

WALLA WALLA COUNTY FLOOD RESPONSE PLAN 2022



February 2020 Flood Event

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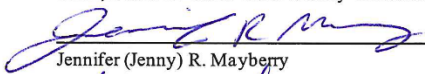
LETTER OF PROMULGATION

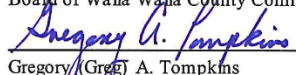
Walla Walla County Flood Response Plan

November 21, 2022

1. Residents of Walla Walla County and the Cities of College Place, Prescott, Waitsburg and Walla Walla face the threat of disasters and emergencies, including the threat of widespread flooding. Recognizing this threat, government at all levels has a continuing responsibility for the health, safety and general welfare of its citizens.
2. Normal day-to-day procedures usually are not sufficient for effective response to a flood event, as extraordinary emergency measures have to be implemented quickly if loss of life and property is to be kept to a minimum. Emergency procedures and actions to cope with the possibility of a flood event are addressed in the Walla Walla County Flood Response Plan. The Walla Walla County Flood Response Plan has been prepared by Walla Walla County Emergency Management Department, and participating local governments, emergency personnel, and related agencies. The plan is effective October 28, 2022.
3. This plan is the guideline for emergency mitigation, preparedness, response, and recovery operations for a flood event in all jurisdictions of Walla Walla County. Personnel and agencies assigned specific emergency responsibilities must have a working knowledge of functions and actions described therein and to be prepared to act in accordance with the plan when emergencies occur.
4. We solicit comments and recommendations to improve this plan. Please forward your comments to Walla Walla County Emergency Management Department, 27 North 2nd Ave., Walla Walla, WA 99362.


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Chair, Board of Walla Walla County Commissioners


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Emergency Management...Always Working for a Disaster Prepared and Resilient Community

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Record of Changes

REVISION #	PAGES CHANGED	DATE	CHANGES MADE BY
1	Plan Rewrite	10/2022	Patrick Purcell Liz Jessee

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Record of Distribution

AGENCY OR INDIVIDUAL	DISTRIBUTION DATE
City of College Place	
City of College Place Fire Department	
City of College Place Police Department	
City of College Place Public Works	
City of Prescott	
City of Prescott Public Works	
City of Waitsburg	
City of Waitsburg Public Works	
City of Walla Walla	
City of Walla Walla Fire Department	
City of Walla Walla Police Department	
City of Walla Walla Public Works	
U.S. Army Corps of Engineers	
U.S. National Weather Service – Pendleton Office	
Umatilla County Emergency Management	
Walla Walla County Commissioners	
Walla Walla County Emergency Medical Services	
Walla Walla County Fire Districts 1, 2, 3, 4, 5, 6, & 7	
Walla Walla County Public Works	
Washington State Penitentiary	

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I. INTRODUCTION

A. Purpose

The purpose of this flood plan is to provide a framework for the effective utilization of government and private sector resources to mitigate, respond to and recover from flooding events; to protect lives, property and preserve the environment.

B. Scope

This plan primarily focuses on areas within the County that have been determined to be at risk of flooding due to either seasonal hydrological fluctuations or flash flooding resulting from storm-water run-off. The proximity of waterways to Cities within Walla Walla County increases the probability and potential for a flood event to have far-reaching effects on a large percentage of Walla Walla County residents.

C. Overview

Walla Walla County is part of the Columbia River Basin bounded on the south and eastern sides by the Blue Mountains, on the north and northwest by the Touchet highland and on the west by the Columbia and Snake Rivers.

Walla Walla County varies from wide, low elevation river valleys (350 to 500 feet) and rolling foothills, to steep canyons (about 4,300 feet) leading into the high elevations (6,000 feet) of the Blue Mountains. Topography varies from the Blue Mountains at the East end of the County to the Snake and Columbia Rivers on the West end as most major creeks and rivers generally flow toward the West.

Nearly all the land in the County lies below 4,300 feet. Approximately 90% of the County lies between about 450 feet and 1,600 feet in elevation. However, the watersheds of Mill Creek and the Touchet and Walla Walla Rivers originate outside of the County at elevations of about 6,000 feet in the Blue Mountains.

Much of the development within Walla Walla County occurs within a short distance of streams in areas of less topography and often floodplains, which increases the risk of damage by rising water. The floodway and 100-year floodplain are the two areas most likely to experience flooding. The floodway experiences frequent inundation and within Walla Walla County construction is not permitted within this zone.

The 100-year floodplain is defined as an area where there is a 1% annual probability of flooding. Recent studies suggest an increased risk to infrastructure can be anticipated during the 21st century because of increased construction within the floodplain, and climate change. The floodway and the 100-yr floodplain have been mapped for Walla Walla County by the Federal Emergency Management Agency (FEMA). However, with a few exceptions, floodplain and floodway boundaries have not been reassessed since their initial mapping in 1983.

Flooding in Walla Walla County is most likely to occur in winter and spring when localized rainstorms, snowmelt and rain-on-snow events can overwhelm channels

with rapid runoff. Frozen soil conditions are often present during these periods and help to increase the volume and rate of runoff by preventing infiltration. With deeper snowpack conditions or spring snowfall events large volumes of water can result in flood events that can last several days.

II. HAZARD ANALYSIS AND PROBABILITY

RATINGS	
Probability	HIGH
Vulnerability	MEDIUM
Risk	HIGH

Figure: 1 – Overall Hazard Assessment

There have been several severe floods in Walla Walla County since about 1925. These floods took place in March 1931, December 1964, February 1996, and February 2020. Primary flood hazards include Mill Creek, the Touchet River, and Coppei Creek. Overall, the probability of flood damages occurring within Walla Walla County within the next 25 years is HIGH.

The 1931 flood took place after heavy rains saturated the soil and then turned cold enough to snow. It snowed about 12 inches and then rained as temperatures warmed and rapidly melted snow. The 1931 flood on Mill Creek was devastating to the City of Walla Walla. The Mill Creek diversion and storage reservoir (Bennington Lake) and Mill Creek flood channel were all constructed by the U.S. Army Corps of Engineers (USACE) because of the 1931 event and have been the primary means of Mill Creek flooding mitigation to the City of Walla Walla since.

The 1996 flood occurred in a similar fashion following a rain-on-snow event where warming temperatures and rain following a late season snowfall rapidly melted snow over frozen ground. In some areas as soils began to thaw saturated conditions led to landslides. The 1996 flood impacted many areas throughout the County with some of the most severe impacts being realized in Waitsburg and the upper Mill Creek area. Flood-specific damages cost the County \$6,500,000, while specific jurisdictions, primarily Waitsburg, experienced flood-specific damages totaling an additional \$5,500,000.

During the February 2020 flood event Southeastern Washington experienced record high temperatures reaching well into the upper 60s in some locations. The warmer daytime temperatures along with record-breaking rainfall rapidly melted snow in the Northern Blue Mountains. With some of the ground frozen and other locations water-saturated, the water had nowhere to go except as runoff in drainage ditches, streams and creeks which were quickly filled to record-breaking levels. The 2020 event exceeded previous flood events, including a historic flood in February 1996 that also had compounding

impacts over several weeks. Precipitation during the incident amounted to the equivalent of two 100-year-rain events in two days. While flooding occurred in multiple areas in Walla Walla County, the most severely affected, as had occurred in previous events, was the City of Waitsburg and locations above and below the Mill Creek Flood Control Project. The greatest concentration of damages, other than Waitsburg, occurred in the Kooskooskie area near the Washington-Oregon border.

A. Walla Walla River Flooding

The largest recorded flood on the Walla Walla River occurred in December 1964 and was estimated to have a stage of 18.90 ft (423.90 ft above mean sea level) and a peak discharge of 33,400 cubic feet per second (cfs) near Touchet (after confluence with Touchet River). Flooding of the Walla Walla River also occurred in January of 1965, as well as 1906, 1931, 1949, 1951, 1972, and 1996. Most flood damages on the lower Walla Walla River are related to various types of road and bridge impacts, bank and field erosion, and sediment deposition. The probability of occurrence has been assessed as MEDIUM.

