

EMERGENCY SUPPORT FUNCTION 5 – EMERGENCY MANAGEMENT

CEMP - ANNEX IV DOCUMENTATION



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08/03/2021

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Date

Note: This Emergency Support Function (ESF) is part of Annex IV of the Comprehensive Emergency Management Plan (CEMP) and this version includes the 2021 revision. City of Seattle Office of Emergency Management (OEM) acts as the ESF Coordinator and collaborated with many partners for respective input.

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1. STAKEHOLDERS

Table 1

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

Table 2

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

2. INTRODUCTION

2.1 Purpose

ESF 5 describes the responsibilities for maintaining a Comprehensive Emergency Management Program (CEMP) which includes mitigation, preparedness, response, and recovery. It focuses on the shared resources and coordination between City, County, Special Purpose Districts, State, and Federal governments as well as the partnerships between private businesses and the public.

2.2 Scope

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

OEM is the lead in coordinating the following:

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

This is achieved in part by:

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

3. SITUATION

3.1 Emergency Conditions and Hazards

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

3.2 Planning Assumptions

OEM is tasked with responsibilities that are aimed at: Reducing the harm associated with major incidents; Coordinating City services during EOC activations; and Coordinating City services during recovery aftermath. Even in the best possible circumstances, there are several planning assumptions that must be built into the City’s plans. These assumptions include:

- An incident could happen at any time;
- The time of year, day of the week, time of day, and weather conditions are key variables that can have an impact on the seriousness of an incident and on the City’s ability to respond;
- City staff and facilities may be impacted by the incident and this can impede the City’s ability to implement plans;
- Developing a baseline and measuring “preparedness” levels is difficult;
- In an incident it is likely that local government response may be temporarily overwhelmed by the volume of need, and that the public should be prepared to take care of its own basic survival needs for as long as two weeks after an incident;
- Despite best efforts there will be people who will not be prepared for large incidents;
- Mitigation activities can be very expensive and take years to complete;
- Not all stakeholders who play a role in emergency management will participate equally due to several factors including budget, time, or ability;
- The ability to maintain an emergency management program is dependent on many factors, some of which are outside the control of OEM;
- An incident would severely stress normal municipal systems and would likely require outside assistance from the state and federal governments;
- Recovery activities are expensive and can take years to complete;
- Even in best circumstances some businesses and individuals will relocate post an incident;
- The success of the City’s emergency preparedness program is dependent on the support and involvement of the Mayor, City Council, City Attorney, and all City Departments;
- OEM maintains many documents that support the activation and ongoing communication necessary to coordinate information, resources, plans of action, and policy development;

- The City communicates life-safety notifications to the community in ways that can be understood, regardless of language, as a foundational part of response during incidents. Specific communications strategies have been developed to ensure notification to those with limited-English proficiency (LEP). Details can be found in the Alert & Warning Support Operations Plan;
- The City’s comprehensive incident response policies, strategies, and practices can be found in the City Emergency Operations Plan (EOP); and
- The City-specific operational procedures supporting response policies, strategies, and practices are maintained separately. Please refer to the Reference Section of this document if applicable procedures have been identified at this time.

4. CONCEPT OF OPERATIONS

OEM provides coordination and assistance for a variety of incidents in partnership with multiple public and private stakeholders. Most incidents are supported by the SDO and do not require the coordination efforts of the EOC. Some of these incidents include parades, planned events, weather related, and infrastructure failure with limited impacts to the City. However, during larger and more complex incidents, the City EOC is used when coordination is required by multiple departments with greater impacts and consequences. These situations have expanded requirements and challenges that can exceed the capacity of one agency or the entire response capability of the City or region.

4.1 Response Structure

City-wide coordination is provided in a way to quickly summarize and communicate the consequences from an incident. Coordination for an incident often begins with the 24-hour SDO or can immediately necessitate staff response and actions through the activation of the EOC. Table 3 summarizes the general status and description of the City-wide emergency coordination.

