City of Seattle
Comprehensive Emergency Management Plan

Emergency Operations Plan
Earthquake Incident Annex

Prepared by
Seattle Office of Emergency Management

Updated November 2012

EARTHQUAKE INCIDENT ANNEX

PRIMARY DEPARTMENT:
Seattle Fire Department
Seattle Office of Emergency Management

SUPPORT DEPARTMENTS AND AGENCIES:
All City Departments

I. INTRODUCTION

A. Purpose
1. To enable coordinated, multi-department, multi-jurisdictional response to an earthquake. It applies to all City Departments and provides information to all partners that support or depend on the City response.

B. Scope
1. This Annex is part of the Seattle Disaster Readiness and Response Plan (SDRRP). It addresses the challenges posed by the following hazards:
   a. Earthquake and associated aftershocks, tsunami, seiche, landslides, liquefaction, subsidence
   b. The primary focus of this plan is a severe earthquake that causes large numbers of casualties, widespread damage, and catastrophic impacts
2. This plan is a guide which should be adapted as needed to meet conditions at the time of the response.

II. POLICIES

A. Authorities
1. See Seattle Disaster Readiness and Response Plan Volume I.

B. Limitations
1. The City will endeavor to make every reasonable effort to respond to an earthquake and related hazards. However, City resources and systems may become overwhelmed by the magnitude of the disaster and its impacts. This planning represents guidelines and is not intended to guarantee that a perfect response to this type of disaster will be practical or possible.

III. EARTHQUAKE HAZARDS

A. Seattle Region
1. Possible immediate impacts
   a. Large numbers of dead, injured and missing
   b. Multiple structures collapsed or severely damaged
   c. Many people trapped in collapsed structures, including elevated structures such as roadways, requiring rescue
   d. Multiple fires

e. Damage to fire detection and suppression systems
f. Damage to the waterfront area
g. Flooding of waterfront area and around lakes
h. Localized flooding from ruptured water pipes, damaged reservoirs or tanks
i. Interruption of utility services for days, or even weeks to include electrical, water, natural gas, solid waste, sewer
j. Shortage of water, food and other commodities
k. Shortage of gasoline and diesel fuel
l. Hazardous materials release
m. Overloaded telephone systems (wired and wireless)
n. Interruption of commercial television and radio service
o. Disruption of information technology services
p. Separated family members
q. Large numbers of missing persons
r. Widespread damage to roads and bridges
s. Isolated neighborhoods
t. Diminished healthcare capacity caused by damage to medical facilities and loss of medical supplies and medications
u. Reduction in emergency service capacity due to injured responders or damage to stations and equipment
v. Lost animals

2. Possible long term impacts:
   a. Businesses failing due to economic impacts
   b. Increased unemployment
   c. Elevated risk of disease
   d. Increased rates of general illness and mortality
   e. Mental health issues due to the disaster and aftermath
   f. Increased homelessness
   g. Increased traffic congestion
   h. Decreased tax revenue
   i. Decreased residential population
   j. Loss of some seaport customers to other ports
   k. Large number of structures, public and private in need of extensive repair

IV. SITUATION AND ASSUMPTIONS

A. Earthquake
1. A catastrophic earthquake could occur in the Seattle area without warning and at any time.

B. Planning Assumptions
1. A detailed and credible common operating picture may not be achievable for 24 to 48 hours, or longer, after the earthquake – response operations may have to begin without a complete or detailed situation and critical needs assessment.

2. Staffing varies in many City departments depending on the time of day, should an earthquake strike at the time of lowest levels of staffing the response will be significantly impaired until off duty personnel can respond.

3. There are not enough City public safety resources to immediately address all, or even a majority, of the life safety needs expected after a severe earthquake.

4. Fires are the leading danger immediately following an earthquake due to the expected number of fires, damage to fire suppression systems, damage to water pipelines, difficulty in accessing fire incidents and limited resources.

5. The number of expected deaths will likely exceed the capacity of the Medical Examiner's Office, as well as any local mutual aid that office might call upon, which will require the mobilization of federal resources, establishment of temporary morgues, and instructions to the public on fatality management.

6. The 911 phone system, if operating, will be overloaded.

7. During the initial response, the amount of radio use by responders will likely overload the 800 MHz radio system.

8. The limited capacity in the region for charging portable radio batteries and the expected high tempo of operations will make it difficult to keep City 800 MHz portable radios charged.

9. Departments should expect to receive no logistical support from the City Emergency Operations Center for 72 hours.

10. Damage to City owned buildings may impact the ability of City employees to effectively respond.

11. Traffic congestion will be significant due to roadway damage which can impact operations such as the establishment of shelters.

12. The University of Washington, a State institution, located within the jurisdiction of the City with its own Emergency Operations Center, relies on the City to provide water, electricity, sewage, fire response and some law enforcement specialized services – careful coordination will be needed between the City and the University to ensure effective operations.

13. Helicopters may be needed to support operational and logistical needs due to extensive road and bridge damage.

14. The City does not stockpile food or water for the general public.

15. Generally, City departments either do not stockpile supplies of emergency food and water for responders or if they do, only have a limited amount.

16. The level of personal preparedness by the public is insufficient to significantly decrease the need for public services.

17. Hospitals may not have sufficient capacity to meet the surge in patient demand.

18. Many organizations, public and private, routinely use "just in time" ordering and do not generally stockpile significant amounts of supplies; after an earthquake shortages of critical items, such as medical supplies are likely.

19. The City's information technology systems do not have an alternate site location capability for the City's data center located within Seattle Municipal Tower which will delay recovery of the computer infrastructure should the data center sustain damage during the earthquake.

20. Many City employees live outside of the City and will experience significant delays getting to/from home and work.

21. Damage to water utility infrastructure may impair firefighting.

22. Numerous initial, separate fires may combine to create extremely large fires.

23. The generally cold and wet climate and interruption of water, sewer, electrical and natural gas service may increase the number of individuals in need of immediate shelter following an earthquake.

24. Spontaneous shelters will likely be established by private entities not in coordination with government.

25. The number of individuals seeking shelter will exceed the City's emergency shelter capacity.

26. It will take several days to establish shelters.

27. There is a large population of individuals in Seattle with access and functional needs that must be addressed during disaster response and recovery.

28. Seattle has approximately 800 unreinforced masonry buildings which are at risk of significant damage or collapse during an earthquake.

29. Social media will be an important source of information for the general public, however the accuracy of social media reports may cause confusion.

30. Missing person reports could number in the hundreds to thousands.

31. The private sector will volunteer assistance to the response effort and provide contract services; which will require coordination with the public response.

32. Many individuals will volunteer to assist with the response; while this represents a potential resource it will also present significant operational and logistical challenges.

33. Donated goods, solicited and unsolicited, may present a significant challenge to manage.

34. Communications and collaboration methods which depend on the Internet or Information Technology infrastructure may be impacted and compromised by virtue of physical damage, over use and heavy traffic, and possibly malicious use by those hoping to take advantage of the disaster. They may require an extended period of time and extensive resources to return to even a minimal level of availability, function and security.

35. Neighboring jurisdictions will also be impacted, limiting the availability of mutual aid, and making it important to coordinate regional response operations through the King County Emergency Communication Center.

V. CONCEPT OF OPERATIONS

A. Elements of an Effective Response
1. Factors necessary for an effective response to a major earthquake:
   a. City employees who know their role during a disaster and have been provided training and are personally prepared
   b. A large percentage of the public who are prepared to survive without outside assistance for a minimum of three days and possibly several weeks
   c. A unified response, at all levels government
   d. Responders who are prepared to act without delay
   e. Timely, accurate and comprehensive public information to assist the public in meeting their own needs
   f. Redundant systems and procedures in place to ensure continuity of command, control, coordination and communications

B. Earthquake Response Goals
1. Saving and protecting the greatest number of people at risk
2. Provide for the safety of responders and other City employees
3. Saving and protecting as much critical infrastructure as possible
4. Saving and protecting as many residential, business and industrial properties as possible
5. Stop the spread of environmental damage
6. Minimizing human hardship and economic disruption

C. City Response Priorities
1. Life Safety
2. Incident Stabilization
3. Property Conservation
4. Environmental Protection

D. Initial City Objectives For Earthquake Response
1. Initial City objectives provide a starting point for the response and will be modified as needed.
   a. Support a City strategy for firefighting, emergency medical service, rescue and hazardous material response
   b. Assess damage and impacts to community

c. Provide sheltering in coordination with regional efforts
    d. Sustain public confidence and trust in response and recovery efforts
    e. Ensure life sustaining essentials are available to the public such as food, water, sanitation, medical care and fuel
    f. Sustain situational awareness for City response and recovery

E. City Strategy

Even in an earthquake with catastrophic impacts, the City will retain jurisdiction and authority over the response and recovery efforts. This will be accomplished by maintaining a line of succession throughout City government, clearly defining areas of operation and responsibility, establishing alternate command centers, augmenting command and general staff using Mutual Aid resources, Incident Management Teams or Emergency Management Assistance Compact teams and delegating authority where needed.

On duty personnel will be responsible for the first hours of the response. The initial common operating picture will be imperfect due to the many challenges that will follow an earthquake. It will be based primarily on windshield surveys conducted by the Police and Fire Departments and possibly some early media reports.

The initial City response to an earthquake consists of supporting and coordinating life safety efforts; controlling fires, addressing hazardous materials releases, providing emergency medical care, ensuring access to hospitals, conducting rescues and evacuations and maintaining public order. Damage to dams, water storage facilities or large pipelines may require immediate response operations to address hazards from local flooding and landslides.

Responders may have to make difficult choices regarding where to assign the limited resources available. Close coordination and unity of effort between all responders will be especially critical.

Repair of roads and bridges and water service to support life safety response operations will have priority over other repair missions.

To support the response, the first public message will be broadcast within the first hour following the earthquake. The first message will include instructions to limit travel on roadways and use of the phone system.

Concurrent with these early response operations, command centers will be activated, damage or impacts to infrastructure, facilities and systems determined, a more comprehensive common operating picture developed, City objectives and priorities established, resources obtained, an emergency proclamation issued and emergency powers implemented as needed.

Given the generally cold and wet climate and the time needed to establish shelters, efforts will be begin as soon as possible to access and assess the cache of shelter supplies, inspect for damage those buildings designated as shelter sites and begin the mobilization of shelter staff. The strategy for sheltering will be determined during the first operational period in the Emergency Operations Center.

Communication and coordination with neighboring jurisdictions and the State will be established as early as possible. The plans and logistics necessary to address the best use of private sector, State and Federal resources will be coordinated from a strategic level through the City Emergency Operations Center.

As resources arrive from outside the City, they will be integrated into response operations as directed in the City Consolidated Action Plan and, where appropriate, individual Incident Action Plans in order to ensure a coordinated and unified response. City and mutual aid responders will work within established areas of operation and under designated command organizations as defined by the City. Self deployment of resources will not be tolerated.

As immediate life safety issues are addressed and stabilized, the number of shelters established and their capacity will be increased as rapidly as available resources permit. To the degree practical, shelters will be established nearest to the community in need. Residents will be encouraged to remain in their homes if at all possible. Points of Distribution for food and water may be established for this purpose.

Fatality management and missing person investigations will be established as early as possible. An effective process for determining the status of missing persons contributes to stabilization and ultimately decreases the demand on law enforcement, medical and rescue resources. The City will advocate for a regional approach to fatality management and missing person investigations in order maximize limited resources, provide for a consistent approach and high quality of service. Public Health will lead this mission with close support from ESF-13 and ESF-15.

Planning for recovery will begin as soon as possible and in parallel to response operations.

Given the potential for the disaster to overwhelm responders, every effort should be made to enlist the support of the community, where practical and safe to do so. Some examples are; encouraging individuals to clear their streets and sidewalks of debris, marking hazards, checking on neighbors, assisting the elderly or disabled, helping to move rubble at rescue locations, providing shelter to friends who are homeless.

F. **Trigger for Response**
City departments will err on the side of caution and be proactive when determining what initial actions to take following an earthquake.
1. Departments will initiate response operations when an earthquake occurs that may have caused damage or impacts to City facilities, systems or services
2. Department Emergency Support Function Representatives and Office of Emergency Management Staff Duty Officers will <u>automatically</u> respond to activate the Emergency Operations Center immediately following an earthquake that may have caused damage or impacts to City facilities, systems or services

G. **Common Operating Picture**
Departments will exchange information on damage and impacts to systems through the most effective communication method available at the time. Once Department Operations Centers and the Emergency Operations Center are activated, these reports will be consolidated into Snapshot and Situation Reports. The goal is to develop a Common Operating Picture that includes an understanding of the extent of damage and impacts to people, systems and services.

