Washington, emergency management jurisdictions within the County, and surrounding jurisdictions;
- Developing and maintaining disaster response capabilities;
- Identifying and applying hazard mitigation strategies;
- Educating the public, the business community, volunteers, and government; and
- Encouraging citizen self-sufficiency.

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Table 1

THURSTON COUNTY HAZARD IDENTIFICATION AND VULNERABILITY ANALYSIS OVERVIEW

The Washington Administrative Code (WAC 118-30-060 (1)) requires each political subdivision to base its comprehensive Emergency Management Plan on a hazard analysis. For the Thurston County analysis, adjective descriptors (High, Moderate, Low) were established for each hazard’s probability of occurrence and vulnerability and a risk rating assigned based on a subjective estimate of their combination.

Vulnerability is the ratio of population, property, commerce, and essential infrastructure and services at risk relative to the entire County. The risk rating is assigned on the probability of a hazard occurring over the next 25 years; an interval chosen because it is the approximate long-term recurrence interval of a dangerous earthquake, the hazard of greatest risk to Thurston County.

The risk rating helps focus the emergency management program on the hazards of greatest risk.

- A high risk rating warrants major program effort to prepare for, respond to, recover from, and mitigate against the hazard.
- A moderate risk rating warrants modest program effort to prepare for, respond to, recover from, and mitigate against the hazard.
- A low risk rating warrants general awareness training and preparation to respond to, recover from, or mitigate against the hazard.

More information on local hazards and hazard mitigation strategies are included in the Natural Hazards Mitigation Plan for the Thurston Region.

Hazard Analysis Overview (Probability of Occurrence / Vulnerability / Risk)

Civil Disturbance	Low / Low / Low	Heat Wave	Mod / Mod / Mod
Critical Shortage	Mod / Mod / Mod	Landslide	High / Low / Mod
Dam Failure	Low / Mod / Low	Storm	High / High / High
Drought	High / Mod / Mod	Terrorism	Mod / Mod / Mod
Earthquake	High / High / High	Tsunami	Low / Low / Low
Epidemic	Low / High / Mod	Volcano	Low / Mod / Low
Flood	High / Mod / High	Wild / Forest Fire	Mod / Mod / Mod
Hazardous Material Incident	High / Mod / High		

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E. Organization

This Plan is organized consistently with the National Response Framework as displayed in Figure 1. The core document is called the “Basic Plan”.

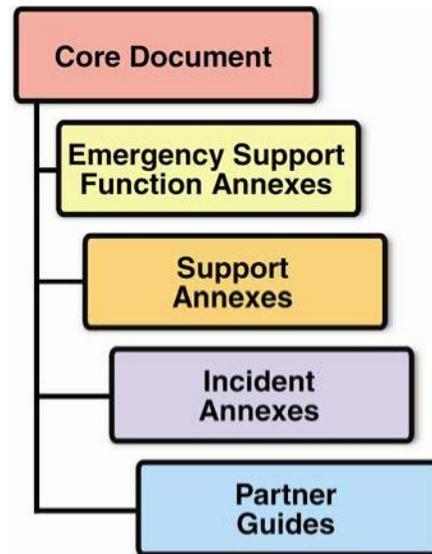
Emergency Support Function Annexes group resources and capabilities into functional areas that are most frequently needed in an incident response (e.g., Transportation, Firefighting, Mass Care).

Support Annexes describe essential supporting aspects that are common to all incidents (e.g., Financial Management, Volunteer and Donations Management).

Incident Annexes address the unique aspects of how the county responds to broad incident categories (e.g., Terrorism, Mass Evacuation).

The National Response Framework also includes Partner Guides, which are ready references describing key roles and actions for local, Tribal, State, Federal, and private-sector response partners. This local Plan does not include Partner Guides.

Figure 1: National Response Framework Organization



F. Authorities

The ordinances, agreements, laws and regulations cited below, and in the Emergency Support Functions are available for review in the county Emergency Coordination Center (ECC).

1. Local
 - a. Thurston County Code, Title 3, Emergency Management.
 - b. Inter-local Cooperative Agreement for Thurston County Emergency Management Council.
2. State
 - a. Revised Code of Washington (RCW), Chapter 38.52, Emergency Management.

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- b. Washington Administrative Code (WAC), Title 118, Military Department, Emergency Management.
- c. Revised Code of Washington (RCW), Chapter 43.43, State Fire Service Mobilization and Law Enforcement Mobilization.

3. Federal

- a. Code of Federal Regulations Title 44, Emergency Management and Assistance.
- b. United States Code (USC), Title 42, Chapter 68, Disaster Relief
- c. Public Law 93-288, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended
- d. Public Law 99-499, Superfund Amendment and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA).
- e. Public Law 81-920, Federal Civil Defense Act of 1950, as amended.
- f. Public Law 105-19, Volunteer Protection Act of 1997.
- g. Public Law 107-296, Homeland Security Act of 2002.
- h. Homeland Security Presidential Directive 5, Management of Domestic Incidents
- i. Homeland Security Presidential Directive 8, National Preparedness
- j. National Response Framework

G. Policies

1. Citizen Preparedness

Thurston County will not substitute government services for individual responsibility during a threatened or actual disaster. Citizens are expected to be aware of a hazardous situation for which there is significant media attention, such as severe weather or flooding, and to respond in a safe, responsible manner. Citizens should be prepared to

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be self-sufficient for at least seventy-two hours after a disaster, and are encouraged to be prepared for longer periods of time.

2. Employees to Confirm Safety of Immediate Family

It is anticipated that County employees will not be at peak efficiency or effectiveness during a disaster if the status of their household is unknown or in doubt. Accordingly, County employees assigned disaster response functions are encouraged to make arrangements with other employees, friends, neighbors, and relatives to check on their immediate families in the event of a disaster and to communicate that information to the employee or to the ECC. As feasible, and consistent with other disaster management activities, ECC staff will assist employees in determining the status of their immediate families.

3. Suspension of Day-to-Day Activities

Day-to-day functions that do not contribute directly to the disaster operation may be completely or partially suspended for the duration of the public emergency. The efforts that would normally be required for those functions will be redirected to accomplish disaster management tasks and essential functions.

4. Waiver of Permit Requirements

In instances where emergency work is performed to protect life and property, requirements for environmental review and permits may be waived or orally approved as provided for in State law.

5. Disaster Funding

The County shall meet disaster expenditures with currently appropriated funds in accordance with RCW 38.52.070 (2), RCW 36.40.180 and 190, and the Thurston County Code. The Board of County Commissioners (BOCC) shall be responsible for identifying other sources of funds to meet disaster-related expenses if organizational budgets are exceeded.

6. Mutual Aid

If local government resources prove to be inadequate during a disaster operation, requests may be made for assistance from other local jurisdictions and higher levels of government according to existing or emergency-negotiated mutual aid agreements and compacts. Such assistance may take the form of equipment, supplies, personnel, or other capabilities. All mutual aid agreements and compacts shall be

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entered into by duly authorized officials and shall be formalized in writing whenever possible. Thurston County shall coordinate with and support other political jurisdictions within and outside Thurston County in emergency and disaster mitigation, preparedness, response and recovery efforts as resources allow.

7. Consumer Protection

Consumer complaints pertaining to alleged unfair or illegal business practices should be referred to the State Attorney General Consumer Protection Division and will be forwarded to that agency if received by the County.

8. Nondiscrimination

It is the policy of the county to provide equal opportunity to all persons seeking or having access to its services and activities; free from restrictions because of race, color, creed, religion, national origin, age, sex, marital status, veteran status, sexual orientation, or the presence of any disability.

H. Key Concepts

The following concepts provide guidance to the management of incidents in Thurston County. This guidance applies at all levels of Emergency Coordination Center (ECC) activation and for other events and incidents affecting the county.

The Thurston County ECC operates under the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS).

