

# EMERGENCY OPERATIONS PLAN

## CEMP – ANNEX IV DOCUMENTATION



*Curry Mayer*  
Curry Mayer (Jul 27, 2021 15:41 PDT)

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**Curry Mayer, Director**  
**Office of Emergency Management**

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**Date**

Note: This document is part of Annex IV of the City Comprehensive Emergency Management Plan and this version includes the 2021 revisions. Seattle Office of Emergency Management (OEM) acts as the current owner and collaborated with many partners for respective updates.

## TABLE OF CONTENTS

<b>1. INTRODUCTION .....</b>	<b>1-1</b>
1.1 Purpose.....	1-1
1.2 Scope .....	1-1
1.3 Situation and Assumptions .....	1-1
1 3.1 Situation .....	1-1
1 3.2 Assumptions.....	1-1
1.4 Authority .....	1-2
<b>2. CONCEPT OF OPERATIONS .....</b>	<b>2-1</b>
2.1 City Strategic Goals for Response .....	2-1
2.2 City Response Coordination .....	2-1
2 2.1 Lead Agency.....	2-2
2 2.2 Incident Command.....	2-4
2 2.3 Unified Command .....	2-4
2 2.4 Area Command.....	2-4
2.2.4.1 Area Command – Healthcare.....	2-4
2 2.5 Dispatch Centers.....	2-5
2 2.6 Department Operations Centers.....	2-5
2 2.7 City Emergency Operations Center.....	2-6
2.3 Relationship Between Field Operations and EOC .....	2-6
2.4 Pre-Incident Coordination .....	2-6
2 4.1 Role of OEM Staff Duty Officer .....	2-6
2 4.2 Pre-Incident Planning.....	2-6
2 4.3 Key Contact Lists.....	2-6
2 4.4 Pre-Activation Coordination.....	2-7
<b>3. CITY EMERGENCY OPERATIONS CENTER.....</b>	<b>3-1</b>
3.1 Authority to Activate the EOC.....	3-1
3.2 EOC Activation Process .....	3-1
3.3 Modes of City-wide Emergency Coordination.....	3-2
3.4 Purpose of the EOC .....	3-2
3 4.1 Gain and Maintain Situational Awareness.....	3-2
3.4.1.1 Common Operating Picture – Assessments.....	3-3
3.4.1.2 Common Operating Picture – Impacts.....	3-4
3.4.1.3 Common Operating Picture - Operations.....	3-4
3.4.1.4 Methods of Information Sharing .....	3-5

3.4.1.5	Information Sources .....	3-5
3.4.1.6	Essential Elements of Information .....	3-5
3.4.1.7	EOC Reports.....	3-6
3.4.1.8	City WebEOC.....	3-6
3.4.1.8.1	Base and Sub Incidents .....	3-6
3.4.1.8.2	Other Available WebEOC Systems .....	3-6
3.4.1.9	Mapping .....	3-6
3.4.2	Develop Plans of Action.....	3-7
3.4.3	Activate and Deploy Resources.....	3-7
3.4.3.1	Mobilization.....	3-7
3.4.3.2	Mutual Aid.....	3-8
3.4.4	Public Information.....	3-8
3.4.4.1	Joint Information System .....	3-8
3.4.5	Development of the EOC Consolidated Action Plan .....	3-8
3.4.5.1	Initial Incident Phase .....	3-9
3.4.5.2	Managed Phase of the Operational Period.....	3-9
3.4.6	Standing EOC Objectives .....	3-9
3.4.6.1	Develop and maintain situation awareness.....	3-9
3.4.6.2	Develop and execute a Citywide strategy for response and recovery .....	3-10
3.4.6.3	Coordinate communication between City departments, external agencies, and community .....	3-10
3.4.6.4	Promote unity of effort with City departments and external agencies.....	3-10
3.4.6.5	Address impacts to the community in a comprehensive manner .....	3-10
3.4.7	Special Coordination Issues.....	3-10
3.4.7.1	Support Facilities .....	3-10
3.4.7.2	Catastrophic Conditions.....	3-11
3.4.8	Demobilization.....	3-11
<b>4.</b>	<b>DIRECTION AND CONTROL .....</b>	<b>4-1</b>
4.1	Mayor .....	4-1
4.2	Emergency Executive Board (EEB).....	4-1
4.2.1	EEB Emergency Policy Review and Development.....	4-1
4.3	Emergency Proclamation and Orders .....	4-1
4.4	Emergency Operations Center .....	4-2
4.4.1	Operations Section.....	4-3
4.4.2	Planning Section.....	4-3

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4 4.3 Logistics Section.....	4-4
4 4.4 Administration Section.....	4-4
4 4.5 Joint Information Center (JIC).....	4-4
4.5 Departments.....	4-4
4.6 Field Operations .....	4-6
<b>5. RESOURCE REQUIREMENTS.....</b>	<b>5-1</b>
5.1 Logistics.....	5-1
5 1.1 Department Responsibilities .....	5-1
5 1.2 Specialized Resource Ordering .....	5-1
5 1.3 Non-Medical Logistical Support to Health, Medical, and Mortuary Operations .....	5-1
5 1.4 EOC Logistics Section Responsibilities.....	5-2
5 1.5 Regional Assistance.....	5-2
5 1.6 State Assistance .....	5-2
5 1.7 Federal Assistance.....	5-3
5.2 Communications and Data .....	5-4
5 2.1 800 MHz Radio .....	5-4
5 2.2 Additional Radio Systems .....	5-4
5 2.3 Telephone.....	5-4
5 2.4 Mass Notification Systems.....	5-5
5 2.5 Conference Calls .....	5-5
5 2.6 Email.....	5-5
<b>6. ADMINISTRATION AND FINANCE .....</b>	<b>6-1</b>
6.1 State Mission Numbers.....	6-1
6.2 Records Preservation.....	6-1
6.3 Financial Management.....	6-1
6.4 Record of Review and Adoption .....	6-2
<b>7. TERMS AND DEFINITIONS.....</b>	<b>7-1</b>
<b>8. REFERENCES.....</b>	<b>8-1</b>

## **TABLES**

Table 1: Lead Agencies per Hazard .....	2-3
Table 2: City-wide Emergency Coordination .....	3-2
Table 3: Record of Changes .....	6-2

## **FIGURES**

Figure 1: City of Seattle EOC Structure .....	4-3
Figure 2: ESF Responsibilities .....	4-5

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# 1. INTRODUCTION

## 1.1 Purpose

The Emergency Operations Plan (EOP) is one of the plans that make up the City of Seattle's Comprehensive Emergency Management Plan (CEMP). The CEMP is a set of overarching documents that describe Seattle's overall plan in managing incidents.

The EOP is one component of the CEMP's Annex IV, Response & Emergency Support Functions. The EOP provides the foundation and connective tissue for Emergency Support Functions, the various Support Operations Plans (Alert & Warning, Evacuation, and Military), and the Incident Operations Plans (Earthquake, Winter Storm, and Pandemic).

## 1.2 Scope

The EOP describes how the City will respond to save lives, protect property, and stabilize an incident. It describes how coordination is managed among the many departments and organizations that may be involved in response so that unity of effort may be achieved.

## 1.3 Situation and Assumptions

### 1.3.1 Situation

This document addresses all hazards, including both natural and human-caused. The Seattle Hazard Identification and Vulnerability Analysis (SHIVA) identifies Seattle's hazards and examines their consequences so we can make informed decisions about how best to prepare for them. It provides information regarding potential impacts of hazards to the people, economy, and built and natural environments of the City of Seattle.

The SHIVA provides a foundation for all the City's incident planning, mitigation, and preparedness activities. The list of both natural and human-caused hazards includes: Emerging Threats, Geophysical Hazards, Biological Hazards, Intentional Hazards, Transportation and Infrastructure Hazards, and Weather and Climate Hazards.

For a detailed discussion on these conditions and hazards see Annex I - Hazards & Community Profile - SHIVA.

The City maintains a strong capability to respond to incidents. Supporting this response, the Office of Emergency Management (OEM) provides an on-call, 24/7, Duty Officer to assist responders in obtaining resources, gathering information, and facilitating the transition from normal response operations to activation of the City Emergency Operations Center (EOC). On a less frequent basis, larger scale incidents can occur. These have expanded requirements and challenges that can exceed the response capability of one department, the entirety of the City or the region and can involve large numbers of dead or injured, extensive property damage, environmental damage and economic hardship.

### 1.3.2 Assumptions

The City of Seattle CEMP Introduction contains a common set of assumptions that apply to the EOP. In addition to those, the following assumptions are specific to the EOP:

- Weather incidents that trigger coordination under this plan might occur several times a year;

- The time of year, day of the week, time of day, and weather conditions can affect the seriousness of an incident and the City’s ability to respond;
- City employees could be impacted by an incident disrupting their home and work environments;
- The City’s five 24/7 operational departments are prepared and have sufficient resources to adequately handle most commonly encountered incidents; and
- Generally, departments do not maintain caches of food, water, and supplies in sufficient quantity to support the anticipated scale of operations after a major incident has struck.

## 1.4 Authority

Authority for the EOP is found in the CEMP Introduction, Section 3.1 Authority (p. 3-1).



## 2. CONCEPT OF OPERATIONS

The City of Seattle defines an “incident” as any occurrence or event, natural or human-caused that requires action to protect life, property, and the environment. Incidents can include major disasters, emergencies, or a product of any of the City’s identified hazards. Throughout the CEMP, the term “incident” is used broadly to avoid confusion between other terms such as disaster, emergencies, or events.

