

Puget Sound Region



July 2014



Regional Catastrophic Disaster Coordination Plan

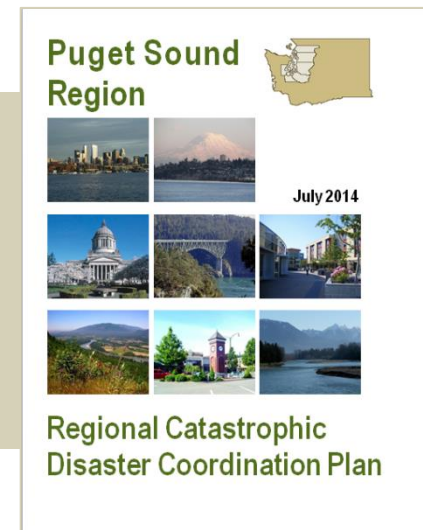
Part 1: User Guide

Part 2: Plan

The above links will take you directly to the User Guide or the Plan.

Puget Sound Regional Catastrophic Disaster Coordination Plan

User Guide



User Guide Purpose



This User Guide is designed to 1) provide an overview of the Puget Sound Regional Catastrophic Disaster Coordination Plan and to 2) be a practical, hands-on mechanism for navigating regional coordination generally and as relates to specific topics explored in depth in each of the supporting plans and toolkits. The Guide includes an overview of the RGPGP Plans and Coordination Groups that have been developed for specific topics [\(UG-10\)](#).

The User Guide is not a replacement for the full text of the Coordination Plan.

How to Use this Guide

This document provides an overview and practical guide to using the Coordination Plan.

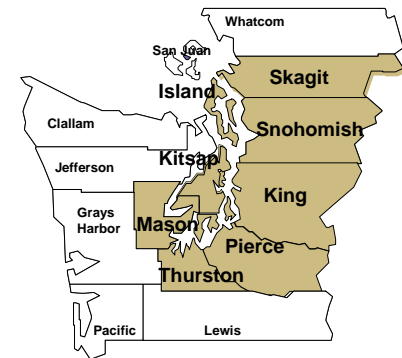
- Clicking on a blue box with page number [\(p. #\)](#) will bring you to relevant information within this User Guide and the full Coordination Plan.

 +  After clicking on a blue link, hold the **Alt** key down and press the **left arrow** key to return to the page you were viewing.

- Clicking on [blue links](#) – will bring you to relevant external resources.

Concept of Coordination

The Coordination Plan guides regional coordination in a catastrophic event within the 8-county Puget Sound Region. “Regional coordination” means multiple counties or Tribal Nations are involved. The Plan does not focus on the internal plans and responses of individual counties.



Regional Coordination Processes & Tools

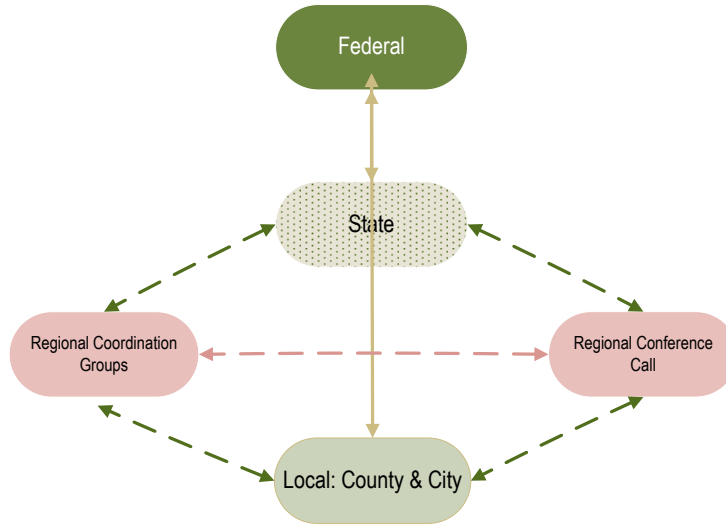
The Coordination Plan provides guidance in four areas:

- Use of Incident Snapshots [\(UG-4\)](#) to share information among counties.
- Use of Regional Conference Calls [\(UG-8\)](#) to facilitate multi-county coordination
- Potential formation of Coordination Groups [\(UG-10\)](#) to support multi-county coordination in specific areas.
- Common priorities to guide Resource Prioritization [\(UG-12\)](#).

These topics are shown graphically on the following page and are described in more detail on the pages that follow.

Relationship with Local, State, and Federal Coordination Efforts

Regional coordination efforts support and do not supplant local, state, or federal coordination structures as shown below:



For information on federal, state, and local roles and responsibilities, see [\(p. III-1\)](#).

Contact information for County and Tribal Emergency Management Agencies and the State Emergency Management Division.

- FEMA Region X: www.fema.gov/region-x-ak-id-or-wa-0
- State EMD: www.emd.wa.gov/about/contact.shtml
- Tribal: nwtemc.org/Contact_NWTEMC.aspx
- Local: www.emd.wa.gov/myn/myn_contact_info.shtml

Tribal Nations

- As sovereign entities, when an incident is beyond the capability of the tribe to respond, Tribal leaders may seek assistance from the county, State or Federal Government. Tribal Nations can request federal disaster assistance via the Stafford Act a) through their own declarations; b) through a State request or declaration; or c) by requesting assistance independently and also as part of the State’s declaration. If a tribe chooses to be considered part of a State declaration request, the State Governor must request a Presidential declaration on behalf of a Tribal government
- Tribal Governments and Nations are encouraged to report their status to counties and may use the Incident Snapshot.

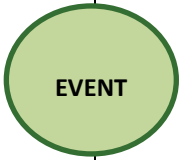
Cities

- This Plan recommends that city emergency management agencies channel their resource requests through their counties; cities with State-recognized emergency management programs have statutory authority to request resources directly from the State.

0-12 hours

12- 24 hours

Ongoing...



EVENT

A

INFORMATION SHARING

Incident Snapshots
(ISNAPs) (p. UG-5)

State Situation Reports
(SITREPs) (p.UG-6)

B

CONFERENCE CALLS

State Conference
Call (p.UG-7)

Subsequent State Calls,
e.g., logistics (p.UG-7)

Initial Regional
Conference Call (p.UG-8)

Subsequent Regional
Calls (p. UG-9)

C

IDENTIFY ISSUES & ACTIVATE
COORDINATION GROUPS

Summary of topics and groups (p.UG -10)

D

RESOURCE PRIORITIZATION

Request additional resources from neighbors or State (p.UG-12)

E

PUBLIC INFORMATION

Communicate coordinated information to public (p. UG-13)

TIP:

Clicking on the highlighted blue page number (p. #) will take you to that page within the User Guide.

After clicking on a blue link, hold the **Alt** key down and press the **left arrow key** to return to the page you were viewing.



Regional Information Sharing: Incident Snapshots (ISNAPs)

- Within four (4) hours of a catastrophic incident, or as soon as possible, each County will complete an Incident Snapshot (ISNAP) [\(UG-5\)](#).
- The State Emergency Operations Center will post submitted Incident Snapshots on WebEOC, the State's web-based emergency management information system.

A blank ISNAP is shown on the following page.

What information do I need to fill out an ISNAP?

- Brief overview of situation
- Status of:
 - Government
 - Transportation
 - Utilities
 - Medical
 - Communications
 - Public Safety
 - Environment

State Situation Reports (SITREPs)

When EOCs are activated and response or recovery operations are being conducted, affected jurisdictions provide situation reports (SITREPs) to the State EOC. The report:

- Summarizes the magnitude and impact of the disaster
- Identifies problem areas
- Warns of further hazards
- Analyzes disaster-related needs compared to local response
- Alerts additional response agencies of potential missions

A blank Situation Report is shown on page [\(UG-6\)](#).

Regional Incident Snapshot (ISNAP)

Below is filled out sample of a RGPGP region Incident Snapshot (ISNAP).

Incident Snapshot for Counties and Tribal Nations

Send To: Washington State Emergency Operations Center via internet, fax, amateur radio or post on WA:

1. Date/Time	2. Initial Update	3. Incident Type	4. State Mission Number
5. Affected Jurisdiction(s)			6. County
7. Point of Contact (Name and Number)		8. EOC Status (open/closed) Open	
9. Briefly describe the situation:			
10. Impacts (See checklist tab)	11. Status* populates from checklist tab	12. Comments populates from checklist tab	
13. Casualties	14. 	15. At least 1,000 injured by collapsed high rise	
16. Communications	17. 	18. No information yet on other communications systems	
19. Energy	20. 	21. outages appear to be localized	
22. Environment	23. 	24. Green River over banks in downtown Seattle	
23. Government	24. 	25. All accounted for	
26. Medical	27. 	28. Systems currently at capacity	
29. Public Safety	30. 	31. Fire at capacity; fire mob activated	
32. Transportation	33. 	34. No reports yet	
35. Utilities	36. 	37. major pipeline ruptured	

* Red - Critical
Yellow - Significant
Green - Limited
Black - Unknown


Checklist for ISNAP

Directions: This form is to be submitted to the State EOC via email or FAX by participating counties and tribes within 4 hours, or as soon as possible, of an EOC activation for a major event that could be considered catastrophic. Counties may choose to use this form to collect information from their local partners. Complete the "Impacts Checklist," then select the appropriate status code from the "Status" drop down menu based on the minimum thresholds provided. Use the "Comments" column to briefly explain the rating, as needed. If a county fails to report to the State EOC, the assumption will be that they are unable to report. The "Status" and "Comments" entries will automatically populate the ISNAP tab.

Category	Estimated Impact(s)	Impacts Checklist: Check all that apply and/or are impacted	Minimum threshold for "Red"	Minimum threshold for "Yellow"	Minimum threshold for "Green"	Status (select from menu)	Comments
Casualties	Injuries/Fatalities	<input checked="" type="checkbox"/> Extensive <input type="checkbox"/> Moderate <input type="checkbox"/> Minimal	Extensive	Moderate	Minimal	Red	At least 1,000 injured by collapsed high rise
Communications	System(s) damaged	<input type="checkbox"/> Cellular <input checked="" type="checkbox"/> Landlines <input type="checkbox"/> Internet <input type="checkbox"/> Commercial Radio <input type="checkbox"/> Television <input type="checkbox"/> Ham	Any two boxes checked	Any one box checked	No boxes checked	Yellow	No information yet on other communications systems
Energy	System(s)	<input checked="" type="checkbox"/> Electricity <input type="checkbox"/> Fuel Lines <input type="checkbox"/> Natural Gas	Any one box checked (extensive)	Any one box checked (at least minimal)	No boxes checked	Yellow	outages appear to be localized
Environment	System(s) damaged	<input checked="" type="checkbox"/> Dam Failure <input type="checkbox"/> Flooding <input type="checkbox"/> Haz Mat	Any one box checked (imminent life safety issues)	Any one box checked (potential life safety issues)	No boxes checked	Red	Green River over banks in downtown Seattle
Government	Line of Succession	<input type="checkbox"/> Intact <input type="checkbox"/> Elected officials unavailable	CEO and line of succession unavailable	Line of succession partially intact	Intact	Green	All accounted for
Medical	Systems overwhelmed/damaged	<input checked="" type="checkbox"/> EMS <input type="checkbox"/> Hospital(s) <input type="checkbox"/> Fatality Management	Any one box checked (overwhelmed or extensive)	Any one box checked (at capacity)	No boxes checked	Yellow	Systems currently at capacity
Public Safety	Systems overwhelmed/damaged	<input type="checkbox"/> Public Safety Radio <input checked="" type="checkbox"/> Fire <input type="checkbox"/> Police <input type="checkbox"/> 911 System	Any one box checked (overwhelmed or extensive)	Any one box checked (at capacity)	No boxes checked	Yellow	Fire at capacity; fire mob activated
Transportation	System(s) damaged	<input type="checkbox"/> Airport(s) <input type="checkbox"/> Arterials <input type="checkbox"/> Ferries <input type="checkbox"/> Freeway(s)/Highway(s) <input type="checkbox"/> Mass Transit <input type="checkbox"/> Rail Lines <input type="checkbox"/> Seaport	Any one system with extensive damage	Any one system with minimal damage	No boxes checked	 	No reports yet
Utilities	System(s) damaged	<input type="checkbox"/> Sewer <input checked="" type="checkbox"/> Water	Any one box checked (extensive)	Any one box checked (at least minimal)	No boxes checked	Yellow	major pipeline ruptured

State Situation Report (SITREP)

Below is a sample of a Washington State Situation Report (SITREP).

		<h1>Washington State</h1> <h2>Emergency Operations Center</h2> <h3>SITUATION REPORT 1</h3>	
1. As of Date/Time 0x/xx/10 // xxxx PST	2. Initial Update <input checked="" type="checkbox"/> Final <input type="checkbox"/>	3. Incident Number	4. Incident Name E10-xxx
5. Affected Jurisdictions X, x and x Counties		6. Type of Incident	7. State EOC Activation Level Phase
8. General Situation See example			
9. Current Priorities <ul style="list-style-type: none"> Coordinate Life Safety Actions Analyze Situation and Coordinate Stabilization Activities Coordinate Actions to Protect Property Build comprehensive / coordinated situational awareness and public messaging 			
10. Confirmed Event Related Injuries 0		11. Confirmed Event Related Deaths 0	
12. Weather Forecast Western Washington: http://www.wrh.noaa.gov/total_forecast/getprod.php?wfo=sew&pil=afd&sid=sew xxx Eastern Washington: http://www.wrh.noaa.gov/forecasts/display_special_product_versions.php?sid=OTX&pi=AFD xxx			
13. General Staff and ESF Key Issues and Actions LOGISTICS: The following resource requests were received and are in process: • Who, what, tasked to ESF x			
EXTERNAL AFFAIRS: All Media and Public information is posted to the Public Information Emergency Response (PIER) website: https://www.piersystem.com/go/site/16991 ESF-1 (Transportation): Refer to http://www.wsdot.wa.gov/Traffic/trafficalerts/default.aspx for current status.			
14. Remarks			
15. Prepared by , SitRep Writer , (signed by) Planning Section Chief		16. Approved by , Disaster Manager	

17. Sent to: Governor WA Legislative Delegation** WA Congressional Delegation** WA State Agencies (Boards, Commissions, Universities, etc) WA State Agency Liaisons WA Business Liaisons WA State EOC WA State and Local Jurisdiction Emergency Managers WA Military Department, Executive Management Team WA Emergency Management Division Alaska Division of Homeland Security and Emergency Management Idaho Bureau of Disaster Services Oregon Office of Emergency Services British Columbia Provincial Emergency Program Yukon Territory Emergency Measures Organization Tribal Nations Regional Response and Coordination Center (RRCC), FEMA Region X National Operations Center (NOC) Protective Security Advisor, Department of Homeland Security Commander, 1 st Corps and Fort Lewis Commander, Fairchild Air Force Base Commander, McChord Air Force Base Commander, Naval Region Northwest Commander, 13 th Coast Guard District Captain of the Port, Portland Joint Harbor Operations Center Commander, Washington National Guard Commander, US Army Corps of Engineers, Northwest Division Seattle District Portland District Walla Walla District *Notification will be made by The Adjutant General's Office	18. Date sent Xx/xx/xx	19. Time sent xxxx	20. Sent by xxx
---	---------------------------	-----------------------	--------------------

For more information, see the State's guidance on [situation reporting](#).

