

WAITSBURG FLOOD RESPONSE PLAN 2024



February 2020 Flood

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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 preserve the environment in the City of Waitsburg.

B. Scope

This plan focuses on areas within the City of Waitsburg that have been determined to be at risk of flooding due to either seasonal hydrological fluctuations or flash flooding resulting from stormwater run-off. The proximity of Waitsburg to multiple waterways and its history of inundation during past flood events demonstrate that there is a high probability for future flood events to affect a significant number of Waitsburg's residents.

The City of Waitsburg Flood Response Plan has been reviewed and recommended for adoption by the Walla Walla County Emergency Management Executive Board (EMEB) and has been promulgated by the City Council for the City of Waitsburg. This plan is meant to be the basis for responding to all flooding occurring within the City of Waitsburg, including those event scenarios highlighted in this document.

This plan identifies the agencies and organizations that will have either a primary, supporting, or cooperative role in the City of Waitsburg's Flood Response and recovery. This includes but is not limited to government sector, private sector, non-Governmental organizations (NGOs) and volunteer resources utilized during the response and recovery phases of a flood event.

This plan outlines emergency management activities of local government(s) and other participants during an emergency event as described under RCW 38.52, WAC 118-30, and the Walla Walla County Interlocal Agreement. See Figure 4 (?)

The City of Waitsburg Flood Response Plan establishes that the Public Works Director for the City of Waitsburg is the functional Incident Commander for all response agencies, including NGOs and those of Ad Hoc volunteer groups during the response phase of a flood event in the City of Waitsburg. The current mayor of Waitsburg will also operate out of the emergency command center and will be ready for transfer of command as needed.

C. Overview

Located in Southeastern Washington, the City of Waitsburg is situated in an area with year-round rivers and creeks that flow from the Blue Mountains, down to the Snake River, which flows west and terminates in the Columbia River. Its proximity to the Touchet River (pronounced Tu'-Shee) and Coppei Creek (pronounced Cop-E-Eye) have shown the city to be at a high risk of flooding because of seasonal hydrological fluctuations or flash flooding events resulting from unexpected storm water run-off.

Significant flooding has occurred in Waitsburg on several occasions. Severe flooding in 1996 inundated the city and damaged the homes of many Waitsburg residents. So severe was the damage that many homes had to be relocated out of inundation areas and levees were constructed to help contain high seasonal flows.

In 2020, high seasonal flows overtopped and damaged the levee system resulting in damage to a significant number of homes on the east side of the city. High water also inundated and damaged roadways to such an extent that it was necessary to close both City, and State roads passing through Waitsburg for several hours.

II. HAZARD ANALYSIS

RATINGS	
Probability	HIGH
Vulnerability	MEDIUM
Risk	HIGH

Figure 1: Overall hazard Assessment

During the February 2020 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. This 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 Mill Creek and in the City of Waitsburg.

A. 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 causes 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.

B. 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 significantly to the severe level of damage 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.

III. CAPABILITY ASSESSMENT

Seasonal Hydrological fluctuations happen quickly in Walla Walla County. Because of this there is limited time to prepare. Initial response capabilities include, but are not limited to, the following areas.

A. Walla Walla County Sheriff's Office

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 ESF 13 – Public Safety, Law Enforcement and Security, [Walla Walla County Comprehensive Emergency Management Plan \(CEMP\)](#).

B. Fire and EMS: Columbia-Walla Walla County Fire District 2

Where feasible, rescue trapped persons and assist with evacuation. Fire leadership commonly assumes Incident Command in those instances where initial response is primarily rescue or evacuation assistance during the early phases of a flooding event. This is not to be confused with the Incident Command established by the Waitsburg Public Works.

C. Public Works – City of Waitsburg

Conducts but is not limited to the following. Provides reconnaissance and surveillance of endangered roadways and bridges. Assumes Incident Command to affect emergency repairs, road closures and other activities deemed necessary to keep city residents safe on City roads and right of ways. See scenario specific appendices for more information. Provides alerts and warnings to City of Waitsburg residents in support of Incident goals.

D. Walla Walla County Emergency Management

As requested, provides alerts and warnings to City of Waitsburg residents in support of Incident goals. Assists in requesting resources from the State when City and County resources are exhausted. As requested, assists in coordinating emergency sheltering. See also ESF 05 – Emergency Management, Walla Walla County [CEMP](#).