B. Touchet River

Recorded significant floods on the Touchet River have occurred in 1906, 1931, 1949, 1951, 1964, 1965, 1972, 1996 and 2020. The maximum flood on the Touchet River occurred in February 2020 with a peak flood discharge of about 14,000 cfs. In Walla Walla County, flooding of the Touchet River has mainly caused damage in the community of Prescott and significant damage in the City of Waitsburg. Flooding also caused various types of roads and bridge damage, bank and field erosion, and sediment deposition along the Touchet River to the Walla Walla River. Widespread severe damages and disruptions occurred in Waitsburg during the flood of February 2020. The probability of occurrence has been assessed as MEDIUM.

C. Coppei Creek

Coppei Creek has experienced significant flooding several times. The flows and levels on Coppei Creek are not gauged. However, it is known that Coppei Creek contributed to the severe level of damages in Waitsburg during the flood of February 1996. The creek left its channel and was diverted down Coppei Avenue where it collected behind the existing levee along the Touchet River causing damages to local structures. Other Coppei flood problems were related to road and bridge damage, bank and field erosion, and sediment deposition. Using high water marks, the U.S. Army Corps of Engineers (USACE) has estimated the February 1996 peak flood discharge on Coppei Creek to have been about 1,700 cfs. The probability of occurrence has been assessed as MEDIUM.

D. Mill Creek

Due to the topography of its watershed, Mill Creek tends to have short duration, high volume flood events. The largest of these floods are usually caused by prolonged

intense rainfall on saturated soils, or rapid snowmelt in conjunction with rain and warming temperatures.

The 1931 flood that impacted the City of Walla Walla spurred construction of the Mill Creek Flood Control Project, which was authorized by the Flood Control Act of 1938. Construction of the dam and its associated works was completed in 1942. An auxiliary outlet channel from the dam to Russell Creek and the construction of additional drainage facilities at the toe of the dam were completed in 1944. The sealing of the lake bottom, additional work on the drainage system in the foundation and the installation of an upstream outlet gate were completed in 1950. The paving of Mill Creek Channel through the city of Walla Walla was completed in 1948.¹

According to the USACE, the channel has the following capacities:²

Gose Street to Mullan Avenue:

Type - Riprapped levee

Length - 1.9 miles

Capacity - 3,500 cfs

Mullan Avenue to Roosevelt Street (through the City of Walla Walla):

Type - Concrete-lined

Length - 2.2 miles

Capacity - 5,400 cfs

Roosevelt Street to Diversion Dam:

Type - Riprapped levee

Length - 2.8 miles

Capacity - 3,500 cfs has a 5,400 cfs capacity.

This channel is now aging and in many areas of the city it needs significant updating and repairs.

Major flood events on Mill Creek have occurred in 1931 (6,000 cfs with a stage of 7.5 ft in Walla Walla), 1964 (3,300 cfs controlled to 2,400 cfs by diversion), 1996 (6300 cfs at Kooskooskie gage, controlled to about 4,000 cfs), and February 2020 (7050 cfs at Kooskookie gage, controlled to an average 3800 cfs over 10 hours). During the 2020 flooding Kooskooskie experienced a rise from 4200 to over 7000 CFS in just two hours' time. Damage to homes, roads, bridges, and critical freshwater transmission lines was severe. Despite high flows, the City of Walla Walla suffered only minor damage within the city limits. During both the February 1996 & 2020 flood, diversion and retention of water at the U.S. Army Corps of Engineers' Mill Creek Flood Control Project provided significant protection.

¹ [Mill Creek Fact Sheet 2021 \(oclc.org\)](https://www.oclc.org)

² [Walla Walla District - Mill Creek Dam and Bennington Lake \(army.mil\)](https://www.army.mil)



HISTORIC PERSPECTIVE



2020 Flood Event in the Mill Creek Basin has some similarities to the 1996 and the 1931 flood event

Similarities:

- All three events had two peaks
- 1996 also took place around 6 Feb

2020 Differences:

- Duration over 48 hours versus 80 hours in 1996
- 10 hours at flows over 5000 cfs versus 3 hours in 1996 event
- Set a new record peak flow at 7050 cfs at the Kooskooskie gage
- Two 100-year rain events in two days

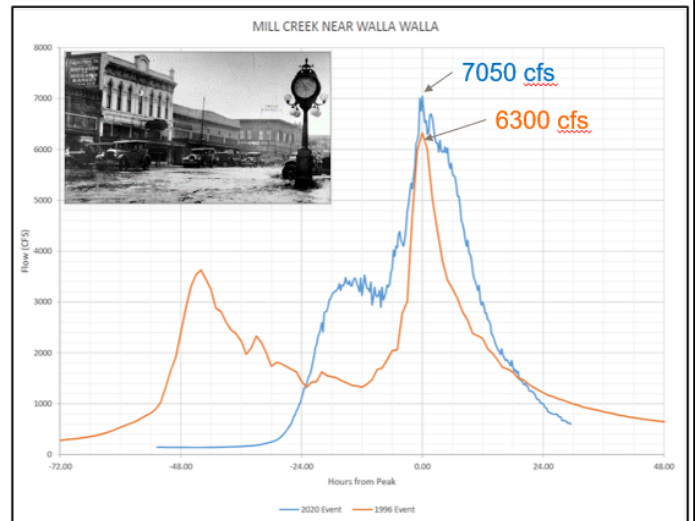


Figure 2: U.S. Army Corps of Engineers Analysis of 2020 Flood Event

Highwater periods during 2022 didn't rise to the levels seen during previous events but did result in nuisance flooding and bank erosion. During an unusual Spring event, the Mill Creek Flood Control Project diverted water into Bennington Lake to control peak flows through downtown channels. As in previous high-water events, bank undercutting and erosion downstream of the city were noted. The probability of flood occurrence has been assessed as HIGH.

E. Yellowhawk, Cottonwood, Russell, Garrison, and Reser Creek

There is little flooding data available regarding flows on Garrison, Yellowhawk, Cottonwood, Russell, and Reser Creeks. Flows in Russell, Garrison, and Yellowhawk Creeks are partially regulated by the Mill Creek Diversion and Reservoir project. In the absence of the USACE project the causes and frequency of flooding on these creeks would be expected to be similar to Mill Creek. The 1983 FEMA FIS reported that there was evidence of at least five floods in the last 50 years. These were in 1926, 1927, 1931, 1949, and 1964. The largest flood may have occurred in 1949. Only nuisance flooding was reported in these drainages during 1996 and 2020.

During the unusual Spring flooding event of 2022, high water in Yellowhawk, Russell and Cottonwood creeks resulted in water overtopping the banks and inundating property and some residences. This event was believed to have been caused by a combination of unusually high spring flows and water being diverted from Russell Creek into Yellowhawk by a debris dam. This diversion exceeded the channel capacity for Yellowhawk and caused it to overtop its banks in multiple locations. Residents and property owners, in cooperation with State and local officials, are working to remove the debris and reduce the chance of future flood events. There may be other

unanticipated changes to streamflow caused by impacts of the 2020 flood event (such as gravel bars and other debris deposits). The probability of a flooding event on these creeks is assessed to be medium-low.

F. Flash Flooding

Flash floods are characterized by a rapid rise in water level that exceeds bank-full capacity of any measurable water course (i.e., stream, river, dry ravine). In an extreme case a flash flood could be a wall of water moving down a steep canyon or ravine. Flash floods are common in areas of steep terrain and alluvial fans. Flash floods are distinguished from other types of flooding by the short time frame in which they can develop and intensify. They can occur within a short time (\leq six hours) of a rain event or following a sudden release of water held by an ice or debris dam. There is often little warning of a flash flood.

The brief, intense rainfall from a thunderstorm is usually the cause of a flash flood. Inadequate urban drainage systems increase the likelihood of a flash food. In urban environments where vegetation has been removed, where bridges and culverts constrict flow, or where buildings and paving have greatly expanded impermeable surfaces, there is an increasing flash flood risk. Several factors contribute to flash flooding. Two key elements are rainfall intensity and duration. As discussed above, other factors include topography, soil conditions, and ground cover.

