

Washington State Emergency Management Advisory Group

June 11, 2015

0800 – 1530+

Notes

- I. Start: 0803
- II. Welcome Meeting discussion – Product delivery determines meeting schedule
 - a. Team leads bring/send decision packages etc and make the meetings structured
 - b. Notes out 1 calendar week post meeting to help with decisions/products/comments
 - c. End this meeting with decision of what July meeting looks like
- III. Approve notes from April and May Meetings
 - a. April notes approved with changes
 - b. May notes approved with changes
- IV. WAC 118.30 – Ed Lewis
 - a. Local Preparedness report – Intended to provide a “one stop shop,” for many of the requirements that the state must report on that require local jurisdiction input. The Goal is to have a working draft in place so that it can be tested in 2016 with full implementation in 2017 - Dan
 - b. Core Capability estimation, this is a better group to test the modeling – Barb,
 - c. Mending between local, regional coordinators (RC) and state, issues with RC’s and state and work that RC not being respected. Value is in the data and not the product. Coordinators are hoping for capability gaps and how to solve those gaps. EMAG work with RC’s to help work through all this.
 - d. Task – Morning of August meeting – Deliverable agreed on road ahead for building a local preparedness report with action plan and milestones. Good bridge for Resource workgroup. Dan to send draft out to everyone to be involved. EMAG and participating RC’s.
 - e. SPR is currently work to do work per Robert, not much value added as existing, need to come up with something that brings value added to everyone inputting. Tiered applicability with rollup to Feds, Huge win if we come up with common method with discussion with EMAP statewide.
 - f. Tribes in the report? In some regions yes but not in all the regions. Tribes need to be in the report for all regions. Right now not able to drill down to Tribes but the info is in the SPR.

- g. Do RC's have a membership on EMAG? EMC task of roles of RC's. Look at permanent rep on EMAG from RC's. Charter states Directors or Deputy Directors and not RC's. Need to determine role of RC.
 - h. Need to address the underlying issues of the Local Prep report. Or Background to new people.
 - i. Task – ½ hour at July meeting (Dan – state, Walt/Ed – Local)
- V. SCIPT/EMAG Integration/Coordination – Jason Biermann
- a. Met on May 26. Topics of discussion was integration of SCIPT and EMAG. Talked about Recommendations that were brought to EMAG last meeting. Not a lot of interest in taking on more than catastrophic. Some interest in four areas of catastrophic work. Strong interest for better interaction. SCIPT update EMAG monthly.
 - i. Standing Report
 - b. Standardize activation levels not a great fit for SCIPT. Planning aspects that rise to policy level to EMAG but work/operational stay at SCIPT. State members who serve on both groups keep each other informed. Send these notes to RC's and SCIPT members?
 - c. How do we close the resource ordering product? Robert to send out message highly recommend using new system. Rely on EMAG representatives to socialize and implement. Training and use during exercises and activations. WSEMA to help team up for training/workshops, etc, CSZ subcommittee workshops as well. Make sure that there are SME's involved.
 - i. CSZ op coord subcommittee looking for decision from EMAG about resource ordering implementation. How does the next level happen? King County and State sheets need to be melded together. WebEOC has been updated with the new resource ordering. Integration with wildland fire dispatch issues. Bring in wildland fire dispatch center logistics people to help with training/education/implementation. Wildland needs training on how to integrate/cross reference local resource ordering #'s and ROSS #'s. Need a position/explanation paper on state system for outreach to wildland dispatch centers. Tracking # at all levels can now be tracked in WebEOC.
 - ii. Task – Dan find out about inconsistencies between state and king county forms.
 - iii. Bring back to EMAG standardization of activation level.
- VI. EMPG Applications (City Applications and their implications on counties)– John Pennington/Sierra Wardell
- a. Tribal applications have been extended to end of July.

- b. Only thing precluding new cities to participate have to be 10k pop eligibility. Pop would be removed from county. How do we deal with removing from county? Rewriting WAC?
 - c. Issues within SnoCo – current method a city can claim eligibility even though some services provided by county. Some of cities do not send some of their money to county for the contracted services. May not solve this issue. We do want every Washingtonian to be covered by viable EM program. Double dip concept – taking EMPG then building own program but some are contracting for some services. Important to qualify for WAC 118.30 program elements. Capabilities may not really be there even if they technically meet the qualifications.
 - d. WAC 118.30 not finalized and therefore these issues have arisen.
 - e. Task – Dan and Robert to build action plan for WAC 118.30 and bring to EMAG.
 - f. Want to make sure that capabilities are actually happening and taking monies from county that is working.
 - g. Really comes down to sustainable funding. Public to believe in the importance and critically of EM.
 - h. Tribal apps – John P, PattiJean, JoAnn, Sandi
- VII. Human Capital Workgroup – John Pennington (Attachment 1)
- a. DRG similar with Regions (7) with three different teams (EMAT, VOLMAT, SAT)
 - b. TASK - DAE concept deliverable for July or August meeting
 - c. DAE – state will maintain database, possibly using MyStateUSA or checking with Geno with State EMD and his db, cutting out middle man, create from bottom up, state becomes repository with locals feeding up.
 - d. Lots of IMTs and where do NGO teams fit and governance for ≤ 3 teams, All Hazards IMT association is developing standards and credentials, Health is also adding IMTs.
 - e. Deliverables – VOLMAT and SAT concept papers for next meeting
- VIII. Rapid EMAT Formation – John Pennington
- a. Went through concept paper. Made Changes. (Attachment 2)
 - b. TASK – Pennington send the finalized paper to EMD for distribution. State AAG to review. Socialize to Regions and get comments back by July Meeting. Robert to send email to all EMs about EMAG socialization of products with EMAG reps names and contact info.
 - c. Each Workgroup leader put out a synopsis of what each rep needs to socialize to their groups.
- IX. Standardization Workgroup – Pattijean Hooper
- a. Challenges with Resource Ordering –