The four key actions that typically occur during the response to an incident from a tactical and field response level are: Gain and Maintain Situational Awareness; Activate and Deploy Resources; Coordinate Response Actions; and Demobilize.

With respect to the EOC, the actions and activities are strategic in nature and facilitate coordination in support of field operations. The EOC focuses on information sharing, resource management, coordinating plans of action, and policy level decision-making.

The National Incident Management System and the National Response Framework provide guidance on how federal, state, and local resources will coordinate efforts during major incidents. In addition, the CEMPs for Washington State and King County describe how incident response operations will be conducted at their respective levels in coordination with local efforts.

The National Response Framework doctrine of tiered response emphasizes that response to incidents should be “managed at the lowest jurisdictional level and supported by additional capabilities when needed.” Most incidents are, in fact, managed locally and do not require deviation from normal, daily operational procedures.

### 2.1 City Strategic Goals for Response

There are seven strategic goals for the City response, they are:

- Saving and protecting the greatest number of people at risk.
- Providing for the safety of emergency responders, other City employees, and the public.
- Supporting a response that accommodates vulnerable populations, including access and functional needs.
- Saving and protecting as much vital infrastructure as possible.
- Saving and protecting as many residential, business, and industrial properties as possible.
- Restraining the spread of environmental damage.
- Minimizing human hardship and economic interruptions.

### 2.2 City Response Coordination

Coordination of response occurs at many levels but always begins in the field at the incident scene. In Citywide incidents, such as a snowstorm, where there is no single incident scene, field operations such as snow plowing, are coordinated through Dispatch Centers and Department Operations Centers. The following summaries identify the various levels of coordination, which includes field response.

## 2.2.1 Lead Agency

For each identified incident, there is a department or agency that is designated as the logical lead to direct incident operations. The department or agency identified will direct the city field response operations in accordance with their continuity of operations plan, emergency response plans, and hazard response plans. The lead agency is also responsible for the development and maintenance of any hazard specific plans associated with their hazard that are developed for the CEMP.

When there is advance notice given involving their hazard (e.g., a forecasted snowstorm), the lead agency is also responsible for the following activities prior to the activation of the EOC:

- Coordination of any actions or operations between or among City departments with support from the Seattle OEM Staff Duty Officer; and
- Managing public information when PIO's from multiple departments are involved in an incident.

During EOC activations, the lead agency:

- Provides subject matter expertise to key EOC functions such as the Operations Section, Policy Group/EEB, and the Joint Information Center (JIC);
- Provides guidance on the development of overall incident objectives to the EOC Director;
- Approves the release of all public information statements issued by the JIC; and
- Provides status and needs in EOC Directors Briefings during the activation.

In complex incidents involving an incident with multiple threats and hazards, the focus may shift as the emergency unfolds. In those situations, the lead assignment will transition to the appropriate responding partner and/or the establishment of a Unified Command will be considered. If transition cannot be agreed upon, the EOC Director or Staff Duty Officer (depending on whether the EOC is activated or not) may gather key stakeholders to collaboratively determine the need and process for transitioning agency responsibilities.

Table 1 table identifies the lead agency for each of the City's hazards based on the SHIVA.

**Table 1: Lead Agencies per Hazard**

<u>Incident</u>	<u>DEPARTMENT / AGENCY</u>
<b><u>Geophysical</u></b>	
1. Earthquakes	Seattle Fire Department
2. Landslides	Seattle Public Utilities
3. Volcanic Hazards	Seattle Department of Transportation
4. Tsunamis and Seiches	Seattle Fire Department
<b><u>Biological</u></b>	
5. Disease	Public Health – Seattle and King County
<b><u>Intentional Hazards</u></b>	
6. Social Unrest	Seattle Police Department
7. Terrorism	Seattle Police Department
8. Active Shooter Incidents	Seattle Police Department
<b><u>Transportation and Infrastructure Hazards</u></b>	
9. Transportation Incidents	Seattle Department of Transportation*
10. Fires	Seattle Fire Department
11. Hazardous Material Incidents	Seattle Fire Department
12. Infrastructure Failure	Multiple are identified depending on the type of failure: <ul style="list-style-type: none"> <li>• Seattle Information Technology-Most impact is computer or technology related infrastructure</li> <li>• Seattle Public Utilities-Most impact is to water or wastewater or related infrastructure</li> <li>• Seattle Department of Transportation-Most impact is to roadways and bridges related infrastructure</li> <li>• Seattle City Light-Most impact is to power outages or involves impacts to electrical utility infrastructure</li> </ul>
13. Power Outages	Seattle City Light
<b><u>Weather and Climate Hazard</u></b>	
14. Excessive Heat	Public Health – Seattle and King County
15. Flooding	Seattle Public Utilities
16. Snow and Ice	Seattle Department of Transportation
17. Water Shortages	Seattle Public Utilities
18. Windstorms	Seattle City Light
*For transportation incidents where no other hazards take precedent (Hazardous Materials, Mass Casualty Incident, etc.).	

## 2.2.2 Incident Command

The City uses the Incident Command System (ICS) to manage and coordinate the incident response.

The first responder to arrive on the scene of an emergency is in command. As other departments respond, overlapping responsibilities and authorities have the potential to interfere with the effectiveness of the response. To overcome this, departments and agencies with functional, jurisdictional or statutory responsibility for incident response have options for managing the emergency:

- An agency or department may establish Incident Command with all other responders reporting to the Operations Section Chief and/or other sections within the General Staff;
- Establish a Unified Command; or
- Each incident command is responsible for command and control over all tactical operations at the incident scene.

## 2.2.3 Unified Command

In Seattle, Unified Command is generally the preferred approach because it supports the establishment of common objectives, strategies and tactics without any organization abdicating authority, responsibility or accountability.

In Unified Command, the participating departments or agencies designate an Operations Section Chief who has authority over incident operations. The appointment of Deputy Operations Section Chiefs may be used to ensure adequate and effective representation.

## 2.2.4 Area Command

When multiple incident commands/unified commands are established, one or more Area Commands may be created to better coordinate operations and improve resource support.

Area Commands are rarely used in Seattle. During a response to a major incident, all qualified personnel who could be assigned to operate an Area Command may already be assigned to an Incident Command, a Department Operation Center (DOC), the EOC or some other duty.

One (or more) All Hazards Incident Management Team (AHIMT) may be needed to augment staffing at incident commands, areas commands, department operating centers and the EOC.

### 2.2.4.1 Area Command – Healthcare

Public Health - Seattle and King County provide services to the entire county. During an incident, it coordinates and supports the health, medical, and mortuary response. To accomplish this, Public Health may activate the Health and Medical Area Command (HMAC). HMAC works closely with the Northwest Healthcare Response Network (NWHRN) and staffs the Multiagency Coordinating Group, which is led by the Local Health Officer.

The Multiagency Coordinating Group provides policy direction in support of HMAC operations and is composed of:

- King County Local Health Officer: The Local Health Officer has unique authority and responsibilities which are always in effect and do not require an emergency proclamation or approval by local jurisdictions. Some examples are activating the regional medical surge strategy, prioritizing and rationing of medical resources or implementing isolation and quarantine orders.

- King County Medical Examiner: The King County Medical Examiner also has county-wide duties and has unique authority and responsibilities which are always in effect and do not require an emergency proclamation or approval by local jurisdictions.
- Emergency Medical Services Medical Directors for King County and City of Seattle: The EMS Medical Directors represent all advanced life support, basic life support, private ambulance, and air ambulance agencies in the county.
- NWHRN Executive Response Committee: The Executive Response Committee has members which represent healthcare provider organizations in the county such as long term care facilities, pharmacies, medical product suppliers, skilled care nursing homes, hospitals, kidney dialysis, blood products, behavioral health, and other medical professionals. The Executive Response Committee members represent organizations which fall within their healthcare function. Their participation leverages the expertise of medical and executive leaders from across the continuum of healthcare in King County and Pierce County.
- NWHRN Disaster Clinical Advisory Committee (DCAC): Provides guidance to the Healthcare Executive Response Committee (HERC) and the Multiagency Coordinating Group. The DCAC is comprised of specialists in areas relevant to clinical management during all types of disasters. The HERC is comprised of designated executive representatives from NWHRN healthcare member organizations and local public health departments.

### **2.2.5 Dispatch Centers**

Most incidents do not require activation of the EOC or a DOC. Daily, Dispatch Centers activate resources and coordinate the response to short duration, limited incidents. For example, a light accumulation of snowfall over the entire city, late at night, might be best addressed using on-duty resources coordinated through department Dispatch Centers.

The following departments maintain a 24/7 dispatch center, control center or on-call duty officer: Seattle Police Department; Seattle Fire Department; Seattle Public Utilities; Seattle Department of Transportation; Seattle City Light; Department of Parks and Recreation; Seattle Department of Construction and Inspections, and Public Health - Seattle and King County.

During a major incident, Dispatch Centers can become overloaded with calls for service, coordinating the initial response effort and making notifications. In these situations, departments may choose to activate their DOC and/or request activation of the EOC.

### **2.2.6 Department Operations Centers**

A DOC enhances, above that of a dispatch center, the ability of a department to coordinate and support the response to an incident. A DOC can also assist in sustaining routine services in areas of the City unaffected by the incident.