E. Waitsburg City Leadership

Made up of the City Administrator, the mayor and city council members, assists in establishing response and recovery goals, responsible for executive financial decisions, and declarations of emergency. Activates City emergency sirens and requests Walla Walla Emergency Management to activate Emergency Notification Systems to alert residents of dangerous hydrological conditions. Refer to the [Walla Walla County Flood Response Plan, Section XI](#). Communications for additional information about Public Alert and Warning.

F. Local Volunteer Organizations and Non-Governmental Organizations

In accordance with guidance provided by Public Works and city leadership acts within the constraints of that guidance to assist Waitsburg residents with flood response and recovery. This includes the city's Community Health and Protection Committee, which will work out of the incident command center in a flood event. The Waitsburg Christian Church and Waitsburg Ministerial Association are the leads on flood relief and recovery for private citizens. **NOTE: The City of Waitsburg does not conduct flood fight operations on private property.**

IV. MITIGATION OVERVIEW

Mitigation in the City of Waitsburg falls into three separate categories.

A. Hazard Mitigation

In the City of Waitsburg 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 City 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 the City of Waitsburg structural mitigation primarily consists of a levee system, which was constructed following major flooding in 1996. This levee system was created to help manage the flow of the Touchet river through Waitsburg during flood events. Due to its age this system is in need of significant updating.
- After the 1996 flood event, houses in some inundation areas within the city were removed from historical inundation areas.
- After 1996, the US HWY 12 Bridge over the Coppei was raised and widened to help minimize the chance of debris dams forming.

C. Non-Structural Mitigation

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

- The City of Waitsburg, in cooperation with Walla Walla County Emergency Management, provides education and outreach to City residents on County flood hazards and how to be prepared should a flood event occur.
- The city facilitates communication between City residents, Walla Walla County Emergency Management 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. Sabotage or deliberate attacks upon these structures are remote possibilities.
- D. 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.
- E. Warnings to the public will be issued using a variety of mediums dependent on available time, severity of incident and risk to the public. The incident commander (Public Works Director) will direct the city to turn on the flood siren when flooding is imminent. The County Emergency Notification System (ENS) will be used to provide subscriber based and EAS (Emergency Alert System) 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.
- F. 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. See Figure 2 below.
- G. The public will act in its own interest to leave dangerous areas when advised to do so by local authorities utilizing warning sirens and emergency alerting systems. Schools, nursing homes, and other institutions are responsible for their populations. The Walla Walla County Emergency Operations Center may be asked to help arrange transportation of at-risk populations.
- H. 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.
- I. Evacuation will be primarily in family groups using private vehicles.
- J. Pets will accompany evacuees and will present challenges.
- K. Stranded motorists or abandoned vehicles may present obstacles to flood response or evacuation.

- L. Law enforcement, fire, and rescue services will be hampered.
- M. Water and sewage facilities in the City of Waitsburg may be overwhelmed by flood waters and be temporarily unavailable.
- N. If possible, evacuees will seek shelter with relatives or friends, or in commercial establishments rather than in public shelters.
- O. Electrical power may not be available. Communications may be reduced.
- P. City of Waitsburg will rely on some assistance from County, State and Federal agencies when responding to major flooding incidents.
- Q. Search and rescue operations may be required to assist trapped, injured, handicapped, or elderly persons.
- R. Emergency operations may be seriously hampered by damage to communications systems. radio repeater sites, fiber optic cables, and cell phone towers may be damaged.
- S. 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. EVACUATION LEVELS