- i. Recommendation – add SME to workgroup to work on the process flow and common form, what happens if WebEOC goes down?, Form focus group to hammer out these issues and bring back to July Meeting
 - ii. Some are socializing and others are not, Have received some feedback from locals, finding some gaps and some of these are state related. Need to make a strategy to band together and polish the system.
 - iii. Recommendation – Robert to send email with FAQs, PPT, training etc
 - iv. Recommendation – Focus group test the county to state interactions
 - v. TASK – Dan B to fix state to county issue, make a seamless process to plug into WebEOC and non WebEOC version.
 - vi. Focus group needs 5-7 SMEs from across the state.
 - vii. TASK - Focus group bring back in July with new PPT with refined data with serious of worksheets/process flow and Email narrative for Robert to send out to all EM.
 - viii. Need to look at whom to bridge to all stakeholders in regards to Resource Ordering.
 - b. Future projects –
 - i. Standardized activation levels throughout state.
 - 1. State plans review have the standard activation levels sent back with review letter
 - 2. Contracts issues with certain jurisdictions
 - ii. Statewide Operational Rhythm since SCIPT does want to do it. Barb and John, Walt want the state to determine the rhythm.
 - 1. Task – July to propose a battle rhythm from state for comments. EMAG to send in considerations for rhythm ie media schedule, congressional delegation.
- X. Finances Workgroup – Chandra Fox
 - a. Have a good idea of what want to do to go forward but are waiting on products from other workgroups. Can build coalition and develop strategy once get gap analysis results etc.
 - b. Coordination with WSEMA leg committee
- XI. Capabilities Workgroup – Pattijean Hooper
 - a. Haven't met to this point
 - b. Have done some of the basic ideas but that is it so far.
 - i. Specialized resources with typing assumptions
 - c. Needs guidance and direction
 - i. Robert wants to see specialized capabilities and not routine (fire, LE, SAR) capabilities

- ii. Tool to use - EMAC database for MRPs.
 - iii. Keep at Macro level for now and then maybe reestablish what level of granularity.
- XII. Framework Workgroup – Jay Weise
 - a. Haven't met at this time
 - b. Group needs more people with broadening ideas
- XIII. Next steps and close
 - a. Proposal to table some of the groups.
 - i. Robert doesn't want to collapse the Capabilities workgroup because of their potential products.
 - 1. Started out as hard capabilities but also talked about soft capabilities
 - 2. Flesh out broad categories
 - 3. Randy brought up communications issues with catastrophic plan
 - a. SCRIPT taking this on
 - b. Locals are working on this individually and the state is also working this issue for the EOC.
 - 4. What does the group want to know?
 - a. Useful info as a target
 - b. Board pictures
 - c. Need to come up with a new definition for this group to make case for finance group and do-ables for LPR. Bring in Program elements to help with gap analysis.
 - d. This group helps build the elements for WAC 118.30 and then moves forward such as a MA database with catalog of high level resources/MRP.
 - i. How –
 - 1. Training on what it means?
 - 2. TASK – Dan to bring back what help he needs from EMAG.
 - e. WAC 118.09 EMPG applications must meet certain elements or working on those elements to get EMPG.
 - f. Are all Washingtonians covered by EM program?
 - 5. Distribute latest copy of WAC 118.30 to EMAG and then discuss at July meeting.
 - ii. Barb proposed to table for the framework group – approved
 - b. Went Over deliverables
 - c. WebEOC Agreements

- i. Issues with local sub-entities using WebEOC and legal issues to include that sub-entities need to sign agreement.
 - d. Crude Oil
 - i. Anyone doing anything different with oil besides All hazards? No. Oil companies trying to pull oil out of hazmat. Need to keep it in hazmat.
 - ii. How much you can or can't use franchise agreements with railroad companies? Seattle is exempted to impose certain things on BNSF i.e. safety issues.
- XIV. Concluded: 1334
- XV. Informal Social Maplewood Golf Course - Tabled to July

State of Washington
Emergency Management System:
Utilizing Human Capital



Concept Paper

March 31, 2015

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Emergency Management System: Human Capital

Background and Concepts

In order to design an effective **system** of emergency management in the State of Washington, it is imperative to explore, organize, and engage the human capital/resources that currently exist or could potentially exist for the purposes of supporting existing and future emergency management organizations.

This paper seeks to recommend a framework for more effectively integrating emergency management human capital into current emergency management practices at the statewide level.

Some of the concepts described within only require simple agreement and acceptance by emergency management professionals, their respective organizations, and the State of Washington. Others, however, may require statutory creation, change, or deletion in order to be executed effectively.

For the purposes of background only, this paper will explore human capital in terms of the ***Individual*** and of ***Teams***.