1. Emergency Operations Center Planning Section is responsible for gathering, analyzing and disseminating information about damage and response efforts citywide
2. Damage reporting and system assessments begin immediately after the earthquake and may take days to complete. Some cannot be done at night. Following an aftershock, some of these may have to be repeated. Building habitability must be considered in addition to structural integrity. There are several types of reports:
   a. Windshield Assessments
   A rapid survey for fires, damage and the injured along designated routes conducted by Seattle Police and Fire Department personnel immediately following the earthquake which provides an overview of damage to the City and guides the initial assignment of police and fire resources
   b. News Media
   All media report on damage and impacts soon after the earthquake strikes
   c. Building Surveys
   Performed on City owned buildings by department employees on site that provides a brief overview of damage and habitability
      • Parks Department, Seattle Center, Library, Department of Transportation, Seattle Public Utilities and Seattle City Light, Seattle Fire Department and Seattle Police Department
   d. Aerial Survey
   King County Sheriff Office Guardian One can provide a helicopter survey of the City with video downlink, other options for aerial survey include other jurisdiction helicopter, WSP fixed wing, private contractor aircraft or Unmanned Aerial Vehicles (UAV)

   e. Rapid Evaluation – Advisory (voluntary tags)
   Finance and Administrative Services personnel trained in ATC 20 post earthquake safety evaluation methodology assess the structural safety of facilities managed and operated under its jurisdiction - at the end of this evaluation an advisory tag will be posted with listed recommendations for acceptable use.
      • Compliance with these tags is voluntary.
   f. Rapid Evaluation – Placard (mandatory tags)
   Damage evaluation of City or other critical buildings, conducted by Department of Planning and Development teams trained in the ATC 20 process who post Placards describing what is considered lawful use of the building
      • Failure to comply with Placard instruction is unlawful
   g. Infrastructure Inspections
   Inspection of critical infrastructure such as roads, bridges, pipelines by specially trained individuals
      • Seattle City Light, Seattle Public Utilities, Seattle Department of Transportation, Puget Sound Energy, Seattle Steam, Hospitals
   h. Jurisdiction Evaluations and Inspections
   Damage evaluations and inspections conducted by neighboring jurisdictions which is reported to King County Emergency Coordination Center
      • Some information is exchanged between specific sectors such as between City Light and Bonneville Power Administration
      • University of Washington
      • Port of Seattle
   i. 911

The public will report damage through the 911 system
j. <u>Social Media Reporting</u>
Social media sites, within minutes, begin to voluntarily collect, organize and post damage information which can include text descriptions, maps of damaged locations and photographs or video
k. <u>Private Evaluation</u>
Damage evaluation of private property conducted by private engineers hired by building owners.
- Similar to the Rapid Evaluations-Advisory process described above, or more comprehensive assessments to develop a plan to repair a building and to resolve restrictions listed on Placards posted by Department of Planning and Development

3. Rapid Evaluation Priorities
Evaluations will be prioritized to support City objectives as defined in the Consolidated Action Plan.
   a. Department Building Surveys inform the decision to assign priority
      - For example: a Building Survey report that a building has collapsed will cause it to be removed from the evaluation list

4. Infrastructure Inspection Priorities – In Order
   a. Emergency requests to support life safety operations
   b. Individual department strategy for restoration of critical infrastructure

H. Response Operations

1. Dispatch Centers
   a. Immediately following the earthquake Dispatch Centers will request all units limit radio traffic to prevent system overload
   b. Calls for service will be prioritized as directed by internal department plans, procedures or as directed

2. Field Responders
   a. Field Response Units that become geographically isolated and are unable to communicate with their Dispatch Center, Department Operations Center or their chain of command shall meet at the local Fire Department Battalion Station to coordinate operations
   b. Administrative staff and other support personnel should to their regular assigned work location – not the Battalion Station

3. Fire, Rescue, Emergency Medical and Hazardous Materials
   a. Fire Alarm Center may discontinue dispatching and direct all units to account for their personnel, assess their stations for damage and drive their Life Safety Damage Assessment Routes
   b. While conducting their assessment, fire department personnel may have to bypass emergencies
   c. Based on the damage information obtained from the assessments, Fire Department personnel will determine the initial strategy for response
   d. Deputy One is in command of Fire Department resources until relieved by the Assistant Chief of Operations
      - If communication systems are inoperable Fire Department units will coordinate at the Battalion level

4. Law Enforcement

a. The 911 Center may discontinue dispatching and direct all units to account for their personnel, assess their precinct for damage and drive their Life Safety Damage Assessment Routes

b. Police Department damage assessment will be provided to the Fire Department as soon as possible

c. Using the damage assessments, and in coordination with the Fire Department and Seattle Public Utilities, Police Department personnel will determine their initial strategy for response

d. Life Safety law enforcement calls for service have first priority followed by life safety requests for support from the Fire Department or Seattle Public Utilities

e. If communication systems are inoperable, Police Department units will coordinate at the Precinct level

5. Public Works
   a. Upon request, Public Works departments will provide equipment and personnel to support Life Safety operations
      - This may require delaying other Public Works missions
   b. Based on their critical infrastructure damage and capability assessments, which may take several hours, Public Works departments will prioritize and assign resources to restore services and repair infrastructure

6. Medical.
   a. Disaster Medical Control Center at Harborview Medical Center determines status of hospitals in the region, how many patients they can support and, in coordination with the Fire Department, allocates patients to the appropriate facility
      - Overlake Hospital is the alternate Disaster Medical Control Center
   b. Health and Medical Area Command (HMAC) coordinates the healthcare system response operations for Region Six (King County) and supports public health, hospitals, other healthcare organizations, emergency medical services and the Medical Examiner
      - Point of contact with health departments in other counties and the State Department of Health
      - Point of contact between local emergency operations centers and the healthcare system
      - HMAC collects damage reports from hospitals and other health care providers and forwards to Seattle Emergency Operations Center
        i. Public Health Seattle King County provides the staff for the HMAC
      - Establish Specialized Support Functions
        i. Alternate Care Facilities (ACF) which provide additional non-critical care medical bed space for the region
        ii. Family Assistance Centers (FAC) which, in partnership with the Police Department, leads the effort to find missing persons and is the point of contact for families to file missing person reports
        iii. Temporary morgues
      - Supports hospitals, long term care facilities, and other inpatient facilities with medical evacuations as needed
      - Responsible for estimating the number of fatalities and injured in coordination with the Joint Information Center

7. Sheltering

Sheltering for people, service animals and pets after any significant earthquake is a high priority. Before a shelter can be opened, the Department of Planning and Development Rapid Evaluation team must first assess the building for structural damage.

Individuals will be encouraged to stay in their homes if at all possible. The number of individuals in need of sheltering may be reduced if warming locations or Points of Distribution for essentials such as food, water and tarps are established. Individuals with functional needs may have the greatest and earliest need for sheltering. In general, pet shelters will be established close to general shelters if possible.

King County, the American Red Cross and the City will coordinate shelter operations. In addition, churches and other non-governmental organizations may also establish shelters.

a. Human Services Branch in the Emergency Operations Center is responsible for coordinating shelter operations with Parks Department having the lead role in the operation of shelters located in Parks facilities
   - For City operated shelters Parks Department will provide staff
   - An Emergency Operations Center Shelter Task Force, led by the Human Services Department, may be activated to coordinate sheltering
b. Teams responsible for moving City shelter supplies will assess the cache for damage and accessibility as soon as possible
c. Shelter activation strategy will be established during the first operational period in Emergency Operations Center planning cycle
d. There are eight Community Centers identified as Tier 1 Shelters
   - Tier 1 Shelters have emergency generators
   - Total capacity of Tier 1 Shelters is approximately 1000 individuals – this is an estimate than can be impacted by other factors such as building damage and accessibility
   - Tier 1 shelters can expand capacity by developing additional shelters in nearby school gymnasiums – this is known as a Shelter Campus
f. Examples of other potential shelter options
   - Seattle Center
   - University of Washington
   - Provided by State of Washington, FEMA or other partners
g. Considerations when establishing a shelter
   Conditions immediately following an earthquake may require opening shelters with very limited services and support.
   - Shelters should be established as close as possible to the areas in most need
   - Inspected by a Rapid Evaluation Team –Placard
   - Fire Department inspection
   - Minimal staff to operate the shelters
   - Arrangements in place to provide for water and food and disposal of solid waste
   - Heat/air conditioning, electricity, gas, water, sewage
   - Ability of Emergency Operations Center Logistics Section to sustain shelters
   - Adequate road ingress and egress routes
   - Sufficient parking for occupants, staff and supporting personnel
   - Transit service routes nearby

h. Shelter facility inventory, status, occupancy and reporting will be done using the FEMA National Shelter System.

I. **Community Response**

In order to focus City response on the high priorities of fire suppression, survivor rescue, utility damage assessment and repair, etc. an effective response requires active engagement of community members seeing to each other's needs. "Hubs" have been organized in some neighborhood districts intended to be pre-designated sites where people who live close by will come together to help one another out with immediate needs. Each Hub site has radio communication with the City Emergency Operations Center provided by local amateur radio operators. This relatively new program sets the stage to organize similar sites in neighborhood districts throughout the City.

The Office of Emergency Management has trained thousands of individuals and neighborhood groups how to respond to their own needs and those of their families and neighbors through the Seattle Neighborhoods Actively Prepare (SNAP) program and other venues. A SNAP trained neighborhood is more likely to have supplies of food, water and other essentials on hand and trained and practiced controlling utilities, providing first aid, and seeing to the needs of their neighbors in an organized fashion.

The organized effort afforded by both Hub sites and SNAP neighborhoods can be helpful to the community wide response: by providing information about local conditions and needs and organizing teams to assist with response and relief operations.

Many community based organizations have developed emergency plans with the assistance of the Office of Emergency Management and Public Health – Seattle & King County and now stand a better chance of continuing to deliver high priority services.

Many people will likely spontaneously volunteer to assist in response and relief efforts. The key to effectiveness here is channeling that energy into volunteer agencies that can accommodate, train and deploy them such as the American Red Cross.

VI. **Logistics**

Departments will be responsible for their own logistical support until the Emergency Operations Center Logistics Section is activated; departments will rely on a combination of stored supplies, retail and wholesale outlets, contractors, service providers, designated Staging Areas, mutual aid and emergency commandeering. After an earthquake it is expected that these sources may not be accessible, be in very short supply or not available at all. This will limit the operations that can be conducted until more resources can be acquired.

It may take up to 72 hours before the Emergency Operations Center Logistics Section can operate at maximum capacity. Even after the Logistics Section is fully operational, departments will be expected to maintain responsibility for obtaining specialized resources. The City Consolidated Action Plan will specify what resources the Logistics Section is responsible for providing. In general, the goal is to consolidate the ordering of common resources under the Emergency Operations Center Logistics Section while leaving departments responsible for ordering specialized resources.