Regional and State Conference Calls

In addition to the Regional Conference Call outlined on [\(UG-8\)](#) and [\(UG-9\)](#), the State Conference Call works to facilitate situational awareness and identify the type and amount of resources that will be requested through the State EOC. The table below contrasts these two calls:

	Coordination Plan Regional Conference Call	State Conference Call
Primary purpose	<ul style="list-style-type: none"> • Facilitate regional collaboration with agency-to-agency communications <ul style="list-style-type: none"> ○ Identify resource needs and availability for sharing among 8-counties ○ Organize interagency Coordination Groups to handle multi-county issues requiring coordination 	<ul style="list-style-type: none"> • Provide situational awareness to State <ul style="list-style-type: none"> ○ Collect information from impacted agencies ○ Identify resources needed from State
Who	<ul style="list-style-type: none"> • 8 counties, Tribal Nations, State Emergency Management Division (may be expanded after initial call) 	<ul style="list-style-type: none"> • State • All impacted emergency management agencies
When	<ul style="list-style-type: none"> • Initial call at 13:30 or when requested, no later than 24 hours after the incident. 	<ul style="list-style-type: none"> • Initial call: as soon as possible • Schedule for subsequent calls to be determined
More info	<ul style="list-style-type: none"> • Summary in this User Guide (UG-8) and (UG-9). • Within the Coordination Plan (p. II-5). 	

Initiating a Regional Conference Call

Any impacted county or Tribal government may initiate a Regional Conference Call and activate this Plan.

If any of these criteria apply...		...you may initiate a Regional Conference call
√	Criteria	Using
	Potential or imminent threat of a catastrophic incident	<ol style="list-style-type: none"> 1. Pierce County Everbridge system (call 253.798.7470) 2. Kitsap County or Snohomish County (a meeting invitation will be sent out via MyState or direct phone call) 3. Amateur Radio (according to local protocols) <p>The agency requesting the call will facilitate and document the call or request another participant do so.</p>
	Local and State resources insufficient to address needs	
	Overwhelming casualties or homeless/displaced survivors	
	Activation of multiple county and State Continuity of Operations Plans	
	Destruction/significant damage to critical infrastructure or environment	
	Local officials determine that coordinated information sharing and decision-making is needed	

How will I know if I should participate in a Regional Conference Call?

- You will receive notification via one of three means listed above.
- Unless otherwise specified, the first call will take place at 1330 not more than 24 hours after the event.

Regional Conference Call Agenda

The agenda for the Regional Conference Call is discussed on the following pages of the Coordination Plan:

- Notification sequence [\(p. II-5\)](#)
- Conference call protocols [\(p. II-5\)](#)
- Recommended agendas for first and second calls [\(p. II-8\)](#)

Participants in the Regional Conference Call Should be Able to:

√	Identify the most serious impacts affecting their jurisdiction
√	Request local (intra-state) assistance
√	Offer local (intra-state) assistance
√	Identify multi-county issues of concern (current or future)
√	Establish Coordination Groups to address issues of concern (UG-10)

Agenda for Deconflicting Call

The following outline will be used as a guide to deconflicting requests from individual agencies.

- Identify potentially overlapping coordination issues
- Identify areas of existing and/or potential conflict
- Identify urgency of issue
- Identify process and/or lead agency to resolve conflict

The Regional Conference Call will determine if a regional approach to key issues will be of value, and if so, whether to activate a topic-specific Coordination Group. Where noted below, Annexes to this Coordination Plan have pre-identified Coordination Groups with recommended protocols.

For an overview of the RCPGP’s plans and annexes, go [here](#). For individual documents, use the links below *or* [here](#). The [Synchronization Matrix](#) shown at right provides a time-phased listing of actions called for or recommended by each document as well as responsible agencies.

0-12 HOURS	12-72 HOURS	72 HOURS - 1 WEEK	1 WEEK OR MORE
X	X		
	X		
	X	X	

Topic	Plan or Annex Title	Coordinating Group	Emergency Support Function (ESF) Interface
Coordination (Emergency Operations Centers)			
<ul style="list-style-type: none"> Multi-county coordination, including situational awareness; local mutual aid; and coordination groups 	Puget Sound Regional Catastrophic Disaster Coordination Plan	Regional Conference Call Participants, Washington Mutual Aid System (WAMAS)	ESF-5 Emergency Management
			ESF-7 Resource Support
Casualties			
<ul style="list-style-type: none"> Pre-Hospital Coordination, including crisis standards of care, patient distribution, response priorities, and field treatment sites 	Pre-Hospital Emergency Triage and Treatment Annex	Emergency Medical Services (EMS) Coordination Group	ESF-4 Firefighting
			ESF-8 Public Health and Medical Services
<ul style="list-style-type: none"> Victim information and family assistance 	Victim Information and Family Assistance Annex	Victim Information Coordination Group	ESF-8 Public Health and Medical Services
			ESF- 6 Mass Care, Housing, and Human Services
<ul style="list-style-type: none"> Structural collapse rescue 	Structural Collapse Rescue Annex	Coordinated via area commands	ESF-9 Search and Rescue
Communications			
<ul style="list-style-type: none"> Public messages 	Puget Sound Regional Catastrophic Disaster Coordination Plan	Public Information Coordination Group; State Joint Information System; County Joint Information Centers	ESF-15 External Affairs

Topic	Plan or Annex Title	Coordinating Group	Emergency Support Function (ESF) Interface
Mass Care			
<ul style="list-style-type: none"> Regional sheltering and mass-care operations 	Evacuation Annex Sheltering Annex	Evacuation and Sheltering Regional Coordination Group	ESF-6 Mass Care, Housing and Human Services
<ul style="list-style-type: none"> Mutual aid plans and patient tracking tools for long-term care facilities in King and Pierce Counties 	Long Term Care Mutual Aid Plan for Evacuation and Resources/Assets	Signatories to Long Term Care Mutual Aid Agreements (King and Pierce Counties)	ESF-4 Firefighting ESF-8 Public Health and Medical Services
Recovery			
<ul style="list-style-type: none"> Creation of State and /or regional recovery organizations 	In process	Draft State, County, City Recovery Plans	ESF-14 Long-Term Community Recovery
Resource Management			
<ul style="list-style-type: none"> Reception and deployment of resources from outside the region, including Incident Management Teams and Emergency Management Assistant Compact (EMAC) Mission Packages 	Resource Management and Logistics Toolkit	State Logistics Conference Call	ESF-5 Emergency Management ESF-7 Resource Support
<ul style="list-style-type: none"> Medical surge resource allocation 	Medical Surge Resource Management Tool Medical Surge Excel tool	Public Health Officers	ESF-8 Public Health and Medical Services ESF-4 Firefighting
<ul style="list-style-type: none"> Donation management 	Volunteer and Donations Management Toolkit	Donation Management Regional Coordination Committee	ESF-7 Resource Support
<ul style="list-style-type: none"> Volunteer management, including Volunteer Reception Centers 	Volunteer and Donations Management Toolkit	Volunteer Management Regional Coordination Committee	ESF-7 Resource Support
Transportation			
<ul style="list-style-type: none"> State detour routes and other short term solutions to likely system disruptions 	Transportation Recovery Annex	Transportation Coordination Groups	ESF-1 Transportation
<ul style="list-style-type: none"> Multi-modal alternatives and coordination processes for mid-and long- term recovery 			ESF-1 Transportation
			ESF-14 Long Term Recovery

Recommended Common Prioritization Criteria

To assist the State in making resource allocation decisions, the Coordination Plan recommends the following prioritization methodology for resource requests:

1. Preservation of life and safety;
2. Incident stabilization; and
3. Preservation of the environment and property.

Considerations will include availability, transportation, location of the resources, and the ability to do the greatest good where the greatest need exists.

This methodology meets the intent of the State's Comprehensive Emergency Management Plan (CEMP)

During a catastrophic incident, policy and logistics personnel in the State Emergency Operations Center rely on principles in the State Comprehensive Emergency Management Plan to guide their resource allocation decisions. Alignment of local and State criteria will expedite logistics support and enable the best possible outcome to a catastrophic incident.

In a Catastrophic Event

- A Regional Joint Information System (JIS) may be formed to produce coordinated information for dissemination by local jurisdictions across the region.
- The regional JIS may join with the State
- Most cities and counties have Joint Information Centers (JICs) that will interface with the Regional JIS

All eight counties have structures in place to forms JICs; the use of JIS and other tools by each county are summarized in Table V-1 (p.V-3).

The table below provides a checklist of JIC activities:

JIC Activities After an Incident	
√	Activity
	Obtain a briefing of situational awareness on local and county activities; include the scope, magnitude, extent and the potential duration of the incident
	Request ESF-15 support PIOs based on incident assessment
	Identify spokespeople from the affected agencies
	Broadcast accessible public service announcements coordinated with the appropriate function
	Develop and disseminate press releases
	Develop and publish a schedule for media briefings
	Coordinate real-time messages with other affected jurisdictions
	Inform the Washington Emergency Management PIO of response activities
	Maintain a central website on which agencies post press releases

Table V-2 (p. V-6) summarizes the roles and responsibilities of key staff in a JIC.

Definitions

Public Information. Any information that could help save lives, protect property, encourage appropriate behavior, or direct the public to certain actions. Public information must be approved for public dissemination.

Public Information Officers (PIOs) are responsible for sharing information with the public. Local PIOs may come from the public safety, medical, local government, volunteer and private sectors.

A **Joint Information System (JIS)** is an information network: a tool that PIOs use to coordinate information during a crisis to reduce misinformation, maximize resources and build public confidence in response efforts. A JIS provides the mechanism to organize, integrate, and coordinate information.

A **Joint Information Center (JIC)** is a location where PIOs perform critical emergency information functions, crisis communications and public affairs functions. A JIC facilitates operation of JIS if activated. The decision to use a JIC is typically made by the Incident Commander. For catastrophic incidents over large geographic areas, more than one JIC may be necessary.

Puget Sound Region



July 2014



Regional Catastrophic Disaster Coordination Plan

This page intentionally left blank.

Table of Contents

Section I. Introduction and Overview	I-1
A. Background.....	I-1
B. Purpose	I-2
C. Scope	I-2
D. Synchronization Matrix	I-4
E. Situation.....	I-5
E. Hazards	I-5
F. Planning Assumptions.....	I-5
Section II. Concept of Coordination	II-1
A. Planning.....	II-1
1. Regional Catastrophic Preparedness Planning	II-1
2. Local and State Planning.....	II-1
B. Response and Short-Term Recovery.....	II-2
1. Regional Coordination Process	II-2
2. Potential Indicators of a Catastrophic Incident.....	II-4
3. Incident Snapshot.....	II-4
4. Notification of Regional Conference Call	II-5
5. Regional Conference Call Protocols.....	II-5
6. Regional Coordination Groups	II-11
7. Resource Requests	II-11
8. Recommended Priorities for Resource Allocation.....	II-12
C. Long-Term Recovery	II-12
1. State Recovery Coordinating Committee.....	II-12
2. Regional Recovery Coordinating Committee(s).....	II-13
D. Tiered Levels of Response	II-14
1. Local Government	II-15
2. State Government	II-15
3. Tribal Governments	II-17
4. Federal Government.....	II-18
Section III. Organization and Assignment of Responsibilities	III-1

A. Local Organizations	III-1
1. Role of Elected and Senior Officials	III-1
2. Local Emergency Management Organization	III-2
3. Homeland Security Regions	III-2
B. State Organization	III-5
1. Emergency Management Organization	III-5
2. State Emergency Operations Center	III-7
3. Catastrophic Response	III-7
4. Washington National Guard.....	III-7
5. Washington Fusion Center	III-8
C. Tribal Governments	III-9
1. Emergency Management.....	III-9
2. Northwest Tribal Emergency Management Council.....	III-10
D. Federal Government.....	III-11
1. National Response Framework	III-11
2. Federal Agencies within a Disaster Area	III-13
E. Non-Governmental Organizations (NGOs) and Non-Profits.....	III-16
F. Private Sector.....	III-17
G. Citizens.....	III-18
1. Citizen Preparedness	III-18
2. Citizen Corps and Community Emergency Response Teams (CERT)	III-18
Section IV. Direction, Control, and Coordination.....	IV-1
A. Direction and Control	IV-1
B. Regional Coordination	IV-1
C. Catastrophic vs. Lesser Emergencies	IV-1
Section V. Public Information.....	V-1
A. Regionally Shared Information.....	V-1
1. Information Exchange and Coordination.....	V-1
2. Accessible Information.....	V-2
B. Joint Information Systems and Joint Information Centers in the Grant Region	V-2
1. Regional Joint Information Systems - Background	V-2

2. Joint Information Centers - Background	V-4
Section VI - Communications	VI-1
A. General Information	VI-1
B. Incident Communications.....	VI-1
C. Interoperability Frequencies.....	VI-2
Section VII – Administration, Finance and Logistics	VII-1
A. Mutual Aid and Requests for Assistance	VII-1
Section VIII. Plan Development and Maintenance.....	VIII-1
A. Plan Development and Updates	VIII-1
B. Plan Maintenance	VIII-1
C. Training.....	VIII-1
D. Exercise and Evaluation	VIII-1
E. Performance Measures.....	VIII-1
Section IX. Authorities and References	IX-1
A. Local Statutes, Regulations and Plans	IX-1
B. State Statutes, Regulations, Plans.....	IX-1
C. Federal Statutes, Regulations and Plans.....	IX-2

List of Tables

Table I-1. Coordination Plan and Annexes Emergency Support Function (ESF) Interface	I-3
Table I-2. Plan and Annex Resources by Incident Life Cycle	I-4
Table I-3. Puget Sound Region Sample Demographic Characteristics.....	I-7
Table II-1. Potential Indicators of a Catastrophic Incident.....	II-4
Table III-1. Elected and Senior Officials' Responsibilities	III-1
Table III-2. County Emergency Management Organizations	III-3
Table III-3. Federal Emergency Support Functions	III-15
Table III-4. National Volunteer Organizations Active in Disaster Membership	III-17
Table IV-1. Comparison of Coordination in Catastrophic vs. Less Severe Incidents	IV-3
Table V-1. Counties with Joint Information Centers.....	V-3
Table V-2. Roles and Responsibilities in a Joint Information Center	V-6

List of Figures

Figure I-1. Regional Catastrophic Planning Team	I-1
Figure I-2. Counties in Puget Sound Regional Catastrophic Planning (RCP) Region.....	I-2
Figure II-1. Regional Coordination Process	II-3
Figure II-2. Notification of Regional Conference Call	II-7
Figure II-3. Regional Conference Call Agendas #1 and #2.....	II-8
Figure II-4 Regional Coordination Conference Call Protocol	II-10
Figure II-5. Draft Washington State Recovery Organization	II-13
Figure II-6. IBRD Proposed Recovery Coordination Committee Framework	II-14
Figure II-7. State and Regional Conference Call Comparison	II-17
Figure II-8. Organizational Construct of Level-1 Joint Field Office (JFO).....	II-20
Figure III-1. Homeland Security Regions in Northwest Washington	III-5
Figure III-2. Washington State Domestic Security Infrastructure	III-6
Figure III-3. Tribal Governments/Nations within the Puget Sound Region	III-9
Figure IV-1. Regional Coordination within Existing Linkages.....	IV-4
Figure V-1. Model Joint Information Center Organization and Functions	V-5

List of Attachments

- I - 1 FEMA Recovery Support Functions Associated with a Catastrophic Biological Incident
- I - 2 Plan and Annex Coordination Groups
- I – 3 Regional Catastrophic Preparedness Grant Program Region Description
- II - 1 Incident Snapshot
- II - 2 Contact Information by County and Tribal Emergency Management Agencies and the State Emergency Management Division
- II - 3 Washington State Emergency Management Division Situation Report Form
- II - 4 Regional Conference Call Notification Script
- II - 5 Interagency Biological Remediation Demonstration Project (IBRD) Proposed Recovery Coordination Committee Framework
- III - 1 Emergency Management Assistance Compact (EMAC) Mission Ready Package Models
- III - 2 State Emergency Operations Center and Federal Joint Field Office Roles and Responsibilities
- V - 1 Joint Information Center (JIC) Activities Checklist
- V – 2 Sample Joint Information Center Plan
- VI - 1 On-Scene Communications Channels by County
- VI - 2 Existing Statewide and Regional Interoperability Channels
- VI - 3 Emergency Management Radio Systems Comprehensive Emergency Management Network (CEMNET)
- VII - 1 Representative Mutual Aid Agreements in the Puget Sound Region

List of Reports

- Best Practices and Lessons Learned Report
- Emergency Authorities Report
- Fusion Center Integration Report
- Performance Objectives Report
- Recommendations Report
- Synchronization Matrix Report

List of Coordination Plan Annexes and Toolkits (as of July 2014)

Regional Evacuation Annex

Regional Situational Status and Medical Surge Support Tool

Regional Pre-Hospital Emergency Triage and Treatment Annex

Regional Resource Management and Logistics Toolkit

Regional Sheltering Annex

Regional Structural Collapse Rescue Annex

Regional Transportation Recovery Annex

Regional Victim Information and Family Assistance Center Annex

Regional Volunteer and Donations Management Toolkit

Supporting Annex

Regional Recovery Framework for a Biological Attack in the Seattle Urban Area (under separate cover)

* The Coordination Plan as well as Reports, Annexes and Toolkits can be downloaded at the following link:

http://www.emd.wa.gov/plans/plans_index.shtml#R

This page is intentionally left blank.