Individuals:

Disaster Assistance Employees (DAE)

A Disaster Assistance Cadre should be developed, formalized and become the centralized, statewide data base of recruited, trained, and fully vetted volunteers **and** subject matter experts (SME) who are available for deployment and, when activated, carry the potential status of temporary state employees with reimbursable costs attached to the specific assignment in the event of a Robert T. Stafford Act Presidential Disaster Declaration.

The primary objective of a state wide DAE cadre is to supplement Emergency Management Organization volunteer needs on an **individual basis** (from generalists to specialists to subject matter experts) to any affected local or tribal jurisdiction.

The state wide DAE Cadre is an on-call volunteer work force **for** local and tribal jurisdictions and may be comprised in large part of local volunteers from existing jurisdictions (Ex. Seattle OEM volunteer is also a member of the statewide DAE Cadre) or from stand alone volunteers who have no known "home" jurisdiction (Ex. Retired School Principal who is not a volunteer for any specific local jurisdiction).

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The DAE Cadre is not a component of the existing Washington State Disaster Reservist program (Ex. Individual Assistance liaison to local government), rather it exists for the purposes of creating a consistent and stable data base of individual volunteers that can supplement both tribal, and local incidents/disasters and those entities (EM organizations) that coordinate them.

Teams:

Emergency Management Assistance Teams (EMATs)

EMATs are developed, deployable entities comprised of current emergency management professionals and select support functions/staff in the State of Washington.

The primary objective of an EMAT is to provide structured support to emergency management directors/coordinators and their respective Emergency Operations Centers (EOC) when requested **and/or** work in conjunction (interface) with Incident Management Teams (IMTs) when they are conducting tactical operations for the affected jurisdiction.

EMATs are not intended (or designed) to usurp the authorities and responsibilities of local emergency management organizations, rather to supplement these organizations as a **supplemental resource** for more effective coordination.

Additionally, EMATs are not intended to be a replacement or alternative to existing or future Incident Management Teams (IMTs), rather they exist as a **strategic compliment** to the well established tactical roles and responsibilities that IMTs fulfill during incidents or disasters.

EMATs are designed to afford local emergency management professionals at varying degrees of size, shape, and capability the opportunity to perform emergency management functions consistently.

Volunteer Management Assistance Teams (VolMATs)

Volunteer Management Assistance Teams should be developed and consist of groupings of experienced, respected volunteer leaders (individuals) who are trained, vetted, and specifically tasked with the strategic management of **spontaneous volunteers** during an incident or disaster.

These teams are deployed, at times in concert with Emergency Management Assistance Teams, in order to effectuate the most consistent management of spontaneous

Emergency Management System: Human Capital

volunteers when large scale incidents or disaster occur in Washington. It is envisioned that VolMATs will deploy together as a team and be the single focal point for spontaneous volunteer registration(s) and integration of these volunteers into the response phase of incidents or disasters when practicable.

Strategic Advisory Teams (SATs)

Strategic Advisory Teams will exist to support emergency managers/coordinators in their decision making process, by developing a “forum” for critical or strategic thinking during the incident or disaster. For complex incidents or disasters that have the capability to overwhelm a jurisdiction or region for an extended period, and ideally where an EMAT/VolMAT has been requested by that jurisdiction, the activated SAT will contain a **Strategic Advisory Team (SAT) Specialist** (formerly described as a Think Tank or Synthesis Group concept).

The total composition of a Strategic Advisory Team will be determined by each incident and its location, provided that the team is led by a Strategic Advisory Team **Specialist**, who preferably is an existing emergency management professional, a critical thinker, and one who can assertively coordinate the development of a strategic support framework for the affected jurisdiction.

Additional SAT members should be requested from within the local impacted community and may consist, for example, of members from local chambers of commerce, educational institutions and academia, or other fields or disciplines that can **positively contribute to the strategic decision making process** in an EOC and in support of an emergency management director/coordinator.

Incident Management Teams (IMT): Type 3, Type 4, and NGO

Type 3 Incident Management Teams are a standing team of trained personnel from different departments, organizations, agencies, and jurisdictions within Washington and/or DHS Urban Area Security Initiative (UASI) region, activated to support incident management at incidents that extend beyond one operational period.

Consideration is requested that requirements, approval, and oversight of existing and future Type 3 Incident Management Teams reside with either the Washington State Patrol Fire Defense Committee, Washington State Emergency Management Division *or* within the domain of the existing Washington State Homeland Security Regions. This paper suggests that this critical discussion proceed for the purposes of creating a consistent framework across the state for the EOC/IMT interface.