1. Resources – Common, Specialized and Regional
   a. Common Resource Examples

- Food
- Water
- Temporary Sanitation Facilities
- Fuel
- Responder housing
- Sheltering supplies
- General supplies such as gloves, hard hats, flashlight etc

  b. Specialized Resource Examples
    - Electrical substation transformers
    - Specialized rescue tools
    - Medical supplies

  c. Regional Resource Examples
    - Water Blivets
    - Radio Cache

2. Emergency Operations Center Logistics Section Staffing
   To manage the anticipated workload the Logistics Section staffing will be augmented by the following:
   a. Reassigned City employees
   b. Volunteers
   c. Mutual Aid
      - Other jurisdictions
      - EMAC Teams
      - National Guard Homeland Response Force
      - Contractors
      - Coast Guard

   d. Emergency Operations Center Branch Representatives (per 12 hour shift)
      - Law enforcement (1 officer)
      - Fire Department (1 firefighter)
      - Infrastructure (2 individuals)
      - Human Services (1 individual from Human Services and 1 individual from Public Health)

3. Ordering Common Resources
   a. Emergency Operations Center Logistics Section defines what common resources will be ordered through departments
   b. Departments in need of common resources will complete a City Resource Request in WebEOC

4. Ordering Specialized Resources
   a. Departments will obtain specialized resources using established department procedures and vendors
      - When specialized resources will require logistical support such as fuel or food, the resource order must be first approved by the Emergency Operations Center Logistics Section Deputy Section Chief
      - Branch representatives assigned to the Emergency Operations Center Logistics Section will facilitate this process where applicable
   b. When a special resource can't be obtained the department in need will complete a City Resource Order Form in WebEOC

- Branch representative assigned to the Emergency Operations Center Logistics Section will assist with the ordering of specialized resources
5. Ordering Regional Shared Resources
   Using Federal grants, a number of resources have been purchased which are shared by all jurisdictions within the grant area. During the initial response, departments in the region will attempt to coordinate the use of these resources as fairly as possible and as conditions permit. After activation, local Emergency Operations Centers will coordinate the use of these shared resources.
6. Facilities
   a. Replacement of damaged department facilities to support Continuity of Operations
      - Departments provide a needs assessment to Finance and Administrative Services
      - Finance and Administrative Services is responsible for acquiring replacement facilities:
      - As part of Continuity of Operations planning some departments may have already designated specific facilities
   b. Identification of facilities to support a surge in operations (example: mutual aid strike teams, task forces, contracted service providers, staging areas, and command posts)
      - Emergency Operations Center Logistics Section coordinates the identification and assignment of additional facilities
      - Departments submit a City Resource Request that describes the type of facility needed, intended use of the facility, number of occupants etc
7. Staging Areas Camps and Bases
   a. Before the Emergency Operations Center Logistics Section is activated, departments establish Staging Areas, Camps and Bases as needed
   b. When the Emergency Operations Center Logistics Section is activated it will determine which of those Staging Areas, Camps and Bases it will assume responsibility for and which will be maintained by departments
   c. The State of Washington has designated specific locations as State Staging Areas. Emergency Operations Center Logistics Section will be responsible for coordinating with the State on the establishment of these sites.
   d. Emergency Operations Center Logistics Section is responsible for establishing, supplying and operating all Points of Distribution for food, bottled water and other commodities with the exception of those locations established for distribution of medical equipment and medications -in those cases the Emergency Operations Center Logistics Section will provide non-medical support to Medical Points of Dispensing.
8. Shelters, Warming or Cooling Center
   a. Emergency Operations Center Logistics Section is responsible for supporting all shelters (human and animal) warming or cooling centers as requested by the Human Services Branch
9. Donations.
   a. Donations will be coordinated by the Logistics Section
   b. In general, unsolicited donations will be discouraged in favor of donations of money
10. Healthcare Logistics.
    a. Hospitals and other health care providers are responsible for ordering their own medical supplies, with HMAC providing assistance as needed

b. On behalf of the medical community, HMAC serves as the single point of ordering for County, State and Federal government resources
c. Logistical support for mutual aid medical teams will be the responsibility of HMAC
d. Local Emergency Operations Centers, including Seattle, are responsible for non-medical resource requests from healthcare providers
11. Communications

The City Earthquake Communications Plan describes the various communications systems available to responders and how they will be coordinated during an earthquake. The goal is to provide redundant communication systems that ensure all departments with a critical role can effectively coordinate

a. Requests for radio patching, 800 MHz radio reprioritizing, Cell on Wheels or Switch on Wheels or other communication resources which are limited in number or capacity will be screened by the Emergency Operations Center Operations Section Chief and the Department of Information Technology
   - The Department of Information Technology and the Emergency Operations Center Logistics Section will coordinate the ordering and support related to communication infrastructure resources
b. Medical Communication
   - HMAC and all hospitals in Seattle have 800 MHz radios, satellite phones and amateur radio capability

VII.   ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Emergency Support Function 1 Transportation (Department of Transportation)

1. Determine if Seattle Department of Transportation resources are needed to support life safety priority operations.
2. Support clearing ingress and egress roadways to local hospitals, blood bank, other high priority healthcare locations and major incident scenes as needed.
3. Clear ingress and egress routes to shelter locations based on a priority determined by the Emergency Operations Center Operations Chief.
4. Assess the transportation system for damage.
5. Provide Emergency Operations Center Operations Section Chief with a recommendation for repairing and restoring the transportation system.
6. Request Seattle Police Department take responsibility for closing bridges determined to be unsafe, so that inspectors may continue with their inspections of other bridges.
7. Coordinate with other transportation agencies in the region to determine status of roads and bridges outside of Seattle.
8. Use Department Mapping Systems and the City of Seattle Street Closure Tracking List Mapping System and the Master Street Closure List to document status of roads.
9. Consider forming an Emergency Bridge Repair Task Force to coordinate rapid repair efforts.

B. Emergency Support Function 2 Communications (Department of Information Technology)

1. Assess information technology systems for damage and determine capability to provide critical services.
2. Provide Emergency Operations Center Operations Section Chief with a recommendation for service restoration and estimate time to complete such restoration.

3. Support the Emergency Operations Center Operations Section Chief in determining the strategy for radio patching, radio reprioritization, Cell on Wheels\Switch on Wheels requests and allocation.
4. Monitor 800 MHz system use and notify Emergency Operations Center Operations Section Chief of any decrease in functionality.
5. Conduct damage inspection of 800 MHz facilities and equipment.
6. Report fuel consumption\refueling need of 800 MHz generators to Emergency Operations Center Logistics Section.
7. Coordinate transport of radio system repair parts and teams with Emergency Operations Center Logistics Section.
8. Office of Information Security to consult on the security and reliability of data being received and methods of communications and collaboration that might be taking place during and after an event.
9. Coordinate with local telecommunication providers to support emergency requests for repair or augmentation of phone or internet service to critical functions and locations such as the Emergency Operations Center, dispatch centers, other critical infrastructure or incident scenes.

C. **Emergency Support Function 3 Public Works and Engineering (Seattle Public Utilities)**
1. Determine if Seattle Public Utilities construction equipment and personnel are needed to support life safety priority operations.
2. Assess water, waste water and solid waste infrastructure for damage and determine capability to provide services.
3. Provide Emergency Operations Center Operations Section Chief with a recommendation for service restoration and estimate time to complete such restoration.
4. Advise Emergency Operations Center Operations Section Chief immediately if unable to supply water to fire department firefighting operations.
5. Prepare Blivets for immediate deployment (24 hour process).
6. With assistance from Public Health Seattle King County and Emergency Operations Center Logistics, develop plan for providing sanitation in areas without sewer service.
7. Department of Planning and Development
   a. In coordination with Emergency Operations Center Operations and Planning Sections, revise and set Rapid Evaluation Priority List.
   b. Contact Public Health Representative to determine initial survey status of following hospitals and incorporate the following locations, as needed, into updated Rapid Evaluation Priority Plan
      - Harborview
      - Swedish
      - Childrens
      - University of Washington
      - Providence
   c. Notify Emergency Operations Center Logistics Section of any mutual aid Building Inspectors already on scene.
   d. Conduct building damage assessments and brief Emergency Executive Board on potential issues surrounding red and yellow placarded buildings.
   e. Assist Joint Information Center supervisor in developing public messaging about building evaluations.
   f. Revise priority list for Rapid Evaluation of Buildings.

D. Emergency Support Function 4, 9, 10 Firefighting, Search and Rescue, Oil and Hazardous Materials (Fire Department)
1. Provide situation report\summary of windshield assessment to City departments and Emergency Operations Center as described in the Essential Elements of Information plan.
2. Fight fires, provide emergency medical services, rescue trapped persons and address hazardous materials incidents.
3. As needed, enlist support from other department resources to support Life Safety operations.
   a. Request Police Department Liaison Officer assist in locating missing fire units or to act as runners should communications fail
   b. Request Police Department assign officers to complete damage assessments in those areas that could not be completed by Fire Department personnel

E. Emergency Support Function 5 Emergency Management (Seattle Office of Emergency Management)
1. Activate Emergency Operations Center to at least Major Incident Level.
2. Develop and diseminate City Objectives, Emergency Operations Center Operational Schedule, Priority list for Rapid Evaluation, Consolidated Action Plan and Essential Elements of Information Strategy.
3. Assign Office of Emergency Management personnel to Emergency Operations Center Director, Deputy Director and all Section Chief positions.
4. Be the point of contact with County regional, State, Federal emergency management partners and designated non-governmental organizations.
5. Coordinate the citywide response and promote unity of effort in response and recovery operations.
6. Law Department is responsible for proclamation writing, development of emergency orders and general legal advice.

F. Emergency Support Function 6 Mass Care, Housing and Human Services (Human Services Department)
1. Determine strategy for sheltering and feeding in coordination with Parks Department.
2. Assess human services infrastructure and need for mass care.
3. Identify vulnerable populations and any communication or support strategies needed.

G. Emergency Support Function 7 Resource Support (Finance and Administrative Services)
1. Single order point for County, State and Federal resources.
2. Establish policy for resource ordering –single point or department for specific resources.
3. Determine mutual aid already requested by departments.
4. Advise Emergency Operations Center Operations Section Chief immediately if City owned gas stations are inoperative or damaged.
5. Establish contact with King County Emergency Coordination Center Logistics Section.
   a. Assign Liaison to King County Emergency Coordination Center Logistics to assist with processing resource orders from Seattle
6. Develop local Staging Areas, Bases, Camps and update as needed

7. Coordinate directly with Logistics counterparts at King County Emergency Coordination Center and State Emergency Management.
8. Review, update and implement feeding plan for responders.
9. Within the Logistics Section, Personnel will coordinate signing up of volunteers and reassignment of City employees.

H. Emergency Support Function 8 Public Health and Medical Services (Public Health Seattle and King County)
1. Assess healthcare system for damage to infrastructure and determine the ability to provide critical services.
2. Provide Emergency Operations Center Operations Section Chief with an estimate of when critical healthcare services will be restored.
3. Provide official totals or estimates of fatalities and missing persons.
4. Coordinate public messaging with the Seattle Emergency Operations Center Joint Information Center and Operations
   a. Sanitation and food handling instructions to general public
   b. Instructions for reporting and managing fatalities
   c. Release of official totals or estimates of fatalities and missing persons
   d. How to obtain medical care
5. Coordinate and provide mortuary services, including investigation of sudden, unexpected, non-natural deaths, body identification and disposition.
   a. Provide guidelines to responders on the disposition of fatalities.
6. Direct and manage medical surge operations, provision of immunizations, prophylaxis and other preventative treatments.
7. With the police department, joint responsibility for investigating deaths and locating missing persons.
8. Coordinate with the Emergency Operations Center to establish transportation routes for delivery of critical healthcare supplies and services.
9. Coordinate and provide environmental public health services to include;
   a. health inspection, on a priority basis, of responder food and sanitation arrangements
   b. Inspections for Temporary Debris Staging and Reduction Sites
   c. Disposal of disaster related solid waste
   d. Assessment of the health impacts of wastewater spills and overflows
   e. Services to emergency pet shelters, including inspections, sanitation, and guidance on disposal of deceased animals
   f. Support to Seattle Public Utilities in providing emergency sanitation services to areas expected to be without potable water and\or sewer service for an extended period
10. Plan, coordinate, resource, and provide shelters for medically fragile populations when needed.
11. Coordinate movement of fragile populations from general population shelters to medical needs shelters, alternate care facilities and/or appropriate healthcare facilities.
12. Coordinate medical resource management for healthcare partners.
13. Advise Emergency Operations Center on need to provide emergency drinking water at hospitals using Blivets.
14. Contact Seattle Steam and determine ability to provide steam to area hospitals.

I. Emergency Support Function 12 Energy (Seattle City Light)

1. Determine if Seattle City Light construction equipment and personnel are needed to support life safety priority operations.
2. Assess Seattle City Light critical infrastructure for damage and determine ability to provide service.
3. Provide Emergency Operations Center Operations Section Chief with a recommendation for service restoration and estimate time to complete such restoration.
4. Repair and restore electrical service to City Light customers.