- **Incident Command System (ICS).** Much of NIMS is built upon ICS, which was developed by the Federal, State and local wildland fire agencies during the 1970s. ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics and finance/administration. In some circumstances, intelligence and investigations may be added as a sixth functional area.
- **Multiagency Coordination System (MACS).** The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field. MACS consists of a combination of elements: personnel, procedures, protocols, business practices, and communications integrated into a common system. For the purpose of coordinating resources and support between multiple jurisdictions, MACS can be implemented from a fixed facility or by other arrangements. Examples of multiagency coordination include a State or

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county Emergency Coordination Center, a State intelligence fusion center, the National Operations Center, the Department of Homeland Security/Federal Emergency Management Agency (FEMA) National Response Coordination Center, the Department of Justice/Federal Bureau of Investigation (FBI) Strategic Information and Operations Center, the FBI Joint Operations Center and the National Counterterrorism Center.

- **Unified Command.** Unified command is an important element in multijurisdictional or multiagency incident management. It provides guidelines to enable agencies with different legal, geographic and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, Unified Command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan. Each participating agency maintains its authority, responsibility, and accountability.
- **Training.** Leaders and staff require initial training on response principles, as well as ongoing training to provide updates on current concepts and procedures.
- **Identification and Management of Resources.** Classifying types of resources is essential to ensure that multiple agencies can effectively communicate and provide resources during a crisis, including implementing a plan to inventory, mobilize, and track resources prior to, during, and after an incident.
- **Mutual Aid and Assistance.** Executing mutual aid and other agreements established prior to an incident with appropriate entities at the local, Tribal, State and Federal levels is an important element of preparedness, along with the readiness to develop/implement new agreements during the life cycle of an incident.
- **Situational Awareness.** Situational awareness is the ability to identify, process, and comprehend the critical information about an incident. Situational awareness requires continuous monitoring of relevant sources of information regarding actual incidents and developing hazards.
- **Qualifications and Certification.** Competent staff is a requirement for any leader managing an incident. During a crisis there will not be time to determine staff qualifications if such information has not yet been compiled and available for review by leaders. To identify the appropriate staff to support a leader during a crisis, qualifications based on training and expertise of staff shall be identified and evidenced by certification at the time of hiring/promotion if appropriate.

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- **Collection, Tracking, and Reporting of Incident Information.** Information can be transmitted instantly via the internet and the 24/7 news channels. For an effective response, expertise and experience must be leveraged to support decision making and to summarize and prioritize information rapidly. Information must be gathered accurately at the scene and effectively communicated to those who need it. To be successful, clear lines of information flow and a common operating picture are essential.
- **Crisis Action Planning.** Deliberative planning during non-incident periods should quickly transition to crisis action planning when an incident occurs. Crisis action planning is the process for rapidly adapting existing deliberative plans and procedures during an incident based on the actual circumstances of an event. Crisis action planning shall also include the provision of decision tools for senior leaders to guide their decision making.
- **Exercises.** Consistent with the National Exercise Program, all stakeholders should regularly exercise their incident management and response capabilities and procedures to ensure that they are fully capable of executing their response responsibilities.

II. PLANNING ASSUMPTIONS AND CONSIDERATIONS

A. Hazards and Disaster Conditions

Thurston County is exposed geographically and regionally to a number of hazards with the potential to cause casualties, damage and disruption of the community. The most likely hazards to affect the county are listed in Table 1 (page 3). A more detailed description is contained in the Natural Hazards Mitigation Plan for the Thurston Region available from Thurston County Emergency Management (TCEM).

Hazards can occur simultaneously or consecutively, such as a winter storm with flooding or an earthquake followed by an influenza epidemic. The County can also suffer indirectly from hazards occurring elsewhere due to their effect on the supply of goods and services and/or inducing critical shortages of essentials such as electricity, petroleum products, natural gas and food.

The County will continue to be exposed to the hazards noted above and others that may develop in the future.

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B. Emergency Management

Comprehensive emergency management includes but is not limited to activities to mitigate, prepare for, respond to and recover from the effects of a disaster. Implementation of this Comprehensive Emergency Management Plan will likely reduce disaster-related losses.

Local government officials formally recognize their responsibilities with regard to public safety and accept them in the implementation of this Plan. Initial response by Thurston County government and cooperating agencies shall be to take actions that have the greatest life-saving potential under the circumstances. Employees from a variety of County departments and offices are trained to staff the ECC as needed. In situations not specifically addressed in this Plan, Thurston County government and cooperating agencies shall carry out their responsibilities to the best of their abilities under the circumstances.

Some emergencies and disasters occur with sufficient advance notice, providing affected areas time to take preparatory actions. Other emergencies occur without notice. For response to an emergency or disaster with little or no advance warning, it most likely will take time to staff and activate the ECC.

Mutual aid and interagency agreements are currently in place with a variety of other agencies to provide resources not ordinarily available and to provide a means to assist neighboring agencies. In addition, partnerships for resource sharing with local businesses and other organizations are pursued as appropriate. When local resources are exhausted or overwhelmed, Thurston County may request additional resources through the Washington State Emergency Operations Center. In responding to a disaster, the County is prepared to implement the provisions of RCW 38.52.110 regarding utilization of public and private resources.

When the appropriate criteria are met, Federal assistance is available for disaster response and recovery operations under the provisions of the National Response Framework and Public Law 93-288,.

C. Provision of County Services

The County shall endeavor to maintain essential services as soon as and as long as possible. Conditions may be of such magnitude and severity that some or all County services may be lost. As the County may be unable to fulfill all emergency requests under these conditions, a setting of priorities shall be necessary.

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D. Citizen Responsibility

During an emergency event assets and systems may be overwhelmed, especially during the first few days. Accordingly, citizens will most likely be on their own and must be prepared to be self-sufficient for at least seventy-two hours after a disaster. Citizens are encouraged to be prepared to be self-sufficient for longer periods of time.

E. Limitations

This Plan cannot guarantee a perfectly functioning emergency response system. As assets and personnel may be overwhelmed, the County can only endeavor to make a reasonable effort to evaluate and respond to each emergency based on the situation, information and resources available at the time.

III. CONCEPT OF OPERATIONS AND INCIDENT MANAGEMENT ACTIONS

A. General

Reporting to the County Manager, the Director of Emergency Management is responsible for the organization, administration and operation of the emergency management program. Under the supervision of the Director, the Emergency Management Manager is responsible for managing and coordinating the County's day-to-day emergency management activities.

The disaster functions of Thurston County government and cooperating agencies with responsibilities presented elsewhere in this Plan will generally parallel their normal, day-to-day activities. To the extent possible, the same personnel and material resources will be employed in both cases.

B. Emergency Management

1. Preparedness Actions

Disaster preparedness develops response capabilities should a disaster occur and readies the community to implement recovery and restoration activities. Figure 2 illustrates the preparedness cycle.

Figure 2: The Preparedness Cycle



The Preparedness Cycle Builds Capabilities

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The preparedness activities of TCEM include:

- Identifying and determining the County's vulnerability to selected hazards
- Developing and maintaining a Comprehensive Emergency Management Plan (CEMP)
- Developing and maintaining an effective exercise program
- Subject to BOCC approval, negotiating mutual aid and inter-local agreements to support disaster operations
- Identifying and typing resources
- Developing a disaster communications capability
- Maintaining an emergency worker registration system
- Developing plans for managing volunteer resources
- Establishing, maintaining, and identifying staff for a primary and alternate ECC
- Developing and maintaining an effective public information and media liaison program
- Developing, maintaining and administering a disaster preparedness training program to include training and education for individuals, families, neighborhoods, civic and volunteer organizations, businesses, and government entities.

Thurston County government and cooperating agencies shall be familiar with and provide support when this Plan is activated.

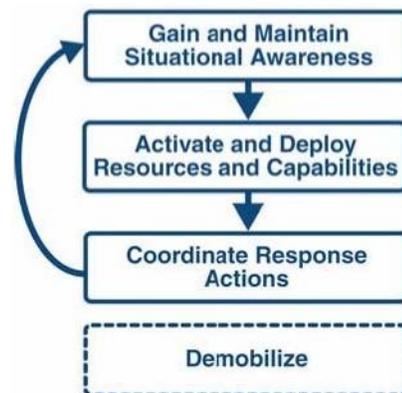
Thurston County government and cooperating agencies shall develop and maintain internal plans for disaster response, recovery, continuity of government and continuity of operations.

