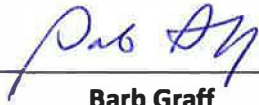# EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT

RESPONSE PLANNING FUNCTION

Barb Graff

Director, Seattle Office of Emergency Management

1/4/17

Date

Note: This ESF is part of the Response Planning Function from the Comprehensive Emergency Management Plan and this version includes the 2016 updates. City of Seattle Office of Emergency Management acts as the ESF Coordinator and collaborated with many partners for respective updates.

TABLE OF CONTENTS

TABLES

FIGURES

No table of figures entries found.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEM
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT

STAKEHOLDERS

1. STAKEHOLDERS

Table 1

PRIMARY DEPARTMENT	ESF COORDINATOR
Seattle Office of Emergency Management	Seattle Office of Emergency Management

Table 2

SUPPORT DEPARTMENT AND AGENCIES	
All City Departments	Seattle Auxiliary Communications Service
Amateur Radio Emergency Services Medical Services Team	US Environmental Protection Agency
Public Health - Seattle and King County	Washington Department of Health
Washington Department of Natural Resources	Washington Department of Ecology
National Weather Service Seattle	King County Office of Emergency Management
Washington State Emergency Management Division	

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
INTRODUCTION

2. INTRODUCTION

2.1 Purpose

ESF #5 Annex outlines the responsibilities for maintaining a comprehensive Emergency Management Program which includes prevention, mitigation, preparedness, response and recovery. It focuses on the shared resources and coordination between City, County, Special Purpose Districts, State and Federal governments as well as the partnerships between private businesses and the general public.

2.2 Scope

This annex applies to all departments, organizations and agencies that have a lead or support role in the Seattle's Comprehensive Emergency Management Plan. It discusses specific actions, approaches and objectives necessary to ensure the city is disaster ready. Supporting partners are critical to the City response and, as such, are vital to the overall success or failure of the plan.

The Seattle Office of Emergency Management (OEM) is the lead agency in coordinating the following:

- The City of Seattle's readiness to respond to and recover from any disaster at any time.
- Partnering with community members to increase self-sufficiency and improve their disaster preparedness.
- Developing, maintaining and enhancing partnerships with outside stakeholders including businesses, non-profits and faith-based organizations.
- Reducing the impact of disasters through the integration of hazard mitigation practices.
- Post disaster recovery operations, including cost recovery when Stafford Act is triggered by the scope of the disaster.

This is achieved in part by:

- Maintaining the operational readiness of the Emergency Operations Center (EOC) facility managed by OEM.
- Maintaining comprehensive plans that are regularly updated and utilized.
- Coordinating the development of mitigation and recovery plans.
- Engaging a "whole of community" planning approach in all phases of emergency management that incorporates input from vulnerable populations including individuals with access and functional needs.
- Ensuring the City takes steps to make emergency and disaster related services, programs, activities and facilities accessible to people with access and functional needs and those services are designed with a race and social justice equity lens.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
SITUATION

3. SITUATION

3.1 Emergency Conditions and Hazards

The Seattle Hazard Identification and Vulnerability Analysis (SHIVA) identifies Seattle's hazards and examines their consequences so we can make smart decisions about how best to prepare for them. It provides information regarding potential impacts of hazards to the people, economy, and built and natural environments of the City of Seattle. The SHIVA provides a foundation for all of the City of Seattle's disaster planning and preparedness activities. The list of all natural and human-hazards includes: Emerging Threat; Geophysical Hazards; Biological Hazards; Intentional Hazards; Transportation and Infrastructure Hazards; and Weather and Climate Hazards.

3.2 Planning Assumptions

OEM is tasked with responsibilities that are aimed at: Reducing the harm associated with major disasters; Coordinating City services during EOC activations; and Coordinating City services during recovery aftermath.

Even in the best possible circumstances there are several planning assumptions that must be built into the City's plans. These assumptions include:

- A major emergency or disaster could happen at any time.
- The time of year, day of the week, time of day, and weather conditions are key variables that can have an impact on the seriousness of an incident and on the City's ability to respond.
- City staff and facilities may be impacted by the disaster and this can impede the City's ability to implement plans.
- Developing a baseline and measuring "preparedness" levels is difficult.
- In a disaster it is likely that local government response may be temporarily overwhelmed by the volume of need, and that the general public should be prepared to take care of its own basic survival needs for at least the first 7-14 days after an incident or event.
- Despite best efforts there will be people who will not be prepared for disasters or large scale incidents.
- Mitigation activities can be very expensive and take years to complete.
- Not all stakeholders who play a role in emergency management will participate equally due to a number of factors including budget, time, or ability.
- The ability to maintain an emergency management program is dependent on many factors, some of which are outside the control of OEM.
- A disaster would severely stress normal municipal systems, and would likely require outside assistance from the state and federal governments.
- Recovery activities are expensive and can take years to complete.
- Even in the best of circumstances some businesses and individuals will relocate following a disaster.
- The success of the City's emergency preparedness program is dependent on the support and involvement of the Mayor, City Council, City Attorney, and all City Departments.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
CONCEPT OF OPERATIONS