J. Emergency Support Function 13 Public Safety and Security (Seattle Police Department)
1. Provide situation report\summary of windshield assessment to City departments and Emergency Operations Center as described in the earthquake communications plan.
2. Assess Seattle Police Department facilities for damage and determine ability to provide critical law enforcement services.
3. Assign one officer to Harborview Medical Center to establish contact with Disaster Medical Control Center and to provide traffic control to support ingress\egress to the Center.
4. Assign Liaison to Deputy One until Department Operations Centers or the Emergency Operations Center activates.
   a. When requested, assign officers to locate missing fire units or to act as runners should Fire Department communications fail
5. Assign officers to close bridges deemed unsafe by Seattle Department Bridge Inspectors.
6. With Public Health, joint responsibility for investigating deaths and locating missing persons.
   a. Staff the Missing Person function in Family Assistance Center
   b. Provide estimates of the number of missing
7. Assist Fire Department with emergency evacuations.
8. On a priority basis, and as resources permit:
   a. Maintain law enforcement service throughout the City
   b. Conduct high visibility emphasis patrols
   c. Provide security at shelters, Family Assistance Centers, Alternate Care Facilities, Temporary Morgues and other locations as needed
   d. Assist with commandeering of critical resources such as fuel
   e. Provide crowd control or ingress and egress traffic control at major incidents scenes and\or hospitals
   f. Conduct additional windshield assessments in the event of a major aftershock
      • Fire department resources may not be available to conduct a citywide survey once they are committed to response operations

K. Emergency Support Function 14 Community Recovery (City Budget Office)
1. Activate immediately concurrent with response to support short and long term recovery operations and planning.
2. Stand up and coordinate staffing of the Interdepartmental Recovery Team to respond to immediate and anticipated recovery needs in the areas of infrastructure/built environment, local economic impacts and human/community needs.
3. In coordination with the Mayor's Office, support stand up of a Community Recovery Team, an advisory team to harness resources from the wider community and engage stakeholders in recovery planning.

4. In coordination with the Office of Emergency Management, consolidate city damage reports for Federal Emergency Management Agency damage assessment processes required to justify request for a Presidential Disaster Declaration; coordinate with State and Federal partners on requests for disaster recovery assistance programs to offset public and private response and repair costs.
5. In coordination with the Office of Emergency Management, begin process for formal Mayoral designation of an Applicant Agent for Federal Emergency Management Agency Public Assistance.

L. **Emergency Support Function 15 External Affairs (Mayor's Office)**
   1. When the Emergency Operations Center is activated, all department Public Information Officers become direct reports to the Mayor's Office through the Joint Information Center supervisor.
   2. In coordination with Emergency Operations Center Operations Section, ensure public messaging related to life safety issues is initiated as soon as possible.
   3. Activate City emergency web page.
   4. With Emergency Operations Center Planning Section, review Snapshots and Situation Reports, Press Releases and Consolidated Action Plans for accuracy prior to publication.
   5. Provide responders with a written daily summary of disaster related services, where those services can be obtained, hours of operation and contact information. Every City employee and responder is seen by the public as a source of official information about the disaster and what the City is doing about it.
   6. Coordinate with Emergency Operations Center Logistics Section on public messaging related to donations.
   7. Prepare for a large, national and international media presence following the disaster.Designate an alternate location for press conferences in anticipation the Media Briefing Room in the Emergency Operation Center may not have sufficient capacity and coordinate with the Emergency Operations Center Logistics Section
   8. Work with the Emergency Operations Center Operations Section to integrate public messaging events into the Emergency Operations Center planning cycle.

VIII. DIRECTION CONTROL AND COORDINATION

A. **Incident Command**
   Where there are multiple organizations on scene, Unified Command is preferred. To be included in Unified Command an organization should have:
   1. Jurisdictional or functional responsibilities
   2. Responsibility for geographic area affected by the incident or response operations
   3. Responsibility for commanding, coordinating or managing a major aspect of the response
   4. Have the resources available to participate in the response

   Within Unified Command, the department or agency responsible for addressing the most immediate, life safety issues will most likely staff the Operations Section Chief role. The use of Branch Operations or Deputy Operations Section Chiefs should also be considered to ensure effective coordination between the various disciplines on the scene.

B. **Area Commands**

Area Commands may be established to improve coordination and support to multiple incident commands.

C. **City Emergency Operations Center**
Responsible for citywide strategy, support and coordination.
1. Coordinate with King County Emergency Coordination Center, State Emergency Operations Center and other jurisdictions in the region.
2. Coordinate Mutual Aid requests from departments.
3. The Emergency Operations Center Consolidated Action Plan is the citywide plan for disaster response operations.
    a. Updated each operational period
4. Incident Action Plans cover operations for individual Incident Commands or for Area Commands
5. Type I, II or III Incident Management Teams may be used to augment command and control staff as needed.
    a. All City and non-city responders will conduct operations either under the City Consolidated Action Plan, a specific Incident Action Plan or both
    b. The Emergency Operations Center will work with departments to define Areas of Operation or Responsibility
6. The Emergency Operations Center Joint Information Center will coordinate all City public information activity
    a. The Joint Information Center will participate in the Regional Joint Information System

D. **Emergency Executive Board**
The Emergency Executive Board is composed of department directors who provide policy advice to the Mayor.
a. The Emergency Executive Board will convene as needed to resolve policy issues that arise during the response.
b. Emergency Support Function Representatives in the City Emergency Operations Center are expected to identify and report policy issues that require the assistance of the Mayor and the Emergency Executive Board.
c. Representatives have been trained in how to document these issues

IX. **INFORMATION AND COMMUNICATION**

A. **Reports**
The City Consolidated Action Plan and the Essential Elements of Information strategy for earthquakes define how the City Emergency Operations Center shares information. A number of methods are used:
1. Snapshot
    a. Common Operating Picture
    b. Issued every one to two hours
    c. Update on known damage and impacts to services
    d. Can be viewed using handheld devices
    e. Is sent to a wide audience of government and partners in the region
2. Situation
    a. Common Operating Picture
    b. Generally issued twice during each 12 hour operational period

    c. Comprehensive overview of the situation and response operations
    d. Is sent to wide audience of government and partners in the region
3. Press Release
    a. Issued frequently during the disaster by the Joint Information Center
    b. Individual departments may also issue press releases in coordination with the Joint Information Center

B. Mapping

1. Mapping in support of disaster operations will be coordinated through the Emergency Operations Center Planning Section. Requests for Emergency Operations Center maps will be directed to the Planning Section.
2. The initial Emergency Operations Center situation map post earthquake – subject to modification as conditions require:
    a. Areas, or exact location, of major fires, building collapse, major slides, urban flooding or other immediate and significant hazards
    b. Status of major bridges
    c. Status of freeway
    d. Closed or evacuated hospitals
    e. Name and location of Incident Command Posts
    f. Status of ferry terminals
3. Maps generated by other jurisdictions will be reviewed before adoption by the City
4. Maps for public information purposes must be reviewed by the Joint Information Center prior to release
5. Departments will provide a copy of any map they create to the Emergency Operations Center Planning Section
6. A shake map which describes the intensity and location of the earthquake, provided by the United States Geological Service, will be distributed as a separate map
7. Social Media maps
    a. Social Media maps will be considered UNCONFIRMED and must be verified before use
    b. Emergency Operations Center Planning Section will monitor social media maps for operational information
    c. The Joint Information Section will monitor social media maps for public information

C. Internet

1. WebEOC
    a. Primary tool for documenting information about the disaster
    b. Base Incident: Major Earthquake Seattle
        • This is a standing base incident available to responders before the Emergency Operations Center is activated
    c. Sub Incidents - modified as needed during the event
        Sub Incidents divide information into categories in order information easier to locate and organize
        • Area Commands or Incident Commands established
        • Damage reports
        • Shelter Operations
        • Family Assistance Center
        • Mortuary Operations
        • List of Mutual Aid responders

d. WebEOC Significant Events:
- Official estimate of the number of fatalities and injured
- Estimate of disaster costs
- Areas that have been evacuated
2. Emergency Operations Center Email.
   a. Seattle Emergency Operations Center maintains an email account for disaster response which is monitored by the Emergency Operations Center Planning Section
3. City Disaster Website
   a. The City Homepage can be rapidly switched to a disaster format by the Mayor's office
4. Seattle Department of Transportation SharePoint Street Closure Tracking list and Road Conditions map.
   a. Documents impacts to City streets
   b. Seattle Police Department can input information into the Street Closure System
5. National Shelter System.
   a. Human Services Branch, and other shelter providers in the region, use the National Shelter System database to share shelter information
6. WATrac Incident Management System.
   a. Incident management software used by HMAC members to share information which Seattle Emergency Operations Center staff can view
7. Regional SharePoint Information Sharing
   a. King County Emergency Management maintains the regional SharePoint site
   b. Available to support collaboration between departments and jurisdictions as needed

D. Radio and Phone
1. Radio Systems (City and Auxiliary Communication Service)
   a. A radio communications plan for an earthquake scenario has been provided to all departments
   b. Auxiliary Communications Service staffs the Emergency Operations Center communication room and monitors Ops Call channel, amateur radio, King County ECC radio and others
   c. City Hubs can communicate with the City Emergency Operations Center using amateur radios
2. Phone
   a. Government Emergency Telecommunication Service
      - When the phone system is overloaded with calls, increases the chance a caller using this service will be able to complete a phone call using a wired or cell phone
      - City responders have been provided accounts including all Emergency Operations Center Duty Officers
   b. The City phone network may be more resilient than the public network
   c. A common phone number for reaching the City Emergency Operations Center has been designated and, if needed, up to six answering stations can be established in the Emergency Operations Center to support this phone line
   d. The Auxiliary Communications Service monitors the Emergency Operations Center satellite phone

APPENDIX 4 – MILITARY SUPPORT ANNEX

Begins On Next Page

City of Seattle
Comprehensive Emergency Management Plan

Emergency Operations Plan
Military Support Annex

Prepared by
Seattle Office of Emergency Management

Updated November 2012

MILITARY SUPPORT ANNEX

COORDINATING ORGANIZATION:
Mayor's Office
Seattle Office of Emergency Management

COOPERATING ORGANIZATIONS:
All City Departments
Washington State Emergency Management Division
Washington State Military Department

I. INTRODUCTION

A. Purpose
1. To describe the circumstances under which units of the Department of Defense (DOD) and the Washington National Guard (WNG) can provide Defense Support of Civil Authorities (DSCA) during disasters and catastrophes.

2. To describe the procedures the City of Seattle government must use to obtain DSCA

B. Scope
1. This document applies to all City Departments and supporting agencies.

II. SITUATION

A. Situation

The City of Seattle, its citizens, are exposed to a variety of natural and human caused disasters such as severe weather, earthquakes, and acts of terrorism. The Seattle Hazard Identification and Vulnerability Analysis identifies and discusses in detail a wide range of events that could impact the citizens and governments of our region.

In some incidents, the City and neighboring jurisdictions may not have sufficient resources to support the response. The military is one of many resources the City can request assistance from.

B. Planning Assumptions

1. Military assistance is a supplemental resource.

2. Military support like any other form of outside assistance requires the Mayor's declaration of "Civil Emergency" and an executive order.

3. When deployed to provide DSCA, military personnel work under the City's command and control structure, but always retain their unit integrity and chain of command.

4. Only under circumstances where the provisions of "Immediate Response" can be applied, or where a National Guard or Reserve unit coincidentally happens to be in a training status, can military support be expected to be a ready source of help. In all

other situations, it would probably take at least 48 hours to muster and deploy a response.

III. CONCEPT OF OPERATIONS

A. General Response

The Governor maintains control of the state National Guard in peacetime. He or she appoints an Adjutant General to command the state Guard, which is a combination of Army and Air Force units. In Washington, the Adjutant General (TAG) is also the head of the state Military Department.

1. After the Mayor has declared a "Civil Emergency" and based on the Mayor's request for supplemental assistance made by executive order, the Governor may, if support can best be provided through special resources possessed by the Washington National Guard, task available units and/or activate units not on duty.

2. In general, the type of support provided by the National Guard may include:
   - Weapons of Mass Destruction Civil Support Team
   - Limited mass feeding
   - Civil disturbance operations/area security patrols
   - Roadblocks/traffic control
   - Perimeter security/quarantine
   - Limited military engineering
   - Mobile/fixed communications
   - Emergency evacuation (land/air/water)
   - Delivery of supplies
   - Emergency shelter
   - Limited emergency electrical power
   - Light urban search and rescue
   - Limited emergency medical aid
   - Limited potable water
   - Aerial reconnaissance

B. Federal Support

Despite normal placement of the Guard under the Governor, the President retains the authority to federalize guard forces in a major national crisis. Whenever this happens, units affected by the President's mobilization order are transferred from their State Area Command (STARC) to active duty commands in the Army or Air Force. Examples of such mobilizations occurred during wars fought in Korea and Viet Nam and more recently in military actions in the Persian Gulf, Afghanistan and Iraq. It can also happen in natural, technological and human-caused disasters, including episodes of serious civil unrest.