On July 16, 2012, a stationary upper-level low pressure area near Brookings, Oregon brought abundant moisture across eastern Washington. This combined with daytime heating to produce a few severe thunderstorms and locally heavy rainfall. Thunderstorms training from south southwest to north northeast over the narrow path produced an estimated 1 to 2 inches of rainfall and caused flash flooding and mud slides two to three miles south of Touchet. A parked pickup truck was completely submerged. Over a dozen county roads were damaged. Damage was estimated at 1.25 million.

Currently, development regulations are in place which limit impervious surface, plan for flooding, and require that storm water run-off is contained within property boundaries and not allowed to flow onto adjacent roadways and properties. These regulations are enforced by local jurisdictions as well as by the Washington State Department of Ecology.

Damage from localized flash flooding would most likely be contained to a relatively small area or drainage and vulnerability has been significantly reduced for many areas due to state and local flooding and storm water regulations.

The National Weather Service (NWS) has reported two flash flood events since 1950: April 24, 2005, in the Waitsburg area, and May 8, 2005, in the City of Walla Walla area. No damage was reported in the Waitsburg incident, and the City of Walla Walla reported approximately \$20,000 in damages (U.S. Department of Commerce National Climatic Data Center, n.d.). The overall probability of a flash flood event is MEDIUM.

III. RESPONSE

Walla Walla County flood response is somewhat hampered by the fact that event onset and termination generally happen quickly. Initial response capabilities include but are not limited to the following areas.

A. Law Enforcement (LE):

Reconnaissance of flood prone areas, initial road closures for public safety and facilitating evacuations. As the situation warrants, may assume temporary Incident Command until relieved by either Fire leadership or Public Works. See also Emergency Support Function (ESF) 13 – Public Safety, Law Enforcement and Security, Walla Walla County Comprehensive Emergency Management Plan (CEMP).

B. Fire and EMS:

Where permissible, rescue of trapped persons and assistance with evacuation. Fire leadership commonly assumes initial Incident Command of the early flood response within their districts. See also ESF 04 – Firefighting, Walla Walla County CEMP.

C. Public Works

Provides reconnaissance of endangered roadways and bridges. Assumes Incident Command to affect emergency repairs, road closures and other activities deemed necessary to keep County residents safe on public roads and right of ways. Administers Mill Creek Flood Control Zone District. See also ESF 03 – Public Works and Engineering, Walla Walla County CEMP.

D. Walla Walla County Emergency Management (WWEM)

In consultation with elected leaders, activates the EOC and advises local officials on declarations of disaster. Acts as a central point of information collection and dissemination. Supports the incident response by providing emergency messaging, notifications and responding to media inquiries. Coordinate and manage resource requests to State and local agencies in support of response partners. Coordinates emergency sheltering for displaced persons, pets, and livestock. Provides situational awareness to elected officials in support of executive decision making in support of the response. Utilizes Memorandums of Understanding (MOUs) to facilitate the availability of sandbags for protection of critical infrastructure. See also ESF 05 – Emergency Management, Walla Walla County CEMP. **Note: County and municipal agencies do not conduct flood fight operations on private property.**

E. USACE Mill Creek Flood Control Project

Monitors water levels and flow rates along Mill Creek as required. Activates diversion and water detention to maintain safe water flows through the City of Walla Walla. Releases water as needed to conserve detention space in Bennington Lake.

Communicates flows and diversion levels to WWEM per the USACE Joint Synchronization Matrix.

F. Emergency Management Executive Board (EMEB):

Made up of elected officials and municipal leader, the board holds overarching authority over response goals, executive financial decisions, and declarations of emergency.

IV. MITIGATION

Mitigation in Walla Walla County falls into three separate categories.

A. Hazard Mitigation

In Walla Walla County hazard mitigation includes but is not limited to the following.

- Flood Plain management utilizing Planning and Zoning to discourage development in high-risk flood areas.
- Education and outreach to provide County residents with information on flood risk and preparedness as well as structural mitigation such as flood insurance, structure elevation and re-location.

B. Structural Mitigation:

In Walla Walla County structural mitigation has been primarily centered around the USACE Mill Creek Flood Control Project. This project, first completed in 1942, utilizes a diversion dam, and a multi-acre water detention area. During flood events, the Project, utilizing internal SOPs and operational plans, manages the flow of water entering the flood control channels which pass through town. The purpose is to ensure that flow rates are managed to limit structural damage to channels, bridges and levies which protect the City of Walla Walla.

C. Non-Structural Mitigation

The purpose of non-structural flood mitigation is to try and affect change in the way that people interact with the floodplain.

- Emergency Management provides education and outreach to County residents on County flood hazards and how to be prepared should a flood event occur.
- Emergency Management facilitates communication between County residents and FEMA to help move people out of flood prone areas, create open space and to elevate structures in high-risk areas.
- Non-structural mitigation also includes in-depth community flood planning utilizing input from primary, support, and cooperating response partners/agencies.

V. PLANNING ASSUMPTIONS

- A. People living in threatened areas should be educated concerning their situation. The amount of time available to determine the scope and magnitude of an incident will impact the response actions taken.

- B. The Incident Command System (ICS) will be used for flood incident response. ICS is a management tool that provides a flexible structure that allows local, state, federal, and private entities to be integrated under a single command authority.
- C. The Emergency Operations Center (EOC) will be activated to Level 2 or higher for potential or actual flood incidents. An EOC is a physical location that is located separately from the on-scene Incident Command Post and supports the on-scene response by providing external coordination and securing of additional resources. The EOC organization is comprised of the Agency Administrators, Emergency Management staff, and other key officials from the affected jurisdictions. The Walla Walla County Emergency Management Department (EMD) Director is designated the EOC Director.
- D. All flood damage reduction structures (levees, channels, dams, and diversion structures) are assumed to be safe for their intended purpose until advised to the contrary by agencies responsible for maintaining or inspecting these structures.
- E. Flood damage reduction structures, such as the Mill Creek levees and dam, pose a flood hazard within their respective inundation areas.
- F. Catastrophic failure of the Mill Creek structures is possible, but not likely. Dam owners will provide advance warning in accordance with their Emergency Action Plans.
- G. Sabotage or deliberate attacks upon these structures are remote possibilities.
- H. If there is forewarning of an impending flood, many people will stay with their assets and attempt to protect them. Some people will evacuate before being directed to do so. Some people not at risk may also evacuate.
- I. Warnings to the public will be issued using a variety of mediums dependent on available time, severity of incident and risk to the public. Social media in the form of Facebook and Twitter will be used to provide information to the public and to provide alerts when time is not a crucial consideration. The Emergency Notification System (ENS), Integrated Public Alert and Warning System (IPAWS) Emergency Alert System (EAS) and Wireless Emergency Alerts (WEAs) will be used to provide messages to the public when time is a factor and life and property are deemed to be at risk. Public safety will always be the primary consideration when determining the method of messaging.
- J. The public will receive and understand official information related to warning and evacuation. According to Washington State Law, notifications to evacuate will be advisory, but are not mandatory.
- K. The public will act in its own interest to leave dangerous areas when advised to do so by local authorities. Schools, nursing homes, hospitals, jails, and other institutions are responsible for their populations. The Emergency Operations Center may be asked to help arrange transportation of at-risk populations.
- L. If a precautionary evacuation of special needs persons and institutionalized populations is initiated, some members of the public in the risk area will also evacuate.