2. Response Actions

Figure 3: The Response Process

Disaster response is the actual provision and coordination of services during a disaster. Four key actions typically occur in support of a response:

- Gaining and maintain situational awareness;
- Activating and deploying key resources and capabilities;
- Effectively coordinating response actions; then, as the situation permits,
- Demobilizing



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These response actions are illustrated in Figure 3.

Upon notification of a hazardous event, or the threat of one, TCEM will evaluate the situation and, if warranted, recommend activation of the ECC at the appropriate level to the Director of Emergency Management. The ECC may also be activated following a request from another jurisdiction or emergency response agency.

When activated, the ECC Manager and staff shall implement the comprehensive Emergency Management Plan and coordinate the County's response. Response activities may include but are not limited to assessing the situation, issuing appropriate warnings, preparing an emergency proclamation, recommending evacuation, opening shelters, informing the public, keeping records, managing volunteers and resources and generating and distributing reports.

The initial response to a disaster shall be in accordance with the emergency support function annexes (ESFs, see Table 2) and support annexes of this Plan.

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Table 2

EMERGENCY SUPPORT FUNCTION ANNEXES

Emergency Support Function Annexes (ESFs) outline the general guidelines by which Thurston County government and cooperating agencies will carry out the responsibilities assigned in the Comprehensive Emergency Management Plan. The following ESFs shall be developed by lead agencies with the assistance of applicable support agencies and Emergency Management.

ESF-1	Transportation
ESF-2	Communications, Information Systems and Warning
ESF-3	Public Works and Engineering
ESF-4	Firefighting
ESF-5	Emergency Management
ESF-6	Mass Care, Emergency Assistance, Housing and Human Services
ESF-7	Logistics Management and Resource Support
ESF-8	Public Health and Medical Services
ESF-9	Search and Rescue
ESF-10	Oil and Hazardous Materials Response
ESF-11	Agriculture and Natural Resources (<i>to be developed</i>)
ESF-12	Energy
ESF-13	Public Safety and Security
ESF-14	Long-Term Community Recovery
ESF-15	External Affairs
ESF-20	Military Support to Civil Authorities

Notes:

1. ESFs 1-15 are included in the National Response Framework. Numbers 16-19 are reserved for Federal expansion.
2. ESF 20 is consistent with the Washington State Comprehensive Emergency Management Plan.

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Overall direction, control and coordination of County resources to manage and support community response to a disaster shall be established through the ECC. The ECC will be managed by the Director of Emergency Management or if unavailable, a designated ECC Manager. The ECC will be equipped and staffed at the appropriate level to:

- Collect, record, analyze, display and distribute information.
- Coordinate public information and warning.
- Coordinate County government emergency activities.
- Support incident commanders and emergency response agencies by coordinating the management and distribution of information and resources and the restoration of services.
- Activate mutual aid, assistance agreements and request resources from the State and other agencies. The State is capable of coordinating provisions of in-state resources and out-of-state resources such as those available through the Washington Mutual Aid Compact (WAMAC) and Emergency Management Assistance Compact (EMAC). When an incident overwhelms or is anticipated to overwhelm State resources, the Governor may request Federal assistance including funding, resources and critical services.
- Identify and coordinate community needs such as temporary sheltering, provision of food and water and other necessities to meet the needs of all people including persons with disabilities and other special needs.
- Conduct appropriate liaison and coordination activities with all levels of government, public utilities, volunteer and civic organizations, and the public.

The final response activity is demobilization. Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization shall begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.

3. Recovery Actions

Disaster recovery is both a short-term and long-term process. Short-term operations restore vital services to the community and provide for

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the basic needs of the public. Long-term recovery focuses on restoring the community to its normal or an improved state of affairs. The recovery period is also an opportune time to institute mitigation measures related to the recent disaster.

TCEM shall be the County's liaison with State Emergency Management and FEMA for recovery activities.

TCEM shall coordinate the collection of damage assessment information for public agency losses and uninsured private losses from all local jurisdictions, public entities and tribes. This information shall be forwarded to State Emergency Management for a determination of whether the county will be recommended for Federal individual assistance, public assistance, or both.

The Financial Services Division of the Auditor's Office shall coordinate the preparation of cost recovery documentation and be the County's agent for reimbursement of those costs.

Other Thurston County government and cooperating agencies shall sustain recovery activities initiated while the ECC was activated.

In managing recovery efforts after a major disaster, the BOCC may form ad hoc partnerships with other jurisdictions, Federal and State agencies and groups within the private sector to advise and assist in the development of recovery plans for the County.

The Disaster Recovery Team (defined in section IV.B.3) shall coordinate recovery activities in accordance with ESF-14, Long-Term Community Recovery.

4. Mitigation Actions

Disaster mitigation activities are those that eliminate or reduce the probability of a disaster or its effects. The Natural Hazards Mitigation Plan for the Thurston Region (initially developed in 2003 and updated in 2009) contains the County's mitigation initiatives.

TCEM shall include mitigation in its disaster training program for individuals, families, neighborhoods, civic organizations, businesses, and government organizations; assist other Thurston County government and cooperating agencies in identifying ways to consider disaster mitigation in their public programs; and be an information resource for the public.

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Thurston County government and cooperating agencies shall, as appropriate and as opportunity allows, address disaster mitigation in projects such as growth management and regional transportation planning, flood control, zoning ordinance revision and building code revision.

C. Management Priorities

Disaster management priorities shall be based on the prevailing situation and on-scene circumstances. For planning purposes, the following priorities are established.

1. Protect human life and public health.
2. Protect public property and infrastructure.
3. Protect the economy.
4. Protect the environment.
5. Provide reasonable assistance to individuals to protect private property consistent with constitutional requirements, County functions and funding, and in accordance with Support Annex B, Disaster Assistance to Private Property.

D. Notification and Assessment

Employees trained to perform as the ECC Manager are included on the Thurston 9-1-1 Communications (TCOMM 9-1-1) notification contact lists for a variety of emergency situations. In addition, these employees have access to warning and notification information from Washington State Emergency Management.

When the Manager or their designee is notified of a pending emergency or disaster situation, they shall determine whether the scope and scale of the incident warrants activating the ECC. In addition, an incident commander of an emergency response agency may request activation of the ECC to support incident response and recovery.

E. Warning

The County relies on the hazard warning capabilities of Federal and State government, industry, and the media. Citizens are expected to be aware of a hazardous situation for which there is significant media attention, such as severe weather or flooding.

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When there is a demonstrated need, particularly if timeliness is critical to protect life and property, the County may supplement existing warning systems. Supplemental measures will depend on the nature of the hazard, the quality and quantity of information available, resources available, media attention, and other situational factors. Supplemental measures shall focus on enhancing or amplifying the information being provided through existing sources and to the extent practical upon participatory systems activated at the neighborhood or community level.

F. Public Information

It is essential that accurate, timely and consistent information be disseminated to the public when the ECC is activated. County departments and offices shall coordinate the development and dissemination of all disaster-related public information through the ECC's Public Information Officer.

G. Mutual Aid and Requests for Assistance

When a dangerous emergency situation exists that exceeds or threatens to exceed the County's ability to respond, the ECC may request assistance from jurisdictions within and around Thurston County through activation of inter-local and mutual aid agreements. If disaster response requirements exceed or threaten to exceed these combined capabilities, or if the requested assistance is unavailable, the ECC may request assistance from the Washington State Emergency Operations Center. The State Emergency Operations Center shall coordinate assistance from the State and the Federal government. Assistance may be requested with or without a formal declaration of local emergency.

H. Assistance through Federal Declaration of Disaster or Emergency

As local incidents progress, when it is clear that State capabilities will be exceeded, the Governor may request Federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the President to provide financial and other assistance to State and local governments, certain private nonprofit organizations, businesses and disaster victims to support response, recovery and mitigation efforts following Presidential emergency or major disaster declarations.

