

**HAZARD SPECIFIC ANNEX –
WILDFIRE RESPONSE AND
EVACUATION PLAN**

**CITY OF BAINBRIDGE ISLAND,
WASHINGTON
COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN**

JULY 2019

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Wildfire Response

1.0 Introduction

The purpose of this annex is to serve as a supplemental document to the CEMP that provides wildfire specific information and response procedures related to firefighting, evacuation, and emergency public information. This plan should be used as a guiding framework only. Several of the actions or considerations within the plan will need to be adjusted based on the fire ignition location, fire size, weather and fire behavior at the time of the incident.

2.0 Situation

The City of Bainbridge Island is a small, island community in Kitsap County which is at risk of many hazards as outlined in the Kitsap County Hazard Mitigation Plan, including wildfires. The City has limited resources thereby requiring a high degree of interagency cooperation and communication.

Wildfires may be caused by natural or human actions. The primary natural ignition source is lightning. Human sources include fireworks, power lines, campfires, motor vehicles, and machinery (chain saws, lawnmowers, etc.). The other human source is arson.

2.1 Planning Assumptions

- A single large fire or multiple small fires will exceed fire-fighting resources.
- Hot, dry weather; lightning storms; and high winds can significantly increase the danger of wildfires.
- Evacuation is the primary protective action that may be taken to protect citizens at risk from wildfire.
- Certain unforeseen events may occur which may require modifying this plan. The amount of time available to determine the scope and magnitude of the incident may impact the protection actions recommended.

3.0 Concept of Operations

The Incident Command System (ICS) will be used in wildfire incident response. The ICS is a flexible management tool that allows local, county, state, federal, and private entities to be integrated under a single command structure. Designating the use of ICS for incident response is consistent across Kitsap County.

The Bainbridge Island Fire Department is in command of wildfire response for the City. They will be supported by other agencies, districts and departments through pre-established mutual aid agreements. If needed, a Unified Command Structure may also be utilized. This would support multiple incident command posts (ICPs) and can manage response and recovery activities associated with events that are large, complex, or that affect multiple jurisdictions. Very large

or complex incidents may require the utilization of an Incident Management Team (IMT) to properly manage response and recovery activities. Significant wildfire incidents may require activation of the City of Bainbridge Island Emergency Operations Center (EOC) to provide additional support for response operations, communications, and resource coordination.

3.1 Firefighting

A wildfire is a fire burning out of control in vegetation. Factors that affect wildfire are fuel, weather, and topography. Vegetation that fuels a fire can be sub-surface (duff and roots), surface (grass and bushes), and aerial (snags, branches, and canopy). Low humidity, high winds, high temperatures, and other unstable weather patterns can present conditions that contribute to the potential for ignition and increased fire growth. Fuel arrangement and density on Bainbridge Island, combined with a large wildland-urban interface, can make fighting wildfires very challenging and time consuming.

Weather strongly affects wildfire behavior. Any combination of the two of the following “watch-out” weather parameters can create more intense and potentially destructive fire behavior:

- 20 foot wind speeds >7mph
- Sustained winds from the east (more common in late August to early October)
- Relative humidity <40%
- Temperatures >72 degrees F
- 1,000-hour fuel moisture <20% (1,000 hour fuels are dead branches, etc. between 3 and 8 inches in diameter)
- 14 days without rain

Components of extreme fire behavior include more intense heat and preheating of surrounding fuels, stronger flame runs, potential tree crowning, increase likelihood of significant spot fires, and fire induced weather (e.g. strong winds, lightning cells). Extreme fire behavior is significantly more difficult to combat and suppress and would drastically increase the threat to the existence of homes and communities on Bainbridge.

The Bainbridge Island Fire Department trains all of its Firefighters to National Wildfire Coordinating Group standards. Firefighting efforts are prioritized to protect life, property, and the environment – in descending order. The Fire Department has a cache of tools and equipment used specifically for wildland firefighting. A robust mutual aid system, ranging from local to regional to statewide assets, is used the event of escalating incidents that are beyond the control of Bainbridge Island firefighters alone.

3.2 Evacuation

In the event of an incident requiring the evacuation of all or part of the City of Bainbridge Island, the individual ordering an evacuation shall request notification of the Emergency Management Coordinator and the activation of the EOC any time there is a need to evacuate individuals to public shelters or across jurisdictional boundaries. KCDEM shall be notified in the event of an evacuation.

The evacuation of people from areas of risk in the City of Bainbridge Island may involve the emergency response of more than one government jurisdiction. The movement of people may be across jurisdictional boundaries and on public streets, roads and highways under the supervision and control of one or more jurisdictions including cities, different counties and state government.