- M. Evacuation will be primarily in family groups using private vehicles.
- N. Pets will accompany evacuees and will present challenges
- O. There will be approximately 48 hours between signs of distress to Mill Creek Dam and its catastrophic failure.
- P. Evacuating people will be difficult or impossible following a catastrophic failure of Mill Creek Dam. Failure at night will result in higher numbers of fatalities and injuries.
- Q. Stranded motorists or abandoned vehicles may present obstacles to flood response or evacuation.
- R. Law enforcement, fire, and rescue services will be hampered.
- S. Water and sewage facilities in the City of Walla Walla may be overwhelmed by flood waters and be temporarily unavailable.
- T. If possible, evacuees will seek shelter with relatives or friends, or in commercial establishments rather than in public shelters.
- U. Food, water, and shelters will be made available with the assistance of the American Red Cross serving Southeastern and Central Washington. Various factors will affect when food, water, and shelters are available (availability of volunteers, travel time, identification of a suitable location, etc.).
- V. Electrical power may not be available. This could impact traffic signals and impede traffic flow. Communications may be reduced.
- W. Walla Walla County will rely on state and federal assistance in responding to major flooding incidents.
- X. Search and rescue operations may be required to assist trapped, injured, handicapped, or elderly persons.
- Y. Emergency operations may be seriously hampered by damage to communications systems. Telephone switching equipment, radio repeater sites, fiber optic cables, and cell phone towers may be damaged.
- Z. Successful implementation of this plan is contingent upon the immediate availability of trained personnel and other community resources that are maintained in an appropriate state of readiness. Proper deployment of these resources is dependent on regular, systematic training; drills and exercises; adequate supplies; equipment maintenance; and specific assessments of overall preparedness.

VI. CONCEPT OF OPERATIONS

- A. National Weather Service Office, Pendleton, issues a Flood Statement, Watch or Warning, forecasting the possibility or likelihood that weather and hydrological conditions could result in a serious flooding event within a specified time frame and within Walla Walla County. The NWS may issue a targeted hydrologic or flood briefings prior to a hydrologic outlook statement. Walla Walla Emergency Services Communications (WESCOM) may also be notified by County residents of a flash flood

event which has occurred with little, or no notice, precipitated by weather conditions whose severity exceeded forecasted expectations.

- B. Upon receipt Walla Walla Emergency Management Director Advises the Board of County Commissioners Chair, and activates the EOC to level 3, Standby.

VII. WALLA WALLA COUNTY EOC ACTIVATION



Figure 3: Walla Walla County EOC Activation Levels

Level 4: Day to Day Operations

Conditions pose no imminent threat to life, property, or the environment. WWEM staff conduct routine monitoring and daily operations.

Level 3: Stand-By

Level 3 activations are typical responses to situations of threats that do not merit a higher level of activation. Conditions are forecast which may pose a potential threat to life, property, or the environment. In addition to their normal duties, WWEM staff conduct enhanced monitoring of a potential incident which may require extended working hours. EMEB members from the appropriate jurisdictions and EOC staff will be contacted, advised that the EOC level of activation has been raised to Level 3, and briefed on the status of the incident. Some EOC staff augmentation and a commitment of standard local resources may be required.

Level 2: Limited Operational

This level represents partial activation of the EOC when conditions pose a significant threat to life, property, or the environment; or minor damage is imminent or occurring. Extended working hours, including weekends are probable. Selected EOC staff are present on at least a part time basis; other primary staff and second-shift personnel will remain

on stand-by. Liaisons from partner agencies may provide support in the EOC; a disaster declaration may be declared. Local resources may be engaged. Mutual aid, state or federal agencies are contacted and advised that their assistance may be required.

Level 1: Full Operational

This level represents full activation of the EOC when conditions exist of such a magnitude to pose an extreme threat to life, property, or the environment; or widespread damage is imminent or is occurring. All primary and second shift EOC staff are present in the EOC as scheduled. Applicable liaison positions are activated. A disaster declaration will be issued. Local resources are fully engaged. Assistance from mutual aid, state or federal agencies will, almost certainly, be required.

- A. In the event of an unexpected event, or one where very little lead time exists the notification process will most likely begin with WESCOM as public requests for assistance initiates a requirement to dispatch LE, Fire, or Public Works to protect public safety, protect property or safeguard infrastructure. Initial response will likely precede notifications and EOC activation, requiring a rapid escalation of the steps described for an anticipated event.
- B. Emergency Management Director or designee, then notifies or verifies receipt of notification with WESCOM, Fire and LE, and City/County Public Works. In the event of a flood event affecting Mill Creek, the Emergency Management Director establishes communication with the U.S Army Corps of Engineers (USACE) Flood Control Project at Mill Creek and confirms communication and response plans as outlined in the Mill Creek Flood Control Project's Flood Emergency Operations Plan (EOP) and internal project Standard Operating Procedures.
- C. Emergency Management acts as a liaison with the National Weather Service (NWS) and coordinates briefings of current hydrology conditions and forecasts with County and City response partners to ensure they have the most current and accurate planning information available. They begin providing information to the public via Facebook, Twitter, local media, and if required using the County's Emergency Notification System (ENS).
- D. Fire, LE, County and City Public Works begin response planning and preparation. Using inundation maps, historical records local flood planning response agencies coordinate logistics, define at risk areas/populations, response priorities and public safety strategies. They communicate with the Walla Walla County EOC to coordinate logistics and activate current mutual aid agreements as required. Responding Agencies will assign Incident Commanders and coordinate internally to unify commands if event parameters expand to require it.
- E. Fire, LE, County and City Public Works begin response operations and coordinate movement and priorities through WESCOM. Using established communications plans, elements will use normal operating frequencies and modes of communication. WESCOM will manage communication in accordance with current standards policies and procedures. Incident Commanders with requests for logistical support will contact

the EOC directly. If the ability of the County to respond requires additional support which cannot be filled through mutual aid/support agreements, Incident Commanders will contact the EOC and initiate a request for assistance from Washington State Emergency Management. Note: Requests for federal assistance can only be funneled through the local EOC to State EOC (SEOC) process.

- F. The EOC activates to Level 1, (fully operational) in support of multiple Incident Commanders or a Unified Command and requests agency liaisons and begins logistic coordination and planning. Stands ready to coordinate transportation assets listed in current mutual aid agreements in support of Incident Command objectives. Acts as the liaison with Washington State Emergency Management Division to request assistance and logistical support. The Walla Walla County Emergency Public Information Officer (EPIO) disseminates information to the public through established media contacts and responds to requests for information from out of area, (regional, national, international) media organizations. The EPIO ensures continuity of message by coordinating news releases with Incident Commanders or agency level PIOs. Stands ready to create a Joint Information Center (JIC) should the scope of the event require a larger medium for information processing and release. EOC continues close contact with the USACE to coordinate information release, receive current flow or diversion information and warnings should equipment or structural failure within the Project raise the risk of damage or injury down-stream.
- G. During the event, as requested by an incident command and in coordination with elected officials the EOC stands ready to provide immediate evacuation notifications to the public using the ENS. This system can be used to provide critical information on issues affecting life safety, infrastructure, and evacuation routing. The ENS contains a database of contact information for Walla Walla County residents, obtained by the ENS vendor. Residents may also provide contact information through the ENS registration web portal. Also through the ENS, Walla Walla County Emergency Management has access to the Integrated Public Alert & Warning System (IPAWS). This federally managed system allows for emergency alerting using Wireless Emergency Alerts (WEAs) and the Emergency Alert System (EAS). WEAs can be sent to mobile devices without the need to download an app or subscribe to a service. The messages are short and can provide immediate, life-saving information. The Emergency Alert System is a national public warning system used to deliver important emergency information over television and radio. ENS/WEA/EAS are utilized for warning the public of an imminent threat that requires immediate action to avoid or mitigate damage to life and property.

VIII. ROLES AND RESPONSIBILITIES

A. WESCOM

- Interfaces with the public on a 24-hour basis to receive information on emerging conditions.
- Contacts first response agencies. (Fire, LE, Public Works, Emergency Management)

- Acts as a synchronous point for units responding to a flood emergency and for the establishment of unified command.
- See ESF 02 – Telecommunications, Information Systems, and Warning, Walla Walla County CEMP.

B. Emergency Management

The Walla Walla County Emergency Management Department (EMD) Director is the designated the Emergency Operations Center (EOC) Director. The EOC Director:

- Ensures that EOC has appropriately trained staff and is equipped to manage an all-hazard response in both the response and recovery phase of the event.
- Helps to establish a common operating picture for response decision makers and participants and for supporting state agencies using WebEOC³.
- Ensures that the EOC is appropriately staffed by liaisons from County and City response agencies and staffed to meet operational requirements.
- In cooperation with County/City leaders, establishes priorities for response and assists in requesting and coordinating resources as requested by Incident Commanders or County/City leaders.
- Coordinates and disseminates public information and warnings in support of Incident Command goals.
- Coordinates mass care for displaced persons and pets.
- Works with various Non-Governmental Organizations (NGO) to assist with clean up and recovery efforts.
- See ESF 05 – Emergency Management, Walla Walla County CEMP.