Table 3

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.

OEM has identified incidents that could be catastrophic in nature. Incidents of this type would require resources from outside Washington State and would include a potential modified and/or scaled up EOC organization structure. Potential incidents scenarios might include certain earthquake or large impact weapons of mass destruction.

4.2 Direction and Control

The Director of OEM or their designee, in conjunction with the Mayor, is responsible for making decisions regarding the activation of the EOC at various levels. The Director is supported by the SDO.

4.2.1 OEM SDO

During instances when the City EOC is not activated, the OEM SDO serves as the single point of contact for the coordination of action, resources, information, and policy issues for incidents being managed by requesting city agencies and local and regional partners. This professional staff position is an on-call and is available 24 hours a day – 7 days a week and rotates on a weekly basis. Activities supported include:

- Developing assessments of a situation when there may be a need to activate the EOC. In these situations, the SDO will facilitate the gathering of stakeholders from key agencies to review the situation and determine next steps up to and including activation of the EOC;
- Facilitating connections to ensure information and resources are being shared;
- Supporting agencies with resource intensive emergency response and incident that seriously impact the safety and well-being of the public;
- Coordinating any post-incident (recovery) activity during incidents when needed;
- Issuing all-hazard alerts and warnings to local and regional agencies regarding incident impacts in the City of Seattle;
- Coordinating the mobilization of city agency personnel resources to support incidents at the local, regional, and national levels.

4.2.2 EOC Activations

The SDO is the first point of contact for agencies that are seeking information, needing assistance, or requesting EOC activation.

Once activated, OEM organizes the EOC using a standardized approach to coordination in which multiple agency representatives come together to solve problems related to the consequences of an incident.

When activated, it is the responsibility of OEM Staff to ready the EOC. Each response is customized to meet the specific needs of the situation. OEM staff members are responsible for identifying and contacting those who need to respond. Additionally, they notify regional partners and the Washington State Emergency Management Division of an the EOC activation and ensure staffing for sections in the EOC functions.

During activations, the EOC uses the concepts of unity of command/coordination, modular organization, management by objectives, manageable span of control, common terminology, etc., which aligns duties along functional lines. The OEM Director or their designee acts as the EOC Director during any activation. Section chief positions in the EOC are staffed by OEM personnel.

For a more detailed EOC concept of operations please see the City Emergency Operations Plan.

5. RESPONSIBILITIES

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

5.1 Prevention and Mitigation Activities

- Maintain the SHIVA document and work with other agencies to mitigate the impacts of identified hazards.
- Maintain the City's All-Hazards Mitigation Plan and convene annually a Mitigation Workgroup.
- Manage the City's residential home seismic retrofit program.

5.2 Preparedness Activities

- Lead the City's Emergency Executive Board (EEB), Disaster Management Committee (DMC) and Strategic Work Group (SWG) and develop the city-wide Emergency Management Program Strategic Plan.
- Maintain the Seattle CEMP and administer the updating and approval process.
- Work with neighboring jurisdictions and the State of Washington to ensure that emergency management planning efforts are consistent, complementary, and mutually supportive and compatible with one another.
- Regularly brief the Mayor, City Council, and the Cabinet on the status of the City's Emergency Management Program.
- Maintain the City's EOC representative training and capability.
- Maintain the City's EOC facility and all equipment and operational procedures, so the EOC can be readily activated at any time.
- Discharge responsibilities assigned in the CEMP Introduction, City Emergency Operations Plan, ESF 5 Emergency Management, and all other Support and Incident Operation Plans.
- Lead the City's emergency preparedness programs, such as, Seattle Neighborhoods Actively Prepare (SNAP) and Community Safety Ambassadors (CSAs).
- Reach out to vulnerable communities, including those with access and functional needs, to improve overall level of preparedness. Reach out to communities of people who are known to be disproportionately impacted by disasters or to improve overall level of preparedness.
- Use Chapter 7 of the Americans with Disability Act Toolkit, along with subject matter experts and other resources, to review plans, services, and facilities for the ability to address access and functional needs in an incident.
- Apply a race and social justice toolkit to the City's emergency plans.
- Provide annual training to EOC responders to ensure they are operationally ready to assume their roles when the EOC is activated.
- Conduct exercises and drills to test plans.
- Regularly test communications systems to ensure they are functioning.