City of Bainbridge Island Police Department will provide direction and control for the movement of people within the City. Coordination with other jurisdictions and authorities involved in the evacuation and/or reception of victims shall be through the EOC.

Evacuation information should be as clear and direct as possible in order to provide immediate response by the affected population. Direction and control of on-scene evacuation activities shall be performed by uniformed personnel when possible.

Provisions for the evacuation of individuals with access and functional needs and use of mass transit for the relocation of affected individuals will be handled on a case-by-case basis according to the specific needs of the situation.

Planning efforts are underway within the county that address the evacuation of those with Limited English Proficiency (LEP), as well as Access and Functional Needs (AFN). These planning efforts also recognize the need to address the accommodation of pets and services animals as outlined in the Pets Evacuation and Transportation Standards Act (PETS).

3.3 Evacuation Zones

Bainbridge Island has been divided up into 12 evacuation zones. Real time information will be used to determine which evacuation zones need to be evacuated. Information regarding specific evacuation routes will be conveyed to the community based on the location of the hazard. Throughout the emergency, it will be necessary to continuously reevaluate the size and location of the danger area and, if necessary, advise the evacuation of additional areas. In general, evacuation routes will direct people to get away from the hazard area and to report to a temporary reception center or if off island

evacuation is needed to head north on State Route 305 to the Agate Pass Bridge or to head to the ferry terminal in downtown.

1. Zone 1 - Seabold/Agate Pass/West Port Madison
2. Zone 2- Port Madison
3. Zone 3 -Manzanita/Madrona Heights/Meadowmeer
4. Zone 4 - Battlepoint/Tolo
5. Zone 5 - Grand Forest
6. Zone 6 - Rolling Bay/Manitou Beach
7. Zone 7 - Fletcher Bay/Gazzam Lake
8. Zone 8 - Downtown Winslow
9. Zone 9 - Wing Point/Hawley/Yeomalt/Ferncliff
10. Zone 10 - Crystal Springs/Point White/Lynnwood Center/West Blakely
11. Zone 11 - Rockaway Beach/Eagledale/Creosote/Port Blakely
12. Zone 12 - Fort Ward/South Beach/Country Club

Zone	Total # Lots	# Commercial	# Dwellings	# Other
1	717	3	501	213
2	1131	7	886	238
3	800	21	613	166
4	644	3	484	157
5	580	28	427	125
6	1103	16	913	174
7	651	2	457	192
8	1637	148	1109	380
9	1275	27	1023	225
10	1319	12	993	314
11	867	8	659	200
12	615	2	417	196

See Attachment 1: Evacuation Routes

See Attachment 2: Evacuation Zones

See Attachment 3: Zone by Zone Maps

3.4 Traffic Control

Traffic control points will be established as needed and assigned to a commissioned law enforcement officer to maintain an orderly flow of vehicular traffic out of the affected area(s). Traffic control personnel may be supplemented with Public Works staff and CERT volunteers specifically trained in traffic management procedures.

See Attachment 4: Traffic Control Points

3.5 Emergency Public Information

Emergency communication related to evacuation, sheltering, emergency lockdowns, food and water, public health protection, road closures, and other hazards are coordinated directly by the City of Bainbridge Island Emergency Management Coordinator and the Communications Coordinator.

The City of Bainbridge Island Communications Coordinator acts as the official PIO for coordinating the dissemination of emergency public information through the EOC. Additional City staff have been designated as backup PIOs to assist in the EOC in the event the Communications Coordinator is not available.

Emergency public information shall be coordinated through the EOC. The PIO will coordinate with the EOC Manager to prepare and coordinate the release of emergency public information. When the situation warrants, the PIO shall appoint an Assistant PIO when media briefings are required from multiple locations or the situation requires it.

Media briefings will normally take place at the Bainbridge Island City Hall. In the event that this location is not functional, or communications are inadequate, an alternate location will be identified and announced by the PIO.

In general, messages will be written to convey the following points of information:

- What protective actions to take (evacuate, shelter-in-place, etc.)
- Routes to take, including conditions of roads
- Locations of assembly points for those without access to a vehicle
- Where to go for care and shelter until the emergency situation has passed.