C. Walla Walla Fire and EMS.

- Conducts or assists with evacuation and rescue, especially for disadvantaged persons, in flood areas.
- Assists in warning the public of flooding.
- Deploys Hazardous Materials Response Team and sets up decontamination areas.
- Provides staff support to the EOC.
- Provides on-site treatment of victims and transportation to hospitals.
- As needed works with the EOC and Valley Transit (acting as Transportation Coordinator) to provide for evacuation of disabled persons, including those in nursing homes, hospitals, etc.
- Assists with return of medical evacuees to usable facilities.
- See ESF 04 – Firefighting, and ESF 08 – Health and Medical Services, Walla Walla County CEMP.

³ a web-based crisis information management system and provides secure real-time information sharing

D. Walla Walla Law Enforcement (LE)

- Primary purpose of Law Enforcement during a flooding event is to conduct operations in support of life safety.
- This includes emergency road closures, evacuation notifications and reconnaissance/surveillance of at-risk areas, facilities, and critical infrastructure.
- This is in addition to normal response to criminal instances, traffic safety and accident response.
- Through contact with WESCOM, and agency communications coordinates response with Fire/EMS, Public Works, and other responding agencies.
- See ESF 13 – Public Safety, Law Enforcement, and Security, Walla Walla County CEMP.

E. Public Works

- Primary purpose of County and City Public Works during a flooding event is focused on roadway and bridge integrity, transportation safety and conducting both initial stopgap repairs and the planning and coordination of long-term recovery projects.
- Through communication with WESCOM, Fire, LE, and Emergency Management, Public Works agencies coordinate road and bridge closures, reconnaissance and surveillance of County and City roadways and bridges and providing information to the public on the road closures and conditions.
- During an event such as this, the Public Works Lead will assume Incident Command of their jurisdictional response.
- Public works does not flood fight on private property. Flood fight operations will be confined to infrastructure, roads, bridges and right of ways.
- Each municipality may maintain Standard Operating Procedures specific to Public Works flood response.
- See ESF 03 – Public Works and Engineering, Walla Walla County CEMP.

F. County/City Leadership

- Has ultimate responsibility within their jurisdiction for coordinating, managing, and directing the response and recovery actions due to a flood incident. For some flood incidents, the Incident Commander may be delegated this responsibility.
- As required, activates County/City Continuity of Operations Plan (COOP) to ensure that critical governmental functions continue and to allocate resources necessary to maintain those functions.
- Approves release of warnings, instructions, and other emergency public information relating to flooding.
- Authorizes activation of Emergency Operations Center at each level.

- Coordinates flood response efforts with other local jurisdictions, when appropriate.
- Directs the relocation of at-risk essential resources (personnel, equipment, supplies) to safe areas, when appropriate.
- Issues evacuation recommendations to citizens, when appropriate.
- Directs the opening of local shelters and mass care facilities, including facilities for animals, if needed.
- Authorizes return to evacuated areas, when appropriate.

G. USACE Mill Creek Flood Control Project

- Manages flood control operations per the USACE Joint Synchronization Matrix.
- Maintains communication with Walla Walla County Emergency Management during flood operations.
- Works with USACE Hydrology to determine thresholds for diverting water into the Bennington Lake reservoir while maintaining safe channel flow thresholds through the City of Walla Walla.
- Maintains surveillance of critical areas to ensure structural integrity and public safety.

H. USACE District Office

- Monitors Corp's jurisdictional responsibilities for safety and integrity utilizing established plans and procedures.
- Provides timely information to Walla Walla County Emergency Management about potentially dangerous situations which may impact public safety or critical infrastructure.
- Provides approved support to flood response operations within the USACE footprint.

I. Umatilla County Emergency Management

- Coordinates with Walla Walla County Emergency Management to alert Umatilla County residents located along Mill Creek, east of the Walla Walla County Border.
- During hydrological events, communicates with WWEM to coordinate emergency response activities, including, but not limited to, rescue and evacuation operations for impacted residents located in Umatilla County.
- During response and recovery operations, coordinates with the Umatilla County Public Works to complete repairs to damaged roadway and infrastructure in Umatilla County which affects watershed operations.

J. Washington State Emergency Operations Center (SEOC)

- Conducts flood notification to state agencies according to protocol.
- Assists with resource requesting for event response and recovery phase.

- Acts as a liaison with other State agencies required for event response and recovery phases.
 - Notifies Washington State Patrol.
 - As requested, assists with public warning and information.
- K. American Red Cross (ARC) serving Southeastern and Central Washington
- Assesses situation and status reports from the WWEM EOC and ARC damage assessment teams, assesses available personnel and resources.
 - Operates shelters as needed.
 - Provides meals at fixed and mobile feeding sites.
 - Provides emergency first aid services in shelters, feeding sites, and emergency first aid stations.
 - Distributes potable water and ice, and bulk emergency relief items.
 - Provides, staffs, and operates Disaster Welfare Inquiry (DWI) services.
 - Establishes communications between shelters, feeding units, emergency first aid stations, and relief operation locations.
 - Manages ARC logistical support (such as transportation, and needed supplies), and financial activities.
 - Maintains contact with the WWEM EOC.
 - Evaluates mass care needs and make recommendations to higher level of ARC regarding allocation of resources and establishment of priorities.
 - Evaluates support requirements received from the WWEM EOC, and/or other volunteer agencies.
 - See ESF 06 – Mass Care Housing and Human Services, Walla Walla County Comprehensive Plan (CEMP)
- L. National Weather Service (NWS) – Pendleton Office
- Provides timely forecasting of hydrological and other weather-related events which have the potential to impact Walla Walla County.
 - Provides forecast updates, hour by hour and projected hydrological flows in support of flood planning and response during flood events.
 - Communicates weather related information to the public in the form of weather advisories, watches, and warnings.
 - Warns the public of dangerous weather conditions utilizing emergency alerting systems.
 - Provides location specific forecasting (spot) in support of post event recovery efforts.

- Engages Walla Walla County in whole community engagement and preparedness through the Weather Ready Nation Ambassador program and the Storm Ready program.

M. Blue Mountain Humane Society

- Tracks the activities of all available animal shelter facilities and confinement areas identified before, during, and after the disaster.
- Provides information on the location and availability of shelter space, food, and water for animals.

N. Walla Walla County Public Health

- Coordinates with community partners.
- Tests and investigates reports of septic tank system problems.
- Approves and inspects temporary food facilities.
- Provides public information and education through the Walla Walla County Emergency Public Information Officer (EPIO).
- Provides liaison with the American Red Cross and other relief and volunteer agencies re: mass care facilities, shelters, feeding sites, first aid and other health and medical issues.
- See ESF 08 – Health and Medical Services, Walla Walla County CEMP.

O. Walla Walla County Coroner

- Coordinates the provision of mortuary services for flood incident fatalities.
- Makes death notifications to next of kin.
- Establishes fatality collection points in a safe location in conjunction with Incident Command Post (ICP) requests.

P. Washington State Department of Transportation (WSDOT)

- Provides field operations support to the EOC or ICP.
- Assesses State highways and bridges.
- Provides “DETOUR” signs and other traffic control or direction devices.
- Removes debris from traffic routes.
- Provides equipment, personnel, and materials to protect public roads.

Q. Washington State Penitentiary (WSPEN)

In accordance with their Mutual Aid Agreement the Washington State Department of Corrections Washington State Penitentiary (WSPEN) stores sandbags provided by local jurisdictions and provides them for sandbagging operations during declared flood emergencies within Walla Walla County, upon request by designated County or City officials. If requested, WSPEN will deploy inmates and/or a sandbag filling device to the sandbag filling station located at the penitentiary to fill the bags using pre-

determined filling specifications. Sand will be provided by the requesting entity. Transportation of the sandbags to the flood fight location, filled or empty, will be provided by the requesting agency. Refer to Sandbagging Memorandum of Agreement.