DOCs can coordinate directly with each other as needed and with their department's representative in the EOC. Each department determines how their DOC will operate depending on operational need. The following City departments have established a DOC: Seattle Police Department – Seattle Police Operations Center (SPOC); Seattle Fire Department – Resource Management Center (RMC); Seattle Public Utilities – Operations Resource Center (ORC); Seattle Department of Transportation - Transportation Operations Center (TOC); Seattle Department of Construction and Inspections – Department Operations Center; Seattle City Light – Department Operations Center; Seattle Information

Technology – Information Technology Operations Center (ITOC); and Department of Parks and Recreation – Department Operations Center.

### **2.2.7 City Emergency Operations Center**

The mission of the City EOC is to minimize the impact of incidents on the community through coordinated planning, information sharing, resource management, and make policy decisions. The EOC does not command tactical operations in the field.

## **2.3 Relationship Between Field Operations and EOC**

The EOC does not direct field operations; rather it provides support to field operations in the form of resources, policy direction, and providing situational awareness. The EOC also supports incident commanders and operations in the field through the development of interagency or intergovernmental plans of action. Through consequence management, the EOC can develop citywide or regional strategies that, in turn, support field operations.

In normal response operations, the EOC does not communicate directly with field response units. Instead, field units communicate directly with their department or agency through established procedures or standard operating guidelines. Field communication may be to a DOC, dispatch centers, or an agency representative who in turn communicates with the appropriate EOC Department Representatives.

## **2.4 Pre-Incident Coordination**

### **2.4.1 Role of OEM Staff Duty Officer**

The OEM Staff Duty Officer (SDO) serves as the point of contact for activation of the City's EOC. The SDO monitors incidents, disseminates information, acts as an emergency management liaison to incident commanders, assists responders with locating resources and processes any request to activate the Seattle EOC.

The OEM SDO is also responsible for the dissemination of any event/incident information prior to activation of the Seattle EOC. This is typically done through the Seattle EOC email account which is actively monitored by the SDO.

### **2.4.2 Pre-Incident Planning**

OEM provides support for the development of plans supporting incidents. Support can take the form of direct support in the form of EOC Operations, assistance with incident planning, coordination of information with stakeholder groups, and facilitation of resource support or policy decisions.

### **2.4.3 Key Contact Lists**

OEM also maintains two contact lists: the EOC Department Representative List and the Line of Succession List. The EOC Department Representative List is maintained by the OEM Operations Coordinator and is updated twice a year and identifies EOC responders for City departments along with points of contact for coordinating whenever the EOC is not activated. The Line of Succession List is maintained by the Executive Assistant and is updated monthly. This list identifies department leadership including those who may be asked to support any Mayoral policy-level decision making.

#### **2.4.4 Pre-Activation Coordination**

In cases where time permits, OEM will typically convene key partners to assess the situation. A pre-incident meeting involves:

- Collecting and analyzing information relative to the situation including actions already taken by stakeholders;
- Developing or drafting pre-incident guidance to City Departments and the community; Determining what actions need to be taken by specific agencies and if the EOC needs to be activated;
- In the event the EOC is not activated, developing activation triggers specific to the anticipated incident;
- Assessing the need for communications and public information and determine what issues may require the attention of the Mayor's Office; and
- Reviewing of possible incident objectives that would be used in a Consolidated Action Plan (CAP) in the event the EOC is activated.

This activity may be conducted through a conference call or meeting.

## 3. CITY EMERGENCY OPERATIONS CENTER

The City EOC is built to exceed by 50% the maximum building code standard for critical facilities. It has redundant communication systems, emergency power generators, 60 workstations in the main operations area, and six breakout rooms with additional workstations. There is also a dedicated communications room, a Mayor's Policy Room, a JIC, and a Media Briefing Room. The Seattle OEM also maintains an electronic information sharing and management program, called WebEOC, which can be accessed via any internet connection.

### 3.1 Authority to Activate the EOC

Any department director or incident commander may request activation when they see a need to develop plans of action, coordinate resources, gather information, manage consequences, or seek assistance in resolving policy issues that exceed or exhaust their department's normal operational capability, inclusive of mutual assistance from other departments. The Director of the OEM, in consultation with the Mayor or his/her designee, authorizes the activation of the EOC. The OEM Director may use AlertSeattle, phone lists, text, or satellite phone to communicate with the Mayor and the Mayor's staff.

Factors to consider when determining if EOC activation is needed, and to what level, are:

- The nature, scale, and severity of the hazard and immediate known or possible impacts (which may include secondary risks or impacts).
- The potential for the hazard and/or secondary impacts to increase.
- The degree and extent of support needed to achieve response and/or recovery objectives.
- The time of day and day of the week.
- The amount of media or public attention garnered by the incident.
- The benefit achieved by coordinating departmental operations from a centralized location.
- Other unrelated incidents underway or planned events scheduled.

### 3.2 EOC Activation Process

The OEM SDO serves as the single point of contact for any request to activate the City's Emergency Operation Center. The OEM SDO:

- Receives notification for any request to activate the EOC.
- Consults with the OEM Director, Deputy Director, or designee on activation and departments/agencies who should respond.
- Performs initial notifications to appropriate personnel to respond to the EOC.
- Tracks any issues, problems, or potential EOC requests until the EOC is activated.

The OEM Director is also the Director of the EOC when it is activated and is responsible for:

- Authorizing, in consultation with the Mayor, the activation of the EOC.
- Coordinating the citywide strategic response.
- Providing advice to the Mayor on emergency management related matters.
- Facilitating the Mayor's Emergency Executive Board meetings.
- Coordinating the identification and resolution of policy issues related to the incident.



- Resolving conflicts over jurisdiction and authority.
- Supervising the development or termination of Emergency Proclamations and any associated Executive Orders.
- Acting as the City representative and point of contract with other emergency management agencies in the region and the state.
- Designating alternate EOC Directors and appointing EOC General Staff Section Chiefs and Branch Directors.
- Approving Mutual Aid requests.
- Coordinating the review and signing of any Delegations of Authority.
- Acting as a representative of the City EOC at press conference and media interviews.

### 3.3 Modes of City-wide Emergency Coordination

City-wide coordination is provided in a way to quickly summarize and communicate the consequences from an incident or emergency. Coordination for an incident or emergency often begins with the 24-hour SDO or can immediately necessitate staff response and actions through the activation of the EOC. The SDO may use AlertSeattle, phone lists, text, or satellite phone to communicate with Department Directors and Department Representatives.

**Table 2: City-wide Emergency Coordination**

City-wide Emergency Coordination	
Status	Description
SDO Monitors & Coordinates Actions	City in a “steady-state”. Departments conduct their normal business operations and any incident or emergency response utilizing their resources. Department dispatch/call centers and emergency management coordinators for key operational departments maintain communication and response status.  SDO maintains contact and communication with response departments and will monitor events of significance. Departments and/or outside jurisdictions with information or needing assistance coordinate through the SDO. When incidents of significance occur, the SDO coordinates information and actions. The SDO activates the EOC when directed.
EOC Activates	An incident in which the complexity, size, severity, or political implications require face-to-face coordination between departments or stakeholders. Coordination involves managing the consequences from the incident and can include any of the following resources, plans of action, information (including information released to the public), or policy decisions.

### 3.4 Purpose of the EOC

#### 3.4.1 Gain and Maintain Situational Awareness

At the start of any response, there are five fundamental questions that all responders must ask:

- What has happened? (assessment)
- What are the current and potential impacts to people, infrastructure, systems, and services? (impacts)
- What protective measures have been taken? (warnings, evacuations, shelter in place, etc.)
- What types of people are being impacted? (vulnerable populations, tourists, etc.)
- What response operations are underway or anticipated? (operations)

From this information, a Common Operating Picture is developed. This is not a static picture; during an incident, information is constantly changing or being added. For example: information provided by subject matter experts can fundamentally alter what is understood about an incident and its impacts. With this mind, the Common Operating Picture is refined and adjusted on a continual basis to provide the greatest level of accuracy.

Crucial to building and sustaining an effective Common Operating Picture is the sharing of information widely throughout the region. Sharing information about an incident provides another way to verify and correct what is known. It also supports unity of effort by helping to establish a common view of the incident; responders cannot coordinate effectively if they each hold different opinions of what has happened and its impacts.

Individual departments may collect information that is then shared with the appropriate EOC department representative. That information is then placed into WebEOC. In cases where information is not added to WebEOC, the information may be provided directly to the EOC Situation Unit who is ultimately tasked with collection, analysis, and dissemination of information involving the City's Common Operating Picture during activations.

### **3.4.1.1 Common Operating Picture – Assessments**

An assessment of what has happened can take many forms depending on the nature of the incident. Daily, responders utilize their training and experience to rapidly assess incidents they respond to (so called "routine" emergencies). In contrast, during the response to a major incident this may be more difficult, the initial assessment will likely be incomplete due to initial conditions present; communication systems may be inoperable or overloaded, responders may not be able to access the most heavily impacted areas or pressing life safety issues may limit how much time responders can devote to conducting a detailed assessment.

To assist all responders, a standing Essential Element of Information (EEI) Strategy is available that defines what information, or categories of information, each department should collect and report during the response to a major incident.