Figure 2: Walla Walla County Evacuation Levels

VII. 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 and the City of Waitsburg; Walla Walla County Emergency Services Communications (WESCOM) is notified by County residents of a flash flood event that has occurred with little, or no notice, precipitated by weather conditions whose severity have exceeded forecasted expectations.
- B. 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 law enforcement, fire, or public works to protect public safety, protect property or safeguard infrastructure. Initial response will likely precede notifications and County emergency operations center activation, requiring a rapid escalation of the steps described for an anticipated event
- C. In cooperation with County Emergency Management and the National Weather Service, the City of Waitsburg Administrator and Public Works Director will evaluate the potential for rapidly changing hydrological conditions to create a flood event within Walla Walla County and the City of Waitsburg. Having determined that a flood event in the City of Waitsburg is likely, the City Administrator and Public Works director brief elected officials, determine likely response option and pre-position supplies and equipment at pre-determined staging areas.
- D. During a flood event, or when one is imminent, the Public Works Director will activate the Waitsburg Incident Command Center. In most cases this will be done after consultation with and a recommendation from the Mayor for the City of Waitsburg. The center will be set up at City Hall or at Waitsburg Elementary School, if City Hall is compromised. The Public Works Director will also activate local emergency sirens to alert residents of Waitsburg to dangerous conditions resulting from overtopping of levees or failures of the levee system.
- E. The Public Works Director (PWD) for the City of Waitsburg is identified in this plan as the primary Incident Commander for flooding events affecting City. The PWD is authorized by the City's executive leadership to manage all hazard emergency management functions for the City of Waitsburg.
- F. Walla Walla County Emergency Management will, when requested will, utilizing Emergency Notification Systems provide alerts and warnings to City of Waitsburg residents in support of life safety and Incident goals. Assists in requesting resources from the State when City and County resources are exhausted. As requested, assists in coordinating emergency sheltering; assists in locating Non-Governmental Organizations (NGO) and volunteer groups for response and recovery activities.
- G. Under this plan, City departments retain their autonomy during flood response operations. When agencies assist one another during a flood response, personnel will remain under the supervision of their parent agency. Supporting departments will receive their mission assignments from the Incident Command.

- H. Fire, law enforcement, and City Public Works begin response planning and preparation. Using inundation maps, historical records local flood planning response agencies coordinate logistics, the team will define at-risk areas/populations, response priorities and public safety strategies. Communicates with the Walla Walla County emergency operations center to coordinate logistics and activate current mutual aid agreements as required.
- I. Fire, law enforcement, and City Public Works will begin response operations and coordinate movement and response priorities. Utilizing established communications plans, responding agencies will operate using assigned 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 the emergency operations center directly. If the ability of the County to respond requires additional support that cannot be filled through Mutual Aid/Support Agreements, Incident Commanders will contact the emergency command center and initiate a request for assistance from Washington State Emergency Management. Note: Requests for federal assistance can only be funneled through the EOC and State Emergency Management system.

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, Police, 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. Columbia-Walla Walla County District 2.

- Primary purpose of fire and EMS during a flooding event is assist in rescue operations and tending to event related injuries. This is an addition to maintaining the ability to react to normal fire and EMS calls.
- During a flood event, on-scene fire leadership will most likely assume the role of local incident command for agency flood response.
- The fire Incident Commander will coordinate activities with Law Enforcement and with County and City Public Works.
 - Walla Walla County Law Enforcement
- 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. See Appendix C, for the Evacuation Matrix.
- 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 [Walla County CEMP](#).

C. Emergency Management

- Activates the Emergency Operations Center, and relays information to members of the Emergency Management Executive board as well as relevant County/City response agencies.
- Gathers data on the emerging situation and begins staffing emergency operations center.
- Alerts and warns the public using mediums such as Facebook, Twitter, Emergency Notification System, IPAWS and local media. As needed acts as the Joint Information Center for the incident or coordinates its establishment in another location.
- Acts as the liaison between state and federal entities to request additional supplies or assistance.
- See ESF 05 – Emergency [Management, Walla Walla County CEMP](#).
- See ESF 13 – Public Safety, Law Enforcement and Security, [Walla Walla County CEMP](#).

D. City of Waitsburg Public Works Department

- Primary Purpose of 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, Law Enforcement and Emergency Management, Public Works agencies coordinate road and bridge closures, reconnaissance and surveillance 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.
 - Waitsburg Executive Leadership
- In coordination with Public Works, identifies flood response priorities and approves mitigation strategies.
- Approves releases of warnings, instructions and other emergency public information related to the flood event.
- As needed provides emergency funding for flood response activities.

- Coordinates with Public Works, NGOs and volunteer organizations to provide response and recovery assistance.

IX. DIRECTION, CONTROL, AND COORDINATION

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. While the figure below demonstrates the standard configuration of an Incident Command Team, it should be understood that ICS is meant to be scalable to the event.