4. CONCEPT OF OPERATIONS

OEM adheres to the doctrine of tiered response, handling incidents and emergencies at the lowest governmental level possible. The vast majority of daily emergencies do not require the coordination efforts of the Emergency Operating Center. However, larger scale or major incidents, which include disasters, can occur. These situations have expanded requirements and challenges that can exceed the capacity of one department or the entire response capability of the City or region.

OEM is asked to provide coordination and assistance for a variety of incidents. Some may be large parades or events. Some events can be managed without activation of the EOC. OEM has in place the capability to facilitate coordination for smaller scale events. However, the City EOC is used for managing larger scale events when coordination is required by multiple departments.

4.1 Standing Structure

The Director of OEM or their designee in conjunction with the Mayor is responsible for making decisions regarding the activation of the EOC. In addition, the Director may also provide direction or advice to departments regarding issues that may require input from others including the Mayor's office.

The Director is supported by OEM Staff Duty Officer (SDO). The SDO serves as the 24-hour point of contact for the OEM. The Role of the Staff Duty Officer is to:

- Serve as the single point of contact for activating the EOC.
- Ensure that the Seattle EOC can be activated in a timely manner for "no notice" events or emergencies.
- Aid any stakeholder to locate resources, points of contact within other departments or answering questions when the EOC is not activated.
- Maintain awareness on events or situations that may require the EOC to activate.
- Coordinate and manage any needed actions prior to an activation including notifications and conference calls.
- Conduct weekly testing of key communications systems

4.2 Activity during Non-EOC Activation Periods

During instances when the City EOC is not activated, the OEM SDO serves as the single point of contact for the coordination of action, resources, information, and policy issues for events or emergencies being managed by City departments. These include:

- Assessments of a developing situation when there may be a need to activate the EOC. In these situations, the SDO will facilitate the gathering of stakeholders from key departments to review the situation and determine next steps up to and including activation of the EOC.
- Facilitate the connections between departments to ensure that information and resources is being shared between agencies.
- Coordinate any post-event (recovery) activity during events when needed.

To remain ready to deal with any major incident, OEM maintains an on-call Staff Duty Officer (SDO). This professional staff person is available 24 hours a day, 7 days a week to support City departments during:

- Resource intensive emergency response.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
CONCEPT OF OPERATIONS

- Incidents that seriously impact the safety and well-being of the public.
- Requests to activate the EOC.

OEM staff rotates this responsibility and are on-call for a seven day period. The SDO is the first point of contact for departments or agencies that are seeking information, needing assistance, or requesting EOC activation. Responsibilities assigned to the SDO include:

- Responding to incoming calls and inquiries from City departments, regional partners, and governmental agencies.
- Conducting weekly communication tests.
- Documenting all contacts and requests received by the SDO.
- Monitoring incidents or events that could result in EOC activation.

Additionally, each Staff Duty Officer maintains a notebook that contains, but is not limited to: Activation Checklist; SDO Call Log; Incident Checklists; Contact Information; and Equipment Operations.

4.3 EOC Organization

During activations, the EOC uses the Incident Command System concepts of "unity of command/coordination," "modular organization," "management by objectives," manageable span of control," "common terminology," etc., and Emergency Support Functions, which aligns duties along functional lines. The OEM Director acts as the EOC Director during any activation. All section chief positions in the EOC are staffed by OEM personnel except Logistics. Table 3 shows the organizational structure for the EOC, which establishes six sections of responsibility:

- Operations Section: This includes the branches of Police, Fire, Health and Human Services, and Infrastructure. The EOC Operations Section is the lead for ensuring coordination among the branches.
- Planning Section: This section is staffed by OEM professional staff along with staff from other City departments and the community. The section's responsibilities include providing the overall situational awareness necessary to coordinate services and facilitate planning, and documenting the activities that are occurring.
- Logistics Section: This function is staffed by employees from Finance and Administration Services, Human Resources Department, and Seattle Information Technology Department. The section focuses on acquisition, deployment, and decommissioning of resources and services needed for response and recovery activities.
- Administration Section: This section is ordinarily staffed by OEM professional staff or volunteers. It is responsible for the security and maintenance of the emergency operations facility, and the care and safety of its tenants.
- Joint Information Center: This function is led by the Mayor's Office and is staffed by Public Information Officers from various departments. It is responsible for providing consistent messaging in ways that will reach the target audiences regarding the incident and the city's response.
- Mayor's Emergency Executive Board: This body is comprised of Mayor's senior staff and Cabinet members who collectively contribute to high-level problem resolution and policy development.