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

5.3 Response Activities

- Respond to incoming calls and inquiries from City departments, regional partners, and governmental agencies.
- Documents all contacts and requests received by the SDO.
- Monitor incidents or events that could result in EOC activation.
- Activate the EOC.
- Make notifications to all EOC responders when an activation occurs.
- Provide staff for the following positions in the EOC: EOC Director, Operations Section Chief, Planning Section Chief, and Staff for all positions in the EOC Planning Section.
- Manage or coordinate the following functions in the EOC.
- Coordinate all mapping during EOC activations.
- Organize and support the Mayor’s EEB.
- Act as liaison to other emergency management agencies including county, state, and federal levels during EOC Activation.
- Coordinate all after action reviews and improvement planning for city-wide events and exercises.
- Begin planning for deactivation.

5.4 Recovery Activities

Disaster-related response and restoration can be very costly. While not all costs are reimbursable, it is in the City’s interest to make best use of funding that may become available through federal agency programs, such as FEMA, and insurance.

To assist with this effort, departments, organizations, or agencies with a lead or support role for this ESF are responsible for tracking and documenting of actual and anticipated costs related to the incident. Costs should be tracked based on guidance from OEM or the home organization.

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

6. RESOURCE REQUIREMENTS

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

6.1 Logistical Support

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

6.2 Communications and Data

Seattle OEM maintains the following communications systems:

- 800 MHz Radios;
- All City Intercom;
- Back-up Command and Control radio;
- Electronic Data systems (servers/desktops);
- FAX Machine;
- Internet Packet Radio;
- LoBand, HF VHF and UHF radios;
- Pagers;
- Printers;
- National Warning System (NAWAS) telephone;
- Ring-down telephone circuits;
- Satellite Phone;
- Skype;
- StartMeeting;
- Telephones (City network, “hot and ring-down” lines, & cell phones);
- Video Conferencing Systems;
- Washington State Emergency Management Division SATCOM Unit; and
- WebEOC.

7. MAINTENANCE

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.

OEM, as the ESF Coordinator, has primarily responsibility for this document and will ensure it is evaluated as outlined in the schedule with updates and revisions being made to ensure guidance remains current.

Table 4

RECORD OF CHANGES			
DATE	TYPE	CONTACT	SUMMARY
April 8, 2021	Update	TJ McDonald	Administrative update for EMAP compliance.
August 7, 2018 July 26, 2018	Revision	L Meyers	Completed revision. Document voted and approved by DMC and EEB.
December 2016	Update	L Meyers	Completed annual update.
May 2015	Update	K Neafcy	Completed annual update.

8. TERMS AND DEFINITIONS

Nothing identified at this time.

9. ACRONYMS

ADA: Americans with Disabilities Act

CEMP: Comprehensive Emergency Management Plan

CSA: Community Safety Ambassadors

DMC: Disaster Management Committee

EEB: Emergency Executive Board

EOC: Seattle Emergency Operations Center

EOP: Emergency Operations Plan

ESF: Emergency Support Function

ICS: Incident Command System

LEP: Limited English Proficiency

NAWAS: National Warning System

NIMS: National Incident Management System

OEM: Seattle Office of Emergency Management

SDO: Staff Duty Officer

SHIVA: Seattle Hazard Identification and Vulnerability Analysis

SNAP: Seattle Neighborhoods Actively Prepare

SWG: Strategic Work Group

10. REFERENCES

[EOC Procedures](#)

[SDO Procedures](#)

[WebEOC Quick Guide](#)

Incident Specific Essential Elements of Information

Incident Specific City-Wide Coordination Checklists