Until the EOC is activated, departments share summaries of their assessments with each other by the most effective and expeditious means available. Once the EOC is activated, department assessments, as well as assessments provided by other jurisdictions, are consolidated into various situation reports which are disseminated widely. Further, more specialized assessments, evaluations and inspections will be conducted as response transitions to recovery.

The Damage Assessment Unit in the Planning Section is responsible for the damage assessment reporting as part of the common operating picture. The unit facilitates the collection and organization of incident damage information and ensures the data is recorded, analyzed/vetted, reported, displayed, and disseminated to EOC staff and partners.

It is recognized that in a catastrophic incident, even conducting assessments may not be possible until sufficient resources can be mobilized and brought to the incident scene.

Businesses, following business continuity plans, conduct assessments of their staff, buildings, vehicles, inventory and suppliers. During EOC activations, the Office of Economic Development may arrange for business representatives to be present in the EOC to assist with the collection of this information. Additional partners could be incorporated once the recovery process is initiated under Essential Support Function (ESF) 14.

Concurrent with the initial government and private sector response, the general public will take action as well. Members of the community who have received incident training could be expected to: check on themselves, their family and neighborhood; provide first aid; extinguish fires; control utilities; and conduct light search and rescue in their homes and neighborhoods.

In addition, neighborhoods can coordinate and support each other through local community emergency hubs. Hubs are locations pre-identified places where people can go to share information or help one another until ordinary city services are restored.

Individuals and groups are also likely to use social media sites to share information, contribute to common maps, and organize local solutions to problems.

### **3.4.1.2 Common Operating Picture – Impacts**

Each department is responsible for determining, within their area of responsibility, what the impacts are to the community and their ability to continue to provide services. For example, through an assessment, a department may determine that one of its buildings has been evacuated. By itself, this information does not paint a complete picture; what services were provided by units housed within the evacuated building; or are there specialized resources that are now inaccessible. Some other examples are:

- Seattle City Light can quickly estimate the number of customers affected by a power outage.
- The Seattle Fire Department has a thorough understanding of the businesses located within a Battalion or Company area of operation.
- Seattle Public Utilities can determine what areas of the City will be affected by a major break in a water pipeline.

This information is shared with the EOC Situation Unit who is responsible for consolidating information into a single common operating picture.

### **3.4.1.3 Common Operating Picture - Operations**

In a major incident, the sharing of what operations are currently underway or anticipated is vital for several reasons:

- It promotes unity of effort and prevents conflicts between various operations.
- It contributes to a safer response.
- Since no commander or supervisor can have a complete understanding of all the impacts, sharing operational information facilitates a way for everyone to gain a better picture of the situation.
- At minimum, information should be shared with the department responsible for leading the tactical response in the field. For example:
  - For incidents defined as natural disasters or accidents involving injuries, departments coordinate information with the Seattle Fire Department Deputy One or alternate - assisted by the Fire Alarm Center and the Resource Management Center (RMC).

- For incidents caused by deliberate criminal act, or threats of, departments coordinate information with the Seattle Police Department Duty Commander — assisted by the Seattle Police Dispatch Center and the Seattle Police Operations Center (SPOC).

Common sense prevails in this process. Given the large number of potential, and at times overlapping, incident scenarios and missions, it is impossible and unwise to develop a rigid doctrine. Instead, a best practices approach is called for with all departments acknowledging the benefit of sharing as much information between responders as appropriate or possible.

Once the EOC is activated, information sharing about operations will continue between departments while also sharing with the EOC.

#### **3.4.1.4 Methods of Information Sharing**

During a complex incident, the amount of information available has the potential to overwhelm any information management process or system. To address this, face-to-face contact between representatives assigned to the EOC is promoted in training and during activations as the most effective means for maintaining situational awareness, common operating picture and problem solving.

Some examples of information sharing include:

- The EOC Director regularly briefs the entire EOC staff on the situation.
- The EOC Operation Section conducts “stand up” meetings with EOC Branch Directors to coordinate actions and information several times during the operational period.
- The EOC Planning Section Chief facilitates planning meetings, as part of the EOC CAP planning cycle where information is shared.
- EOC Department Representatives meet throughout the operational period as needed.

#### **3.4.1.5 Information Sources**

Departments and EOC Department Representatives collect, analyze and forward information, intelligence, assessments, impact reports, plans and operational information within their area of operation and responsibility to appropriate sections in the EOC. In addition, the EOC personnel rely on a wide variety of other information sources. Some examples include: Department of Transportation traffic cameras; City Light outage management system; internet sites; National Weather Service; Washington State Fusion Center; United States Coast Guard; emergency management organizations; WATrac Healthcare Information System; National Shelter System; broadcast; and social media.

#### **3.4.1.6 Essential Elements of Information**

The Essential Elements of Information (EEI) is a strategy that defines what information is needed from each department when the EOC is activated. The EEI serves as a “pump primer” to ensure the EOC has a way to gather the most pertinent information from every department, depending on the incident at hand. The EEI is a guide to help with the information that is critical to collect and departments are encouraged to adapt as needed to meet the intent of the EEI and the needs of the response and recovery.

- The EOC Planning Section Chief is responsible for coordinating the update of the EEI every operational period to match current conditions and operation need.
- A standing EEI is available for use during the initial phase of the response.
- Custom EEIs have been developed for Earthquakes and Snowstorms.

### **3.4.1.7 EOC Reports**

The EOC Planning Section produces three reports when the EOC is activated:

- Incident Snapshot (ISNAP): an initial report that is generated at the beginning of the response to assist in the regional situational awareness during major incidents;
- Snapshot Report: short, concise updates issued regularly throughout the operational period that describe what has changed since the previous report. This report is sent to all email distribution groups maintained by OEM; and
- Situation Report: a comprehensive report, generally issued every six to twelve hours, intended to convey the current common operating picture and resource needs. This report is sent to all email distribution groups maintained by OEM and specifically with King County and the State of Washington.

The intent is to distribute these reports to as many individuals and organizations as practical or needed.

If email and other communication systems are inoperative, EOC Department Representatives are responsible for distributing these reports.

### **3.4.1.8 City WebEOC**

WebEOC is an information management software used in the EOC to document information about the incident and actions taken during the response. WebEOC can be accessed over the internet by any representative or partner that has been granted permission.

Departments order resources by using a resource order form located within WebEOC. Policy decisions are also posted in WebEOC. The JIC also posts public information messaging and interactions.

During the initial response, an Incident is created within WebEOC. Under this Incident, information is divided into two areas, see descriptions below.

#### **3.4.1.8.1 Base and Sub Incidents**

Base Incidents and Sub-Incidents are intended to provide an intuitive way to determine how to store and retrieve information within WebEOC.

Base Incident - All general information updates about the incident which apply to the entire incident are posted in the Base Incident.

Sub-Incident - There can be several Sub-Incidents covering areas of operation or function related to the Base Incident. For example, a Sub-Incident could be created for a Family Assistance Center that has been established by Public Health -all information related to the center is posted under that Sub-Incident.

#### **3.4.1.8.2 Other Available WebEOC Systems**

The State of Washington and Pierce County each operate their own version of WebEOC. The OEM staff can access the State WebEOC account. Both jurisdictions can host a version of the Seattle WebEOC, accessible by internet, in the event the City WebEOC becomes inoperable.

### **3.4.1.9 Mapping**

The City has a significant mapping capability based on the Graphic Information System (GIS) which, during an activation of the EOC, is used to support emergency operations. Mapping in the EOC is coordinated through the EOC Planning Section.

- Seattle Information Technology GIS team coordinates City wide mapping during all phases of emergency management.
- Departments provide copies of any map they create during the incident.
- Social Media maps will be considered UNCONFIRMED and must be verified by the EOC Planning Section Situation Unit before they can be authorized for use by responders.
- Maps for public information purposes must be reviewed by the JIC Supervisor and the EOC Planning Section Chief prior to public release to ensure the accuracy of the information.

City departments are jointly responsible for verifying the accuracy of maps that define hazards (within their area of responsibility) areas such as; buildings at risk of collapse, current and future locations of plumes, security perimeters, patterns of disease, and location of fires.

### **3.4.2 Develop Plans of Action**

A key function of the EOC is to provide the means for departments and EOC Department Representatives to develop specific response strategies for the incident. Department decision makers who serve as EOC department representatives collaboratively assess, problem solve and develop strategic responses that integrate needs, considerations, and capabilities from across all City departments, government and non-government stakeholders.

The EOC ensures an integrated and coordinated response among various city departments, government agencies, private sector, private non-profits, etc. that are providing assistance during an incident.

### **3.4.3 Activate and Deploy Resources**

Even though the initial assessment will be incomplete following a major incident, response operations will commence as soon as possible. In those major incidents where the impacts are severe and widespread, and resources in short supply, the response to some individual incidents may be significantly delayed.

Regardless of the type of incident or its size, responders at all levels must balance available resources against the needs of the incident. Priorities for response provide guidance to responders when deciding which resources to activate and where to deploy them. Strategic goals provide further guidance to assist responders at all levels, especially in the EOC, in developing a comprehensive plan for response and recovery.

#### **3.4.3.1 Mobilization**

City staff and resources that are on-duty and available are deployed first. The Seattle Fire Department, Seattle Police Department, Seattle Public Utilities, Seattle City Light, Seattle Department of Transportation, and Public Health Seattle and King County play a significant role in the initial response to incidents involving injuries and/or property damage.

Concurrent with these initial efforts is the recall of off-duty personnel and activation of DOCs.