I. INTRODUCTION AND OVERVIEW

State and local emergency management agencies have the responsibility to identify hazards to their communities and prepare plans for managing hazardous incidents when and as they occur. The Puget Sound Catastrophic Disaster Coordination Plan (Coordination Plan) can assist local, State, Federal, and private sector partners in coordinating their planning, response to and recovery from regional catastrophic incidents and disasters. The Coordination Plan is voluntary and available to all public, private, Tribal and non-profit entities in the 8-county Puget Sound Region encompassing (approximately from north to south) Island, Skagit, Snohomish, King, Kitsap, Pierce, Thurston and Mason counties. A set of issue-specific Annexes listed on Table I-1 supplement the Coordination Plan and address critical regional emergency response functions.

For the purposes of this Coordination Plan, a “catastrophic incident” is defined as follows:

Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. (National Response Framework Resource Center, December 2008).

A. Background

The Regional Catastrophic Planning Team was formed to guide and manage the Puget Sound Regional Catastrophic Preparedness Grant Program (hereafter the “Grant”), funded by the Federal Emergency Management Agency (hereafter “FEMA”). The Grant supports coordination of regional all-hazard planning for catastrophic events, including the development of integrated planning communities, plans, protocols, and procedures to manage a catastrophic event. The Regional Catastrophic Planning Team consists of representatives from designated emergency management interests across an 8-county area within Washington State (see Figure I-2). The Regional Catastrophic Planning Team includes the State Emergency Management Division

Figure I-1. Regional Catastrophic Planning Team

- Island County Emergency Management (Also representing City of Oak Harbor)
- King County Emergency Management
- Kitsap County Emergency Management (Also representing Cities of Bainbridge Island, Bremerton, Port Orchard, Poulsbo, Silverdale)
- Mason County Emergency Management (Also representing City of Shelton)
- Pierce County Emergency Management (Also representing City of Tacoma)
- Skagit County Emergency Management (Also representing City of Mount Vernon)
- Snohomish County Emergency Management (Also representing City of Everett)
- Thurston County Emergency Management (Also representing City of Olympia)
- City of Bellevue Emergency Management
- City of Kent Emergency Management
- City of Renton Emergency Management
- City of Seattle Emergency Management
- State of Washington Emergency Management Division
- Suquamish Tribe and Tulalip Tribes
- Disability Service Advocacy Representative
- Puget Sound Regional Council
- Pacific North West Economic Region
- Puget Sound Energy
- Seattle Metropolitan Medical Response System
- Tacoma Metropolitan Medical Response System
- Pierce County Citizen Corps Council
- Public Health Seattle King County

(Emergency Management Division) and the 3 counties (King, Pierce and Snohomish) and 2 cities (Bellevue and Seattle) that currently comprise the Puget Sound Urban Area Security Initiative (UASI) Group.

The Regional Catastrophic Planning Team adopted the following goals in its charter:

- Strengthen the ability of the region to effectively respond to a disaster through a coordinated, unified effort based on sound planning.
- Efficiently allocate State and local resources in support of a comprehensive regional strategy.
- Effectively integrate Federal resources with State, regional and local response and recovery efforts.

This committee approved the protocols identified in this plan and annexes and will develop a method of sustainability for the plan after grant funding expires.

B. Purpose

The Coordination Plan provides an all-hazards framework for coordination among local, State, Tribal and Federal entities prior to, during, and following a catastrophic incident in the Puget Sound Area. The Coordination Plan and its Annexes were developed to help local, State, Tribal, Federal, and private sector partners coordinate their planning for, response to and recovery from regional catastrophic incidents.

The Coordination Plan and its Annexes will not usurp or infringe on the authorities, plans, or procedures of any participating jurisdiction, agency, or organization. All necessary decisions affecting response, recovery, protective actions, public health and safety advisories, etc., will be made by responsible officials under their existing authorities, policies, plans, and procedures.

C. Scope

The Coordination Plan is voluntary and may apply to all public, private, Tribal and non-profit entities encompassed within the boundaries of Island, Skagit, Snohomish, King, Kitsap, Pierce, Thurston and Mason counties (hereafter the “Puget Sound Region”; see Figure I-2). The Coordination Plan may also serve as a resource for any catastrophic incident that concurrently challenges multiple counties within Washington State. Table II-1 in Section II, Concept of Coordination, describes potential indicators for activation of the Coordination Plan.

A set of issue-specific Annexes supplement the Coordination Plan and provide more detail about critical regional emergency response functions. Each Annex describes:

- How the affected area communities, applicable mutual

Figure I-2. Counties in Puget Sound Regional Catastrophic Planning (RCP) Region



aid systems, State and Federal agencies coordinate to respond to a regional emergency or disaster;
and

- The roles and responsibilities of agencies and organizations associated with each Annex.

Table I-1 lists the Coordination Plan and Annex Topics and describes how they interface with discipline-specific Emergency Support Functions (ESFs). As the first plans developed under the Grant, these topics were selected to address gaps in the region’s preparedness as documented in FEMA’s National Plan Review in 2006.¹ Additional Annexes may be developed in the future.

Table I-1. Coordination Plan and Annexes Emergency Support Function (ESF) Interface

PLAN, ANNEX TITLE	TOPICS	EMERGENCY SUPPORT FUNCTION (ESF) INTERFACE
Puget Sound Regional Catastrophic Disaster Coordination Plan	Regional coordination, including shared situational awareness and public information	ESF-5 Emergency Management ESF-15 External Affairs
Evacuation and Sheltering Annex	Coordination for provision of regional care and shelter resources	ESF-6 Mass Care, Housing and Human Services
Long Term Care Mutual Aid Plan for Evacuation and Resources/Assets	Mutual aid plans and patient tracking tools for long-term care facilities in King and Pierce Counties, respectively	ESF-4 Firefighting ESF-8 Public Health and Medical Services
Pre-Hospital Emergency Triage and Treatment Annex	Planning and response coordination among pre-hospital emergency medical services providers	ESF-4 Firefighting ESF-8 Public Health and Medical Services
Resource Management and Logistics Toolkit	Management of resources from outside the region in response to a catastrophic incident	ESF-5 Emergency Management ESF-7 Resource Support
Structural Collapse Rescue Annex	Tools to facilitate an effective response to structural collapse incidents	ESF-9 Search and Rescue
Transportation Recovery Annex	Short term solutions to likely system disruptions; multi-modal alternatives and coordination processes for mid-and long term recovery of the transportation network	ESF-1 Transportation ESF-14 Long Term Recovery
Victim Information and Family Assistance Annex	Operational response plan to connect victims to their loved ones during a mass casualty incident	ESF-8 Public Health and Medical Services ESF- 6 Mass Care, Housing, and Human Services
Volunteer and Donations Management Toolkit	Management of spontaneous volunteers and donated goods	ESF-7 Resource Support

¹ The Regional Recovery Framework for a Biological Attack in the Seattle Urban Area jointly addresses one of the national planning scenarios selected for the Grant and interfaces with the Coordination Plan as a Supporting Annex.

Supporting Annex: Regional Recovery Framework for a Biological Attack in the Seattle Urban Area (under separate cover)	Recovery framework and process for resolving difficult issues in the aftermath of a biological incident.	ESF-14 Long-Term Community Recovery Aligns with Recovery Support Functions in FEMA's Draft Recovery Framework (see Attachment I-1)
---	--	---

Table I-2 describes how the Coordination Plan and Annexes can be used to support response and/or recovery following a catastrophic incident. Attachment I-2 describes the working groups and other regional coordination mechanisms identified in the Coordination Plan and Annexes.

Table I-2. Plan and Annex Resources by Incident Life Cycle

ANNEX TITLE	Planning	Initial Response or Short-Term Recovery	Mid-Term Recovery	Long-Term Recovery
Puget Sound Regional Catastrophic Disaster Coordination Plan	●	●	●	
Evacuation and Sheltering Plan	●	●	●	
Long Term Care Mutual Aid Plan for Evacuation and Resources/Assets	●	●		
Pre-Hospital Triage and Treatment Plan	●	●		
Resource Management and Logistics Toolkit	●	●	●	
Structural Collapse Rescue Plan	●	●		
Transportation Recovery Plan	●	●	●	●
Victim Information and Family Assistance Annex	●	●	●	
Volunteer and Donations Management Plan	●	●	●	
Supporting Annex: Regional Recovery Framework for a Biological Attack in the Seattle Urban Area	●	●	●	●

D. Synchronization Matrix

The Synchronization Matrix (included in the Reports Section) for the Coordination Plan, Annexes and Toolkits provides a summary of these documents and how they can interrelate. The Matrix illustrates a time-phased listing of actions called for or recommended by each document as well as responsible agencies. As an Excel spreadsheet, it can be sorted to list these actions by time phase: 0-12 hours; 12-72 hours; 72 hours to 1 week and beyond 1 week.

E. Situation

Over four million people reside within the Puget Sound Region, over half of Washington State's population. Land elevation ranges from sea level (Puget Sound) to more than two miles altitude (Mount Rainier) and features densely populated metropolitan areas as well as extensive rural areas. The 10,000 square mile land area includes mountains, lakes, rivers, and large forests.

The region serves as an industrial base for aerospace, forestry products, and technology/computing companies, such as, Boeing, Starbucks, Nintendo, Weyerhaeuser, and Microsoft. Washington State operates the nation's largest passenger ferry system in Puget Sound's waters, annually serving more than 24 million passengers. The deepwater port system in Puget Sound serves as the nation's commercial gateway to East Asia.

The Puget Sound Region also houses major military bases at Joint Base Fort Lewis and McChord; Navy Base Kitsap, which includes the Navy Shipyard and the Naval Submarine Base at Bangor; the Naval Underwater Warfare Engineering Station at Keyport; Everett Naval Station; and the Whidbey Island Naval Air Station. More detailed population, transportation and economic characteristics of each county in the Grant region is described in Attachment I-3 and summarized in Table I-3. Puget Sound Region Sample Demographic Characteristics.

E. Hazards

Washington State's Hazard Identification and Vulnerability Assessment (HIVA, April 2009) and local Comprehensive Emergency Management Plans (CEMPs) identify the human caused and natural hazards that are present and pose a threat to the people, property, environment, and economy of Washington State and the Puget Sound region. These plans identify the following risks to the Puget Sound Region as potentially catastrophic in scope: radiological incident, terrorism, flood and earthquake. Other technological hazards in the Puget Sound Region include pipelines, dams, and chemical incidents. Other natural hazards in the Puget Sound Region include floods, landslide, epidemic/pandemic, urban fire, wildland fire, drought, tsunami, severe storms, and volcanoes (including ash fall and lahar/mud flow). Given the Puget Sound Region's significant population base, economic activity and transportation network, the effects of a significant disaster in the Puget Sound Region would extend throughout Washington State, and in some cases across the nation.

F. Planning Assumptions

The Coordination Plan is based on the following development and implementation assumptions.

- 1) A catastrophic incident will cause numerous fatalities and injuries, property loss, and disruption of normal life support systems. It may have a major impact on the regional economic, physical, and social infrastructures.
- 2) Local jurisdictions will issue local emergency proclamations, as appropriate, including authorization of emergency powers.
- 3) The Coordination Plan is available to assist local, State, Tribal and Federal officials in preparing, for responding to and recovering from a catastrophic incident.

- 4) The Coordination Plan will not usurp or infringe on the authorities, plans, procedures, or prerogatives of any participating jurisdiction, agency, or organization.
- 5) All necessary decisions affecting response, recovery, protective actions, public health and safety advisories, etc., will be made by responsible officials under their existing authorities, policies, plans, and procedures.
- 6) Emergency incidents in Washington State are managed at the local level. Under Chapter 38.52, Revised Code of Washington (RCW) local governments have primary responsibility for emergency response activities within their jurisdictions: other local governments, as able, and the State shall support the local jurisdictions.
- 7) Private and nonprofit organizations have internal policies and plans that guide their respective emergency management functions.
- 8) Public agencies as well as private and nonprofit organizations are responsible for establishing an emergency public information function within their internal organizational structure.
- 9) During a catastrophic incident, standard means of communications such as telephones, radios, and the internet may not be available.
- 10) Media outlets such as radio and television may be unable to broadcast.
- 11) Activation of a Joint Information System (JIS) and/or Joint Information Center (JIC) does not preclude participating organizations from releasing their own information about their policies, procedures or programs.
- 12) Working groups can be established under the authority granted to counties, cities and towns under Ch. 38.52 RCW and may only exercise the decision making or recommendation authority delegated at the time of establishment.
- 13) A catastrophic incident in the Puget Sound Region will exceed the emergency response and recovery capabilities of the Puget Sound Region and the State. Additional resources will be required from other States and/or the Federal Government to effectively respond and recover.
- 14) State and local governments will manage the emergency response to a catastrophic incident in accordance with the State and local plans and the National Incident Management System (NIMS). The Federal Government will provide resources to support the emergency response utilizing Federal policies, plans and procedures.