Any or all of the following methods may be utilized to relay emergency information to the public during all phases of response and recovery:

1. COBI Nixle mass notifications (text and email to subscribers)
2. Kitsap County AlertSense mass notifications
3. Wireless Emergency Alerts (coordinated through Kitsap County or State EMD)
4. City website and social media sites (Facebook and Twitter)
5. Police and Fire vehicle public address systems
6. Emergency Alert System (EAS)
7. Print, radio and television media
8. Printed educational/informational material
9. Message boards at City facilities (including Fire, Parks, Schools, etc)
10. Amateur Radio System (Ham radio)

Method	Authorized Senders	Contact Information
COBI Nixle Alerts	Anne LeSage Kristen Drew Kate Brown BIPD Sergeants, Chiefs BIFD Battalion Chiefs	206-735-9712 alesage@bainbridgewa.gov 206-786-2342 kdrew@bainbridgewa.gov 206-639-7242 kbrown@bainbridgewa.gov
Wireless Emergency Alerts & Emergency Alert System	Kitsap County DEM Washington State EMD	360-535-9988 (Duty Officer) 800-258-5990
Kitsap County AlertSense	Kitsap County DEM Lis Klute	360-535-9988 (Duty Officer) 360-204-6703 eklute@co.kitsap.wa.us
COBI Website and Social Media	Kristen Drew Anne LeSage Kate Brown	206-786-2342 206-735-9712 206-639-7242
Amateur Radio System	Tyler Heinemann Lionel Halverson	206-799-3311 tylerheinemann@yahoo.com 206-778-3368 lionelhlvrnsn@gmail.com

The Nixle mass notification system is a method used to warn the public of hazardous situations within the city. This message can be sent out by the Emergency Management Coordinator, Communications Coordinator, and other selected City personnel. Nixle messages must be 140 characters or less to fit into a single message. Additional information may be added to the email and web message.

Example messages:

For wildfire burning in Ft. Ward or on the South end of the island:

1st message:

COBI: Wildfire in Ft. Ward Park. Mandatory evacuation order for residents in Lynwood Center, South Beach, Port Blakely, West Blakely. Evacuate to the north IMMEDIATELY.

2nd message:

COBI: Wildfire spreading west. Crystal Springs and Point White neighborhoods evacuate NOW. All residents on south end of the island need to evacuate.

3rd message: COBI: WSF assisting with evacuations. Head to ferry terminal.
AND/OR

3rd message: COBI: Both lanes of SR305 northbound to assist with evacuations. Use Miller Road for emergency southbound access. Officers on scene to assist with traffic.

4th message: COBI: Emergency shelters for evacuees have been established at (identify locations on island/off island).

For wildfire burning in Manzanita Park or on the North end of the island:

1st message:

COBI: Wildfire burning at Manzanita Park. Mandatory evacuation order for residents living north of Day Road. Evacuate IMMEDIATELY.

2nd message:

COBI: Wildfire spreading north. SR305 north of Day Road and Agate Pass Bridge are closed. Residents on the north end of the island evacuate towards Winslow and ferry terminal.

3rd message:

COBI: WSF assisting with evacuations. Head to ferry terminal immediately.

4th message:

COBI: Emergency shelters for evacuees have been established at (identify locations on island/off island).

Additional recommendations (provided via email/web messages:

- Take the following with you: disaster supply kit, pets, special medications or dietary needs, personal items, infant needs.
- If you or someone in your household needs transportation help, call 911.
- Drive slowly and carefully obeying traffic laws and officials directing you along evacuation routes.
- Before leaving your home or business turn off all electrical appliances.
- If you cannot evacuate in time, shelter-in-place in your home. Bring pets inside. Close and lock all outside doors and windows.

AlertSense and Wireless Emergency Alert (WEA) mass notifications are issued by the Kitsap County Department of Emergency Management (KCDEM) and the Washington State Emergency Management Division. The Emergency Management Coordinator may request additional alerting capability through an official request to KCDEM.

The City may use its official website and social media pages on Facebook and Twitter to disseminate official emergency response information. Other City Districts (Fire, Parks, and Schools) may also share information provided by COBI. Printed education and information materials are available through the City, BIFD, KCDEM, and the Washington State Emergency Management Department.

It is anticipated that in some circumstances emergency public information may need to be released from field command posts. In this event, the individual in charge at the location shall notify the Emergency Operations Center in a timely manner and provide detailed information regarding information released.

The Emergency Alert System (EAS), which provides emergency information to the public via local radio and television stations, may be activated by contacting the KCDEM. Alternative activation would be through the Kitsap 911 Communications.

If local emergency warning systems are inoperable, notification of citizens regarding emergency information and instructions may be through the Emergency Alert System, door-to-door by uniformed City personnel, mobile loud speakers, message boards at City entrances, or any other means available at the time.