A major **disaster declaration** may result from any natural or manmade event that the President determines warrants supplemental Federal aid. A Federal **emergency declaration** may be more limited in scope and without the long-term Federal recovery programs of a major disaster declaration.

When local conditions are such that a Federal disaster declaration may be appropriate, the Federal Emergency Management Agency (FEMA) may deploy a

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liaison to the State Emergency Operations Center to provide technical assistance and activate the Regional Response Coordination Center (RRCC). Federal department and agency personnel, including Federal ESF primary and support agency personnel, shall staff the RRCC as required. The RRCC is designed to:

- Coordinate initial regional and field activities.
- In coordination with State, Tribal, and local officials, deploy regional teams to assess the impact of the event, gauge immediate State needs, and make preliminary arrangements to set up operational field facilities.
- Coordinate Federal support until a Joint Field Office (JFO) is established.
- Establish a Joint Information Center (JIC) to provide a central point for coordinating emergency public information activities.

In coordination with the RRCC and the State, FEMA may deploy an Incident Management Assistance Team (IMAT). IMATs are interagency teams composed of subject-matter experts and incident management professionals. IMAT teams make preliminary arrangements to set up Federal field facilities and initiate establishment of the JFO.

The JFO shall be the central coordination point among local, Tribal, State, and Federal governments, as well as private-sector and nongovernmental entities that are providing recovery assistance. Although the JFO uses an ICS structure, the JFO does not exist to manage on-scene operations. The role of the JFO shall focus on providing support to on-scene efforts and conducting broader support to the disaster recovery that may extend beyond the incident site.

I. Coordination with Other Emergency Management Agencies

In accordance with RCW 38.52.070, a political subdivision of the State shall either establish its own emergency management program or join with one or more other subdivisions in a regional or sub-regional emergency management organization. In accordance with RCW 39.34, any political subdivision is authorized to contract with any other for emergency management services.

The cities of Lacey, Olympia, Tumwater and Yelm currently have State-recognized independent emergency management organizations. Tenino, Rainier, and Bucoda are in the process of establishing emergency management organizations. Coordination between the Thurston County Comprehensive Emergency Management Plan and those of the cities, towns and tribes within the County shall be accomplished through the Inter-local Cooperative Agreement for Emergency Management, the Thurston County Emergency Management Council and in accordance with Support Annex D, Intergovernmental Coordination.

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J. Direction and Control

1. 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.

2. Emergency Coordination and Operations Facilities

a. Primary and Alternate ECC

The County ECC is located in Building E of the Tilley Public Works Campus. If the ECC facility becomes unusable or inaccessible for any reason, the County's Alternate ECC shall be at the County's Emergency Services Center in Olympia. The Emergency Management Manager is responsible for equipping and maintaining the primary and alternate ECC sites.

b. Remote Emergency Operation Centers and Coordination Centers

The ECC Manager may establish remote or mobile Emergency Coordination Centers as needed to respond to an emergency situation and bring services closer to affected populations.

3. ECC Staffing and Organization

When the ECC is activated, the ECC Manager is responsible for ECC site management and supervision of support staff. The ECC shall be organized to include the following sections, each managed by a section chief who reports to the ECC Manager:

- **Operations Section.** The Operations Section coordinates operational support to on-scene incident management efforts. Branches, divisions, and groups may be added or deleted as required, depending on the nature of the incident. The Operations Section is also responsible for coordinating with Command Posts, other Emergency Operations Centers, and

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other Emergency Coordination Centers that may be established to support incident management activities.

- **Planning Section.** The Planning Section's functions include but are not limited to the collection, evaluation, dissemination and use of information regarding the threat or incident and the status of resources. The Planning Section prepares and documents support actions and develops unified action, contingency, long-term and other plans.
- **Logistics Section.** The Logistics Section coordinates logistics support that includes but is not limited to the control of and accountability for supplies and equipment; resource ordering; delivery of equipment, supplies, and services; facility location, setup, space management, building services, and general facility operations; transportation coordination and fleet management services; information and technology systems services; administrative services such as mail management and reproduction; and customer assistance.
- **Finance and Administration Section.** The Finance and Administration Section is responsible for the financial management, monitoring, and tracking of all costs relating to the incident and the functioning of the ECC while adhering to all pertinent laws and regulations and maintaining eligibility for public assistance programs.

Also reporting to the ECC Manager is the **Public Information Officer (PIO)**. The PIO is responsible for the coordination and dissemination of information for the public and media concerning an incident. If an incident involves multiple agencies, a **Joint Information Center (JIC)** may be established. JIC's may be established locally, regionally or nationally depending on the size and magnitude of the incident. Co-location of the Federal, State, Tribal, and local JICs is encouraged in the National Response Framework.

Additional positions, such as a Safety Officer and Liaison Officer may be added according to the scope and scale of the disaster.

Specific details regarding ECC staffing are included in **Support Annex A, Direction and Control**.

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4. ECC Activation and Activation Levels

TCEM shall monitor threatening situations, determine if and when to activate the ECC and notify appropriate staff. TCEM shall also designate activation staff for when disaster strikes with little or no warning. In such an event, those designated staff members available and able shall, when aware of the hazardous event, proceed directly to the ECC without being otherwise notified and, upon arrival, activate the facility in accordance with ECC standard operating procedures.

To optimize coordination and communications, ECC activation and staffing shall be at the lowest level necessary to adequately respond to a hazardous event. The following ECC activation levels are defined:

- **Level I - Routine Operations and Low Impact Emergencies.** Generally operating normal business hours with ECC management staff on call after hours through notification by TCOMM 9-1-1 or the State Emergency Operations Officer.
- **Level II – Medium-Impact Disaster.** Enhanced operations and staffing level. Expanded hours or 24-hour operations.
- **Level III – High-Impact Disaster.** Full operations and staffing with County departments and primary and support agency representatives. 24-hour or expanded hours of operations.

IV. ROLES AND RESPONSIBILITIES

A. General

All Thurston County government and cooperating agencies have disaster management responsibilities in addition to their day-to-day operations. Specific responsibilities are outlined below as well as in the ESFs. Responsibilities for organizations not part of County government are voluntary. Table 3 summarizes ESF responsibilities assigned in section C.

There may be times when events do not proceed as anticipated or special needs are identified. Accordingly, when necessary, additional responsibilities may be assigned to Thurston County government and cooperating agencies.

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Table 3

EMERGENCY SUPPORT FUNCTION (ESF) TRANSITION PLAN CROSS-WALK COMPARING OLD ESF LIST TO NEW ESF AND ANNEX ORGANIZATIONAL STRUCTURE

<i>Old (Current) ESF Number and Title:</i>	<i>Will be Incorporated Into These ESFs:</i>
1 Transportation and Evacuation	1 Transportation 6 Mass Care, Emergency Assistance, Housing and Human Services Incident Annex C: Evacuation
2 Communications and Warning	2 Communications, Information Systems and Warning 5 Emergency Management
3 Public Works and Engineering	3 Public Works and Engineering
4 Fire Services	4 Firefighting
5 Analysis and Planning	5 Emergency Management
6 Mass Care/Shelter	6 Mass Care, Emergency Assistance, Housing and Human Services
7 Resource Management	7 Logistics Management and Resource Support Support Annex E: Spontaneous Volunteer Management
8 Health, Medical and Mortuary Services	8 Public Health and Medical Services
9 Search and Rescue	9 Search and Rescue
10 Hazardous Materials	10 Oil and Hazardous Materials Response
11 Food, Water and Donated Goods	6 Mass Care, Emergency Assistance, Housing and Human Services 7 Logistics Management and Resource Support 11 Agriculture and Natural Resources
12 Energy and Utilities	12 Energy
<i>13-19 Reserved for Federal expansion</i>	
20 Military Support to Civil Authorities	20 Military Support to Civil Authorities
21 Recovery and Restoration	14 Long-Term Community Recovery
22 Law Enforcement	13 Public Safety and Security
23 Damage Assessment	5 Emergency Management 14 Long-Term Community Recovery
<i>24-29 Reserved for State expansion</i>	
30 Direction and Control	Support Annex A: Direction and Control
31 Public Information	15 External Affairs
32 Administration and Finance	Support Annex C: Financial Management
33 Solid Waste Management	3 Public Works and Engineering 14 Long-Term Community Recovery
34 Intergovernmental Coordination	Support Annex D: Intergovernmental Coordination
<i>35-39 Reserved for County expansion</i>	
Appendix B: Disaster Assistance to Private Property	Support Annex B: Disaster Assistance to Private Property
Annex A: Terrorism	Incident Annex A: Terrorism

B. Organizations

1. The Board of County Commissioners (BOCC): The BOCC is responsible for establishing policies relating to disaster management.
2. Disaster Policy Advisory Group: The Disaster Policy Advisory Group is responsible for advising the BOCC during a disaster. Members shall meet at the request of the BOCC, County Manager or Director of Emergency Management to address specific needs,

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including County response on private property in accordance with **Support Annex B**, Disaster Assistance to Private Property.