Table I-3. Puget Sound Region Sample Demographic Characteristics

County	Population, Population Density, Cities	Geography	Schools	Economy	Transportation	Hospitals	Military Infrastructure
Island	80,300 385 pop/sq mi 3 cities	208 sq mi (land area) 9 islands	28 (K - 12)	Defense; tourism; aerospace	Limited access via bridge or WA State Ferry; 1 transit system; No interstate highways	U.S. Naval Hospital	Naval Station Whidbey
King	1,909,300 898 pop/sq mi 39 cities	2,126 sq mi 2 islands	464 Total (K - 12) 13 Universities	Labor force of 1.1 million; largest Port in WA; aerospace; technology; health care	I-5, I-405, I-90; State Routes, including SR- 99, 167, 169, 520; 2 commercial airports, incl SeaTac @ 32 million travelers in 2007; Port of Seattle; 2 transit systems (incl Sound Transit); WA State Ferries	22 hospitals including Harborview Medical Center- trauma and burn center; and Seattle Children's Hospital. Both serve WA, AK, MT and ID	U.S. Coast Guard District 13 Headquarters
Kitsap	247,600 625 pop/sq mi 4 cities	396 sq mi Island	82 (K - 12)	Defense; tourism	U.S. Highway 101; State Routes including SR-3, 16, 104; transit agency; WA State Ferries Seattle to Bainbridge/Bremerton, Kingston-Edmonds, W. Seattle-Vashon- Southworth	U.S. Naval Hospital; Harrison Hospital	Puget Sound Naval Shipyards Bremerton; Naval Undersea Warfare Center at Keyport; Naval Base Kitsap (formerly NSB Bangor & Naval Station Bremerton
Mason	57,000 59 pop/sq mi 1 city	961sq mi	23 (K - 12)	2 Ports; tourism; Foreign Trade Zone	U.S. Highway 101; State Routes including SR-3, 16	Mason General Hospital	

County	Population, Population Density, Cities	Geography	Schools	Economy	Transportation	Hospitals	Military Infrastructure
Pierce	813,600 485 pop/sq mi 24 cities	1,679 sq mi 3 islands	208 Total (K-12) 3 Universities	70% Port traffic is international; 70% of marine cargo to “lower 48” and Alaska goes through Tacoma	I-5, State Routes including SR-512, 167, and 16; Port of Tacoma; 2 transit systems (incl Sound Transit)	9 hospitals including Madigan Army Hospital and Western Washington State psychiatric hospital	Joint Base Lewis-McChord, Camp Murray, WA Emergency Operations Center
Skagit	119,000 68.5 pop/sq mi 9 cities	1,735 sq mi	57 (K - 12) 1 University	Agriculture; fishing; timber; manufacturing; petroleum	I-5; State Routes including SR-9, 20; WA State Ferry Service to San Juan Islands and British Columbia	Island Hospital; Skagit Valley Hospital; United General Hospital	
Snohomish	704,300 337 pop/sq mi 20 cities	2,089 sq mi 3 islands	248 Total (K-12) 2 Universities	Port of Everett; technology; agriculture; Naval Station; Boeing	I-5; Paine field (limited commercial service); State Routes including SR-2, 9, 99, 525; 3 transit systems (incl Sound Transit); WA State Ferries Edmonds/Kingston & Mukilteo/Clinton	Providence General Medical; Swedish-Edmonds Hospital; Valley General Hospital	Naval Station Everett
Thurston	249,800 344 pop/sq mi 7 cities	727 sq mi	87 (K - 12) 3 Universities	Government (State capital); health care; technology; construction	I-5; U.S. Highway 12, 101; State Routes including SR-507, 510	Capital Medical Center Providence St. Peter's Hospital	

Source: State of Washington Office of Financial Management 2009 Data Book; schools information from <http://washington.schooltree.org/counties-page1.html>

II. Concept of Coordination

This Coordination Plan supports multi-jurisdictional coordination of information and resource sharing and policy coordination associated with planning for, response to and recovery from a catastrophic incident.

A. Planning

1. Regional Catastrophic Preparedness Planning

The Regional Catastrophic Planning Team member jurisdictions agreed to plan together in an effort to better respond to and recover from a catastrophic incident. Policies and procedures in this Coordination Plan may be modified during the course of an incident, but the benefits of planning together will encourage coordination and cooperation between jurisdictions. Protocols identified in the Coordination Plan are intended to be integrated with each jurisdiction's emergency management procedures.

Multi-disciplinary and multi-jurisdictional subcommittees as well as Regional Catastrophic Planning Team members will continue to plan together following publication of this Coordination Plan to ensure that response and recovery efforts are consistent and effective during and following a catastrophic incident. Planning groups include subject areas of transportation recovery, pre-hospital triage and treatment, evacuation and sheltering, medical evacuation and patient tracking, medical resource management, resource management and logistics, structural collapse rescue, volunteer and donation management, and victim identification and family assistance. A citizen preparedness campaign is also a part of the ongoing planning effort, as well as a training component and various drills, tabletop exercises and workshops.

2. Local and State Planning

The Coordination Plan and its Annexes build upon existing local and State plans and capabilities. Local and State agencies plans should address the capabilities listed below in order to support a regional catastrophic response. Items in italics emphasize local agencies' regional responsibilities:

- Continuity of operations to support critical functions and services
- Communications infrastructure that is interoperable, robust, and redundant
- Ability to maintain and share situational awareness
- Facilities that have a reduced vulnerability to hazards
- Protocols for information sharing with the State Fusion Center
- Internal plans to manage local response and recovery and link to this Coordination Plan
- Mutual aid agreements to obtain and lend resources
- Disaster preparedness education of residents, businesses and their employees
- Sufficient equipment and trained personnel to meet internal and regional responsibilities

B. Response and Short-Term Recovery

In the event of a catastrophic incident, the chief elected official of a jurisdiction or tribe or their designee will proclaim an emergency. The Coordination Plan identifies regional opportunities for coordination in much the same way that local operations plans guide the tactical operations of the city, county and Tribal entities. Operational authority will remain with the jurisdictions. Local procedures will be followed to develop Incident Command Systems, and local and State Emergency Operations Centers (EOCs) and Emergency Coordination Centers (ECCs) will be staffed in accordance with local and State plans and procedures (note: local operations centers are referenced herein as “Emergency Operations Centers”).

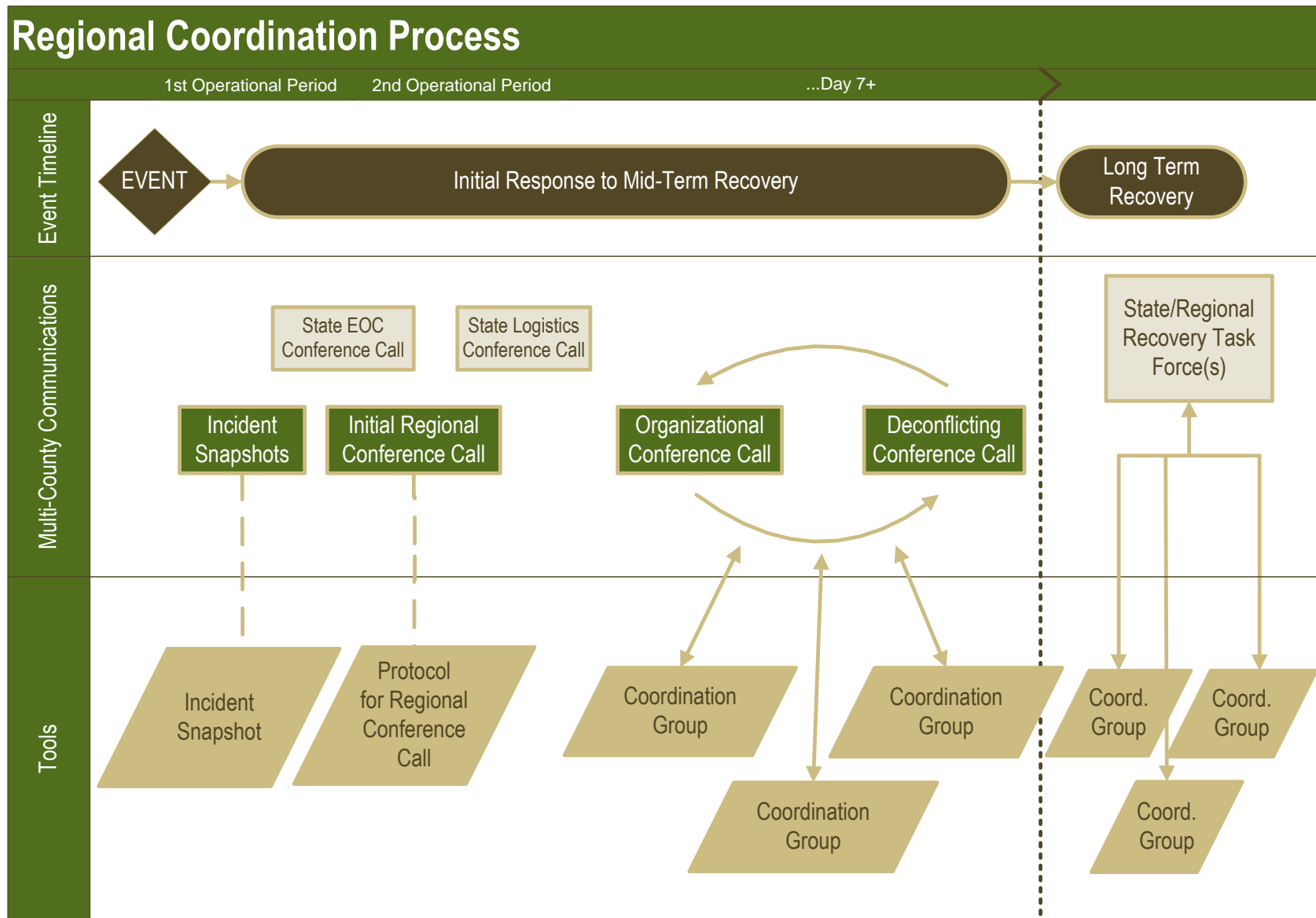
1. Regional Coordination Process

A catastrophic incident such as a major earthquake, flood or terrorist attack will significantly disrupt or disable critical infrastructure and many existing local government systems. Both the State and Federal governments will play a critical response role. At the same time, “all emergencies are local,” and the National Incident Management System (NIMS) reinforces the need to manage an incident at the “lowest possible” geographic, organizational or jurisdictional level. Toward this end, this Coordination Plan identifies multi-county and Tribal government coordination tools to support a more rapid, effective and efficient response to and recovery from a catastrophic incident. These tools include the following elements:

- An **Incident Snapshot** to provide regional partners and the State with a quick “red/yellow/green” assessment of damages by county;
- A Regional Conference Call;
- Creation of functional and/or geographic **Regional Coordination Groups** to address multi-county coordination issues that will build a foundation for a long-term recovery process; and
- Recommended common Resource Prioritization Criteria.

These tools are further described below, and **Figure II-1** illustrates a potential coordination process. Participation on a conference call or a coordination group is voluntary and does not override local emergency management authorities provided by Ch. 38.52. RCW.

Figure II-1. Regional Coordination Process



2. Potential Indicators of a Catastrophic Incident

Table II-1 lists several potential indicators of a catastrophic incident which may, individually or taken together, prompt actions in support of a coordinated multi-county response. Concepts such as “insufficient” resources or “overwhelming” numbers of casualties will differ when applied to each jurisdiction, since what overwhelms a rural county’s resources will differ from what overwhelms an urban county.

Table II-1. Potential Indicators of a Catastrophic Incident

Potential Indicators of a Catastrophic Incident
A potential or imminent threat of a catastrophic incident
Local and State resources are insufficient to address the needs of the incident
An overwhelming number of casualties and/or homeless and displaced survivors
Activation of multiple county and State Continuity of Operations Plans
Destruction of and/or significant damage to critical infrastructure or the environment
Local officials determine that coordinated information sharing and decision-making is needed at a strategic or policy level

3. Incident Snapshot

As the initial step of the Regional Coordination Process, each County will complete an Incident Snapshot and send it to the State Emergency Operations Center within four (4) hours after a catastrophic incident, or as soon as practicable, through their usual communication channels (see Attachment II-1 for the Incident Snapshot form). The State Emergency Operations Center will post submitted Incident Snapshots on WebEOC, the State’s web-based emergency management information system. Tribal Governments and Nations, as well as cities, are encouraged to report their status to counties and may use the same Incident Snapshot template. See Attachment II-2 for email, telephone and FAX contact numbers for each County, Tribal government and State Emergency Operations Center.

Consistent with Federal and State law, Tribal Governments/Nations and cities may contact the State directly if the situation dictates or in time sensitive circumstances. Counties will submit more

comprehensive Situational Reports to the State as their procedures dictate. (See Attachment II-3, Washington State's Emergency Operations Center Situation Report form.)

4. Notification of Regional Conference Call

If warranted by one or more of the indicators of a catastrophic incident, any impacted county or Tribal government may take the following steps to initiate a Regional Conference Call (see Figure II-2 for the notification sequence).

1. Request that Pierce County notify the 8 counties and 15 Tribal governments within the Puget Sound region and the State Emergency Management Division of a Regional Conference Call to discuss the regional implications of the incident and actions to be taken. Note: calls will be scheduled for 1330, not more than 24 hours after the incident, unless otherwise specified.
2. If Pierce County cannot provide the requested notification, contact Kitsap County next and if they cannot do it, contact Snohomish County to provide the notification.
3. If telephone and internet connections are unavailable, any county, Tribal government or State Emergency Management Division emergency manager shall initiate the call on amateur radio channel using local protocols.

5. Regional Conference Call Protocols

The entity requesting the conference call shall be responsible for conducting and documenting any resulting decisions, unless otherwise established at the onset of the Call.

Participants on the first Regional Conference Call may include County Emergency Operations Center Directors and Tribal representatives from the Puget Sound Region, and the Director of the State Emergency Management Division or his/her designee. Attachment II-2 lists contact numbers for counties, Tribal governments and the State EMD, and Attachment II-4 provides a sample notification script.

If telephone and internet connections are unavailable, any county, Tribal government or State Emergency Management Division emergency manager shall initiate the call on amateur radio channel using local protocols.

The initial Regional Conference Call should take place at 1330, no more than 24 hours after the incident. The call will focus on multi-county disaster impacts and impending recovery actions that will affect multiple jurisdictions. Participants on the call may elect to form regional coordination groups to help organize a regional response.

Figure II-2 presents a recommended protocol for the Regional Conference Call; Figure II-3 contains recommended agendas for the first and second Regional Conference Calls.