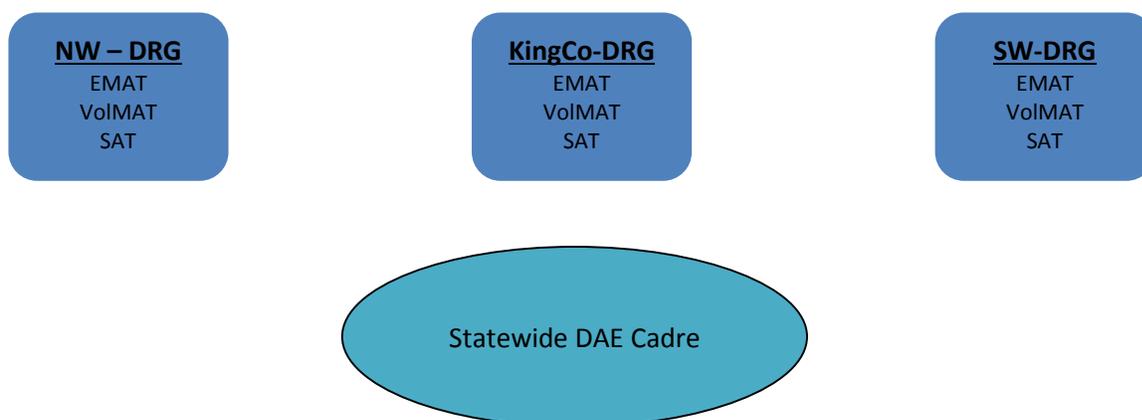
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Additionally, the state and local jurisdictions should consider the formation and training of smaller, intra-jurisdictional Type 4 IMTs that can support less complex incidents and more effectively (and routinely) interface with local EOCs and components of this concept paper (Ex. EMATs).

The State of Washington should **immediately** address the role and responsibilities of non-for-profit/NGO organizations that are increasing in visibility and activity during incidents and disasters (Ex. Team Rubicon). These organizations have at times been delegated authority to act as an IMT on behalf of smaller towns in Washington (Pateros, 2014) with limited or no oversight regarding legal liabilities, IMT standards, or interdependency with more traditional emergency management functions in Washington.

Concept

Disaster Response Groups (DRG): There will exist three initial Disaster Response Groups, each consisting of an EMAT, VolMAT, and SAT (designated specialist) in the State of Washington, each based within strategically pre-designated regions of the state (to be determined) and comprised of members (specialists) from any combination of cities, counties and tribes.



In order to support a *statewide* system of emergency management, this concept will eventually expand to include a total of seven Disaster Response Groups in the State of Washington.

Proposed DRG region and designation:

- 1) **Northwest Washington (NW-DRG):** Snohomish, Skagit, Whatcom, Island, San Juan and Affiliated Tribes
- 2) **King County (KingCo-DRG):** King & Affiliated Tribes
- 3) **Pierce County (PierceCo-DRG):** Pierce & Affiliated Tribes

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- 4) **Coastal Washington (Coastal-DRG):** Clallam, Jefferson, Kitsap, Grays Harbor, Pacific, Mason & Affiliated Tribes
- 5) **Southwest Washington (SW-DRG):** Thurston, Lewis, Cowlitz, Wahkiakum, Clark, Skamania & Affiliated Tribes
- 6) **Central Washington (CW-DRG):** Okanogan, Douglas, Chelan, Grant, Klickitat, Kittitas, Yakima, and Affiliated Tribes
- 7) **Eastern Washington (EW-DRG):** Spokane, Ferry, Pend Oreille, Stevens, Lincoln, Whitman, Adams, Garfield, Asotin, Columbia, Walla Walla, Franklin, Benton, and Affiliated Tribe

Assumptions

Disaster Response Groups (DRG) and their elements (EMAT, VolMAT, SAT) will contain a roster of individuals from existing government and select non-governmental organizations. Composition will ideally be from existing emergency management organizations and their primary stakeholder organizations.

Participation on an DRG will be voluntary and in addition to an individual team members' existing role and responsibility to his/her home organization.

The State of Washington will support this concept for the purposes of supplementing disaster assistance in anticipation of foreseeable events or when an emergency or disaster occurs.

Deployment of a DRG may be in conjunction with an Incident Management Team (IMT) or via a standalone mission assignment, depending on the specific needs of the requesting jurisdiction.

DRG Composition

Disaster response Groups are established with set staffing, established procedures for activation and deployment, and the supplies required to support the requesting organization's emergency management director/coordinator and his/her incident in an EOC environment.

Staffing for deployed DRGs shall be consistent from one team to the next, in order to meet the intentions of a state-wide system of emergency management and to meet the basic expectations of the requesting jurisdiction. However, this standardization does not preclude an DRG from adapting to the specific needs of the requesting jurisdiction upon arrival and assessment of the incident **and** at the direction/discretion of the Emergency Management Director or Coordinator.

The functional composition of each DRG should be consistent with widely accepted doctrine contained within the National Incident Management System (NIMS) and the principles of the

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Incident Command System (ICS), enabling the most effective and seamless interaction between affected jurisdictions and potential Incident Management Teams.

For example, each EMAT should consist of a minimum of 6 members, with an additional 7th member added to the EMAT under certain circumstances. Nothing precludes an EMAT to adjusting its roster when deployed to meet the individual needs of the affected jurisdiction (Ex. 1 EMAT Leader and 3 Operations Section Specialists, no Public Information Specialist needed):

- **EMAT Leader**
- **Finance Section Specialist**
- **Logistics Section Specialist**
- **Operations Section Specialist**
- **Planning Section Specialist**
- **Public Information Specialist**
- *Strategic Advisory Team Specialist*

Training Requirements (Example for EMATs)

All members of an Emergency Management Assistance Team should have completed the following training upon acceptance of a position within the team:

- ICS 100, 200, 300, and 400

Preferred requirements of EMAT members should include the following training or, at a minimum, be planned for training for the individual or the team as a whole:

- Previous Disaster Experience

Incidents requiring assistance from an EMAT will likely require leadership from each individual member of the team. Such leadership will likely be required within the requesting jurisdiction (the EOC) and potentially with external elements in the field (the IMT). Therefore, all EMAT members should strive to attend over the duration of their team the following training and the Washington State Emergency Management Division should place a high priority in supporting these individuals as they apply for this critical long-term training:

- National Emergency Management Advanced Academy (formerly FEMA Leaders Academy) EO-451, EO-452, EO-453, EO-454

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Membership Selection (Example for EMATs)

Selection of EMAT members for each team shall be determined from within the respective DRG region (ex. Coastal DRG). The DRG-EMAT Leader position may be appointed on an interim basis by the State of Washington Emergency Management Division (EMD) for the purposes of team recruitment and development if a region is unable to determine an interim leader. It is anticipated that once an EMAT Leader position is appointed, that individual will recruit and develop the teams from within the respective region with the most appropriate and balanced roster available and willing to serve.

DRG Activation and Mobilization Considerations

Activation and mobilization of a DRG to support affected jurisdictions should occur via a request from the receiving jurisdiction. Although a request could be initiated for non-traditional emergency management incidents (ex. pre-planned events that require extraordinary support and in conjunction with an Incident Management Team) it is anticipated that requests will normally be “triggered” by the following:

- Significant or large scale incidents that are current or imminent
- Complex incidents requiring multi-agency coordination for response and transition-to-recovery
- Events that have the potential to overwhelm the jurisdiction and/or region
- Events that could, if unaddressed, negatively impact the statewide system of emergency management

DRG Deactivation Considerations

Deactivation of any or all elements of a DRG shall occur when the emergency management director/coordinator of the impacted jurisdiction determines that the presence of the DRG is no longer needed or required.

In the event that an incident requires long-term support from a DRG, the emergency management director/coordinator may coordinate with the State of Washington’s Emergency Management Division for the purposes of relieving the current DRG with another, when practicable, or seeking alternative regional or state assistance.

Guiding Principles and Core Values of DRGs/Team Members

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A Consistent Framework for Support

DRGs require consistent structure, staffing, training and capabilities to be an effective tool for requesting jurisdictions. **Any jurisdiction or tribe in Washington should be able to request *any* DRG, under *any* scenario, and receive the *same* support.**

Supporting Role

Activated and deployed DRGs exist to **support** a state wide system of emergency management, by providing any jurisdiction or tribe emergency management support when requested. This support is not intended to usurp or impede upon the emergency management director/coordinator or his/her jurisdiction. In short, DRGs work at the request of and directly for the emergency management director/coordinator of the requesting jurisdiction.

Collaboration

In concert with well established and accepted guiding principles of emergency management, DRGs will only support in a collaborative and coordination role. Any tasking of a DRG beyond that coordination role (e.g. command and control) should be considered cautiously and alternative solutions should be explored.

Interface with Incident Management Teams (IMT)

Deployed DRGs (Emergency Management Assistance Teams) will work collaboratively with deployed Incident Management Teams to create a seamless interface between emergency management coordination and tactical operations that may be occurring simultaneously.

Competence

Deployed DRG members are highly skilled leaders and strategic thinkers, willing to support (and take direction from) an emergency management director/coordinator during his/her time of need. Individuals are well versed on the concepts of Emergency Operations Center coordination and the strategic nature of EOCs in the overall response to incidents and disasters.

Committed

DRG members are dedicated to the cause of supporting requested jurisdiction(s) and ensuring that a high degree of consistency exists from one EOC to another in the State of Washington. These groups, their teams, and their individual members are

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committed to solving problems and supporting the affected jurisdiction without individual, professional, or personal needs and egos.

Inclusive

Membership in a State DRG is inclusive and collaborative. In order to be an effective support component of any incident or disaster, the emergency management and stakeholder professionals comprising DRGs comprehend and embrace the diverse nature of Washington's population, geography, and associated hazards.

State Authorities and Related Legislation

Disaster Response Groups, their teams, and individuals will deploy and operate under the authorities governing emergency management and Intrastate Mutual Aid System (RCW 38.52; RCW 38.56).

Implementation Schedule (EMAT, SAT Only)

In order to be successful, a phased approach to the development and execution of the concepts designed in this paper are optimal. The following represents a recommended phase-in approach:

Phase 1

Mid-April - July 1, 2015

Emergency Management Division and Emergency Management Advisory Group (EMAG) will review, amend, and acknowledge the concepts of this paper.

Washington EMD will assist in the review of legal and statutory requirements needed to execute the concepts in this paper, as well as examine any potential statutory changes that may be required for future engagement or growth of the DRG concept.

Washington EMD will formally recognize and designate three initial (pilot) DRG regions (ex. NW; Coastal; Central) and, in consultation with the EMAG and the Washington State Emergency Management Association (WSEMA), formally appoint respective DRG Leaders for each team if necessary (Ex. EMAT, VolMAT, SAT).

Phase 2

July 1 - September 1, 2015

Emergency Management System: Human Capital

Three appointed initial DRG leaders will recruit and develop a roster unique to their region and coordinate a meeting(s) with other DRG leadership/teams for the purposes of furthering the concepts and ensuring consistency from one DRG to the next.