Figure 3: EOC Base Level Incident Command Structure

The figure below shows how Incident Command Functional Areas are delineated for the City of Waitsburg.

Incident Command Functional Area and function		<div>Waitsburg Executive Leadership</div> <div>City of Waitsburg Public Works</div> <div>Walla Walla County Sheriff</div> <div>Fire and EMS</div> <div>Walla Walla County Public Works</div> <div>Walla Walla County Emergency Management</div> <div>WE SCOM</div> <div>USACOE District Office</div> <div>Department of Community Health</div> <div>WA Department of Transportation</div>									
Command And Control	Command And Control	S	P								
	Alert and Notification	S					P				
	Communications	S					C	P			
	Protective Response		P								
	Public Information	P	S				S				
Operations	Fire and Rescue				P			S			
	Traffic Control		P	S				S			S
	Emergency Medical Services			S	P						
	Law Enforcement			P							
	Public Health								P		
Logistics	Social Services	C							S		
	Transportation						S				
	Mass Care Facility	C					S				
	Evacuation	P	P				S				
	Public Education	P	P				S				
Resource Management	Resource Management	P	P				S			C	
	Procurement and Cost	P									
Key = Principal Organization S=Support Organization C=Cooperating Organization											

Figure 4: 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, and City of Waitsburg.

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)
- 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 City residents and responders. This analysis would help to inform decision making about evacuation/sheltering in place, public alerting, messaging, and media releases in support of Incident Command Response goals. This information would also be used to initiate local declarations of emergency to open resource channels at the State and Federal Levels.

Subsequent analysis would 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

Information collected would be used for but not limited to:

- Maintaining a common operating picture with other response agencies
- Public information and media sharing
- Resource management and requesting
- Requesting or recruiting assistance from NGOS and other volunteer organizations to assist with response and recovery
- Damage assessments for individual and public assistance
- Long-term recovery planning.
- Identifying future mitigation needs and funding estimates/sources
- After Action Review, for continuous improvement of response and recovery planning

XI. COMMUNICATIONS

- A. Primary means of interdepartmental communication within the City of Waitsburg are accomplished using phone/cell phone and text. Communication rosters are

maintained by the City and updated as changes occur. Emergency messaging, addressing City residents are managed in cooperation with Walla Walla County Emergency Management. There are a limited number of handheld FM radios available for city agency use, but as a matter of practical expediency use of cell phones has proved to be a reliable means of interdepartmental communication during an emergency.

- B. 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 remote sites maximizing communications reliability across remote areas of the County.
- C. Public messaging and alerting are possible through the means of the web-based Emergency Notification system. 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 be reached when important information needs to be disseminated.
- D. Through the ENS, Walla Walla County Emergency Management also has access to the Integrated Public Alert and Warning System (IPAWS). IPAWS, is a federal alert and warning system that allows authorized users to send Wireless Emergency Alerts (WEA) and Emergency Alert System (EAS) messages. When transmitted these messages are received by cell phones connected to cell towers in the designated area. EAS messages are also rebroadcast by local radio and tv providers.

XII. ADMINISTRATION, FINANCE, AND LOGISTICS

A. Administration

When a flood event requires that additional staffing be utilized, personnel will be drawn from Departments within the City of Waitsburg. These personnel fill the operational and support roles within the incident command center. Tactical, ground level or on scene authority remains with response partners and Incident Commander. All necessary decisions affecting response, protective actions and advisories will be made by officials under their existing authorities, policies, plans and procedures.

For cooperative relationships between public, private and non-profit sectors, the city of Waitsburg 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.

B. Finance

Operational expenditures identified as necessary to accomplish response goals by the Incident Commander are facilitated by the executive leadership of the city. Emergency declarations may relieve some of the bidding requirements and allow for more rapid funding of time sensitive purchases required to accomplish response goals

The City of Waitsburg and Walla Walla County Emergency Management have an important role in the collection of damage assessments from both public and individual entities. This information is summarized and shared with Washington State Emergency Management Department to meet fiscal damage requirements for submission of state emergency declarations and or requests for federal assistance of presidential disaster declarations in an attempt to secure funding for public and individual recovery and recoup the costs of response. Walla Walla Emergency Management assists entities and individuals with the processing of applications for assistance and facilitates transmittal to Washington State Emergency Management Department for processing.