Figure II-2. Notification of Regional Conference Call

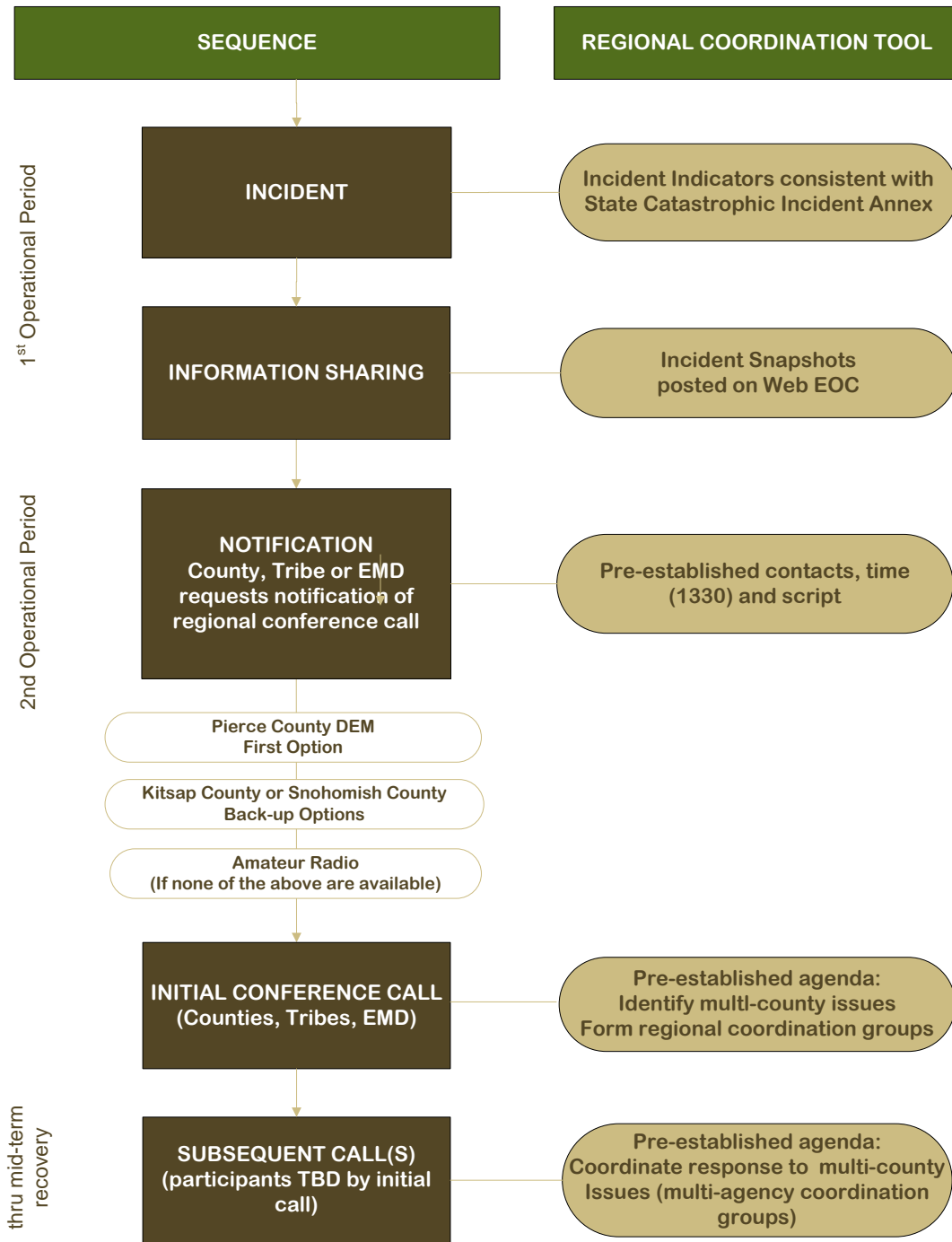


Figure II-3. Regional Conference Call Agendas #1 and #2

Regional Coordination Conference Call #1		
Agenda		
I. Request volunteer to document the call		
II. Roll call		
Counties	Tribal Governments/Nations	State
<input type="checkbox"/> Island	<input type="checkbox"/> Muckleshoot	<input type="checkbox"/> Emergency Mgmt Div (EMD)
<input type="checkbox"/> King	<input type="checkbox"/> Nisqually	
<input type="checkbox"/> Kitsap	<input type="checkbox"/> Port Gamble S'Klallam	
<input type="checkbox"/> Mason	<input type="checkbox"/> Puyallup	
<input type="checkbox"/> Pierce	<input type="checkbox"/> Samish	
<input type="checkbox"/> Skagit	<input type="checkbox"/> Sauk-Suiattle	
<input type="checkbox"/> Snohomish	<input type="checkbox"/> Skokomish	
<input type="checkbox"/> Thurston	<input type="checkbox"/> Snoqualmie	
	<input type="checkbox"/> Squaxin Island	
	<input type="checkbox"/> Stillaguamish	
	<input type="checkbox"/> Suquamish	
	<input type="checkbox"/> Swinomish	
	<input type="checkbox"/> Tulalip	
	<input type="checkbox"/> Upper Skagit	
III. Review black and red items on Incident Snapshots		
IV. Requests for help		
V. Offers of help		
VI. Identify multi-county issues (current or future)		
VII. Identify participants for next conference call		
VIII. Schedule next conference call or meeting		

Regional Coordination Conference Call #2

Agenda

I. Request volunteer to document the call

II. Roll call

Counties

- Island
- King
- Kitsap
- Mason
- Pierce
- Skagit
- Snohomish
- Thurston

Tribal Governments/Nations

- Muckleshoot
- Nisqually
- Port Gamble S'Klallam
- Puyallup
- Samish
- Sauk-Suiattle
- Skokomish
- Snoqualmie
- Squaxin Island
- Stillaguamish
- Suquamish
- Swinomish
- Tulalip
- Upper Skagit

State

- Emergency Mgmt Div (EMD)

III. Review black and red items on Incident Snapshots

IV. Requests for help

V. Offers of help

VI. Formation of coordination groups to address multi-county issues

VII. Identify participants for next conference call

VIII. Schedule next conference call or meeting

Figure II-4 Regional Coordination Conference Call Protocol

Protocol for Regional Coordination Group Conference Call

A county or Tribal government asks Pierce County to send notification of a regional coordination conference call by calling 253-798-7470 (First alternate Kitsap and second alternate Snohomish County will provide the notification if Pierce County cannot do so.) Participants may include:

- County EOC/ECC Directors from the 8-county RCPGP region
- Tribal representatives from the 8-county RCPGP region
- State EMD Director or his/her designee

The notification message will advise the counties, Tribal governments and State EMD of the conference call time and conference call phone number (see Attachment II-2 for contact numbers and Attachment II-4 for recommended notification script). The initial conference call will take place at 1330, not more than 24 hours after the incident.

If required, the notification tool will immediately connect the participants into a call.

The agency requesting the call will facilitate the call and assign a staff person to document the call or request that another call participant perform these functions.

The following discussion format is followed during the initial call:

- Roll call/introductions: If required, the notification tool will immediately connect the participants into a call.
- Issue driving request for the call
- Identify current or future multi-county issues, including but not limited to
 - Sheltering, feeding
 - Health and safety
 - Leftation of critical services
 - Disaster Coordination Plan
 - Restoration of critical services
- Formation of coordination groups to address some or all of these issues
- Identify who needs to be involved in the next conference call
- Schedule next conference call or meeting

Subsequent call(s) will follow the above format.

6. Regional Coordination Groups

One of the key agenda drivers for a Regional Conference Call is determination as to whether a regional approach to key issues will be of value, and if so, whether and how to form and or interact with existing coordination groups to address these issues and support unity of effort. These issues may include some or all of the items listed below. Where noted, Annexes to this Coordination Plan have pre-identified coordination groups with recommended protocols.

- Donation management (Regional Coordination Committee)
- Protective action decisions
- Pre-hospital emergency triage and treatment (Emergency Medical Services Coordination Group)
- Public health Issues
- Public messages (Public Information Coordination Group)
- Regional sheltering and mass-care operations (Evacuation and Sheltering Regional Coordination Group)
- Regional traffic management (Transportation Coordination Groups)
- Management of statewide mutual aid processes
- Requests for Incident Management Teams (IMTs)
- Resource reception, deployment (Local Mutual Aid and Logistics Coordination Group)
- Structural collapse rescue
- Victim information and family assistance (Victim Information Coordination Group)
- Volunteer reception center(s)

7. Resource Requests

A catastrophic incident will rapidly overwhelm local resources, and affected areas will seek assistance from unaffected areas through mutual aid agreements. When mutual aid resources are inadequate to address the needs at hand, local Emergency Operations Centers will forward resource requests to the State Emergency Operations Center. While both City and County Emergency Operations Centers may request aid from the State Emergency Operations Center, this Coordination Plan strongly encourages cities and other political subdivisions to route their resource requests through the county Emergency Operations Centers to improve response time and minimize the number of separate requests to the State Emergency Operations Center. Tribal governments/nations may elect to make requests directly to the State or through County Emergency Operations Centers.

The State Emergency Operations Center will ask for assistance from neighboring States and Canadian provinces through the Pacific Northwest Emergency Management Arrangement (PNEMA) and from other States through the Emergency Management Assistance Compact (EMAC) and will also request Federal assistance (see Tiered Levels of Response, below).

As part of its support to impacted jurisdictions, the logistics team in the State Emergency Operations Center will conduct a logistics conference call to identify and/or address the following issues:

- The type and extent of the resources needed to support the emergency response;
- Ongoing actions, responses, and support requirements; and
- Next steps.

8. Recommended Priorities for Resource Allocation

A catastrophic incident will generate competing demands that may require the prioritization of resource requests. Examples include situations in which:

- Resources are not sufficient to immediately fulfill a request in a county;
- Resource requests of one county may affect another county's ability to get the resources it needs; and/or
- Resources brought into the region are not sufficient to meet all the needs within the region.

To assist the State in making allocation decisions, the Regional Catastrophic Planning Team recommends that participating jurisdictions use the following prioritization methodology for resource requests, as developed for the Resource Management and Logistics Annex to the Coordination Plan. This language meets the intent of the State's Comprehensive Emergency Management Plan (CEMP).

1. Preservation of life and safety;
2. Incident stabilization; and
3. Preservation of the environment and property.

Considerations will include availability, transportation, location of the resource, and the ability to do the greatest good where the greatest need exists.

C. Long-Term Recovery

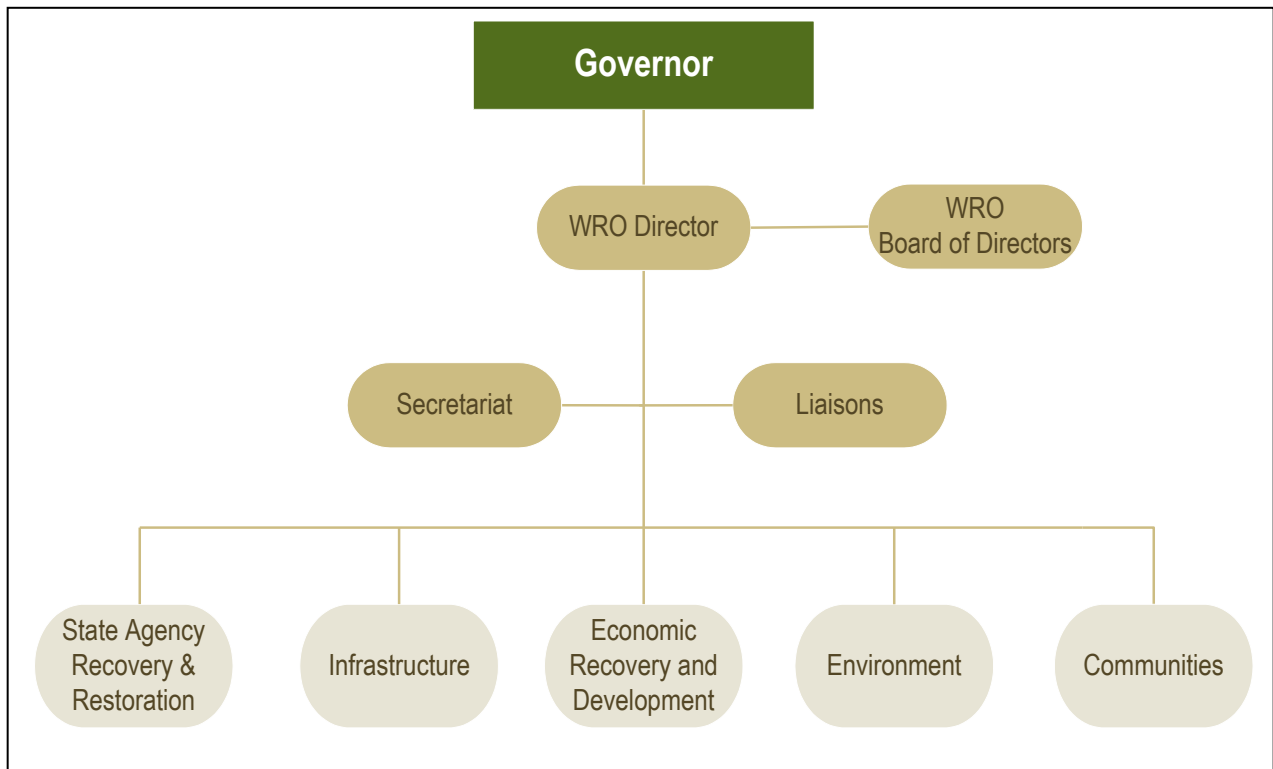
1. State Recovery Coordinating Committee

Recovery activities will extend for years and require partnerships among local, State and Federal governmental agencies, non-profit organizations, the private sector and the citizens of the affected communities. Washington State's current draft recovery plan (Emergency Support Function-14, Long-Term Community Recovery, November 2009) calls for Washington's Governor to establish by Executive Order a Washington Restoration Organization. The Washington Restoration Organization (WRO) would work directly for the Office of the Governor to coordinate and manage statewide and regional recovery and restoration activities after large and catastrophic disaster incidents.

As shown in Figure II-5 if established, the Washington Restoration Organization may create several Task Forces:

- State Agency Recovery and Restoration
- Infrastructure
- Economic Recovery and Development
- Communities
- Environment

Figure II-5. Draft Washington State Recovery Organization



Source: Washington State EMD Emergency Support Function -14, Long Term Community Recovery, November 2009

The State's draft recovery plan addresses local government coordination primarily in terms of individuals nominated to these Task Forces and Committees by the Washington State Association of Counties and Association of Washington Cities.

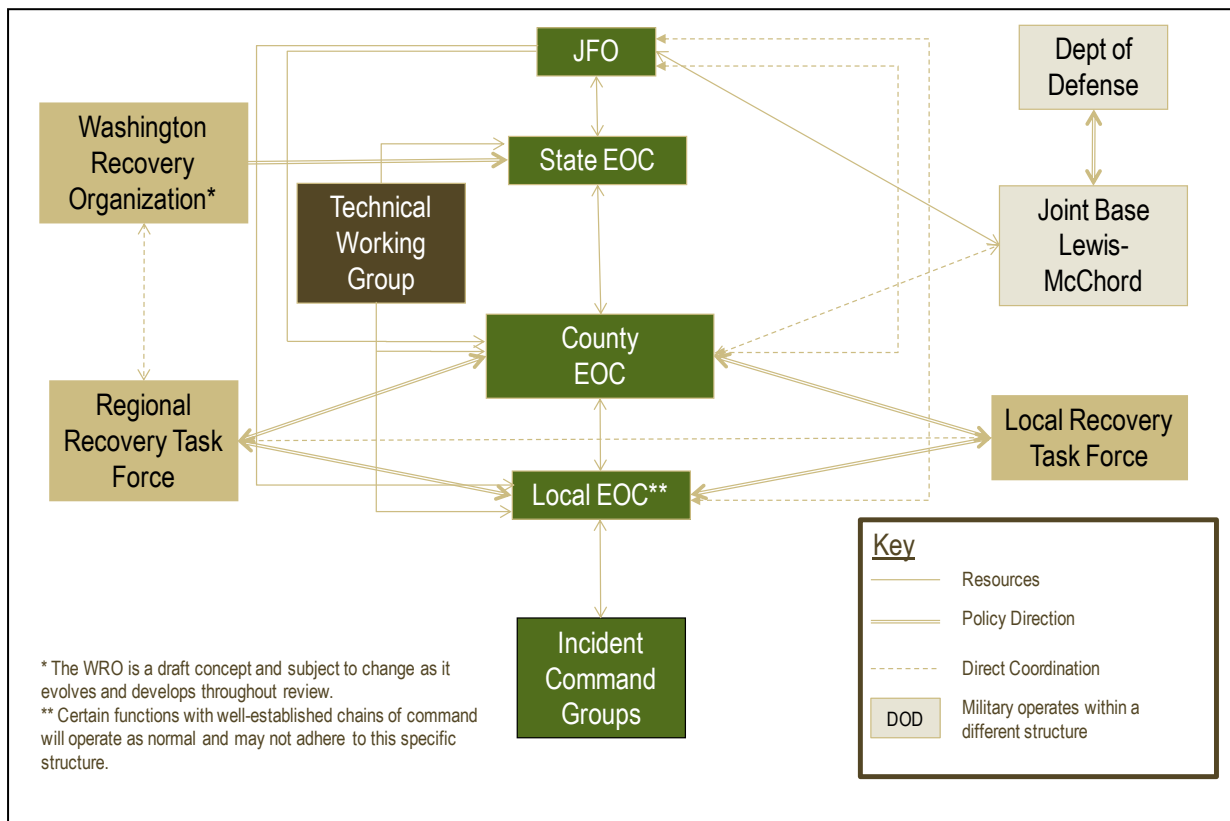
2. Regional Recovery Coordinating Committee(s)

In order to maximize participation in the long-term recovery after a catastrophic incident, affected cities and counties may choose to develop locally driven but regionally focused entities to jump-start recovery and help shape the work of a State recovery organization. State law allows counties, cities and towns to

consolidate their emergency management efforts under Ch.38.52 RCW. A Puget Sound regional recovery committee could involve key local elected and appointed officials and private sector personnel, decision makers, and selected subject-matter experts and stakeholders in specified geographic areas or for functional areas. The committee and its coordination groups would exercise only those decision-making or recommendation authorities delegated to them at the time they are established.