Phase 3

August 1 - December 1, 2015

Three Initial DRGs will meet and if possible train within their regions as appropriate and meet where possible with emergency management directors/coordinators as well as any standing Incident Management Team within the region (or with one frequently deployed in support of that region).

This process will allow for DRG counties, cities, and tribes to 1) familiarize themselves with the concept of a DRG and 2) to consider how best to integrate or incorporate DRGs into existing response procedures and alongside pre-identified response elements including Incident Management Teams.

Phase 4

January 1, 2016

The three initial DRGs will officially “stand up” and become available to requesting jurisdictions in the State of Washington.

Phase 5

January 1 – December 31, 2016

Washington EMD will review the phased-in approach, amend or adjust as necessary, and designate remaining 4 DRG regions and their respective DRG leaders and continue the process until completed by December 31st 2016.

State of Washington
Emergency Management Assistance Team

Concept Paper

John E. Pennington
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Snohomish County Department of Emergency Management

July 9, 2015



ATTACHMENT 2

Emergency Management Assistance Teams (EMAT)

Background

Emergency Management Assistance Teams (EMATs) are deployable entities comprised of current emergency management professionals and select support functions/staff in the State of Washington.

The primary objective of an EMAT is to provide structured support to emergency management directors/coordinators and their respective Emergency Coordination Centers (ECC) when requested **and/or** work in conjunction (interface) with Incident Management Teams (IMTs) or other field elements when conducting tactical operations for the affected jurisdiction.

EMATs are not intended (or designed) to usurp the authorities and responsibilities of local emergency management organizations, rather to supplement these organizations as a **supplemental resource** for more effective coordination.

Additionally, EMATs are not intended to be a replacement or alternative to existing or future Incident Management Teams (IMTs), rather they exist as a **strategic compliment** to the well-established tactical roles and responsibilities that IMTs fulfill during incidents or disasters.

Intent: EMATs are designed to afford local emergency management professionals at varying degrees of size, shape, and capability the opportunity to perform emergency management functions consistently and within the system of emergency management that is currently under design from the State of Washington's Emergency Management Division (EMD) and working within the framework of the Washington Intrastate Mutual Aid System (WAMAS).

Concept

There should be three ***initial EMATs in the State of Washington, each based within strategically pre-designated regions of the state and comprised of members (specialists) from any combination of cities, counties and tribes.

In order to support a *statewide* system of emergency management, this concept should eventually expand to include a total of **no less than** seven EMATs in the State of Washington.

Proposed EMAT region and designation:

- 1) *****Northwest Washington (NW-EMAT)**: Snohomish, Skagit, Whatcom, Island, San Juan and Affiliated Tribes
- 2) *****King County EMAT (KingCo-EMAT)**: King & Affiliated Tribes
- 3) *****Pierce County EMAT (PierceCo-EMAT)**: Pierce & Affiliated Tribes

Emergency Management Assistance Teams (EMAT)

- 4) **Coastal Washington (Coastal-EMAT):** Clallam, Jefferson, Kitsap, Grays Harbor, Pacific, Mason & Affiliated Tribes
- 5) **Southwest Washington EMAT (SW-EMAT):** Thurston, Lewis, Cowlitz, Wahkiakum, Clark, Skamania & Affiliated Tribes
- 6) **Central Washington EMAT (CW-EMAT):** Okanogan, Douglas, Chelan, Grant, Klickitat, Kittitas, Yakima, and Affiliated Tribes
- 7) **Eastern Washington EMAT (EW-EMAT):** Spokane, Ferry, Pend Oreille, Stevens, Lincoln, Whitman, Adams, Garfield, Asotin, Columbia, Walla Walla, Franklin, Benton, and Affiliated Tribe

Assumptions

Emergency Management Assistance Teams will contain a roster of individuals from existing government and select non-governmental organizations. Composition will ideally be from existing emergency management organizations and their primary stakeholder organizations.

Participation on an EMAT will be voluntary and in addition to an individual team members' existing role and responsibility to his/her home organization.

The State of Washington will support this concept for the purposes of supplementing disaster assistance in anticipation of foreseeable events or when an emergency or disaster occurs.

Deployment of an EMAT may be in conjunction with an Incident Management Team (IMT) or via a standalone mission assignment, depending on the specific needs of the requesting jurisdiction.

EMAT Composition

Emergency Management Assistance Teams are established with set staffing, established procedures for activation and deployment, and the initial supplies required to support the requesting organization's emergency management director/coordinator and his/her incident in an EOC environment for no less than 7 days.

Staffing for deployed EMATs shall be consistent in order to meet the intentions of a state-wide system of emergency management and to meet the basic expectations of the requesting jurisdiction. However, this standardization does not preclude an EMAT from adapting to the specific needs of the requesting jurisdiction upon arrival and assessment of the incident **and** in conjunction with the Emergency Management Director or Coordinator.

The functional composition of each EMAT shall be consistent with widely accepted doctrine contained within the National Incident Management System (NIMS) and the principles of the Incident Command System (ICS), enabling the most effective and seamless interaction between

ATTACHMENT 2

Emergency Management Assistance Teams (EMAT)

affected jurisdictions, potential Incident Management Teams, and other EMATs that may eventually be requested.