The military is capable of providing a wide range of support to local government in a disaster or catastrophe, but the use of military personnel and military assets for DSCA must comply with guidelines set down in DOD Directives and federal law. Within these formal parameters military assistance can be obtained:

1. For an "Immediate Response" situation. In such an event a unit commander can provide immediate assistance to local authority if:

   - There is an imminent threat to life or property, and/or human suffering is at stake, ***and***

   - An exhaustive effort by local government to seek help from public and private resources in the local area has been tried first without success, and the local military unit is the only viable source available, ***or***

   - The local military unit is the only source of help that can respond in time to support the City in countering or alleviating the danger(s) present or imminently expected, ***and***

   - The local military unit is capable of providing the type of support requested without degrading its primary national defense commitments, ***and***

   - The Mayor has declared a "Civil Emergency" and invoked his/her "emergency power" to request outside assistance, ***and***

   - The City agrees to assume costs incurred by the military unit to provide the requested support, ***and***

   - The City, through the Washington State Emergency Management Division (EMD), conveys the following details to the Commander, USARMYNORTHCOM through the Defense Coordinating Officer attached to the Federal Emergency Management Agency (FEMA) Region X Defense Coordinating Element in Bothell, WA:

     ➢ The reason(s) and circumstances necessitating the request for "Immediate Response".
     ➢ The name of the Commander and unit aiding the City.
     ➢ The type(s) of asset(s) requested.
     ➢ An affirmative acknowledgement of the City's compliance with the above process, as prescribed in DOD Directives.

     In certain circumstances where response time is critical, a unit commander can act in anticipation of official receipt of authorization from the Commander, USARMYNORTHCOM. The unit commander can also decide to forego reimbursement from the City, but the City should always be prepared to assume the costs, which in the past have been paid by the state when the above steps have been followed.

2. After emergency declarations have been made by both the Mayor and Governor, the Mayor may request assistance from the Commander of the Seattle District of the US Army Corps of Engineers (USACE) to provide flood fighting and rescue support authorized under Public Law 84-99. The Governor, based on a request from the Mayor, can also ask the USACE to provide emergency supplies of clean water when contamination of normal sources endangers public health.

3. After the Governor has proclaimed a "State of Emergency" and formally requested federal assistance, the President after declaring an "Emergency" or "Major Disaster" may – through FEMA or the through the Joint Field Office (JFO) if established and the Defense Coordinating Officer (DCO) if in-place – task the DOD to provide specific support identified in the NRP. DOD participation could be used for:

- Disaster Medical Assistance Teams (DMATs)
- Disaster Mortuary Teams (DMORTs)
- Patient evacuation to National Disaster Medical System (NDMS) hospitals
- Urban fire suppression
- Communications equipment
- Debris clearance
- Structural evaluation
- Damage Assessment
- Stabilization or demolition of damaged structures
- Water supply
- Restoration of critical public facilities
- Contracting and construction management
- Electric generation
- To defend against a "credible threat" of a terrorist attack, or to respond to a terrorist attack.

C. Direction and Control

The EOC Director is responsible for coordinating all requests for military assistance.

Military units remain under control of their chain of command when deployed to assist civilian authorities. Military support is coordinated through the EOC and the incident commands that are provided such support.

EMD and/or military Liaisons may be assigned to the City EOC and/or incident commands as needed.

Once DSCA is dispatched to the City, it will be the responsibility of the requesting department to receive, direct, integrate, and sustain this capability for as long as they continue to support the City. Help in supplying the logistics for doing this will be available through the EOC, and should be directed to the EOC Logistics Section.

D. Procedures

A department that determines it will run out of resources before operations can be completed or has exhausted all resources will follow procedures outlined in the Logistics Section of the SDRRP to obtain outside resources.

IV. RESPONSIBILITIES

A. Preparedness

1. Seattle OEM is responsible for ensuring the Military Support Annex is current.

2. All departments that conduct training or develop plans with military organizations will notify the Seattle OEM of such activities before they occur to ensure City training and planning efforts are coordinated.

B. Response and Recovery

1. The Mayor, as the City's Chief Executive, will:

   - Determine when circumstances warrant asking the state for outside assistance, which may be provided through DSCA.
   - After deciding to do so and after declaring a "Civil Emergency", sign an executive order requesting outside assistance.
   - Direct public-notice, and ensure briefings of the City Council President and Public Safety Chair occur as called for in the Direction and Control Support Annex.

2. The City Council will review and act on all proclamations and executive orders as called for in the Direction and Control Support Annex.

3. The EOC Director will:

   - Decide when it would be necessary to request a state mission number.
   - Decide when and if it would be necessary to request the state EOC to send their Emergency Management Division (EMD) and/or Military Department Liaison to the Seattle EOC.
   - Determine if, and when a recommendation will be made to the Mayor to request outside assistance.
   - As soon as the Mayor signs the executive order requesting outside assistance, direct the Plans Section Chief to transmit it to the state EOC.
   - Based on information received from the state EOC (either through Logistics Section Chief or the EMD Liaison), brief the Mayor and as necessary direct the Operations Section Chief to make sure that:
     - ➢ Word has been passed to the requesting department.
     - ➢ The EOC JIC has been notified.
     - ➢ Adequate instructions have been given to the responding military commander, to at a minimum include the name of the official he or she is to report to and their cell phone number, and a map and directions to the staging area.
     - ➢ Arrangements are in place to receive and care for the arriving DSCA unit(s).
     - ➢ DSCA units are used for approved missions only, and that they are able to withdraw once those missions are completed.

4. The Operations Sections Chief will:

- Ensure all Operations Section ESFs that are activated are coordinating resource requests with the EOC Logistics Section.
- Work with the Logistics Section Chief, EMD Liaison and the Plans Section Chief to monitor critical resource requests that exceed the City's capability. As soon as it can be reasonably determined that outside assistance is the only suitable recourse, inform the EOC Director.
- Follow the EOC Director's instructions in making certain that departments are given an early "heads up" of the arrival of DSCA, and that departments take necessary actions to effectively receive, integrate, direct, and support DSCA units.
- Brief the department requesting the military assistance on what are the approved missions.
- Ensure that DSCA units are able to disengage and return to their normal duty station as soon as their assigned missions are completed.

5. The Plans Section Chief will:

- At the direction of the EOC Director, request the EMD Duty Officer to issue a state mission number for the major incident, disaster or catastrophe.
- At the direction of the EOC Director, request the state EOC to send their EMD and or Military Department Liaisons to the Seattle EOC.
- As necessary, make assistance available to the Law Department Representative in preparing the declaration of "Civil Emergency" and the executive order for outside assistance.
- Work with the Operations Section Chief, EMD and state Military Liaisons, and the Logistics Section Chief in making recommendations to the EOC Director on the need to seek state assistance in obtaining critical resources.
- At the direction of the EOC Director, oversee transmission of the City's request for outside assistance, including the Mayor's executive order and the Request for Outside Assistance form, to the state EOC.
- Once word is received from the state EOC that DSCA resources are on the way, advise the EOC Director and the Operations Section Chief.

6. The Law Department Representative will at the direction of the EOC Director:

- Prepare the declaration of "Civil Emergency" and executive order requesting outside assistance.
- Be available to answer legal questions arising from or about the declaration of "Civil Emergency" or executive order.
- Be available to answer legal questions regarding the approved missions for military units and other issues related to the use of military units.
- Assist in briefing the Council President and Chair of the Public Safety Committee on the declaration of "Civil Emergency" and executive order.

7. Emergency Support Function (ESF) Coordinators for ESFs-1, 2, 3, 4, 6, 8, 9, 10, 12 and 13, under the direction of the Operations Section Chief, will:

- Make sure DOCs are working with the EOC Logistics Section to resolve resource needs that exceed department capabilities.

- Make sure that once a department's DOC determines that vital resource requirements cannot be met locally they communicate the shortfall to their EOC department representative.
- As soon as a request for outside assistance is received, advise the Operations Sections Chief of the details.
- As applicable and as soon as the Operations Section Chief advises the ESF representative that DSCA is being provided to a City department ensure:
  - ➢ The department is informed.

  - ➢ The department communicates with the military commander and provides all necessary support.

  - ➢ The department coordinates with the EOC Logistics for any support for the military unit it cannot manage on its own.

  - ➢ The department uses DSCA for approved missions only.

  - ➢ The department releases the military unit as soon as approved missions are completed.

8. EOC Logistics Section Chief will:

   - Ensure that within means available to the City, the EOC Logistics Section is providing all necessary logistical support to DOCs.
   - Ensure the request is beyond the City's means to obtain with local resources.
   - Assist City departments with any logistical requirements that may be necessary to support a military unit that is part of an authorized DSCA mission.

9. Department Operating Centers will:
   - As soon as they have exhausted or anticipate exhausting, all local resource and assistance, inform their ESF representative in the EOC of the details and urgency of any resource shortcomings.

   - When advised that DSCA is being sent to support the department, notify the Incident Commander, provide detailed description of what military missions are authorized and ensure the arriving military commander is given:
     - ➢ All necessary information for safely integrating his/her unit into the department's field operations.
     - ➢ All necessary support to sustain the military unit while they are supporting the department.

   - For any support requirements needed to sustain the military unit for its assigned mission that cannot be managed with means available to the department, coordinate with the EOC Logistics Section.
   - Ensure the military unit is being used for its assigned mission only and is allowed to demobilize as soon as the mission is completed.

10. Commanders of local military installations will:

- As requested and feasible, provide the City of Seattle with DSCA in accordance with guidelines established in DOD Directives.
- In a Presidentially declared "Emergency" or "Major Disaster" provide "direct federal assistance" or "technical assistance" as tasked by the Defense Coordinating Officer (DCO) under the National Response Plan.
- For a "credible threat" or act of terrorism, provide "direct federal assistance" or "technical assistance" as tasked by the DCO or the FBI Joint Operations Center that may be operating from the Seattle Field Office or attached to the Joint Field Office (JFO).

11. Washington State Emergency Management Division will:

- Upon receipt of proper notification from the City, issue a state mission number to cover the City's involvement in managing a major incident, disaster or catastrophe.
- Provide 24/7 Duty Officer support to assist the City in coordinating with the USARMYNORTHCOM in an "Immediate Response" situation.
- As requested by the Seattle EOC Director and as authorized by the state EOC, send a liaison officer to the Seattle EOC.
- As provided for in the Washington State Comprehensive Emergency Management Plan, assist the City with any Mayoral request for supplemental assistance.

12. Washington State Military Department will:

- As requested and as authorized by the state EOC, send a liaison officer to the Seattle EOC.
- Provide National Guard support to the City as coordinated by the state EOC.

E. Liability

So long as personnel of the Washington National Guard are acting under the authority of the Governor (RCW 38.08.040) they are indemnified under the "Emergency Worker" provisions of WAC 114-04-070 and RCW 38.52.

Federal employees, including members of the Washington National Guard who may be activated for federal service by the President, are protected under Section 305 of the Stafford Act.

V. RESOURCE REQUIREMENTS

A. Logistical Support

- Requests for military support will be coordinated with the EOC Logistics Section to ensure adequate support is available.
- The EOC Logistics Section is responsible for providing logistical support to all approved military units that have been requested by the City.

B. Communications and Data

- ESF-2 is responsible for coordination of City radio communications support to military units, including patching.
- ESF-2 is responsible for screening any requests for military communications support to ensure compatibility with communications systems deployed.

VI. ADMINISTRATION

A. Cost Accounting and Cost Recovery

Units and departments will use the National Incident Management System and Incident Command System to organize and submit cost recovery documents to City, state and federal agencies as required to recover incident response and recovery cost.

B. Annex Maintenance

The Seattle OEM is responsible in maintaining this annex. The annex will be reviewed and updated annually as prescribed in the DRRP or when deemed necessary by either the Agency Administrator or the Seattle Office of Emergency Management.

APPENDIX 5 – EVACUATION ANNEX

Begins On Next Page

CITY OF SEATTLE

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

EMERGENCY OPERATIONS PLAN

EVACUATION ANNEX

REVISED AUGUST 2015

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1. INTRODUCTION

1.1 Purpose

This plan describes the strategies for managing evacuations which exceed the day-to-day capabilities of departments in the City of Seattle. The strategies are built using an all-hazards approach to preparing for and managing evacuations. They are designed to be applied in any event regardless of the threat or hazard that precipitates the need to evacuate. In most cases, evacuation carries the highest "life safety" priority in incident management.

The City of Seattle fully utilizes the National Incident Management System (NIMS) and its concepts in all emergency and disaster related efforts.