Figure II-6 illustrates a framework for a recovery organization, in which local recovery task forces communicate needs to a regional recovery task force that supports a State recovery organization. This framework was developed as part of the three-county (King, Pierce and Snohomish) Puget Sound Urban Area Strategic Initiative (UASI) Interagency Biological Restoration Demonstration Program (IBRD). It shows only one “Technical Working Group” (TWG), but multiple working groups or committees could support the recovery task forces. Attachment II-5 describes the elements of the IBRD proposed framework in more detail.

Figure II-6. IBRD Proposed Recovery Coordination Committee Framework



Source: Regional Recovery Framework for a Biological Attack in the Seattle Urban Area, 2010

D. Tiered Levels of Response

During a catastrophic incident in which regional resources are overwhelmed by the demand for assistance, local, State and Federal governments will issue emergency declarations and collectively address shared priorities.

1. Local Government

Shortly following the onset of a catastrophic incident, local organizations and jurisdictions should communicate with each other and describe what response efforts are being conducted. Each county will complete an Incident Snapshot and send it to the Washington State Emergency Operations Center or post it on the appropriate board of State's WebEOC² within four (4) hours of activation, or as soon as practicable (see Attachment II-1 for the Incident Snapshot). Cities are encouraged to report their status to counties and may use the same Incident Snapshot form. By reporting their status to counties, cities help consolidate the information flowing into the State Emergency Operations Center.

Where multiple affected sites are involved, the affected areas will initially request appropriate assistance from the unaffected areas through local mutual aid agreements or the county Emergency Operations Centers. When mutual aid resources are exhausted or known to be inadequate, local Emergency Operations Centers will forward resource requests to the State Emergency Operations Center. While Cities, Tribal Governments, and County Emergency Operations Centers and other recognized emergency management organizations (such as the Emergency Services Coordinating Agency in King and Snohomish Counties³) may request aid from the State Emergency Operations Center, this Plan strongly encourages cities and other emergency management entities to route their resource requests through the County Emergency Operations Centers to improve response time and minimize the number of separate requests to the State Emergency Operations Center.⁴

During the second operational period following the catastrophic incident, the 8 counties and 15 Tribal governments within the Puget Sound Region will establish contact through a pre-scripted Regional Conference Call and initiate coordinated response and recovery actions.

2. State Government

The Governor may proclaim a "State of Emergency" for a portion of the State or the entire State and invoke response and recovery actions. The Governor's proclamation allows expeditious resource procurement and directs the use of State assets to support local jurisdictions. In the event that s/he determines that an effective response is beyond the capabilities of the State and affected local governments, the Governor may submit a written request for a presidential declaration of disaster through the FEMA regional office. Recommendations to issue a proclamation of emergency are made by the Director of the Military Department to the Governor. After a proclamation of a major emergency or disaster, whether presidentially declared or not, the Governor may appoint a State Coordinating Officer to coordinate State and local disaster assistance efforts. The Governor also designates, after a Presidential Declaration, the Governor's Authorized Representative to administer Federal disaster assistance programs to State, local jurisdictions, and other grant or loan recipients. The State Coordinating Officer and the Governor's Authorized Representative can be the same person.

² WebEOC is the State's crisis information management system.

³ ESCA serves the cities of Brier, Edmonds, Kenmore, Lake Forest Park, Lynnwood, Mill Creek, Mountlake Terrace, Mukilteo, Woodinville and Woodway.

⁴ Tribal governments are also authorized to directly request assistance from the Federal government.

As specified in the Catastrophic Incident Annex of the State Comprehensive Emergency Management Plan, in the event of a catastrophic incident the Washington State Emergency Management Division will take the following actions:

- Activate the State Emergency Operations Center to Phase IV and begin immediate coordination, including a situation status conference call to ascertain impacted agencies' priority actions and what they need from the State. (Figure II-7)

- illustrates the differing areas of emphasis between the State and Regional Conference Call described in this Plan's Concept of Coordination);
- Activate Continuity of Operations Plans if appropriate;
- Establish and implement State Emergency Operations Center catastrophic staffing plan;
- Manage State Emergency Operations Center coordination and ensure objectives of the Catastrophic Incident Annex are achieved; and
- Provide support to the Washington Restoration Organization and Recovery Task Force as required.

The State Emergency Operations Center also establishes response and recovery support priorities. The State Emergency Operations Center logistics team will conduct a logistics conference call, as described in the Regional Resource Management and Logistics Annex to this Coordination Plan. This call will identify

- The type and extent of the resources needed to support the emergency;
- Ongoing actions, responses, and support requirements; and
- Next steps.

Resource priorities will be determined by the extent, size, duration, and complexity of the emergency or disaster and the availability of resources. The State may request State-to-State assistance through the Emergency Management Assistance Compact (EMAC) and/or the Pacific Northwest Emergency Management Agreement (PNEMA, which also includes Alaska, Idaho, Oregon, the Canadian province of British Columbia and the Yukon Territory). (As mentioned above, Attachment III-1 lists the EMAC Mission Ready Package Models available for use as a resource request template as of August 2008.) The State may also request the Federal government to provide supplemental assistance when the consequences of a disaster exceed local and State government ability.

Figure II-7. State and Regional Conference Call Comparison

	State Conference Call	Coordination Plan Regional Conference Call
Participants	<ul style="list-style-type: none"> All impacted emergency management agencies 	<ul style="list-style-type: none"> 8 counties, tribes, State Emergency Management Division (may be expanded after initial call)
Purpose	<ul style="list-style-type: none"> Collect information from impacted agencies Identify resource needs 	<ul style="list-style-type: none"> Organize interagency coordination groups to develop response to/recovery from multi-county issues
Protocol	<ul style="list-style-type: none"> State Emergency Operations Center advises potentially impacted areas of upcoming conference call State develops agenda and facilitates conference call 	<ul style="list-style-type: none"> Pierce County notifies 8 counties and Tribal governments of upcoming conference call Agency requesting Regional Call facilitates and documents call Initial Agenda pre-defined in Coordination Plan
Timing	<ul style="list-style-type: none"> Initial call: as soon as possible; subsequent calls to be determined 	<ul style="list-style-type: none"> Initial call: 1330 or when requested, no later than 24 hours after the incident.

3. Tribal Governments

Tribal governments are responsible for coordinating resources to address actual or potential incidents. Tribal leaders are responsible for the public safety and welfare of the people of their tribes. As authorized by Tribal government, Tribal leaders:

- Are responsible for coordinating Tribal resources needed to prepare for, protect against, mitigate impacts from, respond to, and recover from incidents of all types.
- May have powers to amend or suspend certain Tribal laws or ordinances associated with response.
- Communicate with the Tribal community and help people, businesses, and organizations cope with the consequences of any type of incident.
- Negotiate mutual aid and assistance agreements with other tribes or jurisdictions.

- Can request assistance from the county, State, or Federal Government.
- As sovereign entities, when an incident is beyond the capability of the tribe to respond, Tribal leaders may seek assistance from the county, State or Federal Government.

For certain types of Federal assistance, Tribal governments may work with the State. As sovereign entities, Tribal governments have several choices to seek federal disaster assistance via the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5206 (Stafford Act). A Tribal government may seek Stafford Act assistance in the following ways:

1. **Through its own declaration** (per a change in prior law introduced in Public Law 113-2 (Pub.L. 113-2, H.R. 152, 127 Stat. 4, enacted January 29, 2013), containing Division A: Disaster Relief Appropriations Act, 2013 and Division B: Sandy Recovery Improvement Act of 2013, a Tribal Leader may directly request a Presidential declaration on behalf of the Tribal government.);
2. **Through a State request or declaration;** or
3. **By requesting one or more types of assistance in its own declaration and seeking other, distinct types of assistance as part of a State’s declaration request.**

If a tribe chooses to be considered part of the State’s declaration request, the State Governor must request a Presidential declaration on behalf of the Tribal government.

4. Federal Government

Disaster Declaration Process

In the event that the Governor determines that effective response to a catastrophic incident is beyond the capabilities of the State and affected local governments, s/he can request Federal assistance under the Stafford Act. Such a request usually requires a preliminary damage assessment, but the Governor can request an expedited emergency or major disaster declaration which may reduce or remove the damage assessment requirement.

FEMA Region 10 Concept of Operations⁵

FEMA Region X works with the emergency management agencies of Alaska, Idaho, Oregon and Washington. Federal interagency pre- and post-disaster incident support in Region 10 will be managed primarily out of two distinct, yet functionally aligned, Multi-Agency Coordination Centers: the Regional Response Coordination Center (RRCC) and the State-Federal Joint Field Office (JFO).

Region 10 Regional Response Coordination Center

A catastrophic incident activates “Level-1 (Full Staff) Operations” at FEMA’s Region 10 Regional Response Coordination Center. Most federal Emergency Support Function teams will report to the Regional Response Coordination Center with adequate staff to support 24-hour operations, and an advanced Emergency Response Team (ERT-A “Emergency Response Team–Advanced”) will be deployed to the

⁵ Summary of text in the Region 10 All-Hazards Concept of Operations Plan (CONPLAN), March 2009

State Emergency Operations Center during the initial response period when information is in short supply and key decisions must be made including resource requests, disaster assistance coordination and other early-phase issues.

In addition, a National Incident Management Assistance Team (N-IMAT) will likely deploy to Region 10, most likely also to the State Emergency Operations Center to gather situational awareness and establish an Interim Operating Facility and a Federal Support Base (ISB) to begin Federal response resource coordination. Once the N-IMAT arrives, the Region 10 Emergency Response Team (ERT-A) may fold into the N-IMAT structure.

For planning purposes, the Regional Response Coordination Center will manage Federal Regional immediate response operations for the first 72 hours after an incident. While the Regional Response Coordination Center is operational during these first three days, a location for a Joint Field Office (JFO) will be identified. At the end of the first 72-hours, it is anticipated that the Joint Field Office will be operational, and authority for managing the Federal portion of the incident will be transferred from the Regional Response Coordination Center to the Joint Field Office. The National Incident Management Assistance Team (N-IMAT) may form most of the initial management structure of the Joint Field Office but will transition out a few weeks after full operations commence.

This 72- hour Regional Response Coordination Center -to-Joint Field Office timeline is a planning assumption based on past experiences and anticipated probabilities. The decision when to transfer coordinating authority to the Joint Field Office Federal Coordinating Officer (FCO) is at the discretion of the Federal Coordinating Officer once s/he is officially appointed to the disaster and in consultation with the FEMA Regional Administrator.

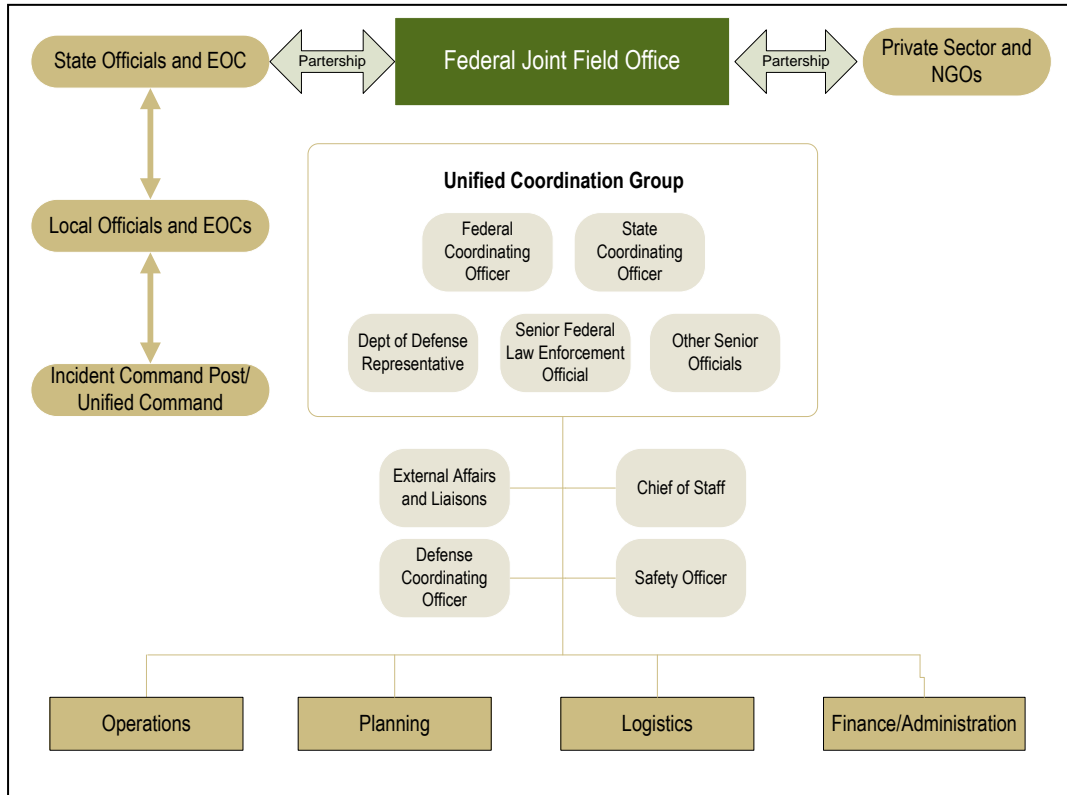
Joint Field Office

The Joint Field Office (JFO) is the primary office for Federal-State coordination in administering Federal assistance to the State. It is established post-disaster declaration (circumstances permitting, ideally within 72 hours) and serves as the temporary duty station for most of the State and Federal staff assigned to manage the disaster. The Joint Field Office coordinates mid- to late-phase response operations, and manages Federal recovery programs such as the Public Assistance, Individual Assistance, and Hazard Mitigation program activities as well as State recovery programs. Additionally, it oversees the staging area operations, Federal response team base camps, disaster recovery centers, area field offices, and other facilities activated for the relief effort. The Joint Field Office may remain open for months to years depending on the life-cycle of the relief operation.

Many of the Joint Field Office units and branches will be staffed by both Federal and State officials.

Figure II-8 depicts an organizational construct of a Joint Field Office formed to coordinate the response and recovery to a very large and/or catastrophic disaster (“Level 1 type”) over a large geographical area.

Figure II-8. Organizational Construct of Level-1 Joint Field Office (JFO)



Source: National Response Framework, January 2008

III. Organization and Assignment of Responsibilities

A. Local Organizations

1. Role of Elected and Senior Officials

Local elected, senior appointed officials set policy direction for pre-incident planning, preparedness and mitigation and also provide key leadership during and after an incident. State law, particularly Ch. 38.52 RCW, Ch. 43.06 RCW and WAC 118, and local ordinances define local emergency management responsibilities, including:

- Creation of local organizations for emergency management (Ch. 38.52.070 RCW)
- Cooperation with requests for assistance (Ch. 38.52.110 RCW)
- Planning requirements (WAC 118-030-060)
- Local authority and operations (local ordinances)

Table III-1 summarizes roles and responsibilities of local elected and senior officials before, during and after an emergency incident.