R. Amateur Radio Emergency Service (ARES)

- As required provides 2-way VUF, UHF and HF communication for first responders, hospitals, facilities housing at risk populations the WWEOC and other support agencies.
- Deploys at the discretion of the Walla Walla County Emergency Management Director.
- See ESF 02 – Telecommunications, Information Systems, and Warning, Walla Walla County CEMP.

IX. DIRECTION, CONTROL, AND COORDINATION

- A. The primary means of establishing and maintaining Direction, Control and Coordination will be using the National Incident Management System (NIMS). NIMS is part of the National Response Framework (NRF) that establishes a standardized incident response. NIMS provides a systematic, proactive approach to guide departments and agencies at all levels of government to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents.
- B. Walla Walla County Emergency Management’s all hazard response for emergencies originating in or affecting Walla Walla County, will be conducted in accordance with concepts and procedures recognized by the NIMS model and the Incident Command System (ICS). (See Figure 4)
- C. Incident Command during a flood event will most likely be initiated by Fire and Emergency Medical Services, or by Public Works. While ICS is used to structure the response in the Emergency Operations Center, the EOC Director will not assume command of response activities. Instead, the ICS model will be used to create a scalable framework whose focus will be directed towards resource management, public information, alerts & warning and maintaining a common operating picture for decision makers and other response partners.
- D. As the response transitions to recovery, the mission of the Emergency Operations Center will expand to include management of volunteer and non-governmental organizations, initial damage assessment, declaration management and continued coordination of any mass care initiated during the response. Throughout response and recovery, NIMS and ICS will be utilized to maintain a common unifying framework and language.

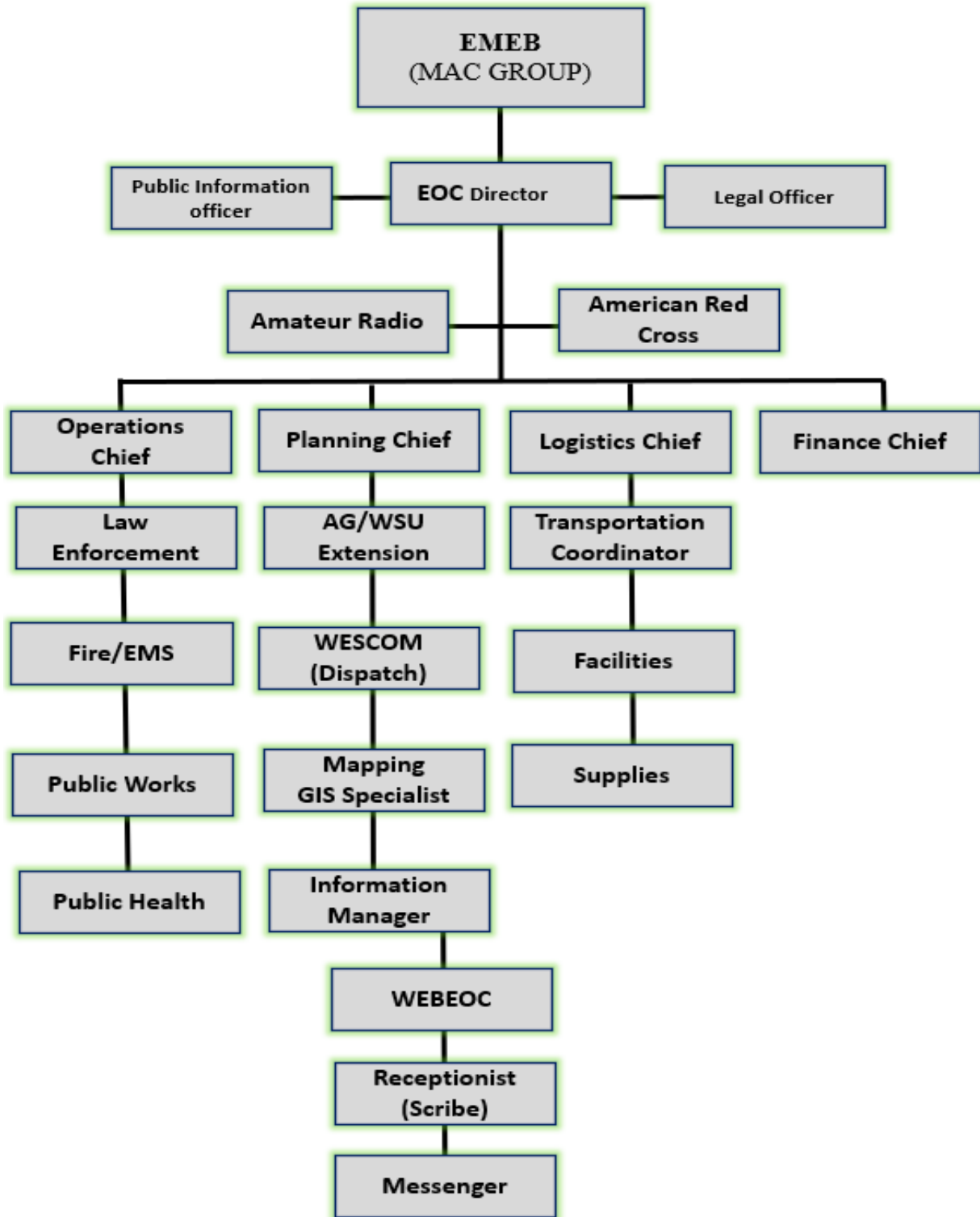


Figure: 4 – EOC Base Level Incident Command Structure

	EMEB / MAC Group	WESCOM Dispatch	Emergency Management	Community Health	Fire and EMS	Law Enforcement	County/City Public Works	Red Cross	Public Information Officer	ARES	WA DOT	National Weather Service	USACOE District Office	Mill Creek Flood Control Proj	WA State Penitentiary
Command And Control	P	S	S			P	P	P		S			S		
Alert and Notification	S		P							S			S		
Communications	S	P	S							S	S				
Public Information	S		P	S						P			S	S	
Evacuation	S	S	S	S	S	P	P			S					
Flood Response	S	S	S	S	S		S	P							S
Fire and Rescue			S	S		S									
Traffic Control			S			S	P	P				S			
Emergency Medical Services (EMS)			S	S		P									
Law Enforcement			S												
Public Health					P										
Mass Care	S		S						P	S					
Resource Management	S		P										S	S	S
Compensation and Claims	S		P												
Procurement and Cost	P														
Time			P												
P= Principal Organization S=Supporting Organization															

Figure 5: Emergency Response Execution Matrix

X. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

A. Information Collection

During a Flooding event information will be collected through a variety of means. These include but are not limited to, WESCOM, Local Incident Commanders, Walla Walla County Department of Community Health. LE, Fire and EMS agencies, City and County Public Works. Information being collected by responding agencies should be directed to the Walla Walla County Emergency Operations Center (EOC) for dissemination to City/County Leadership and residents.

Initial Information will be based on the following community lifelines:

- Safety and Security
- Communications
- Food, Water and Sheltering
- Transportation
- Health and Medical
- Special needs populations

As the event proceeds, the type of information being collected will move from immediate life safety issues to longer term response/recovery issues:

- Boundaries of the affected area
- Access and control points
- Long term staffing needs
- Type and disposition of impacted areas, (agricultural, economic, financial, social, etc.)
- Initial needs and damage assessments
- Affected transportation routes
- Critical infrastructure in the affected area
- Affected populations, long term mass care needs

B. Information Analysis

Initial analysis of information collected during a flooding event would be prioritized with emphasis being the safety of County Residents and responders. This analysis will help inform decision making about evacuation/sheltering in place, public alerting, messaging, and media releases in support of Incident Command Response goals. This information will also be used to initiate local declarations of emergency to open resource channels at the State and Federal Levels.