1.2 Scope

This annex supports, and is a part of, the City of Seattle Comprehensive Emergency Management Plan (CEMP) and applies to all City departments, offices, staff, and elected officials.

1.3 Plan Limitations

During day-to-day emergency operations, city response agencies may advise persons to take protective actions in a discrete, specified area. Typically, the situation involves homes, businesses or apartment buildings immediately adjacent to an incident site. This may be caused by situations such as gas line breaks, apartment or residential fires, barricaded subjects, flooding affecting a few homes in a single area, etc. The procedures for accomplishing and implementing these actions are included in individual departmental procedures and are not part of this document. This annex addresses situations where protective actions are needed, and the resources to carry out these measures exceed the day-to-day capabilities described above.

1.4 Situation

A situation statement that applies to all hazards can be found in the CEMP-Base Plan, Section II A. In addition to the all-hazard situation statements, the following specifically apply to the concepts of public warning:

- Use of this plan will occur for all hazards which could necessitate evacuation and sheltering operations involving all or parts of the City of Seattle.

- It may be necessary for the public to evacuate or to shelter-in-place due to a variety of situations. These cases are considered to be "protective actions." The boundary of the protective actions area may be extremely limited or may be widespread in scope. In most cases, evacuation carries the highest "life safety" priority in incident management.

- Evacuations will require strategies that specifically address the challenges associated with moving high risk populations.

- Each jurisdiction retains its own authority for conducting emergency actions within its boundaries. Jurisdictional authority ends at the jurisdictional boundaries.

1.5 Assumptions

A list of assumptions that apply to all hazards can be found in the CEMP-Base Plan, Section II C. In addition to the all-hazard assumptions, the following specifically to the concepts of evacuation:

- Most people at risk will evacuate when local officials recommend that they do so. A general estimate is that 80 percent of those at risk will comply when local officials recommend evacuation. The proportion of the population that will evacuate typically increases as a threat becomes more obvious and serious to the public.

- Some evacuations may involve multiple jurisdictions due to the direct impacts; transportation routes; the location of safe zones, evacuation centers, or human and pet shelters; or the need for outside resources.

- Evacuations will likely involve a variety of buildings (residential, commercial, schools, daycares, retail, public, medical, etc.), geographic area (parks, transportation routes, etc.) population (residents, visitors, people in transit, workers) and people in a variety of situations (sleeping, driving, walking, biking, working, caring for children, etc) .

- The regional transportation system will become disrupted during large scale evacuation events involving the City of Seattle. Transportation mobility will improve through a regionally coordinated plan to ensure the movement of traffic away from the evacuation zone.

- During a large evacuation, there may not be enough transport capacity available for the number of people and pets needing to evacuate.

- Almost every evacuation will require issuance of a public warning statement. The City of Seattle outlines public warning strategies in a separate annex to the CEMP. A high level of coordination will be necessary to effectively communicate protective action, evacuation corridors, and shelter information to evacuees.

- An evacuation will require expedited coordination between all City departments to maintain an efficient and safe movement of traffic during an evacuation.

- Evacuations will require substantial personnel and equipment, which could stress and/or exceed the capabilities of the City of Seattle. Specific procedures may need to be developed regarding the pre-deployment of mutual aid personnel and equipment resources as required.

- The process for evacuation routes, evacuation centers, shelters or termination of evacuations will vary based on the specific hazard, degree of vulnerability, number of people impacted, and projected area of impact.

- Most evacuations involving several square blocks or more will stress the limited capabilities of roadways leading into and out of the area, particularly during peak travel hours. Traffic factors will impact the time it will take to complete an evacuation.

- Pre-designation of evacuation routes is impractical without verification of safe routes and surviving or safe congregation points and shelter locations.

- Some people will not receive the order to evacuate, or understand the order if it is received.

- Some people will not have the ability and/or resources to evacuate without assistance.

- Some people will choose not evacuate.

- Pets may be in the evacuation zone, particularly if it includes a residential area.

- Evacuations may be spontaneous without government direction.

- Evacuating and displaced populations will include individuals subject to judicial and/or administrative orders restricting their freedom of movement, such as sex offenders and parolees

1 5.1 Assumptions for High Risk Populations

The following concepts apply specifically to high risk populations and evacuations:

- In an incident involving environmental quality issues, such as a hazardous materials incident or a flood event, people with compromised immune systems or serious health issues (e.g., emphysema or asthma) may need additional assistance.

- Special resources may be needed to decontaminate high risk individuals that have durable medical equipment and/or a variety of medical conditions.

- Evacuated populations will include people with access and functional needs, such as limited mobility, visual impairments, reliance on service animals, prescription medication requirements, durable medical equipment, limited English proficiency, etc.

- During evacuations, the physical and mental health of some people in the high risk population will deteriorate faster than those in the general population.

High risk individuals may also:

- Have difficulty communicating with rescuers during an evacuation event (e.g., hearing or speech impairment, behavioral or cognitive impairment).

- Choose not to evacuate during a disaster, and then become trapped and require rescue.

- Be resistant to search and rescue personnel during an evacuation or rescue operation.

- Become separated from their caregiver or the community with which they live.

- Have durable medical equipment and/or a service animal that need to be rescued with them.

1.6   Key Terms

Protective Action Notice: A statement which instructs people to take immediate action to protect their life due to a danger or impending danger.

Evacuation: National Incident Management System defines evacuation as an organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care to safe areas.

Incident Command System (ICS): The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned 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: The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

Shelter-in-Place: The act of taking immediate shelter in a readily accessible location that puts as much indoor air and mass between the individual and the hazardous outside air, such as a basement or centrally located medium to small room.

1.7   Legal Authorities Specific to Evacuation

- City Municipal Code, Chapter 10.02.020 - Authority of Mayor to issue certain orders

- City Municipal Code, Chapter 10.02.070 -Comprehensive Emergency Management Plan.

- RCW 38.10 – Emergency Management Assistance Compact (revised 2001). In accordance with RCW 38.52, cities, townships, and counties are responsible for the evacuation of their own residents.

- Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA).

- Pets Evacuation and Transportation Standards Act of 2006.

- PL 110-325 - Title 42 Chapter 126 Americans with Disabilities Act -ADA (1990)

- National Incident Management System (updated 2013): http://www.fema.gov/national-incident-management-system

- Presidential (Policy) Decision Directive 5 (2003) as amended: http://www.fas.org/irp/offdocs/nspd/hspd-5.html

- Presidential (Policy) Decision Directive 8 (2011) as amended: http://www.dhs.gov/presidential-policy-directive-8-national-preparedness

- Executive Order 13166, Improving Access to Services for Persons With Limited English Proficiency

- Executive Order 13347, Individuals With Disabilities in Emergency Preparedness

2. CONCEPT OF OPERATIONS

2.1 Actions by Phases of Emergency Management

Describe how evacuation actions will be coordinated between the EOC (City and County), DOC (SPOC, RMC, TMC), and the Field.

2.1.1 Normal Operations

Normal operations involve any mitigation and preparedness activities associated with managing evacuations. This phase consists of the following major tasks:

- Where possible, undertake mitigation for known hazards that have in the past led to evacuation.

- Seek improvement to preplanned evacuation routes if needed.

- Coordinate City of Seattle planning and policies with County, regional, State, and Federal agencies to ensure management of evacuations.

- Review and test department level evacuation plans and procedures.

- Conduct public education awareness campaigns to increase citizen awareness on the issues and actions required during evacuations

2.1.2 Response

Response begins when there is awareness that an incident or event may occur or is already in progress. This includes any pre-event activities that may be undertaken prior to the onset of conditions or the event and consists of the following major tasks:

- Identify areas where previous major evacuations have occurred and additional areas that may require large-scale evacuation in the future due to known hazards.

- Review the population of the risk areas and identify facilities that may require special assistance during evacuation (hospitals, nursing homes, schools, etc.) to determine potential transportation requirements.

- Review the transportation options and corridors for public transit in the risk areas and identify possible public transit options for evacuation, including accessible options.

- Identify transportation providers and leverage or develop MOUs.

- To the extent possible, identify individuals with special medical needs who would require assistance in evacuating and maintain contact information for those individuals.

- Ensure that there are transportation options for pets during evacuations.

- Include evacuations when conducting emergency drills and exercises.

- Conduct public information programs to increase citizen awareness of possible reasons for evacuation, preplanned evacuation routes, availability of transportation, the need to take appropriate food, clothing, medicines and other disaster supplies during an evacuation, and to include pets in the planning. Also remind people of the importance of helping neighbors who may need assistance during an evacuation. The education campaign could also emphasize the importance of car-pooling, and inform citizens of where to obtain timely information in event of a mass evacuation.

2 1.3   Recovery

Recovery includes short-term and long-term efforts to rebuild and revitalize areas affected by disaster. For the purposes of this plan, recovery will include the following tasks:

- Support communication systems and reunification of families.

- Initiate return of evacuees, when it is safe to do so.

- Carry out appropriate public information activities.

- Coordinate temporary housing for those who cannot return to their homes.

- Coordinate assistance for those with access and functional needs in returning to a safe housing situation.

- Initiative recovery activities for evacuees who have suffered loss of or damage to their homes or businesses as outlined in the Seattle CEMP –Recovery Plan.

- Consolidate paperwork for the post-incident after action review and possible State and Federal reimbursement.

2.2   Agency and Positional Responsilbities

All departments and agencies with responsibilities in this annex are responsible for the development and maintenance of their own Standard Operation Procedures.

2 2.1   All City Departments

- Develop, maintain, and test Continuity of Operations Plans (COOP) including the evacuation of City occupied facilities.

- Support evacuation operations by providing personnel and/or resources as requested by the Seattle EOC.

- Maintain expenditure records to facilitate reimbursement

2 2.2   Mayor of the City of Seattle

The Mayor, as the ultimate authority, approves any evacuation or shelter-in-place order for the City of Seattle. The Mayor may:

- Issue a declaration of Emergency or Civil Emergency Order when appropriate

- Authorize activation of the City's Emergency Operations Center

- Provide necessary guidance and leadership

- Through ESF-15, and in conjunction with appropriate department PIO's, coordinate the dissemination of information through the Joint Information Center located at the Seattle EOC.

2 2.3   Lead Agency or Incident Commander

During the initial phase of the evacuation, evacuation activities will be managed and directed from the field incident command post. Once the EOC is sufficiently staffed, certain activities may be delegated to the EOC as appropriate. Responsibilities for the lead agency at the incident command (or unified command) are:

- When practical, provide recommendations to the Mayor regarding need for evacuation.

- Defining the evacuation/shelter- in-place footprint. This effort will usually be led by the lead agency as defined in the City of Seattle CEMP – Base Plan, Section IV, C, 1.

- Through the agency Public Information Officer (PIO), coordinate the development and delivery of emergency public information and warning to ensure effective communications of evacuation procedures.

- Determine any other recommended protective actions.

- Identify any recommended transportation routes/corridors for evacuees and emergency response personnel.

- Determine mass transit resources or other modes of transportation (air, rail, water/boat) as appropriate to the incident.

- Field warning operations (door-to-door, public address systems, etc).

- Identify collection points.

- Identify of staging areas for evacuation related resources.

- Track assigned and unassigned resources supporting evacuation operations.

- Initially identify populations' specific needs and special considerations.

2 2.4   Seattle Transportation/ESF-1

- Identify evacuation routes and adjust routes to changing conditions.

- Develop transportation plans for evacuees, which include the feasibility of using transportation modes such as air, water, rail, road, and public transportation.

- Develop, implement, and continually adjust traffic plans to ensure that evacuation routes are kept clear.

- Monitor traffic congestion.

2 2.5   Seattle Public Utilities/ESF-3

- Monitor water quality and flow.

- Provide subject matter experts for events involving water quality or dam safety.

- Assist with traffic plans by providing barricades and/or personnel to assist at traffic control points.

2 2.6   Seattle Fire/ESF-4

- Manage evacuation operations including defining the course of action, recommended protective actions, parameters of evacuation zones, transportation routes, field warning operations (door-to-door, public address systems, etc.) and all hazards for which they are lead agency.

- Serve as lead agency for coordinating with outside agencies as appropriate any evacuation and re-entry plans involving waterways in or adjacent to the City of Seattle.

- Provide subject matter expertise for all hazards on which Fire is the lead agency.

- Coordinate the management of pre-hospital patient care and movement of Emergency Medical Service (EMS) resources with ESF-8.