4.4 General Response

When activated, it is the responsibility of OEM Staff to ready the EOC. Each response is customized to meet the specific needs of the situation. OEM staff members are responsible for identifying and

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
CONCEPT OF OPERATIONS

contacting those who need to respond. Additionally, they notify regional partners and the Washington State Emergency Management Division, ensure staffing for support functions, and address the basic needs comforts of those working in the EOC.

4.5 Direction and Control

OEM organizes the EOC using Incident Command System (ICS) concepts and Emergency Support Function (ESF) assignments. Various City departments are assigned as lead or support agencies under each of the ESFs. The following table shows each of the ESFs, the name of the ESF, the ICS section it belongs to in the Seattle EOC, and the corresponding lead department.

Table 3

Number	ESF Name/Section	Lead Agency
ESF #1	Transportation/Operations Section	Seattle Department of Transportation
ESF #2	Communications/Operations Section	Seattle Information Technology Department
ESF #3	Public Works & Engineering/ Operations Section	Seattle Public Utilities
ESF #4	Fire Fighting/Operations Section	Seattle Fire Department
ESF #5	Emergency Management/Planning Section	Seattle Office of Emergency Management
ESF #6	Mass Care, Housing and Human Services/Human Services Section	Human Services Department
ESF #7	Resource Support/Logistics Section	Department of Finance and Administrative Services
ESF #8	Public Health & Medical Services/Human Services Section	Public Health – Seattle and King County
ESF #9	Search & Rescue/Operations Section	Seattle Fire Department
ESF #10	Oil & Hazardous Materials Response / Operations Section	Seattle Fire Department
ESF #11	Agriculture and Natural Resources/Not used in Seattle	N/A
ESF #12	Energy/Operations Section	Seattle City Light
ESF #13	Public Safety and Security/Operations Section	Seattle Police Department
ESF #14	Long Term Recovery/Logistics Section	Office of Emergency Management
ESF #15	External Affairs/Joint Information Center	Mayor's Office

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
CONCEPT OF OPERATIONS

4.6 Procedures

OEM maintains a number of documents that support the activation and ongoing communication necessary to coordinate information, resources, plans of action, and policy development across the City. The documents include: EOC Procedures Manual; A variety of checklists; SDO Procedures Manual; WebEOC; Essential Elements of Information; and the Seattle Comprehensive Emergency Management Plan.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
RESPONSIBILITIES

5. RESPONSIBILITIES

OEM organizes their responsibilities under five areas: Mitigation, Prevention, Preparedness, Response and Recovery. Addressing the pre- and post-disaster needs and responsibilities makes overall response much more effective. Within these four areas (Prevention and Mitigation are combined), the following responsibilities are assigned:

5.1 Prevention and Mitigation Activities

- Maintain the Seattle Hazard Identification and Vulnerability Analysis (SHIVA) document and work with other agencies to mitigate the impacts of identified hazards.
- Maintain the City's All-Hazards Mitigation Plan.
- Manage the City's residential home seismic retrofit program.

5.2 Preparedness Activities

- Lead the City's Disaster Management Committee (DMC) and Strategic Work Group and develop the city-wide Emergency Management Program Strategic Plan.
- Maintain the Seattle Comprehensive Emergency Management Plan (CEMP) and administer the updating and approval process.
- Work with neighboring jurisdictions and the State of Washington to ensure that emergency management planning efforts are consistent, complementary, mutually supportive and compatible with one another.
- Regularly brief the Mayor, City Council and the Cabinet on the status of the City's emergency management program.
- Maintain the City's EOC facility and all equipment and operational procedures, so the EOC can be readily activated at any time.
- Discharge responsibilities assigned in the Basic Plan, ESF-5 Emergency Management Annex, and all other Support and Incident Annexes.
- Lead the City's emergency preparedness programs, such as, Seattle Neighborhoods Actively Prepare (SNAP).
- Reach out to vulnerable communities, including those with access and functional needs, to improve overall level of preparedness.
- Use Chapter 7 of the Americans with Disability Act Toolkit to review plans, services and facilities for the ability to address access and functional needs in a disaster.
- Apply a race and social justice lens to the City's emergency plans.
- Provide annual training to EOC responders to ensure they are operationally ready to assume their roles when the EOC is activated.
- Conduct exercises and drills to test plans.
- Regularly test communications systems to ensure they are functioning.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
RESPONSIBILITIES

- Coordinate city-wide compliance with National Incident Management System (NIMS) and other standards.
- Maintain the City's EOC facility and all equipment and operational procedures, so that the EOC can be readily activated at any time.
- Manage the City's emergency management organization (preparing agendas, convening meetings, hosting activities, holding drills and exercises, and developing plans and policies) including the Strategic Work Group, the Disaster Management Committee and the Mayor's Emergency Executive Board.
- Coordinate and document the City's continuity of government obligation.
- Coordinate the city-wide development, maintenance and testing of critical departments' continuity of operations plans.