Subsequent analysis will be directed towards:

- Short and long term, recovery goals, damage assessment and clean up
- Public and individual assistance collection and submission

- Assessment of environmental impact
- Economic recovery
- Long term mass care issues related to displaced people

C. Information Dissemination

To maintain a common operating picture which can be monitored by supporting response organizations at State and higher levels, WebEOC will be utilized. This not only allows for real time information sharing, but it also provides a platform for requesting resources not locally available for the response and later recovery. As required, information will be shared with County residents using Emergency Notification System Alerting, Facebook, twitter and through news releases to local media outlets.

Information would also be shared with Governmental and Non-governmental organizations whose assistance would be required to assist the community with recovery efforts as soon as the initial response goals were completed. Information would also be disseminated to State and Federal government declaration efforts to secure funding to cover the costs of response and future recovery efforts.

XI. COMMUNICATIONS

- A. Walla Walla County communications are made up of several different components which help meet the variety of needs that arise during an emergency. Communications needs for Walla Walla’s first responder community are provided by a VHF High-band simulcast system. This is supported by 7 remotes sites maximizing communications reliability across remote areas of the County.
- B. Public messaging and alerting are possible through the means of the web-based Emergency Notification System (ENS). This system allows for “OPT-IN” communication with subscribers across Walla Walla County. Twice yearly cell phone data updates also help maximize the number of County residents that can reached when important information needs to be disseminated.
- C. Walla Walla County can access the Integrated Public Alert and Warning System (IPAWS) via its ENS. IPAWS is FEMA’s nationwide system for local emergency alerting. IPAWS provide authenticated emergency information to the public through mobile phones using Wireless Emergency Alerts (WEA) and through radio and television via the Emergency Alert System (EAS) and on National Oceanic and Atmospheric Administration’s (NOAA) Weather Radio.
- D. Walla Walla County also provides information to the public through its web page, and through accounts on both Facebook and Twitter. Important information is also shared with the County residents through news release which are shared with local news outlets.
- E. The Comprehensive Emergency Management Network (CEMNET), National Warning System (NAWAS) and other communication networks can be used by emergency management as an alternate means of communication between County and State emergency management.

- F. Walla Walla County is determined to coordinate communication to Limited English Proficiency (LEP) residents. Using web-based translation services and County employees with Spanish language proficiency, WWEM works to ensure that LEP residents have equal access to important information and emergency notifications.
- G. See also ESF 02 – Telecommunications, Information Systems, and Warning, Walla Walla County CEMP

XII. EVACUATION LEVELS



Figure: 6 - Walla Walla County Emergency Evacuation Levels

Evacuation Decision Matrix

	FORECAST	STREAMFLOW	POTENTIAL/OCCURING	Residents	Response Actions	EOC
Ready	NWS Determines that there is the potential for weather which may cause high flow conditions.	Current flow rates on major streams is indicative of CFS at or approaching 400 CFS	Properties within recognized inundation zones. Areas where previous flooding has occurred. Areas where hazard exists due to potential failures of Levee, dam or other retaining structures.	Residents should pre-position supplies and be prepared to leave on short notice.	<ul style="list-style-type: none"> Online/social Media warning. Public works/LE reconnaissance of hazard streams Daily contact with partner response agencies Alert Mass Care of potential Inform EMEB, Public Works, First Responders <p style="text-align: center;">There is no immediate danger, but the potential exists for risk to public if conditions change</p>	LVL-3
SET	NWS Determines that There is a high probability that weather conditions may result in potential high flow conditions.	Current stream flow on major streams is indicative of CFS between 400 and 1400 CFS	Properties within recognized inundation zones. Areas where previous flooding has occurred. Areas where hazard exists due to potential failures of Levee, dam or other retaining structures.	Residents should have all supplies, pets, necessary health items packed in a vehicle and ready to leave. Those residents relying on transportation assistance, may want to request immediate transport and move to pre-designated meeting spots or Mass Care Sheltering.	<ul style="list-style-type: none"> Online/Social Media and ENS Alerts Public works/LE reconnaissance of hazard streams Frequent contact with response agencies Request initial stand up of Mass care sheltering Coordinate with Humane Society for Pet Sheltering <p style="text-align: center;">There is the immediate potential for danger to public should streams leave banks, Levees overtop or retaining structures fail.</p>	LVL-2
GO	NWS forecasts a continuation of weather conditions that indicate the probability of continued or increased high flow rates on area streams.	Current stream flow on major streams is indicative of CFS well in excess of 1400 with visual indications of rapid erosion. Levees and other retention structures are at capacity or above with overtopping occurring in some locations.	Properties within recognized inundation zones. Areas where previous flooding has occurred. Areas where hazard exists due to potential failures of Levee, dam or other retaining structures. Danger to public on roads and bridges along or over streams experiencing flood conditions.	As directed by authorized officials, residents should be evacuating to previously designated meeting areas or mass care. Depending on conditions some residents may be requested to shelter in place.	<ul style="list-style-type: none"> ENS/IPAWS Warning First Responders and Public Works Response initiated Continuous contact as needed with response agencies Mass Care is opened for persons and pets Online/Social Media/Media releases <p style="text-align: center;">There is significant danger to public should residences be inundated or they move through areas experiencing overtop or out of bank high flow stream conditions.</p>	LVL-1

Figure 7: Incident Command System Structure

XIII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

When an emergency requires the staffing of the Walla Walla County EOC for response and recovery operations WWEM relies on staff from City/County departments, jurisdictions, the private sector, and volunteers. Utilizing the Incident Command System, these personnel fill the operational and support roles within the EOC. Tactical, ground level or on scene authority remains with response partners and Incident Commanders. All necessary decisions affecting response, protective actions and advisories will be made by officials under their existing authorities, policies, plans, continuity of operation plans and procedures.

As the EOC for Walla Walla County, WWEOC facilitates operational response on a regional level and supports operational response activities that are managed at the local level. WWEOC does not make tactical or operational decisions for local jurisdictions. Instead, the WWEOC facilitates regional support activities that have been developed collaboratively among the appropriate stakeholders.

For cooperative relationships between public, private and non-profit sectors, Walla Walla County Emergency Management relies on Memorandums of Understanding, or Mutual Aid agreements. Mutual Aid is a pre-arranged and agreed program of sharing resources between entities during a disaster or emergency event. Requests for Mutual Aid are considered the first go-to when seeking additional resources. Signatory members of the agreement will follow the legal and financial guidelines outlined in the document. When these previously arranged agreements cannot be honored by signatory members, then WWEOC will seek resource assistance from the Washington State EOC (SEOC).

B. Finance

Walla Walla County Emergency Management has an important role in the collection of damage assessments from both Public and individual entities. This information is summarized and shared with Washington State EMD to meet fiscal damage requirements for submission of State emergency declarations and or requests for federal assistance of presidential disaster declarations. WWEM assists entities and individuals with the processing of applications for assistance and facilitates transmittal to WA State EMD for processing.

WWEM also remains the chief conduit for obtaining private sector resources for recovery. WWEM coordinates the activities for the U.S. Small Business Administration, the FEMA, the U.S. Departments of Commerce and Agriculture, Volunteer Organizations Active in Disaster, faith-based organizations, and other partners to ensure that all elements of the community can receive the highest level of recovery support. In short, one of WWEMs primary roles is to act as an advocate for the impacted community as it seeks support for recovery.

C. Logistics

Resource requests for logistic support will be received by the WWEM in support of both response and recovery goals WWEM will make every effort to try and fill these requests utilizing resources located within both the incorporated and unincorporated parts of the County. If these attempts are unsuccessful, WWEM will request resource support through the WA State EMD utilizing WebEOC. All resource requests for federal support must be managed through WA State EMD.

XIV. TRAINING AND EXERCISES

See Appendix 4 – Training, Exercises, and Drills, Walla Walla County CEMP.