Walla Walla Emergency Management also remains the chief conduit for obtaining private sector resources for recovery. It coordinates the activities for the U.S. Small Business Administration, 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. I

C. Logistics

When unable to locate resources locally, the City of Waitsburg will submit resource requests to Walla Walla County Emergency Management. Supporting both response and recovery goals, these requests will be addressed first at the County level and then to Washington State Emergency Management. All resource requests for State or Federal assistance must be processed through Walla Walla County Emergency Management.

XIII. TRAINING AND EXERCISES

1. Who is responsible for training, exercises and drills? Plan Development and Maintenance
 - A. The City of Waitsburg follows a process of continuous improvement for established plans that have been developed, approved, and promulgated under the County's authority. This includes, but may include:
 - 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
 - B. The After-Action Review, After-Action Report, and the improvement plan are the responsibility of Walla Walla Emergency Management. The After-Action Report 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.

XIV. 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 36.40.140-190 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 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)
- Public Law 84-99, Emergency Employment of Army and Other Resources, Natural Disaster Procedures.

C. Plan References:

- Washington State Comprehensive Emergency Management Plan (CEMP)
- Walla Walla County Comprehensive Emergency Management Plan (CEMP)

D. Local References:

- Walla Walla County Code
- 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 All Hazards Master Mutual Aid Agreement, 2022
- USACOE Flood MOU, 2017
- Walla Walla County Flood Response Plan, 2022

Appendix A. Hydrological Monitoring

STREAM	MONITOR LOCATION	TYPE	WARNING AREA	WARNING WINDOW	COMMENTS
TOUCHET RIVER	TDAW 1 above Dayton	Remote Gauge	Waitsburg	< 3 hours	Needs to be revalidated
	County Line 6	Observation	Waitsburg	30 – 60 minutes	Use as a backup gauge to Dayton. Very short response time.
	BOLW1 Near Bolles WA	Remote Gauge	Below Waitsburg	N/A	Downstream gauge. Useful for trends.
	Main Street Bridge	Observation	Waitsburg	N/A	“Red Zone” at 8’ Historical validation
	Touchet River at Gallaher Road	Remote Gauge	Waitsburg	N/A	Upstream gauge. Useful for trends
COPPEI CREEK	W. 7 th Street Bridge	Observation	Waitsburg	Immediate	“Red Zone” at 6’ Historical validation
	Upstream of Coppei	Observation	Waitsburg	Less than 1 hour	Highly dependent on observation reporting
	Coppei Creek at McCown Road	Remote Gauge	Waitsburg	Less than 1 hour	Upstream gauge. Useful for trends

National Weather Service-Advanced Hydrologic Prediction Service:

<https://water.weather.gov/ahps2/index.php?wfo=PDT>

Touchet River Upstream of Waitsburg: TDAW 1 – North Fork Touchet River above Dayton, WA (PDT)

Touchet River downstream of Waitsburg: BOLW 1 – Touchet River near Bolles, WA (PDT)

Touchet River upstream of Waitsburg: [USGS 14016820 Touchet River at Gallaher Road Stream Gauge](#)

Coppei Creek upstream of Waitsburg: [USGS 14016940 Coppei Creek at McCown Road Stream Gauge](#)

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Appendix B. Flood Response Options

SCENARIO	FLOOD LOCATION	OPTION	ACTION	COMMENTS
A.	Coppei Creek East of US Hwy 12/Coppei Avenue	A.1	Reinforce low berm at SE corner of racetrack with sandbags	500 bags required. Could divert majority of water from the Fairgrounds back towards Coppei Creek.
		A.2	Build a diversionary sandbag levee along Coppei Avenue, ~3 feet high	Used in 1996. Protected residences along Coppei Avenue.
		A.3	Monitor the diversionary levee on the south end of the fairgrounds	Sandbags or fill material need to be immediately available should failure occur
B.	Coppei Creek West of US Hwy 12/Coppei Avenue	B.1	Keep the West 7 th St. Bridge clear of debris	May not be possible but must be attempted
		B.2	Monitor the berm and be prepared to respond to potential failures	This is thought to be unlikely but should be monitored during a flood event
		B.3	Protect individual homes, or groups of homes, using sandbags	Homes outside of the city limits will likely be flooded as well
C.	Wastewater Treatment Plant	C.1	Maintain access to the Treatment Plant	Site was reenforced after the 2020 Event.
D.	Touchet River	D.1	Conduct levee patrols during high water events	Determination made by forecast, gauge monitoring, weather conditions and snowpack values
		D.2	Initiate flood response operations when stream levels reach 5-6 ft below levee crown or 8' on the Main St. Bridge gage	Stream levels and CFS will rise rapidly
		D.3	Raise the levee height by 3 ft. on the left bank of the Touchet River	350 Ecology blocks needed. Not considered viable long-term unless