Departments have procedures in place to recall personnel during emergencies. Depending on the type and scale of the incident, recalled personnel could be significantly delayed in reporting for duty. During a major incident, the level of preparedness at home may affect how quickly a responder can report for duty.

### **3.4.3.2 Mutual Aid**

During the earliest phases of the response, City departments, via their dispatch centers, may request assistance directly from agencies in neighboring jurisdictions or districts utilizing existing mutual aid agreements or other regional agreements. All mutual aid requests are coordinated through the EOC once it is activated. Depending on the type of incident, mutual aid requests may also be coordinated through OEM when the EOC is not activated.

### **3.4.4 Public Information**

On a daily basis, City departments manage public information through designated communications personnel or Public Information Officers (PIO). Routine coordination of messaging is done at the department level and through the Mayor's Office Director of Communication. For no-notice, daily incidents with limited impacts, several City departments have the capability to initiate public messaging within minutes, or during non-business hours, within a short period of time using on-call PIOs.

When an incident occurs, emergency messaging serves to keep the public informed on a number of levels, i.e., what is happening, response actions by the City, hazards and appropriate protective actions to take, status updates as the incident unfolds, how to seek further assistance, and other pertinent information as needed.

For larger incidents, such as an earthquake, department PIOs come together as a coordinated team in the City's JIC located in the EOC. The JIC carries out all aspects of emergency messaging. The Mayor's Director of Communication is responsible for managing and staffing the City's JIC. More information regarding the role of JIC during response to an incident may be found in the ESF 15 document.

When the EOC is activated, all public messaging by City departments and by Incident Commanders in the field are coordinated through the JIC creating one central point of citywide messaging. To ensure close coordination between operations and public messaging, a representative of the JIC participates in all EOC briefings and planning meetings. In addition, the EOC Planning Section Chief and the JIC Supervisor jointly review all EOC Situation and Snapshot reports and press releases before they are published to ensure consistency and accuracy between public messaging and operations. The EOC Director reviews and approves all reports and press releases prior to release.

#### **3.4.4.1 Joint Information System**

JICs throughout the region coordinate messaging to prevent conflicting messages from being released, share information and ensure messaging supports response and recovery operations. This coordination is referred to as a Joint Information System (JIS). JIS activity is coordinated through the King County Emergency Coordination Center.

Health and Medical Area Command (HMAC) operates a JIC for coordinating healthcare related public messaging. The Public Health JIC is part of the regional JIS.

### **3.4.5 Development of the EOC Consolidated Action Plan**

The EOC CAP is the document that defines the strategies as well as the objectives and missions that will need to be accomplished to meet that strategy. The EOC Advanced Planning Unit is responsible for capturing and documenting the CAP. However, the development of the CAP is very much a collaborative process involving most, if not all, stakeholders in the EOC.



### 3.4.5.1 Initial Incident Phase

The initial incident phase identifies the planning related actions that guide the EOC operations during the first 1-2 hours of an event. This includes actions related to notification of partners and responders that the EOC is activated.

Objectives during this initial phase will come from one of the following sources:

- Use of incident specific objectives. In cases where enough notice has been given that the EOC may be needed in support of an actual or anticipated event, OEM, in conjunction with key EOC Department Representatives, may draft an initial CAP that will be used during the first activation period. Examples include parades or other planned events when EOC coordination is needed.
- Use of hazard specific objectives. For some hazards (such as winter storms or earthquake) initial activation objectives have been drafted and are included in hazard specific CEMP.
- Use of EOC standing objectives. EOC standing objectives, described in Section 3.4.6, are used for no notice events where pre-developed objectives have not been developed.

Regardless of the incident, one of the first activities that will take place will be to conduct an initial assessment to gather information about the situation. This initial assessment, along with the EOC objectives, is what will drive EOC operations during the initial hours of activation.

### 3.4.5.2 Managed Phase of the Operational Period

During the first and subsequent operational periods:

- Resources, plans of action, and information are coordinated and EOC department representatives work to solve issues and problems.
- Objectives are set for the next operational period. Section chiefs, key branch representatives, and the planning section collaborate to establish Operational Period Objectives. The objectives are then approved by the EOC Director.
- The planning section then coordinates the development of strategies, missions, and tasks meeting the strategic objectives with branch representatives.
- The planning meeting reviews, deconflicts, and finalizes the CAP with key branch and department leads as well as the JIC Supervisor.

## 3.4.6 Standing EOC Objectives

City objectives contribute to effective response coordination. Working as a team, the OEM Director, OEM staff, EOC Department Representatives, and EOC volunteers, develop a common set of strategic City objectives that guide EOC personnel in their actions during activations. City objectives are updated each operational period (typically 12 to 24 hours) or as needed depending on the incident.

For those incidents that occur without notice, standing EOC objectives can be used until there is sufficient time to develop custom objectives. Section 3.4.6.1 - 3.4.6.5 serve as the EOC initial objectives for a no-notice activation.

### 3.4.6.1 Develop and maintain situation awareness

- Collect, organize, and analyze damage assessments from departments and other partners.
- Publish an Essential Elements of Information strategy for each operational period or as directed.
- Issue Situation and Snapshot Reports on a regular and frequent basis.
- Arrange for subject matter experts to conduct specialized analysis.
- Coordinate mapping.



- Rapidly incorporate information from social media.

#### **3.4.6.2 *Develop and execute a Citywide strategy for response and recovery***

- Establish and maintain the EOC CAP planning cycle.
- Publish a City CAP each operational period or as directed.
- Ensure Incident Command/Unified Command is in place depending on the scope of the incident.
- Define and address known impacts to vulnerable populations.
- Hold EOC Director and Operations Section Chief briefings frequently during each operational period.
- Ensure areas of operation and responsibility are clearly defined at all levels.
- Provide logistical support to operations.
- Support restoration of critical services such as utilities and healthcare.
- Conduct advanced planning.
- Designate the department(s) responsible for staffing and operating local points of distribution, city staging areas, camps, bases, heli-bases, donation centers, and other facilities/functions.

#### **3.4.6.3 *Coordinate communication between City departments, external agencies, and community***

- Establish and maintain communications with all partners.
- Support Auxiliary Communication Service.
- Participate in local and regional conference calls.
- Establish a JIC.
- Participate in the regional Joint Information System.

#### **3.4.6.4 *Promote unity of effort with City departments and external agencies***

- With participation from all EOC Department Representatives, develop one City strategy.
- Leverage all available City resources, as needed, based on City goals, priorities, and strategy.
- Include vulnerable population impacts, and how to address them, in Director briefing agenda.
- Advocate for and support a regional approach to addressing the needs of vulnerable populations and for restoring essential services such as public transportation, mass care and healthcare.
- Assign Zone 5 (Seattle) Representatives to the King County Emergency Coordination Center.
- Coordinate requests for assistance from the City to regional, state, and federal partners.
- Wherever possible, provide support to neighboring jurisdictions.

#### **3.4.6.5 *Address impacts to the community in a comprehensive manner***

- Utilize advanced planning to identify challenges and opportunities as early as possible.
- Initiate recovery operations as soon as possible.
- Closely coordinate impact analysis and planning with regional partners.

### **3.4.7 *Special Coordination Issues***

#### **3.4.7.1 *Support Facilities***

In general, one or more departments with the least involvement in the response may be tasked with the responsibility for coordinating and managing the operation of city staging areas, points of distribution, donation centers, camps, bases, shelters, and other functions or services until assistance can arrive from

outside the City. Seattle Department of Human Resources (SDHR) will assist with employee reassignments to support these and other missions.

### 3.4.7.2 *Catastrophic Conditions*

It is understood, for those incidents that cause a catastrophic level of impact, responders will face extreme challenges. City resources are finite in number, as the extent and severity of impacts increase, the need for more outside assistance increases as well. A catastrophic incident is inherently regional, and in rare cases national or global in scope.

- The response to a catastrophic incident builds on the fundamentals outlined above and relies on the ability of responders to adapt quickly as needed to meet the conditions present.
- Regional plans that address catastrophic level of impacts have been developed by jurisdictions in the Puget Sound region.
- City Priorities for Response and Goals for Response, along with plans, provide essential guidance to responders operating under catastrophic conditions where communication with commanders may not be possible for an extended period.
- Each essential department is prepared to operate independently when necessary.
- Each essential department's critical roles are staffed at least three deep so there will be sufficient number of trained individuals available for duty.
- Critical facilities and functions have redundancies to ensure continuity.
- EOC Alternate locations are identified and a contingency plan for relocating has been written.
- At minimum, the City endeavors to maintain continuity of government and authority over the response, even under the most trying of conditions.

### 3.4.8 *Demobilization*

When resources are no longer needed, they must be quickly demobilized. Just as it is difficult to effectively manage the surge of resources that arrive after an incident, it is equally challenging to efficiently identify and out-process the many resources assigned to the incident. Some resources, such as Urban Search and Rescue teams are experienced at completing the many steps needed to disengage from the response and return to their home base, while other resources will require an extensive amount of time and energy to demobilize.

Depending on the resource involved, standard procedures for demobilizing field resources or existing department policies and procedures are followed. The EOC Planning Section Chief, through the Demobilization Unit leader, coordinates citywide demobilization issues through City departments.

Each department is responsible for all documentation related to their response activities.