- Provide Command Staff level participation in the Mayor's Emergency Executive Board.

- Through the Fire Alarm (911 communications) Center, facilitate notification of, and communication between, the incident command post and neighboring jurisdictions who may be within an evacuation zone defined as determined by the incident commander.

2 2.7   City of Seattle OEM/ESF-5

- Coordinate the development and update of this annex. This responsibility is assigned to the Planning Coordinator of OEM unless otherwise specified by the Director of the OEM.

- Coordinate the activation of the EOC in support of any evacuation.

- Ensure continued coordination through the incident particularly with outside agencies including County, State, Military, and/or Federal resources.

- Coordinate the development of any re-entry plan developed at the EOC.

2 2.8 Human Services Department/ESF-6

- Identify population's specific needs and special considerations prior to, during and after an evacuation.

- Ensure human and pet evacuation resources, and shelter resources if needed, have been identified and activated.

- Coordination of human services functions in the field.

- Serve as ESF-6 coordinator when EOC is staffed and activated.

- Define potential animal population requiring attention.

- Ensure that pets are included in all plans and transportation options that evacuate people.

- Recognize that evacuation and transport of pets will require significant logistical support (e.g. specialized, climate control transport) if pets are not integrated into their owners' evacuation options.

- Work with public information to include messaging reminding evacuees not to leave leave pets behind.

- Assess reunification support and coordinate efforts with ESF-8 and 13.

2 2.9 Parks

- Ensure shelter resources have been identified and activated.

2 2.10 Finance and Administrative Services/ESF-7

- Provide resource support.

- Provide reports on the condition and status of all City facilities within any established evacuation zone.

- Staff ESF-7 in the EOC.

2 2.11 Seattle Police/ESF-13

- Manage evacuation operations including defining the course of action, recommended protective actions, parameters of evacuation zones, transportation routes, and field warning operations (door-to-door, public address systems, etc.) and on all hazards for which they are lead agency.

- Provide crowd and traffic control, site, and perimeter security.

- Investigate crime scenes and collect evidence.

- Assist in the development of traffic plans and management of evacuation routes.

- Provide Command Staff level participation in the Mayor's Emergency Executive Board.

- Through Seattle Police Communications, facilitate notification of, and communication between, the incident command post and neighboring jurisdictions that may be within an evacuation zone defined as determined by the incident commander.

2 2.12 Public Health Seattle-King County/ESF-8

- Provide subject matter expertise for events where a health emergency may necessitate quarantine or an evacuation of an area.

- Provide guidance and technical assistance regarding medical facilities, long term care facilities, adult day facilities and health care agencies for planning and carrying out emergency evacuation and relocation of medically dependent persons.

- Coordinate transportation arrangements for individuals under client care who require Access Van support or have special transportation needs evacuating.

2 2.13 Department of Planning and Development (DPD)

- Coordinate the inspection of structures within the evacuation zone in conjunction with ESF-4, ESF-13, and FAS (for City owned facilities).

2 2.14 King County Metro

- Provide mass transportation for movement of evacuees to designated public shelters, evacuation staging areas, or other safe areas as requested.

- Coordinate and notify the Seattle EOC of the resources used, destination and number of people transported.

- Assist in the development of traffic plans to ensure continuation of mass transit outside the evacuation zone.

2 2.15 US Coast Guard

- Manage port and water traffic when impacts extend to area waterways.

- Assist with maritime-based evacuation assets when appropriate.

- Provide a liaison to the Seattle EOC when requested.

2 2.16 Port of Seattle

- Coordinate with the Seattle EOC when evacuations impact port property.

- Serve as liaison with air/freight carriers for possible evacuation transportation modes.

2.3   Authority to Issue Evacuations

As the Chief Elected Official, the Mayor has the ultimate authority on whether or not to issue an evacuation or shelter in place order. However there will be instances where, due to factors such as time or accessibly, it may not be possible to obtain Mayoral approval.   In cases where a delay could result in unacceptable risk to the public, the authority to evacuate rests with the following individuals (in order of authority):

1. The Director or Chief whose department is the designated lead for the hazard listed in the CEMP-Base Plan Section IV, C, 1.

2. If applicable, the on-scene Incident Commander whose department is the designated lead for the hazard listed in the CEMP-Base Plan Section IV, C, 1.

In cases where the event involves a community-wide emergency or other unique incident, evacuation decisions will be made at the EOC. In these situations, the determination to take protective actions will be made by a group of ESF leads at the EOC and led by the EOC Director. At a minimum, this group will consist of the senior EOC representatives present from Seattle Police, Seattle Fire, Seattle OEM (as the EOC Director), and Seattle Transportation.

2.4   Transportation Considerations

2.4.1   Transport of Evacuees

Every effort should be made to encourage evacuees to leave in their own vehicles, if it is safe to do so. Given the significant number of residents without a vehicle, King County Metro buses will be used to transport evacuees and their pets. All transportation requests should be routed through the EOC, if it is activated or the Seattle OEM Staff Duty Officer if not activated.

The Seattle Police Department has a limited number of police officers who are certified to drive full-sized commercial buses. This pool of drivers could be used to fill a gap in volatile situations or if King County Metro drivers are not available.

2.4.2   Schools

Additional coordination concepts to consider include the coordination of students. Any required school evacuations should be coordinated with the affected school system. Normally, school buses will be used for this transportation whenever practical and may be a resource if not in use at that time.

2.4.3   Selection of Evacuation Routes

In most cases, the selection of evacuation routes will be done in the field at the incident command post. In some cases this responsibility may be delegated to a subject matter expert within Seattle Transportation, The Traffic Management Center (if open), or the Seattle EOC (if activated). Considerations that should be considered when selecting an evacuation route are:

- Shortest paths to established shelters or safe area(s).

- Maximum number of lanes that provide continuous flow through the evacuation area.

- Roadways that are not expected to become impassable while the evacuation is in progress.

- Existing signal control and signal coordinated corridors.

- Routes that minimize traffic crossing conflicts at intersections.

- Availability of infrastructure to disseminate real-time conditions and messages to the traveling public (e.g., media, AlertSeattle, variable message signs).

- Minimal number of potentially hazardous points and bottlenecks on evacuation routes such as bridges, tunnels, roadways at risk for landslides.

- Maximum existing capacity.

- Ability to add capacity on a temporary basis.

- Availability of real-time traffic flow and route condition information to decision makers and the public (e.g., from closed-circuit television cameras, traffic detectors, or spotters).

2 4.4 Traffic Control

When possible, Seattle Police, in conjunction with Seattle Transportation (or ESF-1 if the EOC is activated), will establish traffic control at all incident exit/entry points around the evacuation zone. Priority status will be given for barricade requests and from all City sources. A traffic plan supporting an evacuation will identify specific actions that will ensure a smooth flow from evacuation zones to the host shelter or zones of safety including:

- Traffic control points and the responsible agency for providing staffing and operational control

- Barricade plans including location and staffing

- Potential one way / reverse lane operations

Special consideration will be given to personal protective equipment that may be needed by personnel at barricades or traffic control points. In appropriate situations, plans should look at the use of non-traditional personnel such as non-essential City employees to staff barricades.

2.5 Perimeter Security Plan

A security plan will be developed as a part of any evacuation plan to prevent re-entry before conditions are safe and possible looting. The foremost consideration in any security plan will be personnel safety. Plans should establish access control points to limit entry into evacuated areas and, where possible, conduct periodic patrols within such areas to deter theft by those on foot. To the extent possible, the security plan should include measures to insure continued fire protection.

2.6 Management of High Risk Populations

Public information statements will include information targeted towards high risk groups. For example, who to call when transportation or evacuation assistance is needed (9-1-1, 3-1-1 or a specially established hotline).

Public warning notification tools have been identified that will reach high risk populations at the same time as the general population. Field incident action plans also will target high risk groups or facilities

with door-to-door notifications wherever practical. Additional information on public warning notifications for high risk and non-English speaking populations can found in Public Warning Annex the CEMP – Emergency Operations Plan.

The housing, mass care, and management of high risk populations is addressed in ESF-6 Appendix to the CEMP –Base Plan.

2 6.1   Considerations for ADA populations

- Coordinate the use of school buses, transit buses, or specialty vehicles to pick up people with access and functional needs at prearranged locations (e.g., group homes, nursing homes, pick-up points).

- Coordinate with ESF-1, ESF-6, ESF-8 and ESF-9 to transport high risk people with functional and access or medical needs.

- Coordinate with ESF-8 and ESF-9 to transport high risk people with medical needs.

- Prioritize the needs of people with disabilities when loading general, public transportation to ensure that those with disabilities are properly situated for transport.

Additionally, transportation resources that can be used for the transportation of high risk populations include, but are not limited to the following:

- Paratransit vehicles.

- Ambulances.

- Portable steps and/or ramps for bus/train entry.

- Appropriate transport vehicles provided by nonprofit community partners.

2 6.2   Evacuation Involving Schools

Seattle Public Schools have detailed plans on evacuation of school campuses. These plans provide for the use of school buses to transport students to other campuses. Evacuation of schools should be done in coordination with school district security and conform with these plans to the extent that time and circumstances permit. School Districts should be prepared for the arrival of parents at schools that have been either evacuated or used as a shelter for displaced students.

2.7   Coordination with Other Jurisidictions

In some cases, an evacuation in the City of Seattle could require coordination with other jurisdictions based on the size and geographic location of the incident. In cases where the zone of evacuation includes other jurisdictions, communication of essential information will occur through one or both of the following methods:

- City of Seattle public safety dispatch (Police and/or Fire) to the other jurisdictions' public safety dispatch center.

- Communication from the Seattle OEM Staff Duty Officer to the designated Emergency Management Staff Duty Officer of the affected jurisdiction.

2 7.1   King County OEM/King County ECC

The Seattle EOC will coordinate with the King County OEM Duty Officer or the King County ECC on:

- Staff and resource needs in support of evacuation operations

- The establishment and use of shelter facilities outside the City of Seattle

- Establishment of (when feasible) a regional traffic plan specific to the evacuation needs. Considerations may include route identification, signage, and traffic control.

- Monitoring of traffic flows and patterns on routes leading into and out of the City.

2 7.2   University of Washington

The City of Seattle will coordinate with the University of Washington (main campus) through the following means:

- Through the University of Washington Police Dispatch Center

- University of Washington OEM Duty Officer.

2.8   Re-Entry

Following an evacuation it will eventually be necessary to repopulate evacuated areas. In most events, the reentry plan will be developed at the EOC. Evacuees will typically remain in shelters or safe areas until they receive communications that it is safe to reenter. However, evacuees will often try to return to the evacuation area as soon as possible to assess the state of their property. Since they may be unable to enter the impact area, they will require sheltering closer to the impact area.

2 8.1   Reentry Task Force

The Seattle EOC will develop a re-entry task force that will be responsible for development and implementation of procedures for managing the re-entry of business owners and residents who have a legitimate need to re-enter the evacuated area. This task force will:

- Coordinate with City leaders and those who are at the incident command post to develop criteria to determine who can re-enter the evacuation zone, under what circumstances and when.

- Established a centralized point for fielding requests from businesses and residents who need to re-enter the evacuation zone prior to the order being lifted.

The task force will be responsible for the development of the overall reentry plan.

2 8.2   Authorization for Reentry

In most cases, the authorization for reentry will be made by the Mayor supported by the Mayor's Emergency Executive Board. Subject matter experts from City departments including the lead agency

and Seattle Police may be called up to provide advice to the Mayor and/or the Emergency Executive Board.

2 8.3   Considerations for Allowing Re-Entry

The following considerations should be assessed before repopulation can take place including:

- Is the danger still present? (Lead agency, ESF-13, ESF-4)

- Have the necessary inspections have taken place? (Department of Planning and Development)

- Have safety and security concerns been addressed? (ESF-13, ESF-4, ESF-8)

- Is there a security plan for re-entry? (ESF-13)

- Have essential services been reestablished? (ESF-1, ESF-2, ESF-12)

- Are there resources available for managing repopulation? (ESF-7, All appropriate departments and ESF's)

- Have re-entry routes been identified? (ESF-1)

- Has appropriate messaging been developed for release? (ESF-15)

- Is there transportation for those who were evacuated, including pets? (ESF-1)

- Have arrangements been made for high risk populations including companion animals? (ESF-6)

- Has the Mayor authorized re-entry?

Once it been determined that it is safe for reentry and a plan has been implemented, evacuees may return. Some evacuees will be able to return to their homes; others may attempt to return to the impact area but their homes may have been significantly damaged or destroyed. Sheltering may still be required for those who are unable to occupy their homes.