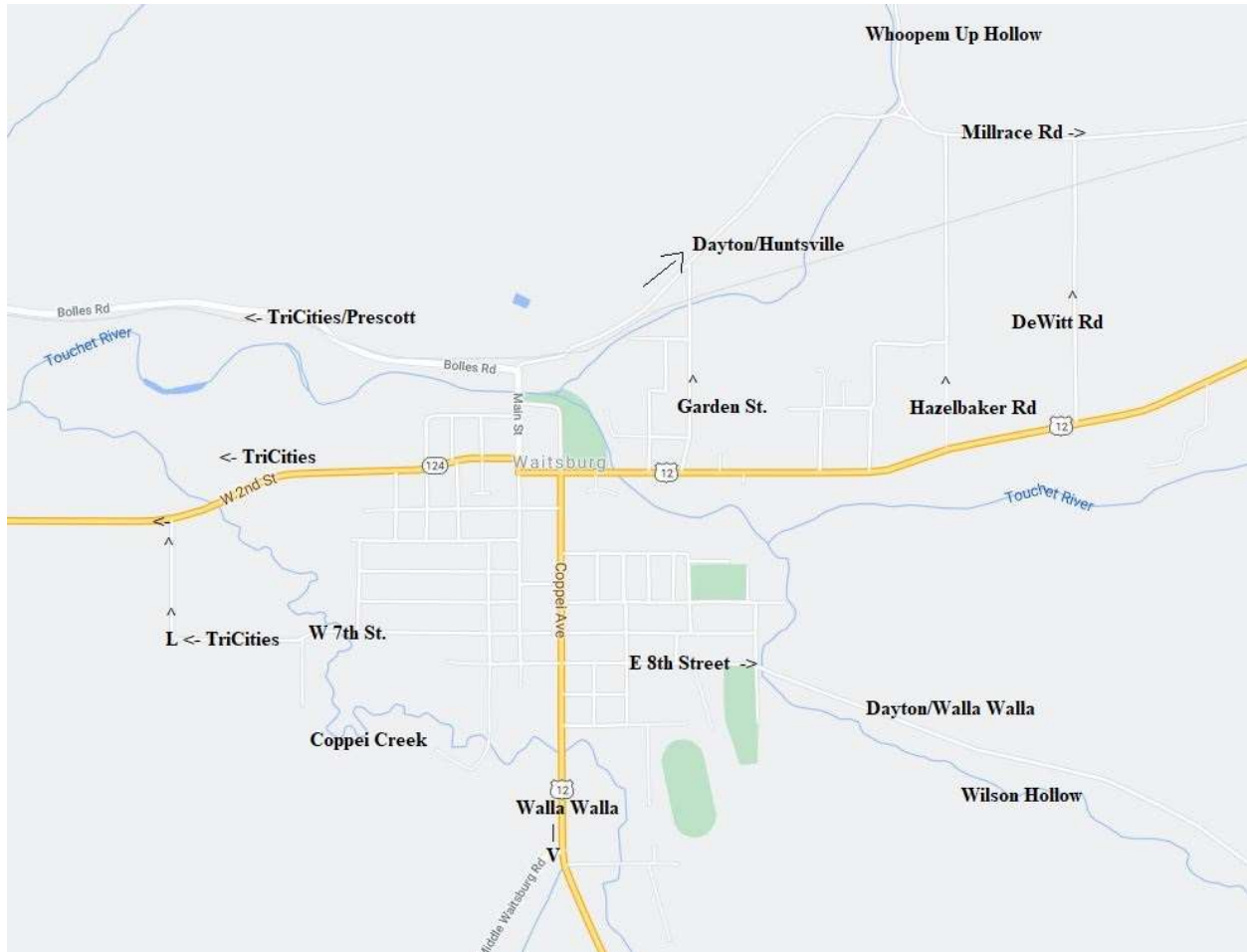
SCENARIO	FLOOD LOCATION	OPTION	ACTION	COMMENTS
			Bridge to the Main St. Bridge using Ecology blocks	regular maintenance is performed on the levee.
		D.4	Stockpile filled sandbags for sand boils around the US Hwy 12 Bridge	500 filled bags. Obtain more when needed. Not a viable option if the levee is overtopped upstream of the US 12 Bridge
		D.5	Monitor for upstream flows which bypass the levee	Create temporary levees to contain water and redirect to channel. 5 ft. height recommended
E.	Sorghum and Wilson Hollow Ditch	E.1	Identify locations downstream where small levees might be used to divert any flows into the Touchet River	May not be possible dependent on water levels in the Touchet River
		E.2	Check Wilson Hollow Bridge and E. 6 th culvert; keep free of debris	
		E.3	Monitor 90-degree bend of Sorghum Hollow drainage dike	