Table III-1. Elected and Senior Officials’ Responsibilities

Elected and Senior Officials’ Emergency Management Roles and Responsibilities		
Before	During	After
<i>Legislative/Council</i> Funding Priority Setting Accountability Authorities Setting Emergency Powers	<i>Legislative/Council</i> Constituent Relations Situational Awareness Review of Proclamation Community Presence	<i>Legislative/Council</i> Allocation of \$\$ Reconstruction Costs Codes/Compliance Revision Constituent Relations
<i>Executive/Mayor/City Manager</i> Support Administration of Emergency Management Programs	<i>Executive/Mayor/City Manager</i> Public Information Proclamation Prioritization of Resources Mutual Aid EOC Presence Decision-making	<i>Executive/Mayor/City Manager</i> Coordination of Recovery Interaction with State and Federal Officials

Source: Washington State Emergency Management Division Training Unit

2. Local Emergency Management Organization

Local jurisdiction incident commanders exercise primary command, control and coordination of disaster response and initial recovery, supported by local Emergency Operations Centers (EOCs) and Emergency Coordination Centers (ECCs). Local jurisdictional participation is dependent upon the structure of the local Emergency Management organization. It could be a single jurisdiction, multiple jurisdictions that work together on a contract for services basis, or multiple jurisdictions that have formed a joint organization or multi-jurisdictional coordinating system as established under the authority of State statute. (CH. 38.52 RCW) In some cases, especially in larger jurisdictions, overall coordination and policy development occur in the City, County or Tribal Government's Emergency Operations Center while command and control of field activities is accomplished by Incident Commanders in conjunction with departmental operations centers, dispatch centers or specific Traffic Management Centers.

Table III-2 below illustrates how the county emergency management agencies are structured within the Puget Sound Region.

3. Homeland Security Regions

The eight counties in the Puget Sound Region also overlap with five Federal Homeland Security Regions, as shown in Figure III-1. (In several cases, not all counties within a Homeland Security Region are included in the Puget Sound Region.) The Homeland Security Regions provide planning and coordination support for Federal Homeland Security grants that serve the following objectives:

- Prevent terrorist attacks within the U.S.
- Reduce America's vulnerability to terrorism.
- Minimize the damage and maximize the recovery from attacks that do occur.

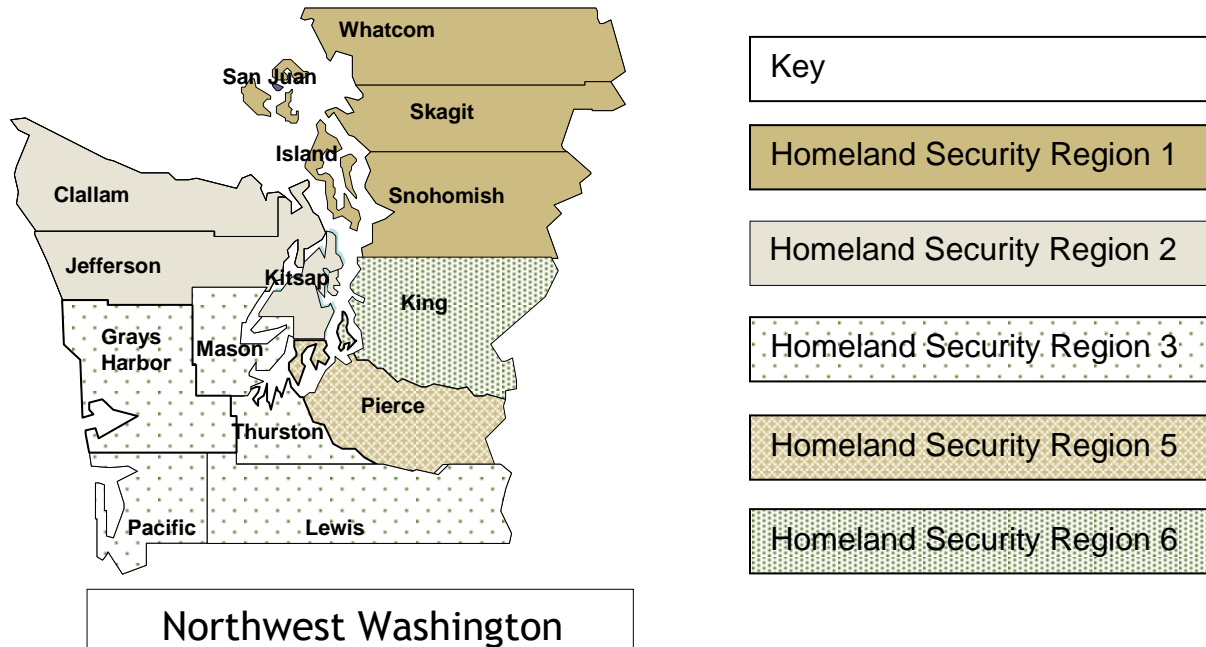
These regions also coincide with Local Health Regions in Washington State.

Table III-2. County Emergency Management Organizations

County/ Homeland Security Region	Organizing Principle(s)	Cities and Tribal Governments
Island Homeland Security Region 1	The Island County Office of Emergency Management resides within the Public Works Department, reporting to the Island County Board of Commissioners.	The Island County Department of Emergency Management serves unincorporated Island County. Coupeville, Langley and Oak Harbor are served by their respective Offices or Departments of Emergency Management or designated personnel.
King Homeland Security Region 6	The King County Office of Emergency Management resides within the Department of Executive Services, reporting to the Deputy County Executive. The OEM provides staff support to the King County Emergency Management Advisory Committee. Committee membership includes Tribal nations, cities, special purpose districts, the Port of Seattle, Utilities, county departments, public safety, EMS and hospital organizations, building officials, the American Red Cross and private sector representatives.	King County Office of Emergency Management serves unincorporated King County. By ordinance, the office also serves as “the coordinating entity for cities, county governmental departments, and other appropriate agencies during incidents and events of regional significance.” The Emergency Services Coordinating Agency (ESCA) serves the King County cities of Kenmore and Lake Forest Park (as well as several Snohomish County cities) Algona, Auburn, Beaux Arts, Bellevue, Black Diamond, Bothell, Burien, Carnation, Clyde Hill, Covington, Des Moines, Duvall, Enumclaw, Federal Way, Hunts Point, Issaquah, Kent, Kirkland, Maple Valley, Medina, Mercer Island, Milton, Newcastle, North Bend, Pacific, Redmond, Renton, Sammamish, Seattle, Shoreline, Skykomish, Snoqualmie, Tukwila, Woodinville and Yarrow Point are served by their respective Offices or Departments of Emergency Management or designated personnel.
Kitsap Homeland Security Region 2	The Kitsap County Department of Emergency Management reports to the Kitsap County Board of Commissioners. All city and county governments are represented on the Kitsap County Emergency Management Council.	Kitsap County Department of Emergency Management serves unincorporated Kitsap County, including Silverdale, and Bainbridge Island, Bremerton, Poulsbo and Port Orchard.
Mason Homeland Security Region 3	The Mason County Emergency Management Division resides within the Department of Public Works, reporting to the Board of Commissioners.	The Mason County Division of Emergency Management serves unincorporated Mason County and the city of Shelton.

Pierce Homeland Security Region 5	The Pierce County Department of Emergency Management reports to the Deputy County Executive. The Emergency Management Division is responsible for preparing Pierce County for disasters or emergencies. The DEM sponsors a multi-jurisdictional, multi-discipline Homeland Security Regional Coordinating Council that approves HSR 5 grant allocation.	Pierce County Department of Emergency Management serves unincorporated Pierce County and Bonney Lake, Buckley, Carbonado, DuPont, Eatonville, Edgewood, Fife, Fircrest, Lakewood, Milton, Orting, Roy, Ruston, South Prairie, Steilacoom, Sumner, University Place and Wilkeson. The city of Tacoma is served by the Tacoma Emergency Management Division.
Skagit Homeland Security Region 1	The Skagit County Department of Emergency Management operates under the direction of the Skagit Emergency Management Council, comprised of the Board of County Commissioners and the Mayors of Anacortes, Burlington, Concrete, Hamilton, La Conner, Lyman, Mount Vernon, Sedro-Woolley.	The Skagit County Department of Emergency Management serves unincorporated Skagit County and Anacortes, Burlington, Concrete, Hamilton, La Conner, Lyman, Mount Vernon, and Sedro-Woolley.
Snohomish Homeland Security Region 1	The Snohomish County Department of Emergency Management reports to the County Executive. The DEM sponsors an Advisory board of the mayors, city executives and Tribal leaders from the cities/tribes that contract with them for emergency management services. DEM also meets regularly with an Emergency Managers group that includes ESCA, Boeing and the City of Everett.	The Snohomish County Department of Emergency Management (DEM) serves unincorporated Snohomish County and Arlington, Darrington, Gold Bar, Granite Falls, Index, Lake Stevens, Marysville, Monroe, Snohomish, Stanwood, and Sultan, as well as the Tulalip and the Stillaguamish Tribal Nations. The Emergency Services Coordinating Agency (ESCA) serves the Snohomish County cities of Brier, Edmonds, Lynnwood, Mill Creek, Woodway, Mountlake Terrace, and Mukilteo (as well as two King County cities). The cities of Bothell and Everett are served by their respective emergency management programs.
Thurston Homeland Security Region 3	Thurston County Emergency Management is part of the Emergency Services Department, reporting to the County Manager appointed by the Board of Commissioners. All city, county and Tribal governing bodies are represented on the Emergency Management Council of Thurston County, created in 1993 via an interlocal agreement to coordinate the local emergency management activities of the county, cities and tribes.	The Thurston County Emergency Services Department serves the citizens of unincorporated Thurston County. Those living within the county's seven incorporated municipalities and two Native American Indian reservations are served by their respective Offices of Emergency Management. Along with Thurston County, Lacey, Olympia, Tumwater and Yelm have emergency management programs that are recognized by Washington State Emergency Management.

Figure III-1. Homeland Security Regions in Northwest Washington



B. State Organization⁶

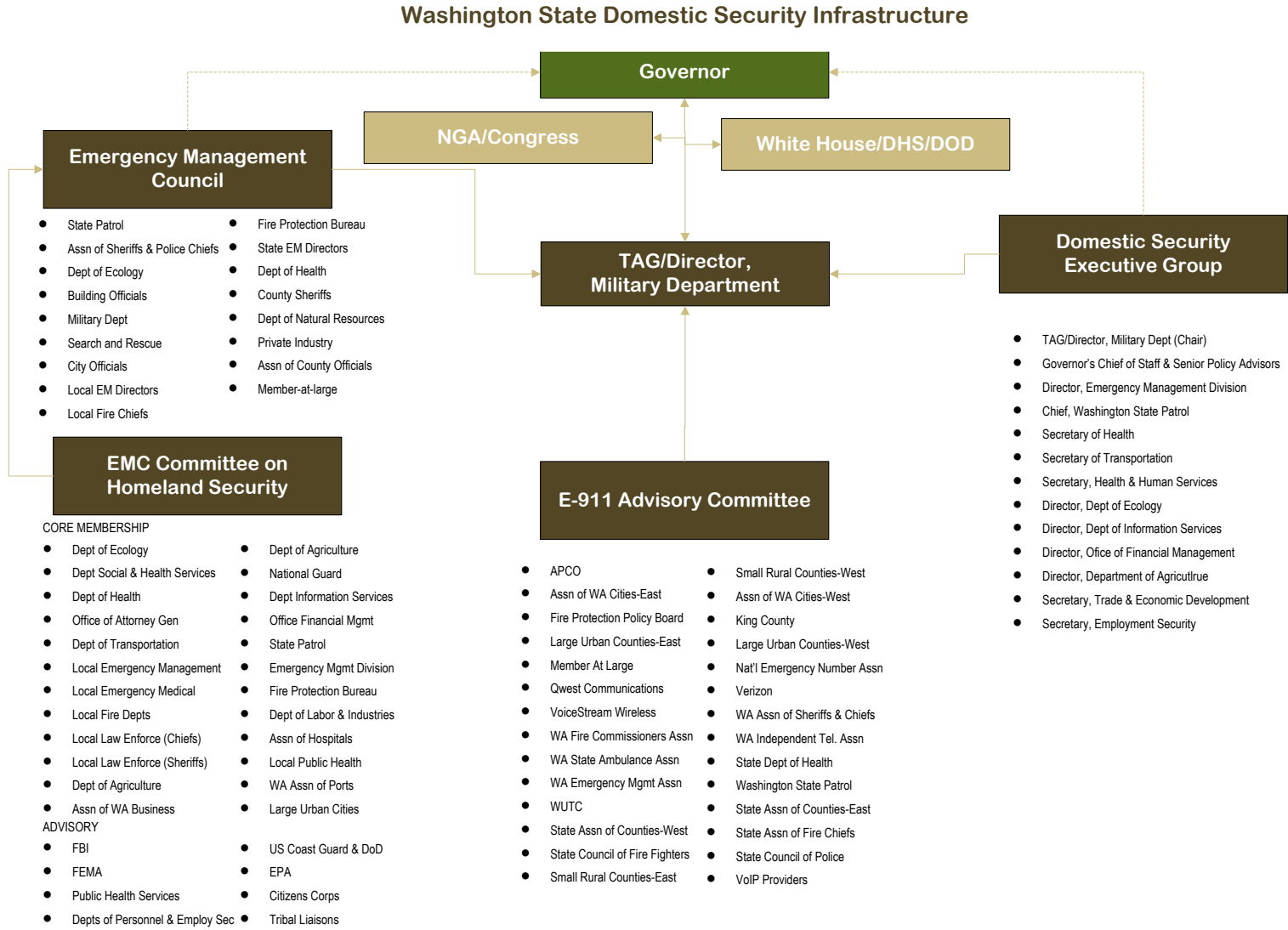
1. Emergency Management Organization

Emergency Management at the State level fits within a larger Domestic Security Infrastructure organization as illustrated in Figure III-2 below. Under Chapter 38.52 Emergency Management, the Military Department is responsible to the Governor for carrying out all emergency management functions to mitigate, prepare for, respond to, and recover from emergencies and disasters resulting from natural and technological hazards. These responsibilities exclude those for which the military is responsible and preparation for nuclear attack.

As shown in Figure III-2, the Governor appoints an Emergency Management Council consisting of no more than 17 members. The Council includes representatives from city and local government, sheriff and police departments, the Washington State Patrol, the Military Department, the Department of Ecology, State and local fire departments, State and local emergency management, and private industry, as well as experts in seismic safety, search and rescue volunteers, medical professionals, and building officials. It is the Council's responsibility to advise the Governor and the Director of the Military Department about issues relating to emergency management.

⁶ Source: Washington State Comprehensive Emergency Management Plan, 2003.

Figure III-2. Washington State Domestic Security Infrastructure



Source: http://www.emd.wa.gov/grants/grants_homeland_security_background.shtml

2. State Emergency Operations Center

The State Emergency Operations Center is staffed 24-hours per day, 7 days per week by Emergency Management Division Operations Officers. During an emergency or disaster the Emergency Operations Center assumes enhanced operations under the incident command system. The severity of the incident determines the level at which the Emergency Operations Center is staffed:

- Phase I - Routine Operations. 24-hour, 7-day a week Operations Officers.
- Phase II - Enhanced Operations. Operations Officers and selected Emergency Management Division and State agency staff.
- Phase III - Full Operations. Operations Officers and Emergency Management Division, State agency, and other agency staff.
- Phase IV – Catastrophic Operations. State, Federal, local and volunteer staff.

The State Emergency Operations Center supports State agency, local jurisdiction and Tribal nation operations in response to emergency incidents. When requested, representatives from State agencies respond to the Emergency Operations Center to coordinate their respective agency's response. The tactical command and control of many State agency operations and resources are done through Departmental Operations Centers (DOCs) at their headquarters or from their respective regions, districts or areas. Depending upon the situation, liaison officers from local government or other authorities may report to the State Emergency Operations Center and vice versa.