The Disaster Policy Advisory Group shall meet annually and/or following a Level III ECC activation to review the Plan in accordance with the Plan maintenance provisions in Chapter V and advise the BOCC on recommended changes.

The Disaster Policy Advisory Group 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:

- a. County Manager
 - b. Department Directors
 - c. County Public Information Program Manager
 - d. Chair, Fire Commissioners Association
 - e. Chair, Fire Chiefs Association
 - f. Disaster Assistance Council
 - g. Emergency Management Manager
 - h. Others as appropriate, such as County elected officials, emergency managers and/or chief elected officials from affected cities and the American Red Cross.
3. Disaster Recovery Team: The Disaster Recovery Team shall coordinate the County's recovery and restoration activities and identify and recommend appropriate mitigation strategies. The Disaster Recovery Team shall consist of members of the Disaster Policy Advisory Group and other community representatives as selected by the Director of Emergency Management. The team shall be chaired by the County Manager or designee.
 4. Emergency Management Council (EMC): The 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 was established to provide for the effective and economical preparation for, coordination of and carrying out of emergency management functions during and after disasters.
 5. Disaster Assistance Council: The Disaster Assistance Council, formed at the request and with the support of TCEM, shall coordinate the provision of disaster related humanitarian assistance and services to all citizens of the County.

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Members of the Disaster Assistance Council may include:

- a. American Red Cross
- b. Thurston County Food Bank
- c. Crisis Clinic Resource Network
- d. Washington Information Network 2-1-1
- e. United Way
- f. Salvation Army
- g. Other similar humanitarian organizations
- h. Clergy and related organizations
- i. Civic organizations
- j. Agricultural Stabilization and Conservation Service
- k. Animal Services
- l. Housing Authority
- m. Business Community
- n. Legal and financial service organizations
- o. Others as appropriate

C. Emergency Support Function (ESF) Transition and Annex Development Plan

Thurston County's current Emergency Support Function (ESF) documents must be updated and revised to conform to the organizational structure of the National Response Framework. This work, as well as the development of additional Support and Incident Annex documents, shall be completed over a multi-year period, with the updates adopted by the Director of Emergency Management as soon as they have individually been approved by the responsible agencies and contributing stakeholders.

In the transition period while the ESFs are being updated, the most recently adopted Emergency Support Function documents remain in effect. With the reorganization of Thurston County departments, some department names in the older Emergency Support Function documents are no longer valid. (See Tables 4 and 5 for a cross reference of department names and current responsibilities.) In addition, conforming to the National Response Framework may re-organize some of the Emergency Support Functions as the new documents are developed. A matrix of the old ESFs referenced against the list of ESFs to be updated and developed is provided in Table 3 (page 22) to illustrate how the documents will evolve into the new organizational structure.

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Table 4
EMERGENCY SUPPORT FUNCTION (ESF) RESPONSIBILITIES

- | | |
|---|--|
| 1 Transportation | 9 Search and Rescue |
| 2 Communications, Information Systems and Warning | 10 Oil and Hazardous Materials Response |
| 3 Public Works and Engineering | 11 Agriculture and Natural Resources |
| 4 Firefighting | 12 Energy |
| 5 Emergency Management | 13 Public Safety and Security |
| 6 Mass Care, Emergency Assistance, Housing and Human Services | 14 Long-Term Community Recovery |
| 7 Logistics Management and Resource Support | 15 External Affairs |
| 8 Public Health and Medical Services | 20 Military Support to Civil Authorities |

C = ESF Coordinator P = Primary Agency JP = Joint Primary Agency S = Support Agency

ESF	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	20
American Red Cross						JP	S				S					
Animal Services						S					JP			S		
Assessor					S									S		
Auditor					S									S		
BOCC					S	S									JP	
Central Services		S	S		S		S							S		
Chambers of Commerce							S							S		
Coroner					S			JP								
Crisis Clinic		S														
Disaster Asst Council						JP	S	S			S			JP		
Emergency Management	S	C/JP	S	S	C/P	C/JP	C/P	S	S	S	S	C/JP	S	C/JP	C/JP	C/JP
Emergency Mgt Council					S							S			S	S
Fire Agencies		S		C/P	S			JP	S	C/P				S		S
Hospitals								S								
Housing Authority						S								S		
Human Resources					S									S		
Intercity Transit	S					S										
LEPC										S						
Medic One					S			JP								
Port	S						S			S			S			S
Prosecuting Attorney					S											
Public Health & Social Services			S		S	S		C/JP		S	C/JP			S		
Public Works	C/P	S	C/P	S	S	S	S			S		JP	S	S		
Puget Sound Energy			S									JP		S		
Resource Stewardship			S	S	S	S	S				S			S		
Schools	S					S								S		
Sheriff	S	S			S				C/P	S			C/P	S		JP
TCOMM 9-1-1		JP			S											
Treasurer					S											
WIN 2-1-1		S				S	S	S						S		

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D. Department, Office and Cooperating Agency Responsibilities

The Director or head of each County department, office or cooperating agency is responsible for the following:

1. Appointing a liaison and alternates to work with TCEM in the development and maintenance of this Plan.
2. If designated as a Lead Agency for an Emergency Support Function (ESF), ensuring that necessary standard operating procedures (SOPs) are adopted for the implementation of that ESF.
3. Training and providing staff to fulfill the duties indicated in emergency support functions for which the Department, office or cooperating agency has primary or support responsibility. Making staff available at the request of TCEM for disaster training and assignment. All costs for these activities shall be borne by the respective parent organization unless alternate arrangements are made with TCEM.
4. Establishing policy and procedures for assessing damage to their facilities and injury to personnel and reporting that information to the ECC.
5. Establishing policies and procedures for the identification and preservation of essential records to facilitate the re-establishment of normal operations during and following a disaster.
6. Establishing policies and procedures for documentation of all disaster operational costs and establishing administrative methods to keep accurate disaster expenditure records separate from day-to-day expenditures.
7. Maintaining a current inventory of key organizational personnel, facilities and equipment resources and typing the resources according to National Incident Management System (NIMS) typing standards.
8. Designating primary and alternate locations from which to establish direction and control of organizational activities during a disaster.
9. Establishing policies, procedures and plans for organizational chain of command, succession of authority, continuity of operations, disaster response and recovery.
10. Specific responsibilities (in addition to those general responsibilities listed above):

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- American Red Cross
 - Coordinating shelter operations including the feeding of shelter residents.
 - Coordinating the feeding of emergency workers in the field.
 - Coordinating residential damage assessment.
 - Responsible for specific activities in:
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-7 Logistics Management and Resource Support
 - ESF-11 Agriculture and Natural Resources
 - See Responsibilities of the Thurston County Disaster Assistance Council