There shall be three types of EMATs available for deployment:

- **EMAT-A (Advanced)**
- **EMAT-Type 2**
- **EMAT-Type 1**

EMAT-A

An EMAT-A may be deployed when time allows or for a foreseeable incident that requires pre-planning for potential long term activation of an ECC. EMAT-A roster includes:

- **EMAT Team Leader**
- **Logistics Section Specialist**
- **Planning Section Specialist**
- **Public Information Specialist**

Primary responsibilities for an EMAT-A should include (but not be limited to) conducting an emergency management needs assessment, developing situational awareness, establishing when appropriate a memorandum of understanding or delegation of authority (mission assignment).

EMAT-Type 2

An EMAT-Type 2 will consist of an 8 member roster:

- **EMAT Team Leader**
- **Finance Section Specialist**
- **Logistics Section Specialist**
- **Operations Section Specialist**
- **Planning Section Specialist**
- **Public Information Specialist**
- **Call Center Specialist**
- **Strategic Advisory Specialist**

Primary responsibilities for an EMAT-Type 2 may include developing Situational Awareness for the jurisdiction and emergency management partners, establishing/augmenting an EOC, conducting public information and warning as required, liaison with tactical field teams, establishing/augmenting a Call Center.

EMAT-Type 1

An EMAT-Type 1 will consist of 15 members:

- **EMAT Team Leader**

Emergency Management Assistance Teams (EMAT)

- **Finance Section Specialist**
 - 2 Finance/Admin Support Specialists
- **Logistics Section Specialist**
 - 2 Logistics Support Specialists
- **Operations Section Specialist**
 - 2 Operations Support Specialist
- **Planning Section Specialist**
 - 2 Planning Support Specialists
- **Public Information Specialist**
- **Strategic Advisory Specialist ***

***Strategic Advisory Team**

For complex incidents or disasters that have the capability to overwhelm a jurisdiction or region for an extended period, and where an EMAT has been requested by that jurisdiction, the activated EMAT may contain a **Strategic Advisory Specialist** (formerly Think Tank or Synthesis Group concept) whose primary task is providing strategic advice or guidance for the affected Emergency Management Director or Coordinator. In this capacity, the specialist may be tasked with establishing a Strategic Advisory Team (SAT) for the purposes of structuring long term, critical thinking and strategic planning for the incident or disaster.

The total composition of a Strategic Advisory Team will be determined by each incident and its location, but the team shall be activated, developed and led by the Strategic Advisory Team **Specialist**, who preferably is an existing emergency management professional, a critical thinker, and one who can assertively coordinate the development of a strategic support framework for the affected jurisdiction.

Additional SAT members should be primarily sought from within the local impacted community and may consist, for example, of members from local chambers of commerce, educational institutions and academia, or other fields or disciplines that can **effectively contribute to the strategic decision making process** in an EOC and in support of an emergency management director/coordinator.

EMAT Training Requirements (General)

All members of an Emergency Management Assistance Team should have completed the following training upon acceptance of a position within the team:

- ICS 100-400, 700, 800

Preferred long term requirements of EMAT members should include the following training or, at a minimum, be planned for training for the individual or the team as a whole:

- EOC-IMT Interface (L-947)

Emergency Management Assistance Teams (EMAT)

Incidents requiring assistance from an EMAT will require **leadership** from each individual member of the team. Such leadership will likely be required within the requesting jurisdiction (the EOC) and potentially with external elements in the field (the IMT). Therefore, all EMAT members should attend, for personal and professional development, the following training.

Washington State Emergency Management Division should place a high priority in supporting these specific individuals as they apply for this critical long-term training:

- National Emergency Management Basic Academy (EO-101 Foundations, EO-105 Public Information and Warning)
- National Emergency Management Advanced Academy (formerly FEMA Leaders Academy) EO-451, EO-452, EO-453, EO-454

EMAT Training/Education Requirements (Position Specific)

It is the intent of this section to describe and develop the necessary credentials and training required for each EMAT position. It is understood that this section will require a lengthy process and period of time before development and acceptance occurs. However, each EMAT should strive to have members that have accomplished the following training or education as much as possible:

EMAT Team Leader:

- Emergency Management Director (or Deputy)/Coordinator in Washington State (current or former).
- Demonstrated and/or documented experience in a team or organizational leadership position.
- Qualifications as any ICS Section Chief or Emergency Support Function (ESF) Lead.
- Letter of Support from home organization authorizing participation and deployment.

Finance Section Chief:

- Qualifications as a Finance/Admin Section Chief
- Letter of Support from home organization authorizing participation and deployment.

Logistics Section Chief:

- Qualifications as a Logistics Section Chief

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Emergency Management Assistance Teams (EMAT)

- Letter of Support from home organization authorizing participation and deployment.

Operations Section Chief:

- Qualifications as an Operations Section Chief
- Letter of Support from home organization authorizing participation and deployment.

Planning Section Chief:

- Qualifications as a Planning Section Chief
- Letter of Support from home organization authorizing participation and deployment.

Public Information Officer:

- Completion of the FEMA Advanced Public Information E-388 Course or equivalent experience.
- Letter of Support from home organization authorizing participation and deployment.

Strategic Advisory Specialist:

- Current or former Emergency Management Director/Coordinator with demonstrated disaster experience.
- Recognized emergency management leader with demonstrated strategic coordinating capabilities.
- Degree in Emergency Management and/or Certified Emergency Manager.
- Letter of Support from home organization authorizing participation and deployment.