XV. PLAN DEVELOPMENT AND MAINTENANCE

Walla Walla County Emergency Management follows a process of improvement for established plans which have been developed, approved, and promulgated under the County’s authority. This includes, but is not limited to:

- Analysis of documentation collected during the response and recovery phases of an event.
- Collection of “hot-wash” and formal After-Action Review documentation collected during or after the event.
- Creation of a formal After-Action report.
- Creation of an improvement plan with timeline for implementation and re-evaluation.
- The After-Action Review, AAR, and the improvement plan are the responsibility of WWEM. The AAR and improvement plan are submitted to the Emergency Management Executive Board, (EMEB) for approval and adoption. Since this plan is appended to the Walla Walla County Comprehensive Emergency Management Plan, (CEMP) review and update will occur on a five-year basis, or as events and changes dictate.

XVI. AUTHORITIES AND REFERENCES

A. Governing Revised Codes of Washington (RCW) and Washington Administrative Codes (WAC):

- Chapter 09.73 RCW, Rights of Privacy
- Chapter 35A RCW, Optional Municipal Code
- Chapter 36.32.280-290 Regulation of Watercourses
- Chapter 36.40.140-190 Budget
- Chapter 38.52 RCW, Emergency Management
- Chapter 38.52.110 RCW, Use of Existing Services and Facilities
- Chapter 39.34 RCW, Interlocal Cooperation Act
- Chapter 42.56.420 RCW, Security

- Chapter 43.43.960-964, Washington State Patrol, State Fire Service Mobilization
 - Chapter 52.02 RCW, Fire Protection Districts
 - Chapter 70.102 RCW, Hazardous Substance Information
 - Chapter 70.105 RCW, Hazardous Waste Management
 - Chapter 70.136 RCW, Hazardous Materials Incidents
 - Chapter 86.15 RCW Flood Control Zone Districts
 - Chapter 118 WAC, Emergency Management
 - Chapter 118.04 WAC, Emergency Worker Program
- B. Other Governing Statutes:
- Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act
 - Public Law 920, Federal Civil Defense Act of 1950, as amended
 - Public Law 96-342, Department of Defense Appropriations Act, 1981
 - Public Law 99-499, Superfund Amendment and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA)
- C. Plan References:
- Washington State Comprehensive Emergency Management Plan (CEMP)
 - Walla Walla County Comprehensive Emergency Management Plan (CEMP)
- D. Local References:
- Walla Walla County Interlocal Agreement – 2022
 - Walla Walla County Hazard Identification and Vulnerability Analysis (HIVA) and Hazard Mitigation Plan (HMP)
 - Walla Walla Penitentiary Memorandum of Agreement “Walla Walla Sandbag Filling Operations. Contract No. K7407 – 2020
 - Walla Walla County Master Mutual Aid Agreement – 2022
 - USACE Flood MOU – 2017
 - Waitsburg Flood Response Plan – 2022

GLOSSARY

For the purposes of this plan, the following terms and definitions apply:

Accessible: Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command system, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting, or cooperating Federal, State, tribal, or local government agency, or non-governmental or private organization that has been delegated authority to make decisions affecting those agencies or organizations participation in incident management activities following appropriate consultation with the leadership of than agency.

All Hazards: Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

Allocated Resource: Resource dispatched to an incident.

Area Command: An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged.

Assessment: The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

Assigned Resource: A resource checked in and assigned work tasks on an incident.

Assignment: Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

Assistant: Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to Unit Leaders.

Assisting Agency: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management.

Available Resource: Resource assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

Certifying Personnel: The process of authoritatively attesting that individual meet professional standards.

Chain of Command: The orderly line of authority within the ranks of the incident management organization.

Chief: The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command Staff: The staff who report directly to the Incident Commander, including the Incident Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have assistants, as needed.

Common Operating Picture: An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

Communications/Dispatch Center: Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multi-Agency Coordination System for an incident until other elements of the MACS are formally established.

Complex: Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to a Unified Command.

Cooperating Agency: An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

Critical Infrastructure: Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Director: The Incident Command System title for individuals responsible for supervision of a Branch.

Dispatch: The ordered movement of a resource or resources to an assigned operational mission, or an administrative move from one location to another.

Emergency: Any incident, whether natural or manmade, that requires responsive action to protect life or property.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place.

Evacuation: The organized, phased, and supervised withdrawal, dispersal, or removal of persons from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Function: One of the five major activities in the Incident Command System: Command, Operations, Planning, Logistics, and Finance/Administration.

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander, (e.g., Operations Section Chief, Planning Section Chief, etc.).

Group: An organizational subdivision established to divide the incident management structure into functional areas of operations. Groups are composed of resources assembled to perform a special function not necessarily with a single geographic division.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Incident: An occurrence, natural or manmade, that requires a response to protect life or property.

Incident Action Plan: An oral or written plan containing general objective reflecting the overall strategy for managing an incident.

Incident Base: The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. The Incident Command Post may be co-located with the Incident Base.

Incident Command: An organizational element within the Incident Command System having responsibility for overall management of an incident and consisting of the Incident Commander (either single or unified command structure) and any supporting staff.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics, and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Command Post (ICP): The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure,

designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Management: The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and non-governmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity

Incident Management Team: An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives: Statements of guidance and direction needed to select appropriate strategy(s) and the tactical direction of the resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, local boundary lines) or functions (e.g., law enforcement, public health).

Key Resource: Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

Liaison Officer: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies or organizations.

Logistics Section: The Incident Command System Section responsible for providing facilities, services, and material support for the incident.

Multi-Agency Coordination (MAC) Group: A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multi-agency committees, emergency management committees, or as otherwise defined by the Multi-Agency Coordination System.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the Incident Command System, these incidents **will** be managed under a Unified Command.

Mutual Aid/Assistance Agreement: Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

National Incident Management System (NIMS): A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, to reduce the loss of life or property and harm to the environment.

Operations Section: The Incident Command System Section responsible for all tactical incident operations and implementation of the Incident Action Plan.

Planning Section: The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Public Information Officer: A member of the Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information.

Resource Management: Systems for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident.

Response: Activities that address short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident.

Special Needs Population: A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

Task Force: Any combination of resources convened to accomplish a specific mission. May be ad hoc or planned and include a designated leader and operate with common communications

Unified Approach: The integration of resource management, communications and information management, and command and management to form an effective system.

Unified Area Command: Version of command established when incidents under an Area Command are multijurisdictional.

Unified Command (UC): An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior persons from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

Unit: The organizational element with functional responsibility for a specific incident planning, logistics, or finance/administration activity.

WebEOC: A computer software program used to track actions during an emergency.

ACRONYMS

AAR	After Action Review
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
CAP	Civil Air Patrol
CEMNET	Comprehensive Emergency Management Network
CEMP	Comprehensive Emergency Management Plan
CFS	Cubic Feet Per Second
COOP	Continuity of Operations Plan
DHS	Department of Homeland Security
DWI	Disaster Welfare Inquiry
EAS	Emergency Alert System
EAS	Emergency Alert System
EMD	Emergency Management Department
EMEB	Emergency Management Executive Board
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
ENS	Emergency Notification System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPCRA	Emergency Planning Community Right-to-Know Act
EPIO	Emergency Public Information Officer
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FIRM	Flood Insurance Rate Map
FIS	Flood Insurance Study
GIS	Geographic Information System
HAZMAT	Hazardous Material
HIVA	Hazard Identification Vulnerability Analysis
HMP	Hazard Mitigation Plan
HSPD-5	Homeland Security Presidential Directive 5
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System

IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
LE	Law Enforcement
LEP	Limited English Proficiency
MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
MOU	Memorandum of Understanding
NAWAS	National Warning System
NGO	Non-Government Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NWS	National Weather Service
PCA	Project Cooperation Agreement
PIO	Public Information Officer
RCW	Revised Code of Washington
SAME	Specific Area Message Encoder
SAR	Search and Rescue
SARA	Superfund Amendment and Reauthorization Act
SEOC	State Emergency Operations Center
SOP	Standard Operating Procedures
UC	Unified Command
USACE	U.S. Army Corps of Engineers
USGS	United States Geological Survey
WAC	Washington Administration Code
WEA	Wireless Emergency Alert
WESCOM	Walla Walla Emergency Services Communications
WSDOT	Washington State Department of Transportation
WSPEN	Washington State Penitentiary
WWEM	Walla Walla County Emergency Management