- Animal Services
 - Coordinating disaster care of animals.
 - Responsible for specific activities in:
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-11 Agriculture and Natural Resources
 - ESF-14 Long-Term Community Recovery
 - See Responsibilities of the Thurston County Disaster Assistance Council

- Assessor
 - Providing for evaluation of property damaged or destroyed during a disaster.
 - Providing information regarding ownership and property values.
 - Working with property owners to identify any appropriate adjustments in property valuation due to disaster damage.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - ESF-14 Long-Term Community Recovery

- Auditor
 - Coordinating the compilation of disaster response and recovery related labor, equipment, material and service costs for post-disaster reporting purposes.
 - Coordinating post-disaster activity with the County Treasurer and Assessor.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - ESF-14 Long-Term Community Recovery
 - SA-C Financial Management

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- Board of County Commissioners
 - Proclaiming a local emergency when necessary and request State and Federal assistance.
 - Adopting emergency ordinances and resolutions necessary for the immediate preservation of the public peace, health or safety, or for support of County government.
 - Liaison with local, State, and Federal elected officials.
 - Availability to constituents to address issues regarding disaster response and recovery operations.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-15 External Affairs
 - SA-A Direction and Control
 - SA-B Disaster Assistance to Private Property
 - SA-D Intergovernmental Coordination

- Central Services
 - Restoring and maintaining telephone, computer, and mail services for County government.
 - Providing for the emergency repair and/or relocation of the ECC.
 - Coordinating the emergency repair and/or relocation of other County facilities.
 - Providing mapping and data services in support of emergency operations.
 - Providing fairground and parks facilities for emergency County government and/or emergency response activities.
 - Identifying and providing staging and assembly areas and long-term mass care facilities.
 - Providing emergency fuel for first responders.
 - Responsible for specific activities in:
 - ESF-2 Communications, Information Systems and Warning
 - ESF-3 Public Works and Engineering
 - ESF-5 Emergency Management
 - ESF-7 Logistics Management and Resource Support
 - ESF-14 Long-Term Community Recovery
 - SA-C Financial Management

- Chambers of Commerce and the Business Community
 - Providing representation to the Disaster Recovery Team, when requested.
 - Responsible for specific activities in:
 - ESF-7 Logistics Management and Resource Support
 - ESF-14 Long-Term Community Recovery
 - See Responsibilities of the Thurston County Disaster Assistance Council

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- Coroner's Office
 - Collection and identification of deceased victims.
 - Coordination with other decedent related services and organizations, including funeral homes and appropriate State and Federal authorities.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - ESF-8 Public Health and Medical Services
 - IA-A Terrorism

- County Manager
 - Signing Declaration of Emergency when necessary and requesting State and Federal assistance.
 - Liaison with local, State, and Federal elected officials and the Board of County Commissioners.
 - Availability to constituents to address issues regarding disaster response and recovery operations.
 - Convening and chairing the Disaster Policy Advisory Group and Disaster Recovery Team (or designate an appropriate chair).
 - May represent the Board of County Commissioners in their Emergency Support Function and Support Annex responsibilities and has authority to direct County department response.
 - Coordinating disaster mitigation grant activities.

- Crisis Clinic Resource Network
 - Responding to the humanitarian and personal needs of disaster victims by referring them to appropriate agencies, organizations or individuals.
 - Responsible for specific activities in:
 - ESF-2 Communications, Information Systems and Warning
 - See Responsibilities of the Thurston County Disaster Assistance Council

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- Emergency Management
 - Coordinating all phases of emergency management.
 - Coordinating comprehensive emergency management planning.
 - Coordinating with local, State, Federal, private and volunteer organizations.
 - Preparing emergency proclamations for the BOCC.
 - Providing training programs for ECC staff and the public.
 - Resource management.
 - Coordinating volunteer management to include registration of emergency workers
 - Maintaining primary and alternate ECC.
 - Responsible for specific activities in:
 - ESF-1 Transportation
 - ESF-2 Communications, Information Systems and Warning
 - ESF-3 Public Works and Engineering
 - ESF-4 Firefighting
 - ESF-5 Emergency Management
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-7 Logistics Management and Resource Support
 - ESF-8 Public Health and Medical Services
 - ESF-9 Search and Rescue
 - ESF-10 Oil and Hazardous Materials Response
 - ESF-11 Agriculture and Natural Resources
 - ESF-12 Energy
 - ESF-13 Public Safety and Security
 - ESF-14 Long-Term Community Recovery
 - ESF-15 External Affairs
 - ESF-20 Military Support to Civil Authorities
 - SA-A Direction and Control
 - SA-B Disaster Assistance to Private Property
 - SA-C Financial Management
 - SA-D Intergovernment Coordination
 - IA-A Terrorism
 - IA-C Evacuation

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- Fire Agencies
 - Incident command.
 - Fire suppression and control.
 - Fire prevention inspections and activities.
 - Emergency response such as pumping, sandbagging, evacuation, and limited property protection, resources permitting.
 - Search and rescue operations.
 - Coordination with appropriate outside agencies.
 - Damage assessment.
 - Supporting hazardous material operations.
 - Warning support.
 - Communications support.
 - Responsible for specific activities in:
 - ESF-2 Communications, Information Systems and Warning
 - ESF-4 Firefighting
 - ESF-5 Emergency Management
 - ESF-8 Public Health and Medical Services
 - ESF-9 Search and Rescue
 - ESF-10 Oil and Hazardous Materials Response
 - ESF-14 Long-Term Community Recovery
 - ESF-20 Military Support to Civil Authorities
 - SA-A Direction and Control
 - IA-A Terrorism
 - IA-C Evacuation

- Hospitals
 - Coordinating emergency medical service (EMS) hospital treatment capacity and resources.
 - Coordinate mass casualty response.
 - Responsible for specific activities in:
 - ESF-8 Public Health and Medical Services
 - IA-A Terrorism

- Housing Authority
 - Coordinating provision of housing options for displaced residents and evacuees.
 - Responsible for specific activities in:
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-14 Long-Term Community Recovery

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- Human Resources
 - Coordinating with other organizations to provide emergency management staff and field support throughout the response and recovery phases.
 - Coordinating the hiring of emergency personnel.
 - Developing County facility evacuation and emergency plans.
 - Advising on safety and risk issues.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - ESF-14 Long-Term Community Recovery
 - SA-C Financial Management

- Intercity Transit
 - Coordinating use of public transportation resources.
 - Responsible for specific activities in:
 - ESF-1 Transportation
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - IA-C Evacuation

- Local Emergency Planning Committee (LEPC)
 - Responsible for specific activities in:
 - ESF-10 Oil and Hazardous Materials Response

- Medic One
 - Coordinating emergency medical service (EMS) and private ambulance resources.
 - Coordinating mass casualty response.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - ESF-8 Public Health and Medical Services
 - IA-A Terrorism

- Port of Olympia
 - Responsible for specific activities in:
 - ESF-1 Transportation
 - ESF-7 Logistics Management and Resource Support
 - ESF-10 Oil and Hazardous Materials Response
 - ESF-13 Public Safety and Security
 - ESF-20 Military Support to Civil Authorities

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- Prosecuting Attorney
 - Providing legal guidance to disaster operations.
 - Reviewing emergency agreements, contracts, and disaster-related documents.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - SA-A Direction and Control
 - SA-B Disaster Assistance to Private Property
 - SA-C Financial Management

- Public Health and Social Services
 - Identifying potential health hazards.
 - Controlling communicable diseases.
 - Monitoring and inspect food and water supplies.
 - Providing public health education and information.
 - Coordinating non-EMS medical and health care.
 - Coordinating with area hospitals.
 - Assisting with hazard material identification, cleanup and disposal.
 - Responsible for specific activities in:
 - ESF-3 Public Works and Engineering
 - ESF-5 Emergency Management
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-8 Public Health and Medical Services
 - ESF-10 Oil and Hazardous Materials Response
 - ESF-11 Agriculture and Natural Resources
 - ESF-14 Long-Term Community Recovery
 - SA-A Direction and Control
 - IA-A Terrorism