Appendix C. Evacuation Decision Matrix

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.	Online/social Media warning.	LVL-3
					Public works/LE reconnaissance of hazard streams	
					Daily contact with partner response agencies	
					Alert Mass Care of potential	
					Inform EMEB, Public Works, First Responders	
					There is no immediate danger, but the potential exists for risk to public if conditions change	
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.	Online/Social Media and Everbridge Warnings	LVL-2
					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	
					There is the immediate potential for danger to public should streams leave banks, Levees overtop or retaining structures fail.	
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.	Everbridge/IPAWs Warnings	LVL-1
					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	
					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.	

Evacuation Routes



Appendix D. City of Waitsburg Response Action Flowchart

The following flow chart related to decisions regarding appropriate courses of action during a flood event assumes that there is a large snow packet in the Blue Mountains and surrounding foothills; the national weather service is predicting a quick warming trend including the possibility of rain showers; frozen ground temperatures; water levels along the Touchet River and Coppei Creek are rising.

The National Weather Service issues a weather warning to Walla Walla County Emergency Management related to a possible flooding event

Emergency Management informs the City of Waitsburg (Mayor, PWD, City Administrator) via phone and email of weather warning

Public Works Director increases flood watch; including gauge monitoring along preset points along both water systems

If water level along the water systems are rising at more than two feet per hour with additional high flows expected;

the Public Works Director will then:

Inform the Mayor of imminent flooding.

Proceed with flood control options based on the scenarios outlined in this response plan:

Mayor will then convene City Council to:

- Alert/request support County Emergency Operations Center
- Obtain City proclamation of emergency, if necessary, to activate City emergency powers. Suspend normal non-essential activities and divert local resources to augment disaster response and recovery.
- Proceed with resource procurement via contact list with surrounding sources
 - Activate sandbagging resources with Emergency Management and State Penitentiary
 - Contact Corp of Engineers for assistance
- Correspond with Public Information Officer for updates from County Emergency Management
- Operate the incident command center as needed

Touchet River is expected to flood:

- Conduct regular levee patrols when high water begins
- Start flood response operations when the stream level reaches either 5-6' feet below the levee crown, or when flows reach the "red zone" (8 ft) on the Main Street bridge gauge
- Depending on the amount of time, raise the levee height on the left bank by 3 feet using ecology blocks or sandbags from the Touchet River Bridge to the Main Street bridge
- Stockpile filled sandbags for sand boils around the US12 bridge
- Monitor the upstream end for above bank flows that go around the levee. Construct temporary levee(s) to contain such flows
- Protect individual homes and businesses, or possibly groups of homes, using sandbags

Coppei Creek is expected to flood:

- Monitor the diversionary levee on the South end of the fairgrounds for potential failures
- Build (if necessary) a diversionary earth levee above the fairgrounds, minimum height ~3 feet, from high ground to earth levee along Fairgrounds to Coppei Creek
- Build a diversionary sandbag levee along Coppei Avenue, ~3 feet high
- Protect individual homes with ring dikes
- Keep the West 7th Street bridge clear of debris
- Monitor the downstream berm for and respond to potential failures

BOTH water systems are expected to flood:

- Monitor the upstream end for above bank flows and respond to priority events as noted above