Though the EOC may be demobilizing, the City recovery process can begin as soon as an incident has stabilized. This could occur prior to the EOC demobilization or during a larger transition to recovery where the EOC has updated priorities to support recovery related objectives. The City leverages ESF 14 – Transition to Recovery as bridge guidance to the larger recovery processes outlined in the Disaster Recovery Framework. Further details on the City recovery process can be found in Annex IV – Response & Emergency Support Functions (ESF 14 – Transition to Recovery) and in Annex V – Recovery (Disaster Recovery Framework).

## 4. DIRECTION AND CONTROL

### 4.1 Mayor

The primary responsibility for maintaining “the peace and order” in the City of Seattle is vested in the Mayor by the City Charter.

The Council President is authorized to act as Mayor in the Mayor’s absence from the City, or in the event of the Mayor’s incapacitation (See Article V, Section 9 of The City Charter).

Should the Council President, while serving as Acting Mayor, have an occasion to be absent from the City or be otherwise incapacitated, the Council President Pro-Tem would be next in the line of succession to be Acting Mayor.

### 4.2 Emergency Executive Board (EEB)

The EEB, composed of department Directors and Mayor’s Office senior staff, advises the Mayor on policy issues, takes steps to improve coordination between departments, modifies response priorities, and supports resource allocation. Board meetings are chaired by the Mayor or his designee and are facilitated by the EOC Director.

- The EEB is convened when needed.
- The EOC Operations Section Chief is responsible for ensuring all policy decisions are communicated to all EOC Department Representatives in the EOC and regional partners.

#### 4.2.1 EEB Emergency Policy Review and Development

An incident may pose unique challenges that require changes to existing City policies, the creation of entirely new policies, or otherwise require a problem to be decided by the Mayor.

To support an expeditious resolution, an EOC Department Representative who has identified a possible policy issue is responsible for:

- Coordinating resolution of the policy issue with other EOC Department Representatives and the Operations Section Chief in the EOC.
- If unable to resolve, completing the EOC proposed policy form which requires a detailed description of the issue, multiple options for resolution, and a recommended option for approval.
- The EOC Director reviews each request to determine if it should be forwarded to the Mayor.
- The Mayor, assisted by the EOC Director, may resolve the issue immediately, return it to the Director for resolution or convene the EEB.

### 4.3 Emergency Proclamation and Orders

Should a situation be serious enough, the Mayor may proclaim a “Civil Emergency.” Under the proclamation of emergency, the Mayor may proclaim one or more of the following orders which, in summary, can:

- Impose a curfew.
- Require any or all businesses to close.
- Require closure of businesses that sell alcoholic beverages or restrict sale of alcoholic beverages.

- Stop the sale, distribution or giving away of gasoline or other flammable liquid or combustible products.
- Close business establishments where firearms and/or ammunition are sold or dispensed.
- Close public places.
- Prohibit the carrying or possession of a firearm or any instrument capable of causing bodily harm.
- Request federal and/or state assistance to combat such civil emergency.
- Establish economic controls.
- Direct the use of public and private health, medical and convalescent facilities and equipment.
- Shut off, restore and operate utility services in accordance with priorities established for combating the civil emergency.
- Provide for the evacuation and reception of the population of the City or any part thereof.
- Other such orders as are imminently necessary for the protection of life and property.

The City Attorney's Office is responsible for providing legal advice to the Mayor, the City Council, and EOC Director in this area. It also assists with drafting the Emergency Proclamation and associated Orders to evoke Emergency Powers.

An emergency proclamation and any orders signed by the Mayor shall be filed immediately after issuance of the proclamation, or as soon as practical, with the City Clerk for presentation to the City Council for ratification and confirmation, modification, or rejection.

The Council may, by resolution, modify or reject the proclamation and if rejected, it shall be void. If the Council modifies or rejects the proclamation, said modification or rejection shall be prospective only, and shall not affect any actions taken prior to the modification or rejection of the proclamation.

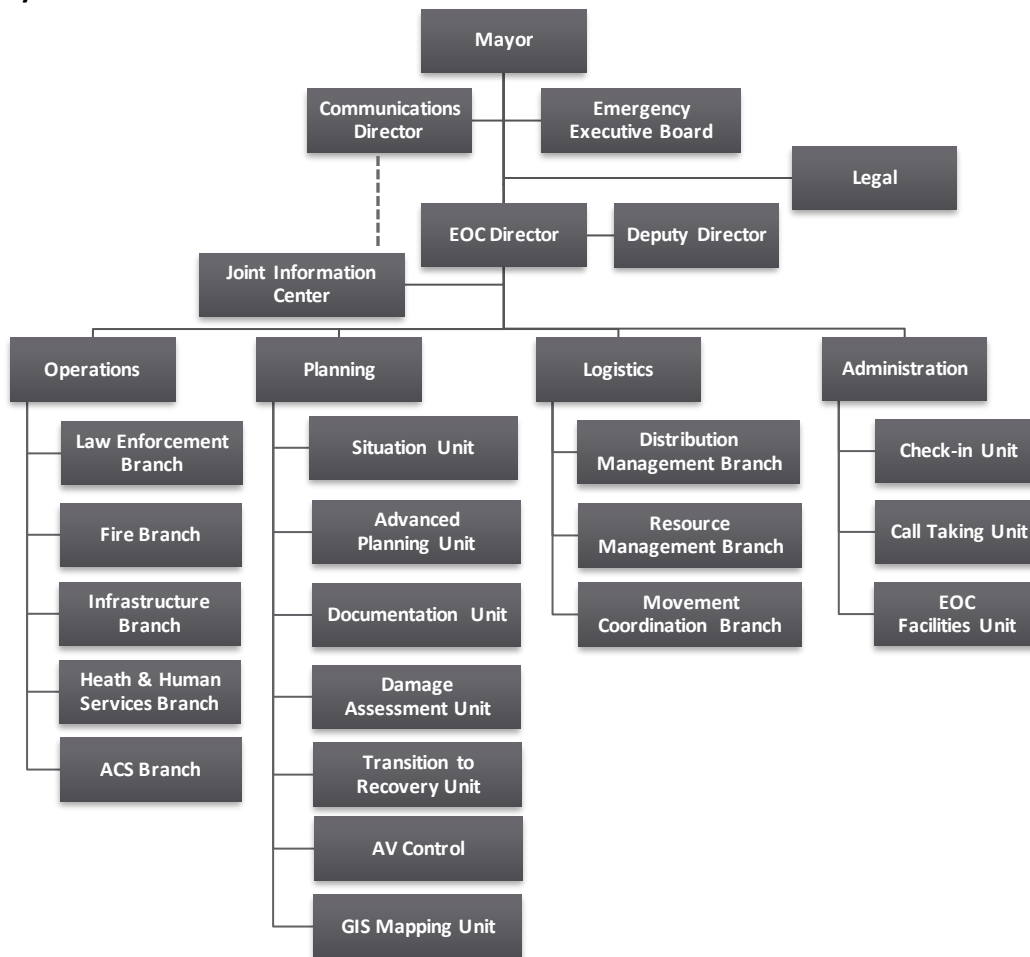
The Council shall endeavor to act on any proclamation of civil emergency within 48 hours of its being presented to the Council by the Mayor. A similar process is followed to terminate the proclamation once it is determined that it is no longer needed.

#### **4.4 Emergency Operations Center**

The EOC organization is outlined in Figure 1 and described below.

The organization consists of EOC Department Representatives that support a number of the City ESFs. All section chief positions in the EOC are staffed by OEM personnel (ESF 5), except Logistics, which is staffed by Department of Finance and Administrative Services (FAS).

Figure 1: City of Seattle EOC Structure



#### 4.4.1 Operations Section

The EOC Operations Section Chief is staffed by OEM personnel. The section consists of five branches, within which several ESFs and departments may be represented depending on the nature of the incident: Fire Branch (ESF 4, 9, 10); Health and Human Services Branch (ESF 6, 8); Infrastructure Branch (ESF 1, 2, 3, 12); Police Branch (ESF 13); and Auxiliary Communications.

#### 4.4.2 Planning Section

The Planning Section is staffed primarily by OEM personnel, employees reassigned from other departments or units and volunteers. Several units make up the section: Documentation Unit – responsible for gathering, organizing and storing incident documents; Advanced Planning Unit – responsible for developing the City CAP and conducting long range planning to identify, as early as possible potential challenges and opportunities involved in the response and recovery; and Situation Unit – utilizing information provided by EOC Department Representatives, issues Snapshot and Situation Reports, coordinates mapping and other reports as needed to maintain situational awareness and to contribute to developing a common operating picture.

### 4.4.3 Logistics Section

As the lead for the Logistics Section, FAS, with support from Seattle Department of Human Resources and Seattle Information Technology, coordinates the logistics operations as defined under ESF 7. This includes serving as a single point of ordering to fulfill requests for scarce and/or critical resources and managing the supply chain for securely moving and distributing these resources in an incident.

### 4.4.4 Administration Section

Staff appointments are the responsibility of OEM. The Administration Section maintains the EOC facility during activations and provides material support to the EOC Department Representatives.

### 4.4.5 Joint Information Center (JIC)

The Mayor's Office Communications Director (ESF 15) operates the JIC which coordinates public information and employee messaging among all departments and with regional partners according to the theme – "many voices - one message".