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- Public Works
 - Providing road and bridge inspection, repair, traffic control and damage assessment information.
 - Providing support for flood control, debris clearance and drainage activities
 - Coordinating county-wide disaster transportation needs.
 - Coordinating transportation issues with other political jurisdictions and with private contractors and suppliers.
 - Coordinating debris and garbage disposal operations, including identification of emergency collection sites.
 - Coordinating storm and surface water issues management.
 - Coordinating restoration of utility services.
 - Responsible for specific activities in:
 - ESF-1 Transportation
 - ESF-2 Communications, Information Systems and Warning
 - ESF-3 Public Works and Engineering
 - ESF-4 Firefighting
 - ESF-5 Emergency Management
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-7 Logistics Management and Resource Support
 - ESF-10 Oil and Hazardous Materials Response
 - ESF-12 Energy
 - ESF-13 Public Safety and Security
 - ESF-14 Long-Term Community Recovery
 - IA-A Terrorism
 - IA-C Evacuation

- Puget Sound Energy
 - Providing power and natural gas shortage and distribution advice, shortage impact predictions, and service restoration.
 - Maintaining communications with the ECC.
 - Responsible for specific activities in:
 - ESF-3 Public Works and Engineering
 - ESF-12 Energy
 - ESF-14 Long-Term Community Recovery

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- Resource Stewardship
 - Coordinating damage assessment and post disaster safety inspections of County buildings and facilities, private residences and businesses.
 - Permit assistance and waivers.
 - Reviewing development standards and recommend changes as appropriate.
 - Reviewing the County's flood plain management program and recommend changes as appropriate.
 - Providing fairground and parks facilities for emergency County government and/or emergency response activities.
 - Identifying and provide staging and assembly areas and long-term mass care facilities.
 - Identifying emergency collection sites for non-hazardous debris.
 - Responsible for specific activities in:
 - ESF-3 Public Works and Engineering
 - ESF-4 Firefighting
 - ESF-5 Emergency Management
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-7 Logistics Management and Resource Support
 - ESF-11 Agriculture and Natural Resources
 - ESF-14 Long-Term Community Recovery
 - SA-A Direction and Control

- Schools/Education Service District 113
 - Developing building hazard mitigation and emergency response plans in accordance with State and District policy.
 - Providing facilities for public shelter and medical clinic sites through agreements with the American Red Cross and Thurston County Public Health and Social Services.
 - Providing buses for transportation.
 - Providing school situation reports and damage assessment reports to the ECC.
 - Responsible for specific activities in:
 - ESF-1 Transportation
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-14 Long-Term Community Recovery

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- Sheriff's Office
 - Providing security for the ECC, restricted areas and critical facilities.
 - Providing traffic control and crowd control.
 - Providing Search and Rescue resources and volunteer management.
 - Providing warning support.
 - Liaison and coordination with other law enforcement agencies.
 - Responsible for specific activities in:
 - ESF-1 Transportation
 - ESF-2 Communications, Information Systems and Warning
 - ESF-5 Emergency Management
 - ESF-9 Search and Rescue
 - ESF-10 Oil and Hazardous Materials Response
 - ESF-13 Public Safety and Security
 - ESF-14 Long-Term Community Recovery
 - ESF-20 Military Support to Civil Authorities
 - SA-A Direction and Control
 - IA-A Terrorism
 - IA-C Evacuation

- Thurston 9-1-1 Communications (TCOMM 9-1-1)
 - Forwarding disaster related emergency information and requests to the ECC.
 - Dispatching resources as requested by the ECC or incident commanders.
 - Responsible for specific activities in:
 - ESF-2 Communications, Information Systems and Warning
 - ESF-5 Emergency Management
 - SA-A Direction and Control
 - IA-A Terrorism

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- Thurston County Disaster Assistance Council (DAC)
 - Coordinating humanitarian services to disaster victims including the provision of shelter, food, clothing, crisis counseling, spiritual support and other individual and family assistance, such as legal and financial, when available.
 - Coordinating the referral of volunteer labor and services to disaster victims.
 - Coordinating the management of donated goods including receipt, sorting, storage, distribution and disposal.
 - Coordinating assistance to the business community.
 - Coordinating the disaster care of animals.
 - Responsible for specific activities in:
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-7 Logistics Management and Resource Support
 - ESF-8 Public Health and Medical Services
 - ESF-11 Agriculture and Natural Resources
 - ESF-14 Long-Term Community Recovery

- Thurston County Emergency Management Council (EMC)
 - Participating in the Disaster Policy Advisory Group and Disaster Recovery Team.
 - Responsible for specific activities in all ESFs.

- Treasurer
 - Arranging for emergency funding.
 - Responsible for specific activities in:
 - ESF-5 Emergency Management
 - SA-C Financial Management

- Washington Information Network 2-1-1
 - Responding to the humanitarian and personal needs of disaster victims by referring them to appropriate agencies, organizations or individuals.
 - Responsible for specific activities in:
 - ESF-6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF-7 Logistics Management and Resource Support
 - ESF-8 Public Health and Medical Services
 - ESF-14 Long-Term Community Recovery
 - See Responsibilities of the Thurston County Disaster Assistance Council

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V. PLAN MAINTENANCE

A. Review

1. Cyclic

This Plan shall be reviewed on a four-year cycle commencing one year from the effective date. The cycle may be adjusted to comply with future guidance from the Washington State Emergency Management Division. The Director of Emergency Management shall promulgate a schedule that ensures review of the Basic Plan and all ESFs during the cycle. TCEM shall coordinate the initial review of the Basic Plan. Coordinating agencies identified in Table 3 (page 22) shall coordinate review of all applicable ESFs in conjunction with TCEM. TCEM and coordinating agency representatives shall brief the Disaster Policy Advisory Group on their reviews and on proposed changes. The Disaster Policy Advisory Group shall forward appropriate recommendation(s) for revisions of the Basic Plan to the BOCC for action and/or adoption.

2. Post Activation

The Basic Plan and applicable ESFs shall be reviewed after ECC activations. Lessons learned shall be recommended for incorporation via the Disaster Policy Advisory Group. Review following ECC activation shall satisfy cyclic review as delineated above if cyclic review is scheduled to occur within the twenty-four month period following the ECC activation.

B. Revision

Generally, revisions to this Plan shall be submitted to the BOCC for approval. However, revisions which clarify existing portions of the Plan, that reflect changes in State or Federal requirements or that adjust responsibilities to better reflect organizational capabilities or structure may be made without BOCC approval if both of the following conditions are met:

1. The revisions are agreed to by the Disaster Policy Advisory Group; and
2. The revisions cannot be construed as establishing or changing County policy.

The BOCC shall be advised of any changes prior to their implementation.

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Emergency support function annexes (ESFs) delineate the specific responsibilities of the CEMP. ESFs may be subject to frequent and significant change in response to new procedures, policies or technologies, to lessons learned and to accommodate new organizations or organizational structures. Accordingly ESF's may be revised by the functional lead agency or agencies with the concurrence of applicable support agencies if they are consistent with the Basic Plan and neither change nor establish policy.

C. Reports

The Director of Emergency Management shall report to the BOCC within six months following the end of each review cycle. The report shall include a review of how the Plan has performed, a summary of revisions, and any recommendations for change requiring BOCC approval.

D. Training and Exercises

1. Training

Within one year from the effective date of this Plan, the Emergency Management Manager shall develop and implement a training program for County staff that creates and maintains both a heightened awareness of the contents of this Plan and enhances their preparedness to conduct disaster management activities.

2. Exercises

This Plan or portions of this Plan shall be exercised annually to provide controlled practical experience to those individuals who have disaster response and recovery responsibilities and to assess any weaknesses in the Plan. As a minimum, the exercise schedule and type shall comply with State and Federal requirements. When appropriate, exercise credit shall be requested for the County's activities during an actual disaster. When granted, this exercise credit shall satisfy the annual requirement to exercise the Plan.