Section Support Specialists:

- Completion of ICS 100-400
- Demonstrated experience in their respective section or the skill set required that supports the specific section.
- Letter of Support from home organization authorizing participation and deployment.

EMAT Membership Selection

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Emergency Management Assistance Teams (EMAT)

Selection of EMAT members for each team shall be determined from within the respective EMAT region (ex. Coastal EMAT); however, the EMAT Leader position shall be appointed on an interim basis by the State of Washington Emergency Management Division (EMD) for the purposes of team recruitment and development. It is anticipated that once an EMAT Leader position is appointed, that individual will recruit and develop the teams from within the respective region with the most appropriate and balanced roster available and willing to serve.

Rotation

Individual members of an EMAT may be subject to rotation, but it is not a mandatory process. Regional teams will determine their own rotational process and application of that process as necessary.

Activation and Mobilization Considerations

Activation and mobilization of EMATs to support affected jurisdictions shall occur via a request from the receiving jurisdiction to the Emergency Management Division, and through the Washington Intra-State Mutual Aid System (WAMAS). Each EMAT shall develop an internal process for mobilization and, at a minimum; each EMAT roster and primary point of contact shall be available to the Washington State Emergency Management Division Duty Officer.

Although a request could be initiated for non-traditional emergency management incidents (ex. pre-planned events that require extraordinary support and in conjunction with an Incident Management Team) it is anticipated that requests will normally be “triggered” by the following:

- Significant or large scale incidents that are current or imminent
- Complex incidents requiring multi-agency coordination for response and transition-to-recovery
- Events that have the potential to overwhelm the jurisdiction and/or region
- Events that could, if unaddressed, negatively impact the statewide system of emergency management

It is anticipated that a deployed EMAT will work under the authorities and guidelines under RCW 38.52 and the Washington Intrastate Mutual Aid System. However, it is not inconceivable that an EMAT may request from the affected jurisdiction (or be tasked) a Delegation of Authority that defines mission requirements and responsibilities, as well as potential limitations upon the deployed team.

EMAT member deployment equipment

Emergency Management Assistance Teams (EMAT)

It is the intent of this section to have each EMAT to develop specific personal and team equipment requirements (ex. uniform radio cache) necessary for a 7 day deployment; however, each individual team member should have at the minimum the following:

- Personal supplies including medicines, hygiene, spare clothing, sleeping bag.
- Cell phone and independent charging capability
- Government issued identification (ex. County EM Director badging) and licenses as applicable
- Basic office supplies for their specific position

It is intended that the Finance/Admin Specialist on the EMAT will coordinate lodging or on site support as required for the members of the EMAT.

Deactivation Considerations

Deactivation of an EMAT should occur when the emergency management director/coordinator and the EMAT Team Leader concur that the incident/disaster has been stabilized and can be maintained from within the affected jurisdiction.

In the event that an incident requires long-term support from the EMAT, the EMAT Team Leader may coordinate with the State of Washington's Emergency Management Division for the purposes of relieving the current EMAT with another team, when practicable, or seeking alternative regional or state assistance.

Guiding Principles and Core Values of EMATs/Team Members

A Consistent Framework for Support

EMATs require consistent structure, staffing, training and capabilities to be an effective tool for requesting jurisdictions. **Any jurisdiction or tribe in Washington should be able to request any EMAT, under any scenario, and receive the same support capability.**

Supporting Role

Activated and deployed EMATs exist to **support** a state wide system of emergency management, by providing any jurisdiction or tribe emergency management support when requested. This support is not intended to usurp or impede upon the emergency management director/coordinator or his/her jurisdiction. In short, EMATs work at the request of and directly for the emergency management director/coordinator of the requesting jurisdiction.

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Emergency Management Assistance Teams (EMAT)

Collaboration

In concert with well-established and accepted guiding principles of emergency management, EMATs will only support in a collaborative and coordination role. Any tasking of an EMAT beyond that coordination role (e.g. command and control) should be considered cautiously and alternative solutions should be explored.

Interface with Tactical Field Teams

Deployed Emergency Management Assistance Teams will work collaboratively with deployed tactical field teams (ex. IMT) to create a seamless interface between emergency management coordination and tactical operations that may be occurring simultaneously.

Competence

Deployed EMAT members are highly skilled leaders and strategic thinkers, willing to support (and take direction from) an emergency management director/coordinator during his/her time of need. Individuals are well versed on the concepts of Emergency Coordination Center coordination and the strategic nature of EOCs in the overall response to incidents and disasters.

Committed

EMAT members are dedicated to the cause of supporting requested jurisdiction(s) and ensuring that a high degree of consistency exists from one ECC to another in the State of Washington. These teams and their individual members are committed to solving problems and supporting the affected jurisdiction without individual, professional, or personal needs and egos. This commitment is reflected by the documented support of their parent organization.

Inclusive

Membership in a State EMAT is inclusive and collaborative. In order to be an effective support component of any incident or disaster, the emergency management and stakeholder professionals comprising EMATs comprehend and embrace the diverse nature of Washington's population, geography, and associated hazards.

State Authorities and Related Legislation

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Emergency Management Assistance Teams (EMAT)

Emergency Management Teams will deploy and operate under the authorities governing emergency management and Washington State Intrastate Mutual Aid System (RCW 38.52; RCW 38.56).