## 4.5 Departments

During incidents, department directors retain authority over their employees and operations. Directors play a critical role in ensuring their department is fully supporting the response as guided by the roles and responsibilities listed in the ESF and the EOC CAP. In addition, each department is expected to execute its Continuity of Operation plan as soon as practical based on the necessity of the specific incident.

City departments, agencies, and offices are organized under 14 ESFs. Each ESF has a designated ESF Coordinator, primary agency, and support departments or agencies. The ESF Coordinator role is identified as the department that is responsible for the overall maintenance of the related documentation.

The list of City ESFs include: ESF 1 – Transportation; ESF 2 – Communications; ESF 3 – Public Works and Engineering; ESF 4 – Firefighting; ESF 5 – Emergency Management; ESF 6 – Mass Care, Housing, and Human Services; ESF 7 – Logistics & Resources; ESF 8 – Health, Medical, and Mortuary; ESF 9 – Search and Rescue; ESF 10 – Oil and Hazardous Materials; ESF 12 – Energy; ESF 13 – Public Safety and Security; ESF 14 – Transition to Recovery; and ESF 15 – External Affairs.

The City does not have an ESF 11– Agriculture and Natural Resources, but responsibilities related to these functions can be found in other ESFs. Figure 2 lists the ESF responsibilities by primary and support department or organization. A gray box with a "P" indicates which department or organization is the Primary Department that is responsible for managing functions for that ESF during activations of the EOC. A box with a "S" indicates that the department or agency provides support to the ESF in the form of equipment, manpower, or subject matter expertise.

Figure 2: ESF Responsibilities

DEPARTMENT	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 12	ESF 13	ESF 14	ESF 15
Mayor's Office		S			S								S	P
Office of Arts & Culture		S			S								S	S
Seattle City Light	S	S			S	S					P		S	S
Central Budget Office		S			S								S	S
Seattle Office of Civil Rights		S			S	S							S	S
Office of Economic Development		S			S								S	S
Dept. of Education & Early Learning		S			S	S							S	S
Office of Emergency Management		S			P								P	S
Office of Film & Music		S			S								S	S
Finance		S			S		S						S	S
Finance & Administrative Services	S	S			S	S	P						S	S
Seattle Fire Department	S	S		P	S	S			P	P	S	S	S	S
Public Health - Seattle and King County	S	S		S	S	S		P	S	S			S	S
Office of Housing		S			S	S							S	S
Human Services Department		S			S	P					S		S	S
Office Of Immigrant & Refugee Affairs		S			S	S		S					S	S
Office of Intergovernmental Relations		S			S								S	S
Office of Labor Standards		S			S									S
Seattle Public Library		S			S	S							S	S
Dept. of Neighborhoods		S			S	S							S	S
Seattle Parks & Recreation	S	S			S	S					S		S	S
Seattle Dept of Human Resources		S			S		S						S	S
Office of Planning & Community Dev.		S			S								S	S
Seattle Dept of Const. & Inspections	S	S	S		S	S					S		S	S
Seattle Police Department	S	S		S	S	S		S	S	S	S	P	S	S
Seattle Center		S			S	S							S	S
Seattle Housing Authority		S			S	S								S
Seattle Public Utilities	S	S	P	S	S			S	S	S	S		S	S
Seattle Dept. of Transportation	P	S			S		S	S		S	S	S	S	S
Office of Sustainability & Environment		S			S								S	S
Seattle Dept. Information Technology	S	P		S	S		S					S	S	S
City Attorney		S			S	S							S	S
City Clerk		S			S	S								S
City Council - Legislative Department		S			S								S	S
Municipal Courts		S			S								S	S

Further details on these documents can be found in Annex IV – Response & Emergency Support Functions (Emergency Support Function Documents).



Departments are also responsible for being a primary or support agency for hazard specific and functional area strategies.

This information is documented in the City Support Operations (SO) and Incident Operations (IO) documents. The IO documents address hazard specific strategies including winter storm, earthquake, and pandemic. The SO documents address functional area strategies including evacuation, alert & warning, and use of military assets.

Further details on these documents can be found in Annex IV – Response & Emergency Support Functions (Emergency Support Operations Documents; Incident Operations Documents).

## **4.6 Field Operations**

Operations in the field are conducted under an approved incident command organization and documented on the appropriate Incident Action Plan (written or verbal) and led by an Incident Commander or through a Unified Command.

For those situations where it is not practical or possible to establish an incident command, units will coordinate their operations through their department, dispatch center or DOC - these operations will be documented in the EOC CAP.

Departments should avoid issuing conflicting orders to assigned units and instead coordinate through the Incident Commander.

The EOC Operations Section Chief will work with the EOC branch directors and EOC Department Representatives to define specific areas of operations and responsibility for each incident command to promote the safety of the responders, prevent conflict between various operations and support efficient resource allocation.



## 5. RESOURCE REQUIREMENTS

### 5.1 Logistics

#### 5.1.1 Department Responsibilities

All City Departments are required to do the following with regards to logistics:

- Provide all initial logistical support necessary to support anticipated field operations for up to 12 hours after the incident has struck or until the EOC Logistics Section assumes responsibility.
- At any Incident, Unified Command or Area Command must establish a Logistics Section or assign responsibility for logistics within the existing incident command organization.
- If operating a DOC, develop processes and procedures for providing and coordinating logistical support to commands and units in the field and with other DOCs.
- Coordinate with the EOC Logistics Section to ensure sufficient resources are available to support any mutual aid, contracted or non-profit resource requested by the department through existing agreements.
- When requested, provide a representative to the EOC Logistics Section who will coordinate and support resource requests from their department, especially for specialized resources.
- Submit resource requests following the established procedures defined by OEM.

In coordination with OEM, ensure designated department personnel have attended required training in how to order resources.

#### 5.1.2 Specialized Resource Ordering

Some departments have pre-existing mutual aid agreements for specialized resources. These specialized resources can and should be ordered by departments having such arrangements in place. For example, Seattle City Light can call upon assistance from power companies throughout the United States who can provide trained personnel and equipment to help repair and restore the electrical system.

The department ordering specialized resources will be responsible for closely coordinating with the EOC Logistics Section to ensure that:

- The requested resource has not already been ordered through another source.
- Costs, reimbursements, and payments are defined and approved.
- Sufficient local resources are available to support the ordered resource when it arrives.
- The movement of such resources into the area can be supported by the State Movement Coordination Center (when applicable).
- If the source of specialized resource runs out or becomes unavailable, the requesting department will order the specialized resource through the EOC Logistics Section following standard EOC resource ordering process.

#### 5.1.3 Non-Medical Logistical Support to Health, Medical, and Mortuary Operations

Health and Medical Area Command (HMAC) and the Public Health Duty Officer is responsible for coordinating medical supplies and services to healthcare providers in the region.

The City is responsible for providing emergency non-medical supplies and services to healthcare providers within its jurisdiction.

Healthcare providers that require assistance in obtaining non-medical resources will first contact HMAAC or the Public Health Duty Officer who will evaluate the request and if deemed appropriate, will forward to the EOC for action.

### **5 1.4 EOC Logistics Section Responsibilities**

The EOC Logistics Section serves as the single point of ordering to fulfill requests for scarce and/or critical resources. It coordinates with the State and the County to securely move and distribute resources to an incident. It is responsible for establishing logistical staging, camps, warehousing, emergency shelters, non-medical needs for healthcare facilities, family assistance centers, and points of distribution facilities to support incident operations and the population impacted by the incident, or as directed

The EOC Logistics Section is also responsible for:

- Managing donations and volunteers.
- Maintaining accountability for the City's use of the resources.
- Coordinating lodging arrangements for, and among departments, whenever the EOC is activated. This includes hotel, motel, or alternate lodging arrangements (e.g., responder camps).
- Coordinating with County and State Logistics Sections following statewide agreed upon processes and procedures to acquire external resources.

### **5 1.5 Regional Assistance**

All resource requests that cannot be filled by the City EOC Logistics Section are sent to the King County EOC, which will attempt to fill the resource request from county government sources, private vendors, and other jurisdictions within the County or neighboring counties. If the King County EOC cannot fill the resource request, they will send it to the State EOC.

Regional catastrophic plans call for regional coordination and support between counties and within jurisdictions. Resources from jurisdictions in the Puget Sound region can be quickly mobilized and transported into the affected area.

The Washington Intrastate Mutual Aid System (WAMAS) legislation allows jurisdictions throughout Washington State to efficiently and effectively share resources during disasters or emergencies, as well as anticipated drills or exercises. WAMAS is formalized into law (RCW 38.56) for jurisdictions below the state-level and requires two member signatories to utilize.

### **5 1.6 State Assistance**

The State EOC follows a similar process to the county; it attempts to fill the request using State resources or private vendors. If unsuccessful in filling the order, the State can call upon assistance from Emergency Management Assistance Compact (EMAC) or the Pacific Northwest Emergency Management Arrangement (PNEMA).

Both EMAC and PNEMA provide the legal framework and supporting procedures for quickly providing resources to Washington State from any state in the union or, with PNEMA, Canada as well.

- Under PNEMA and EMAC, Washington State uses an online system to requests resources which any State can agree to support.
- EMAC deployment necessitates a state proclamation.
- The State is expected to fully reimburse the state that loans the resources.

- The State may establish a Movement Coordination Center with control points to coordinate and track the flow of relief convoys through and to affected areas, providing security escorts where needed.
- State and regional staging areas may be established.
- Reception and integration centers can provide reception, integration, onward movement and accountability for out-of-state resources.