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APPENDIX A ACRONYMS AND DEFINITIONS

ACRONYMS

BOCC: Board of County Commissioners

CEMP: Comprehensive Emergency Management Plan

ECC: Emergency Coordination Center

ESF: Emergency Support Function

FEMA: Federal Emergency Management Agency

HIVA: Hazard Identification and Vulnerability Analysis

RCW: Revised Code of Washington

SAR: Search and Rescue

SOP: Standard Operating Procedure

TCEM: Thurston County Emergency Management

TCSO: Thurston County Sheriff's Office

DEFINITIONS

Comprehensive Emergency Management Plan (CEMP) - The plan or blueprint that states who, what, when, and where response to a disaster or emergency will be handled. (See also Emergency Support Function)

Damage Assessment - The process of determining the magnitude of damage and the unmet needs of the community as the result of a hazardous event.

Emergency or Disaster - Emergency or disaster shall mean an event or set of circumstances which demands immediate action to preserve public health, protect life, protect public property, or to provide relief to a stricken community overtaken by such occurrences or reaches such a dimension or degree of destructiveness as to warrant the Board of County Commissioners declaring a local emergency pursuant to RCW 36.40.180 and 38.52.070. Emergency or disaster does not mean an emergency as used in RCW 38.52.430 which is an incident that requires a normal police, coroner, fire, rescue, emergency medical, utility or public works response.

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Emergency Alert System (EAS) - A Federally mandated program that requires local broadcasters to relay emergency information. Replaced the Emergency Broadcast System (EBS).

Emergency Coordination Center (ECC) - A central location from which overall direction, control and coordination of a community's response to a disaster will be established. The ECC is generally equipped and staffed to perform the following functions: collect, record, analyze, display and distribute information; coordinate public information and warning; coordinate government emergency activities; support first responders by coordinating the management and distribution of information and resources and the restoration of services; conduct appropriate liaison and coordination activities with all levels of government, public utilities, volunteer and civic organizations and the public.

Emergency Management - Organized analysis, planning, decision making and assignment of available resources to mitigate, prepare for, respond to and recover from the effects of any hazard.

Emergency Support Function (ESF) - Emergency support functions (ESFs) are functional annexes to the comprehensive Emergency Management Plan. They outline the general guidelines by which Thurston County government and cooperating agencies shall carry out the responsibilities assigned in the Plan. (See also Comprehensive Emergency Management Plan)

Federal Disaster Declaration - Formal action by the President of the United States to make a State eligible for Federal disaster assistance. (Also see Governor's Proclamation of a State of Emergency and Local Emergency Declaration)

Federal Emergency Management Agency (FEMA) - Agency created in 1979 to provide a single point of accountability for all Federal activities related to disaster mitigation and emergency preparedness, response and recovery. FEMA provides technical advice and funding for State and local emergency management agencies.

Governor's Proclamation of a State of Emergency - A proclamation by the Governor in accordance with RCW 43.06 and 38.52 which activates the State of Washington Comprehensive Emergency Management Plan and authorizes State resources to be used to assist affected political jurisdictions. (See also Federal Disaster Declaration and Local Emergency Declaration)

Hazard - Any threat with the potential to disrupt services, cause damage, or create casualties.

Hazard Abatement - The identification of potential or actual hazardous areas, structures or conditions and the action taken to eliminate or mitigate them.

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Hazard Analysis - Process of identifying the hazards that may impact a community. Hazard analysis forms the basis for emergency planning and preparedness.

Hazard Mitigation - Any measure that will reduce or prevent the damaging effects of a hazard.

Hazard Probability - The likelihood that a hazard will occur within a given time frame.

Hazard Vulnerability - The ratio of population, property, commerce and essential infrastructure and services at risk from a given hazard relative to the entire community.

Incident Commander (IC) - The individual responsible for the management of operations at the scene of an incident. Also called On-Scene Commander.

Incident Command System (ICS) - The combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure for the purpose of responding to a hazardous event.

Local Emergency Declaration - A resolution by the Board of County Commissioners in accordance with RCW 36.40.180 and 38.52.070(2) which activates the Thurston County Comprehensive Emergency Management Plan and the liability protection and resource procurement provisions of RCW 38.52. (See also Federal Disaster Declaration and Governor's Proclamation of a State of Emergency)

Local Resources - The combined resources of the type needed to respond to a given hazardous event of the County and all taxing jurisdictions within the County and of the private sector. In any request for State or Federal resources, the requesting jurisdiction must affirm that local resources have been or soon will be exhausted.

Mutual Aid Agreement (MAA) - A formal or informal agreement for reciprocal assistance for emergency services and resources between jurisdictions.

National Incident Management System (NIMS) – A system mandated by Homeland Security Presidential Directive 5 that provides a consistent nationwide approach for governments, the private sector and non-governmental organizations to work effectively and efficiently together to prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity.

Preparedness -The process of preparing the community for disastrous events and includes such things as: hazard analysis; planning; training and exercises; negotiating mutual aid agreements; identifying and cataloguing resources; developing a communications capability; developing volunteer resources; preparing and maintaining an ECC including appropriate staff and operating procedures; public information and media liaison.

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Public Information Officer (PIO) - Person designated and trained to provide and coordinate disaster-related public information and media relations.

Recovery - A short and long-term process. Short-term recovery operations restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

Response - The actual provision of services during a disaster. These activities help to reduce casualties and damage and speed recovery

Thurston County Government and Cooperating Agencies - A term to denote any and all Thurston County government or government affiliated offices, departments, divisions, agencies and districts and any other agency or organization that has a defined role in this Plan.

Warning and Notification - Advising the public of a threatening or occurring hazard and providing information to assist them in safely preparing for and responding to the hazard.

Thurston County Comprehensive Emergency Management Plan

APPENDIX B

RESOLUTION NO. 15163

A RESOLUTION adopting an updated "Thurston County Comprehensive Emergency Management Plan"

Whereas, Thurston County is exposed geographically and regionally to a number of hazards with the potential to cause casualties, damages and disruption of the community, and;

Whereas, RCW 38.52 mandates an all-hazard Comprehensive Emergency Management Plan for the County and requires that it be consistent with the state Comprehensive Emergency Management Plan, and;

Whereas, the Thurston County Board of Commissioners realize the importance of guiding County government behavior before, during and after a disaster, and;

Whereas, the last Comprehensive Emergency Management Plan adopted by the Thurston County Board of Commissioners was in 1998, and;

Whereas, Thurston County staff have developed an updated Plan to describe a comprehensive program that defines who does what, when, where and how in order to mitigate, prepare for, respond to and recover from the effects of natural, technological and human-caused hazards, and;

Whereas, this updated Comprehensive Emergency Management Plan is consistent with the current County organization and with both the National Response Framework and the State Comprehensive Emergency Management Plan, and;

Whereas, these proposed actions have been identified, coordinated and documented in the updated "Thurston County Comprehensive Emergency Management Plan" that has been prepared for consideration and implementation by Thurston County government departments and cooperating agencies;

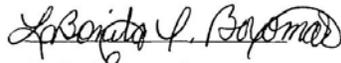
NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS of Thurston County as follows:

1. Thurston County hereby approves and adopts the updated "Thurston County Comprehensive Emergency Management Plan".
2. Thurston County staff are directed to review and update the Comprehensive Emergency Management Plan and submit updates to the Emergency Management Division of the State Military Department in compliance with designated cyclic updates or when changes are warranted as stipulated under Plan Maintenance in Section V.

Thurston County Comprehensive Emergency Management Plan

ADOPTED: August 4, 2015 BOARD OF COUNTY COMMISSIONERS
Thurston County, Washington

ATTEST:


Clerk of the Board


CATHY WOLF, Chair

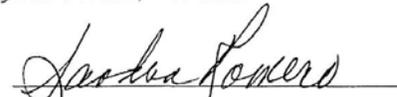
APPROVED AS TO FORM:

JON TUNHEIM

PROSECUTING ATTORNEY


BUD BLAKE, Vice-Chair

BY: 
Deputy Prosecuting Attorney


SANDRA ROMERO, Commissioner