The City of Bainbridge Island is aware of the need to provide continuous and accessible public information throughout all phases of emergency management and to the whole community. The emergency notifications sent out by the city prior to, during, or after an emergency or disaster will take all measures to ensure that all community members, including those with LEP and AFN be notified using all available resource in communication. The resources used may include any of the methods mentioned previously and other notification resources available in the community.

4.0 Responsibilities

On-scene Incident Commander

- Establish a Command Post in a safe area.
- Consider forming Unified Command based on incident need and the number of jurisdictions/agencies involved in the response.
- Conduct a risk assessment.
 - Priority 1: Life Safety
 - Priority 2: Incident Stabilization
 - Priority 3: Property Preservation
 - Priority 4: Environmental Protection
- Prioritize wildfire operations and deploy resources accordingly.
- Advise Kitsap 911 of the situation and any need for additional resources.
- Monitor weather and other environmental factors to anticipate changes in fire behavior.

- Request spot forecasts from NWS as needed.
- Ensure adequate safety measures and personnel accountability measures are in place.
- Determine and assign appropriate channel for fire response operations, coordinate with Kitsap 911.
- Coordinate information with the EOC.
- Determine if evacuation is needed and take appropriate actions.
- Determine the need and method(s) of providing public warning in coordination with the EOC.

Bainbridge Island Fire Department

- Provide command and control for field operations through established command posts as appropriate.
- Provide fire suppression services. Coordinate response of outside agencies as appropriate.
- Triage and protect structures, as able and appropriate.
- Provide direction, assistance and control for evacuation efforts as appropriate.
- Coordinate with law enforcement for perimeter and access control and direction related to road closures.
- Provide notification to Emergency Management Coordinator if EOC activation is necessary.
- Provide support to the EOC in the dissemination of emergency warning information to the public.

Bainbridge Island Police Department

- Serve as the lead agency for mass evacuation coordination.
- Provide direction and control for evacuation efforts.
- Provide internal and perimeter security of evacuation zone.
- Provide emergency traffic control in and around the evacuation zone.
- Coordinate evacuation activities with police from adjacent jurisdictions and Washington State Patrol as appropriate.
- Provide dissemination of evacuation information to the public as appropriate.
- Provide for re-entry to the area when safe to do so.

Bainbridge Island School District

- Coordinate evacuation of schools.
- Provide additional communication with parents regarding status of schools, evacuation information, and location of Family Reunification Center.

Public Works

- Provide assessment of transportation routes, identifies alternate routes, and provides temporary traffic control measures/devices and operational control of traffic signals.

- Coordinate internal transportation resources planned for use in evacuation.
- Provide for the removal of debris, abandoned vehicles and vehicles having mechanical problems from the evacuation routes when requested.
- Provide for the relocation of essential resources (personnel, critical supplies, equipment, etc.) to reception areas when requested.

City Manager

- Issue Local Emergency Proclamation orders.

Emergency Management Coordinator

- Activate the EOC as appropriate and provides for coordination of resources for involved agencies.
- Coordinate the dissemination of emergency public information. Coordinate with the emergency messaging with KCDEM and WAEMD, when appropriate.
- Issue evacuation orders in the absence of a higher authority.
- Communicate and coordinate with nearby jurisdictions including KCDEM, King County, and Washington State Department of Emergency Management regarding emergency activities including evacuation routes, destination areas and reception centers.

Emergency Operations Center

- Coordinate with Bainbridge Island School District, Kitsap Transit, Washington State Department of Transportation, Washington State Ferries, and the Flotilla on transportation needs related to disaster response operations.
- Coordinate staff and volunteers to operate reception centers and emergency shelters.
- Establish evacuation assembly points.
- Develop schedule and plan for re-entry.

Public Information Officer

- Provides information on emergency services including evacuation information and routes, staging areas and public shelters.

Kitsap County Department of Emergency Management

- Develop and release emergency information via WEA, AlertSense, or other appropriate methods as requested by the City of Bainbridge Island.

Kitsap Transit

- Provide transportation resources in support of emergency response operations. This coordination will be conducted through KCDEM.

Washington State Emergency Management Division

- Develop and release information via WEA or other appropriate methods as requested by the City of Bainbridge Island.

Washington State Ferries

- Support evacuation efforts through additional ferry service, priority loads, and access to ferries on maintenance dock for use as a staging area or temporary shelter. This coordination will be conducted through KCDEM.

References and Supporting Plans

See Appendix 2: References and Supporting Plans for a list of references and supporting plans related to this annex.

Terms and Definitions

See Appendix 1: Terms and Definitions for a list of terms and definitions related to this annex.

Attachments

Map 1: Evacuation Routes

Map 2: Evacuation Zones

Map 3: Zone by Zone Maps

Map 4: Traffic Control Points