### 5.1.7 Federal Assistance

If the governor believes that the severity of the incident will overwhelm State and local government, he or she can request Federal disaster assistance. Federal assistance is governed by the Stafford Act. Any assistance provided is coordinated through the State.

It is important to note that there is no guarantee Federal assistance will be provided and that such assistance is strictly limited, cost matching may be required and it does not represent an unlimited source of funding for local government, businesses or individuals.

During smaller incidents, there may be a significant delay before the decision is made to provide Federal assistance or not.

The National Operations Center (NOC) is responsible for situational awareness and operations coordination across the Federal government. Several Federal Operations Centers provide coordination and support to the Federal effort within their area of responsibility.

- The Federal government uses 15 ESFs to coordinate functional capabilities and resources provided by Federal departments and agencies (similar ESF structures are followed by the State and the City).
- FEMA can deploy assets and capabilities through ESFs into an area after an incident has occurred or in anticipation of an approaching incident or event that is expected to cause a significant impact and result.
- This coordination through ESFs allows FEMA to position Federal support for a quick response, though actual assistance cannot normally be provided until the Governor requests and receives a Presidential major disaster or emergency declaration.
- US Military resources may also provide assistance under certain conditions – see the Military Support Operations for additional details.

In a no-notice incident, FEMA activates the FEMA Region X Regional Response Coordination Center to coordinate Federal support until a Joint Field Office (JFO) can be established.

A JFO is the primary Federal field structure that integrates the Federal response and provides coordination and support to the response and recovery effort. A JFO is led by a Unified Coordination Group which includes a representative from the affected state. The JFO works in close coordination with the State EOC.

A Joint Operations Center (JOC) which is led by the Federal Bureau of Investigation, is an interagency command post for managing terrorist incidents or threats and investigative or intelligence activities may be activated as well.

As Federal resources arrive in the area, they are deployed based on specific requests or need. It is understood that in some scenarios, the deployment of Federal resources, and State resources, may occur with limited coordination with local authorities due to the severity of the incident and local conditions at the time. As the incident response develops, resources arriving in the region will be coordinated with the local EOC and local area or incident commands.

## 5.2 Communications and Data

No communication system is 100% reliable. Every communication system is susceptible to being destroyed, damaged or overloaded. Redundancy of emergency communication systems increases resiliency of this system and confidence that critical messages can get through. However, under some scenarios all technology-based systems could be out of services for an extended period. Below is a summary of the Program's communication and data systems.

### 5.2.1 800 MHz Radio

The 800 MHz radio is used by emergency management, police, fire, public health, hospitals, and utilities throughout King County. Each group is assigned a priority within the radio system which organizes how individual messages are transmitted.

Critical systems in this network have backup power available which is limited by effectiveness of local emergency management organizations to support the refueling of those generators.

During times of peak use, modifications to the 800 MHz radio system can be made to assign higher priority to specific groups of users having the most critical operational need. Also, different channels or communication systems can be patched within, or into, the 800 MHz system.

A regional Tactical Interoperable Communication Plan guides the operation of this regional asset.

The EOC Operations Section Chief authorizes, with assistance from a Seattle Information Technology representative, any request from the EOC to modify the City radio priorities or establish a new patch – Since this is regional system, any such requests must also be approved by the radio system operators.

The Seattle Police Department Communication Center personnel are trained, equipped and authorized to do radio patching.

OEM can contact City departments on a dedicated EOC radio channel known as “Ops Call” or when the EOC is not activated, departments may use this channel, among many others, to coordinate City operations.

OEM radios have King County radio channels for EOC to EOC communication.

### 5.2.2 Additional Radio Systems

City OEM sponsors the Seattle Auxiliary Communications Service (ACS) which, staffed by volunteers, operates amateur/HAM radios.

Community based volunteer Communication Hubs, equipped with amateur radios, have been established in several neighborhoods throughout the City and provide a way for communities to coordinate and communicate with one another.

Warning messages between local government and State or Federal partners are communicated through the Comprehensive Emergency Management Network (CEMNET) and the National Alert and Warning System (NAWAS) - these radios are in the EOC.

### 5.2.3 Telephone

Satellite, cell, and wired telephones are available in the EOC and in DOCs.

The City telephone system is more resilient than the public telephone system. The EOC has one telephone number (non-public) for departments and regional partners to contact the EOC. An

Automated Call Distribution system in the EOC increases the number of phones dedicated to the main phone number.

Direct telephone lines connect operations centers, dispatch centers, and the EOC some of which operate within the City telephone network (hotlines) and others which operate through the public network (ring down lines).

EOC staff and other key response personnel have Government Emergency Telecommunication System (GETS) and Wireless Priority System (WPS) user accounts which provide higher priority, but not guaranteed, access to the public telephone network.

City employees assigned to incident response duties, including OEM staff, are issued cell phones which, in addition to being able to make and receive phone calls, can support text messaging, email, and internet.

### **5.2.4 Mass Notification Systems**

The City has systems capable of supporting mass notifications to phones and email. The City utilizes AlertSeattle as the primary alert and warning system for notifying key decision makers and emergency personnel for local (City of Seattle) incidents. AlertSeattle sends notifications to users via voice and text to home and work contact numbers. The Washington State EOC and the King County Sheriff Dispatch Center (secondary) can launch Emergency Alert System (EAS) messages. See the Alert and Warning Support Operations Plan for more information.

### **5.2.5 Conference Calls**

The EOC has the capability of utilizing web, video, and teleconference systems, such as StartMeeting and Skype.

### **5.2.6 Email**

OEM maintains several email distribution accounts to various groups involved directly in the EOC response or supporting.

All email correspondence to and from the EOC during activations is done through one non-public, email account which is accessible by OEM SDOs 24/7.

Seattle Information Technology Department can create an alternate City email system using cloud-based resources.

A City-ALL email account is available for use by the Mayor's Office staff, JIC staff, or OEM Staff Duty Officers, to send emergency messages to all city employees.

## 6. ADMINISTRATION AND FINANCE

### 6.1 State Mission Numbers

A mission number is obtained from the State EOC whenever the EOC is activated. This tracking number will be used on all documentation related to the incident.

### 6.2 Records Preservation

The EOC maintains and protects essential records in accordance with the record retention program as defined in RCW 40.10.010. Essential records are those needed in an emergency and for the reestablishment of normal operations after an emergency. Some examples of these types of records are: situation and snapshot reports; Proclamations of Emergency and requests for Proclamations of Emergency; requests for assistance; damage assessment reports; WebEOC log entries; and Seattle-EOC email.

During the incident, the EOC Planning Section Chief is responsible for ensuring essential records are retained.

When the activation has concluded, the OEM Deputy Director is responsible for the organization, collection, and storage of incident records.

### 6.3 Financial Management

Incident related obligations and expenditures are in accordance with the provisions of RCW 38.52.070(2) and 35.33.081 and are applicable other statutes, local codes, and local ordinances.

Departments will keep records in such a manner to separately identify incident related expenditures and obligations from general or routine programs and activities. Complete and accurate records are necessary to document requests for assistance and for reimbursement under approved applications pertaining to declared disasters.

Detailed records will be kept from the onset of an incident or event to include, but are not limited to:

- Appropriate extracts from payrolls cross references necessary to locate original documents.
- Equipment schedule for use at (site/job/incident?).
- Invoices, warrants, and checks issued and paid for materials and supplies used on the job.
- Contracted work (outside of The City of Seattle).
- Copies of bid requests.
- Final contracts.
- Contractor invoices.
- Warrants authorizing check issuance.
- Work done under inter community agreements and mutual aid.

Incident-related expenditures and obligations may be reimbursed under several Federal programs. The Federal government may authorize reimbursement of approved costs for work performed after a major disaster declaration by the President of the United States under the statutory authority of certain federal agencies.

- This is a complex process that requires significant documentation.

- OEM is responsible for coordinating the City effort to properly apply for Federal reimbursement and document the incident response and recovery.
- It may take years to complete all the paperwork associated with Federal disaster assistance.

Audits will be conducted in the normal course of state and local government audits. Audits of projects approved for funding with federal disaster assistance funds are necessary to determine the eligibility of the costs claimed by the applicant.

## 6.4 Record of Review and Adoption

This document is an external plan as defined by the City of Seattle Emergency Management Program Planning Policy and follows the maintenance process, which includes a method and schedule for evaluation and revision, as described therein.

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

**Table 3: Record of Changes**

RECORD OF CHANGES			
DATE	TYPE	CONTACT	SUMMARY
May 31, 2021	Update	K Neafcy	Administrative changes for EMAP compliance, updated EOC Structure figure.
Sept. 17, 2018	Revision	L Meyers	City Council voted and approved document in Resolution 31816.
August 17, 2017 July 27, 2017	Revision	L Meyers	Completed revision. Document voted and approved by DMC and EEB.
February 18, 2015 December 18, 2014	Revision	K Neafcy	Completed revision. Document voted and formally approved by DMC and EEB.

## 7. TERMS AND DEFINITIONS

Incident: Any occurrence or event, natural or human-caused that requires action to protect life, property, and the environment. Incidents can include major disasters, emergencies, or a product of any of the City's identified.

EOC Department Representative: A person designated by a Department Director to serve in the EOC. The representative must have the authority to make executive level decisions and commit resources on behalf of their department with the need to consult the Director.



## 8. REFERENCES

Nothing identified.