Please see Appendix 3 for guidance on development of an event specific re-entry plan.

2.9   Guidance for Large Scale or Spontaneous Evacuations

Certain hazards or situations may require the evacuation of large or densely populated areas of the City. These evacuations may be planned or spontaneous. The following concepts should be considered in large scale or spontaneous evacuations:

- Coordinate evacuation plan development and its implementation through the EOC.

- If possible, attempt to develop an incident specific plan. Planning concepts can include a sector based approach to the evacuation by geography and/or time of evacuation. Provide maps or diagrams to the media.

- Provide a clear message to the public. Utilize the Mayor and/or senior uniformed personnel to deliver the message.

- Consider ongoing use of "live" media broadcasts, particularly radio, from the EOC to provide the latest traffic and evacuation information

- Utilize ASL interpreters when delivering on-camera emergency and safety information.

- Clear outbound traffic routes of construction and other impediments

- Utilize live traffic control at critical intersections that can improve traffic flow.

- Notify the King County OEM (or the ECC if activated) to assist with coordination traffic management with outside communities.

- Post Tow Trucks or "push" vehicles at appropriate locations to immediately clear stalled or wrecked vehicles

- Have ESF-1 and ESF-13 collaborate on the possibility of establishing one-way traffic lanes if this will improve traffic flow

2.10 Guidance for Shelter In Place

Depending on the nature of the threat, it may be appropriate to direct citizens to "shelter-in-place" as opposed to evacuating. The act of sheltering-in-place consists of sealing off a room or building to protect occupants from external threats. Normally, sheltering-in-place is a short term action needed to mitigate an immediate threat. The threat could include chemical, radiological, industrial or weather related threats. Key factors for directing citizens to sheltering-in-place include:

- Is the outside environment more hazardous, or likely to be more hazardous, than the interior environment?

- Is the duration of the threat event limited to the extent that a sealed building can sustain life until the threat has abated?

- Can people be safely evacuated before onset of hazardous conditions?

Upon directing people to shelter-in-place, the "worst case scenario" should be considered when determining the size and scope of the affected area. When evaluating the options of sheltering-in-place vs. evacuation, decision makers should consider the inherent dangers of evacuation. Specific protective measures that may need to be communicated to the community include:

- Immediately move people and pets indoors

- Close and lock all exterior doors and windows

- Turn off all heat and air conditioning systems

- Close chimney flumes and all other openings into the structure

- Access disaster preparedness materials (72-hour kit, cell phone, radio etc.)

- Move to an interior room or basement (if appropriate)

- Monitor broadcasts for additional instructions

3. ADMINISTRATION AND MAINTENANCE

The Office of Emergency Management is responsible for revisions and updates to this annex. Revisions and updates are incorporated in to the City's Emergency Management Strategic Plan.

3.1   Record Keeping

Responding departments should maintain records of Protective Actions Notifications, press releases, warning logs, and other relevant materials related to the incident. If time and resources permit, consider keeping a record of individual and neighborhood notifications.

3.2   Post Incident Review

The Seattle CEMP Base Plan, Section IV. D, outlines the process to be used to ensure a proper after action review is conducted for all EOC activations and significant events. A standard template of questions is asked for all incidents. In addition to that consideration should be given to evaluating the concepts in this plan. Specific elements to consider in any post incident evaluation include:

- The use and effectiveness of transportation and route selection between the evacuation zone(s) and shelter(s).

- Assessment of public compliance with issued protective action notices.

- The coordination between transportation (ESF-1) and Incident Operations to safely evacuate residents.

- Appropriate assignment of responsibilities

- The effectiveness of collaborating with neighboring jurisdictions, schools , and businesses

- The ability to ensure that populations with access and functional needs were safely evacuated.

4. APPENDIX 1 – GENERAL EVACUATION/SHELTER-IN-PLACE CHECKLIST

GENERAL EVACUATION CHECKLIST

✔	Action Item	Assigned
Initial & Ongoing Actions:		
	Determine area(s) at risk: • Determine population of risk area(s) • Identify institutional facilities and populations with access and functional needs in risk area(s) • Approximate number of people in the evacuation zone	
	Notify Mayor of situation and attain authorization of evacuation (time permitting)	
	Notify OEM Duty Officer to activate the EOC.	
	Determine evacuation center and/or human and pet shelter requirements & preferred locations.	
	Determine traffic control requirements for evacuation routes.	
	Estimate public transportation requirements & determine pickup/staging points.	
	Determine temporary shelter requirements & select preferred shelter locations.	
	Develop and disseminate any Protective Action Notice.	
	Coordinate with institutional facilities and ESF-8 regarding precautionary evacuation.	
	Ready evacuation center(s) and/or human and pet shelter(s) selected for use.	
	Ensure that appropriate communication tools have been used to alert those with access and functional needs.	
	Coordinate with transportation providers to ensure vehicles & drivers will be available when and where needed.	
	Coordinate with school districts regarding closure of schools in the evacuation zone.	
	Advise neighboring jurisdictions that may be affected of evacuation plans.	
	Advise King County ECC and State Duty Officer that evacuation recommendation or order will be issued.	
	Through the Joint Information Center (JIC) provide additional information to the public through the media. Emergency public information should address: • What should be done to secure buildings being evacuated • What evacuees should take with them • Where evacuees should go & how should they get there • Provisions for populations with access and functional needs and those without transportation	
	Provide traffic control along evacuation routes & establish procedures for dealing with vehicle breakdowns on such routes.	

Provide transportation assistance to those who require it.	
Provide security in or control access to evacuated areas.	

RETURN OF EVACUEES

If evacuated areas have been damaged, reopen roads, eliminate significant health and safety hazards, & conduct damage assessments.	
Determine requirements for traffic control for return of evacuees and their pets.	
Determine requirements for & coordinate provision of transportation for return of evacuees.	
Advise King County ECC and State Duty Officer that return of evacuees will begin.	
Advise evacuees through the media that they can return to their homes and businesses; indicate preferred travel routes.	
Provide traffic control for return of evacuees.	
Coordinate temporary housing for evacuees that are unable to return to their residences.	
Coordinate with institutional facilities regarding return of evacuees to those facilities.	
If evacuated areas have sustained damage, provide the public information that addresses: • Documenting damage & making expedient repairs • Caution in reactivating utilities & damaged appliances • Cleanup & removal/disposal of debris • Recovery programs as outlined in the CEMP –Recovery Plan	
Terminate temporary shelter & mass care operations.	
Maintain access controls for areas that cannot be safely reoccupied.	

5. APPENDIX 2 – PLANNING CONSIDERATIONS FOR EVACUATION OF THE DOWNTOWN CORE

During the business day, downtown Seattle becomes the most densely populated area in the region. Along with the number of workers, a significant number of people now live downtown. It is also the seat of government for both the City of Seattle and King County. A significant disaster requiring the partial or complete evacuation of the downtown core presents a number of unique challenges that will have to be addressed.

Any call for mandatory evacuation will be made by the Mayor of the City of Seattle and be broadcast using multiple communication methods in order to reach downtown workers and building owners. A call for sheltering-in-place can also be made directly to building security personnel. Building owners or major employers may be called upon to assist in these notifications using internal (building or company) tools or by other available means of communication.

Prior to any evacuation, property managers, businesses and building owners should have established and practiced plans that cover how their facility will evacuate in case of an emergency.

Key Assumptions

- A significant number of downtown workers rely on mass transportation to get to and from work.
- High winds may cause damage from flying debris.
- Falling ice can be a life threatening hazards during a significant winter storm.
- Workers can leave downtown quickly if an orderly phased plan can be implemented.
- A sustained power outage in the downtown core presents significant transportation and worker movement challenges.
- The Downtown area has multiple venues which regularly hold large-scale events, including during the regular work week.

Concept of Operations

Any evacuation plan involving the downtown core should be developed in the Seattle EOC and involve input from key agencies including:

- Seattle Police
- Seattle Fire Department
- King County Metro
- King County Metro Police
- Downtown Seattle Alliance.
- Building Owners and Management Association
- Century Link/Safeco Fields; Convention Center

As a part of any downtown evacuation plan, transit corridors should be established for the:

- Movement of vehicles
- Exclusive use of mass transit (e.g. 3rd avenue).
- Exclusive use of emergency vehicles

Any plan should identify assembly areas for those without transportation. At a minimum an assembly area should be designated:

- North of downtown for those who need to travel to points north.
- South of downtown for those traveling south of Seattle. Consideration should be given to areas that allow for embarkation of passengers onto trains (e.g. Sounder) as well as buses.
- East of downtown (east of I-5) for those working on First hill or who may not be able to get to one of the other two locations.
- King County Metro should establish shuttle transportation between the 3 assembly areas to allow for the movement of people.

Assembly areas need to allow for:

- Adequate transportation flow for buses and trolleys
- Space for embarkation of passengers onto multiple buses at the same time.
- Accessibility for people with access and functional needs.
- Pets
- Space for shelter, cots, food, and other support elements that may be needed by those waiting for transportation for prolonged periods.

Role of City Departments

Seattle Police

Seattle Police will lead the development of any evacuation and/or re-entry plan for the downtown core. This includes:

- Coordinate with Seattle Department of Transportation (ESF-1) on how how best to manage traffic flow in and out of the downtown core
- Implement appropriate street closures and facilitate any downtown evacuation plan prior to, or during an event.
- Establish barricade perimeters and entry check points after an evacuation has been ordered.
- Establish entry policies to allow critical building owners, or tenants, access to "restricted" areas of downtown following a disaster.
- Provide resources for fulfilling requests to block off streets to effect post-event repairs.
- Provide traffic control on downtown streets where needed.
- Maintain order on downtown streets in the aftermath of an event.

Seattle Transportation

- Lead the development of an overall transportation plan for movement into and/or out of the downtown core.
- Remove debris from downtown streets after an event.
- Facilitate replacement/repairs to traffic control equipment as needed.

Seattle Fire

- Provide expertise to evaluate (and when necessary make recommendations about) the safety guidelines outlined in any evacuation or re-entry plans.

King County Metro

- Coordinate with SPD and SDOT on:
    - Establishing assembly areas for picking up evacuees
    - Ensuring any identified transportation corridors meet the needs (and are compatible with the use) of buses and trolleys.
- Provide information regarding availability of Bus and Light Rail operations to/from downtown businesses.
    - Prior to event (based on early closures and dismissals)
    - Service levels, availability, and timetables after an event

6. APPENDIX 3 – RE-ENTRY PLANNING CONSIDERATIONS

The following should be considered planning guidance for the development of event specific re-entry plans following medium or large scale evacuations.

Tiered reentry process

Any re-entry plan should consider the use of a tiered process for the access and management of personnel and resources in controlled areas. A tiered process allows for categorizing responders, recovery personnel, businesses, and residents into groups based upon safety considerations and priority of access to disaster areas. Tiered re-entry allows for quick deployment of resources and minimizes public exposure to hazardous conditions. The three-tiered system described below can be considered a starting point for the development of an event specified tiered plan:

- **Tier 1: Incident Stabilization:** Stabilize significant health and safety hazards to allow movement inside disaster area, establish access control, deploy first responders, identify and evaluate hazardous material threats, clear roadways, conduct search and rescue.

- **Tier 2: Damage Assessment/Critical Infrastructure Restoration:** Conduct preliminary damage assessments; re-establish critical infrastructure, public safety and hospital services; begin restoring power and utilities; manage debris; restore vital services and health care facilities.

- **Tier 3: Restoration of homes and businesses:** Allow for the return of general public. Begin reopening of businesses.

Perimeter security and access control plan

Seattle Police in conjunction with SDOT and other stakeholders will develop and implement an access control plan. Some key elements that a security access control plan should include are:

- Identification of the perimeter and whether an inner or outer perimeter is needed.

- Access or control points for entry and egress,

- Resources needed for execution of the plan including personnel, equipment, and materials,

- Which response tier is allowed in the zone or zones within the perimeter,

- The level of scrutiny that should be placed on the credentials, placards or agency identification for each responder.

Credentialing Policies

Credential policies should address the following:

- Identify the letter of access form that may be issued to individuals who require access through a checkpoint or into a secure perimeter or building.

- Identify vehicle placard form that will be used by public safety personnel to identify vehicles who have permission to be inside secure perimeters.

- Personal Identity Verification including a list of acceptable (recognized) forms of Identification.