5.3 Repsonse Activities

- Activate the EOC.
- Make notifications to all EOC responders when an activation occurs.
- Provide staff for the following positions in the EOC:
  - EOC Director
  - Operations Section Chief
  - Planning Section Chief
  - Staff for all positions in the EOC Planning Section
- Manage or coordinate the following functions in the EOC:
  - Coordinate all mapping during EOC activations.
  - Organize and support the Mayor's Emergency Executive Board.
  - Act as liaison to other emergency management agencies including county, state and federal levels during EOC Activation.
- Coordinate all after action reviews and improvement planning for city-wide events and exercises.

5.4 Recovery Activities

- Determine the need to use the Disaster Recovery Framework.
- Coordinate city-wide involvement in state and federal requirements for disaster reimbursement.
- Ensure that documentation is kept to support recovery of resources used throughout the activation.
- Begin planning for deactivation.
- Serve as the City's Applicant Agent in all Stafford Act public and individual assistance programs.
- Lead efforts in addressing long term recovery issues.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
RESOURCE REQUIREMENTS

6. RESOURCE REQUIREMENTS

In order to effectively respond to a major incident or disaster, there must be a location that has the capacity to house the various disciplines required to coordinate the City's response. The EOC is the location where much of that collaboration occurs or is initiated. Problems that cannot be solved in the field become the responsibility of EOC responders:

6.1 Logistical Support

OEM maintains the City's Emergency Operations Center (EOC) at 105 5th Avenue South. The EOC is a fully functioning site that can accommodate up to 150 responders at any given time. OEM has agreements in place with the University of Washington, Gates Foundation, and the Seattle College system for alternate locations for the City's EOC.

6.2 Communications and Data

Seattle OEM maintains the following communications systems:

- Telephones (City network, "hot and ring-down" lines, & cell phones)
- Satellite Phone
- Ring-down telephone circuits
- All City Intercom
- Pagers
- Printers
- FAX Machine
- 800 MHz Radios (KC OEM talk-groups)
- 800 MHz radio (OEM talk-group)
- Washington State EMD SATCOM Unit
- Back-up Command and Control radio
- Internet Packet Radio
- LoBand, HF VHF and UHF radios
- Electronic Data systems (servers/desktops)
- National Warning System (NAWAS) telephone
- Video Conferencing Systems
- WebEOC

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT

ADMINISTRATION

7. ADMINISTRATION

7.1 Cost Accounting and Cost Recovery

Disasters are very expensive and a major responsibility of the OEM is to begin the process of tracking and recovering costs at the beginning of each activation. There is never a guarantee that the city will be reimbursed. Even when reimbursement occurs, rarely is the amount received equal to the expense incurred. and it is a long and complex process.

To position the City for the best possible outcome, whenever the EOC is activated for an incident or event that creates substantial damage or costs, and specifically one that is likely to require public and/or individual assistance available under the Stafford Act, OEM immediately:

- Establishes a system for tracking all costs.
- Emphasizes the importance of tracking costs to all city departments.
- Differentiates between the costs directly related to a disaster and those incurred under regular operating costs (i.e. police vehicle usage for evacuating individuals following a disaster and vehicle usage for responding to 911 calls outside of disaster).

Not only is this accounting necessary for reimbursement purposes, but it also provides the public with information that demonstrates the city's commitment to fiscal responsibility with public funds.

OEM maintains staffing to deal with Mitigation and Recovery issues. Because of the Federal and State regulations that must be met, this position is critical in the overall Emergency Management function.

7.2 Annex Maintenance

The previous standard of updating the CEMP every five years has changed to updates being done on an ongoing basis. With information constantly changing, coupled with rapid innovations in technology and science, it only makes sense to favor a dynamic approach to planning.

OEM maintains a schedule that describes when plans, including the CEMP, shall be updated and revised. Lessons learned from exercises, special events, incidents or disasters may result in a decision to update portions of the CEMP ahead of that schedule.

The OEM Plans Coordinator is responsible for facilitating the review, update and approval of the CEMP, as well as maintaining documentation of any changes.

Table 4

RECORD OF CHANGES			
DATE	TYPE	CONTACT	SUMMARY
December 2016	Update	L Meyers	Completed annual update.
May 2015	Update	K Neafcy	Completed annual update.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
TERMS AND DEFINITIONS

8-1

8. TERMS AND DEFINITIONS

None Identified.

Seattle
Office of Emergency
Management

CITY OF SEATTLE CEMP
EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT
TERMS AND DEFINITIONS

This page intentionally left blank.