Detailed State Emergency Operations Center procedures and an organizational chart are found under Procedures and Plans on the Emergency Management Division homepage, www.emd.wa.gov.

3. Catastrophic Response

The Catastrophic Incident Annex of the State of Washington's Comprehensive Emergency Management Plan defines State agency roles in the event of a catastrophic incident. After a declaration of a major emergency or disaster, the Governor will appoint a State Coordinating Officer to coordinate State and local disaster assistance efforts. The State Coordinating Officer will also coordinate State and local disaster assistance efforts with those of the Federal government. The State will focus on response activities at the Emergency Operations Center and recovery activities at a Joint Field Office. Attachment III-2 describes primary roles and responsibilities of the State Emergency Operations Center and a Federal Joint Field Office, as set forth in Annex M of the Washington State Emergency Operations Plan. Section II-D-4 of this Plan also describes a Joint Field Office in more detail.

4. Washington National Guard

Ch. 38.08.040 RCW provides that upon the occurrence of certain events, the Governor has the power to order the organized militia of Washington or any part thereof into active service of the State to execute the laws and to perform such duty as the Governor shall deem proper. The Washington Emergency Management Division through the Military Department (the Adjutant General or "TAG") may recommend

activation of the Washington National Guard to the Governor's Office under either of the following conditions:

- Prior to receiving a request for Defense Support to Civil Authorities from local jurisdictions and if the threat of an emergency or disaster is imminent (e.g., flood warnings), the Military Department will recommend to the Governor's Office activation of the Washington National Guard so as to allow preplanning and/or propositioning of Guard or other State resources in anticipation of requests for assistance.
- When a request is received from a local jurisdiction in times of emergency or disaster, and it is determined that the local jurisdiction does not have the resources available from any other source in a timely manner, and it is verified that the Washington National Guard can fulfill the request.

5. Washington Fusion Center

Launched in May 2009, the Washington State Fusion Center supports the public safety and homeland security missions of Federal, State, local, and tribal agencies and private sector entities, as described below:

- Detect, deter, and prevent terrorist attacks;
- Detect, deter and prevent significant criminal activity;
- Perform threat assessment and information management services, including supporting the protection of critical infrastructure and key resources; and
- Provide support to all hazards preparation, planning, response, and recovery efforts.

Participants in the Fusion Center include federal, state, and law enforcement agencies as well as representatives from a variety of other disciplines including first responders such as fire, critical infrastructure and key private entities.

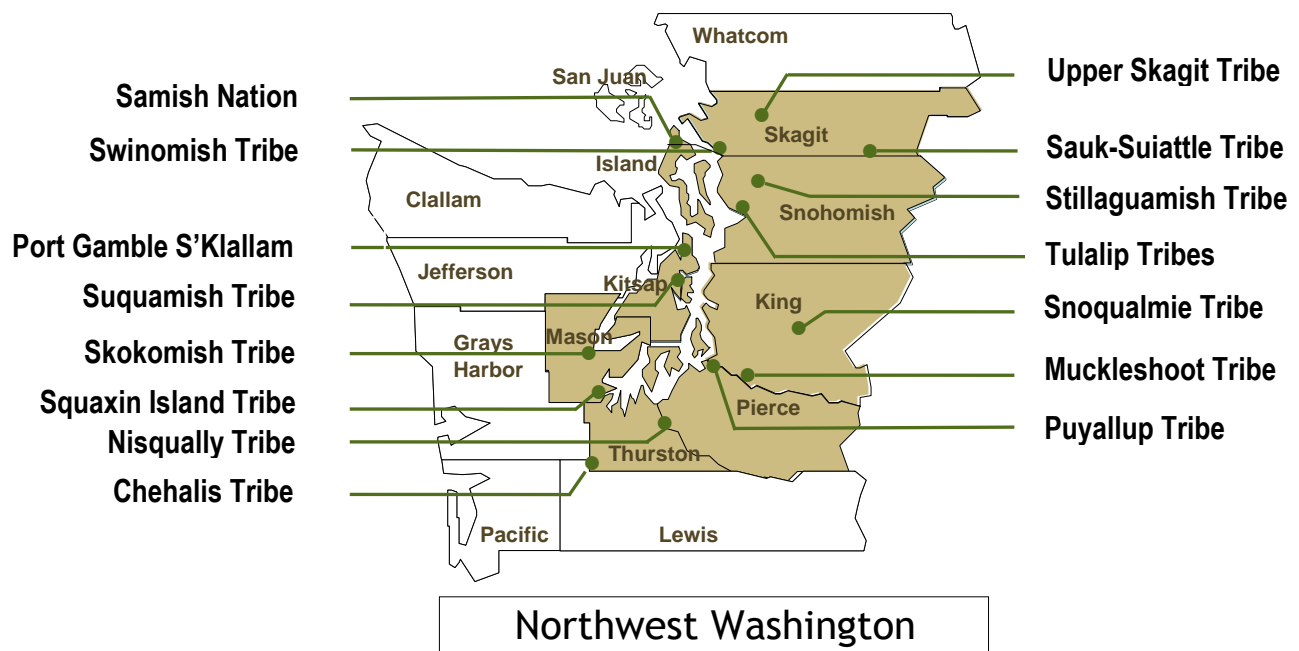
The term "fusion" refers to the overarching process of, incorporating and sharing information and intelligence across all levels and sectors of government and the private sector. It goes beyond establishing an information/intelligence center or creating a computer network. The Fusion Center uses an all-hazards approach and includes multi-disciplinary and non-law enforcement partners as well as law enforcement in their processes. The Fusion Center Integration Report provides additional detail about the Center and its key partnerships, including those with emergency management organizations and emergency operations centers across the state.

C. Tribal Governments

1. Emergency Management

The Puget Sound Grant region includes 15 Tribal governments as shown in Figure III-3 below. As sovereign states, Tribal governments are responsible for coordinating resources to address actual or potential incidents. When Tribal resources are not adequate, Tribal leaders seek assistance from their mutual aid partners, States or the Federal Government. Several Tribal governments also contract for emergency management services from the County within which they are located. Attachment II-2 includes contacts for the 15 Tribal governments within the Puget Sound Region.

Figure III-3. Tribal Governments/Nations within the Puget Sound Region



Most tribes routinely cooperate with neighboring local jurisdictions on minor incidents. For certain types of Federal assistance, Tribal governments work with the State, but as sovereign entities they can elect to deal directly with the Federal Government for other types of assistance. When an incident is beyond the capability of the tribe to respond, Tribal leaders may seek assistance from the county, State or Federal Government.

For certain types of Federal assistance, Tribal governments may work with the State. As sovereign entities tribal governments have several choices to seek federal disaster assistance via the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5206 (Stafford Act). A Tribal government may seek Stafford Act assistance in the following ways:

1. **Through its own declaration** (per a change in prior law introduced in Public Law 113-2 (Pub.L. 113-2, H.R. 152, 127 Stat. 4, enacted January 29, 2013), containing Division A: Disaster Relief Appropriations Act, 2013 and Division B: Sandy Recovery Improvement Act of 2013, a Tribal Leader may directly request a Presidential declaration on behalf of the Tribal government.);
2. **Through a State request or declaration;** or
3. **By requesting one or more types of assistance in its own declaration and seeking other, distinct types of assistance as part of a State's declaration request.**

If a tribe chooses to be considered part of the State's declaration request, the State Governor must request a Presidential declaration on behalf of the Tribal government.

Emergency management is often housed within Tribal public safety or planning agencies, reporting to the Tribal Council either directly or through an administrator. As authorized by Tribal government, Tribal leaders:

- Are responsible for coordinating Tribal resources needed to prepare for, protect against, mitigate impacts from, respond to, and recover from incidents of all types.
- May have powers to amend or suspend certain Tribal laws or ordinances associated with response.
- Communicate with the Tribal community and help people, businesses, and organizations cope with the consequences of any type of incident.
- Negotiate mutual aid and assistance agreements with other tribes or jurisdictions.
- Can request assistance from the county, State, or Federal Government.

2. Northwest Tribal Emergency Management Council

The Northwest Tribal Emergency Management Council (NWTEMC) is a consortium of more than 150 Tribal Nations throughout Washington, Idaho, Oregon and Alaska that work together to provide guidance for member tribes to develop sustainable and all-hazard comprehensive approaches to terrorism and homeland security. The Council's charter and history can be found at http://nwtemc.org/About_NWTEMC.aspx.

NWTEMC takes an all hazard emergency management approach that emphasizes both inter- and intra-jurisdictional cooperation to maximize resources in mutual aid, training, exercises, planning, and equipping. In addition, the NWTEMC council assists member tribes with regulatory requirements as mandated in various federal programs.

The NWTEMC is comprised of Tribal Membership throughout the region, formed under a charter and by-laws and received its 501C3 status in 2009. The organization requires a resolution from the governing body of each Tribe, to ensure it is fully supported by the Tribal Governments that it represents. Information and work product are made available to all Tribes within the region and nationally.

For the past ten years, the NWTEMC has been functioning as the Region X Tribal overlay to FEMA. The NWTEMC assist member Tribes, FEMA, the BIA, the State Emergency Management Divisions and the State Department of Health, as well as many other partners, with keeping lines of communication open before, during and after disasters.

Contact information, including phone lines and email addresses for NWTEMC staff and Board Members can be found here: http://nwtemc.org/Contact_NWTEMC.aspx. Member Tribes include: the Chehalis Tribe, Muckleshoot Tribe, Nisqually Tribe, Port Gamble S'klallam Tribe, Puyallup Tribe, Samish Nation, Sauk Suiattle Tribe, Skokomish Tribe, Snoqualmie Tribe, Squaxin Island Tribe, Stillaguamish Tribe, Suquamish Tribe, Swinomish Tribe, Tulalip Tribes and Upper Skagit Tribe.

D. Federal Government

The Federal Government has a responsibility to support State and local response to disasters and emergencies. Under a Presidential declaration of emergency or major disaster, the Stafford Act authorizes the Federal Government to provide support to State and local governments when an incident exceeds their ability to respond. Numerous Federal agencies have direct involvement in disaster response and recovery efforts (see Table III-3 for a list of Federal Emergency Support Functions). These agencies may provide direct support to the State or in some cases, directly to local jurisdictions in response to requests for assistance from the State.

A Federal agency may support State and local response either under its own statutory authorities or as part of a coordinated Federal response under the National Response Framework. In extraordinary circumstances, the Federal Government may mobilize resources even before a State requests assistance, in accordance with the Catastrophic Incident Supplement of the National Response Framework and the Post Katrina Emergency Management Reform Act.

1. National Response Framework

The National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. The U.S. Department of Homeland Security coordinates the implementation of the National Response Framework. More information can be found at www.fema.gov/nrf.

FEMA is generally responsible for establishing coordination with the State Emergency Management Division to support State and local operations. Other Federal agencies and the American Red Cross provide support through Emergency Support Functions. In general, the Federal response is organized as follows:

- Deploy a National Incident Management Assistance Team (N-IMAT) to the State and Local Emergency Operations Centers to establish Unified Command with the Emergency Management Division and the Governor.
- Activate Emergency Support Functions to provide support to local and State response efforts.

- Deploy liaisons to work directly with the State Emergency Management Division or local governments to facilitate the flow of information and provide logistical support for incoming Federal teams and resources.
- Deploy specialized teams, including Disaster Medical Assistance Teams, Disaster Mortuary Assistance Teams, and Urban Search and Rescue Teams, to the incident scene to work under the direction of the local Incident Commander(s).
- Establish a Joint Field Office to coordinate ongoing Federal support for response and recovery.
- Coordinate the use of U.S. Department of Defense resources to support the response through the Defense Coordinating Officer.
- In anticipation of or during a catastrophic incident, immediately mobilize resources to Federal facilities in or near the disaster area, even if the State has not yet requested resources.
- Coordinate with State officials to move resources to staging areas and points of distribution throughout the disaster area.
- In coordination with the State and with local government representatives, conduct a preliminary damage assessment to determine eligibility for Federal assistance.
- In coordination with the State, implement recovery programs, including:
 - Individual Assistance Program, including disaster housing and other human services programs to assist individuals and families who have been displaced.
 - Small Business Administration loan programs to help individuals and businesses recover from their losses.
 - The Public Assistance Program, under which FEMA provides funding to State and local governments and certain non-governmental organizations for extraordinary costs associated with debris removal, emergency response, and the restoration of buildings and infrastructure damaged in an incident (to implement this program, FEMA works with State Emergency Management Division and local government representatives to evaluate damage and determine the scope of assistance required).
 - The Emergency Relief Program for the restoration of roads, bridges, and other facilities associated with Federal aid routes (to implement this program, the Federal Highway Administration works with the Washington State Department of Transportation (WSDOT) and local government representatives to evaluate damage and determine the scope of assistance required).
 - The Hazard Mitigation Grant Program to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster.

- In coordination with the State, implement long-term recovery planning operations covered under Emergency Support Function-14 Long-Term Community Recovery. These efforts can include Community Development Block Grants, HUD programs, and other resources. The National Disaster Recovery Framework is being developed to provide additional clarity concerning recovery operations.

For declared emergencies and disasters, the President appoints a Federal Coordinating Officer to administer Federal support. The Federal Coordinating Officer works in conjunction with the State Coordinating Officer, who is appointed by the Governor. The Federal Coordinating Officer executes Stafford Act Authorities, including commitment of FEMA resources and the mission assignment of other Federal departments or agencies, in response to State requests for assistance.

The Federal Coordinating Officer and the State Coordinating Officer are members of the Unified Coordination Group at the Joint Field Office (See Section II D 4 above, including Figure II-8 for more information about the Joint Field Office). Other members of the Unified Coordination Group can include senior State and Federal officials. The senior Federal officials may include.

- **Federal Response Coordinator:** In non-Stafford Act responses, this is the representative from the lead Federal Agency directing the response effort and would serve the same role as the Federal Coordinating Officer during Stafford Act incidents.
- **Senior Federal Law Enforcement Official:** This official is appointed by the Attorney General during an incident that requires a coordinated Federal response to all law enforcement, public safety, and security operations with intelligence or investigative law enforcement operations or directly related to the incident. The Senior Law Enforcement Official ensures that allocation of law enforcement requirements and resources is coordinated with other elements of Federal response.
- **Defense Coordinating Officer:** This Officer is the active-duty U.S. Department of Defense official assigned to work with the FEMA Regional Office and has the lead role to coordinate the use of Defense resources to support the response.

2. Federal Agencies within a Disaster Area

Federal agencies within a disaster area are authorized to:

- Take immediate action to protect their own facilities and personnel to ensure operational effectiveness and continuity of operations.
- Respond to emergencies on lands for which they are responsible (Federal law enforcement personnel, for example, may take action to secure Federal buildings; DOD facilities; and National Parks).
- Take immediate action to save lives, protect public safety, and protect property.
- Support agreements with local jurisdictions to provide emergency services or resources in an emergency incident or disaster.

- Take action under their own emergency response authority (the U.S. Environmental Protection Agency, for example, has the authority to respond to oil spills and hazardous materials incidents in support of local Incident Command).

Examples of in-region Federal agencies that may respond under their own authority or to preserve life and protect the public's safety and the environment are:

- U.S. Coast Guard District 13, for search and rescue, law enforcement, and hazardous material response
- U.S. Department of Defense
- U.S. Army and Air Force: Joint Base Lewis-McChord, for fire and rescue, law enforcement, and logistics support
- U.S. Navy: Naval Station Whidbey, Naval Base Kitsap, Naval Station Everett, for fire and rescue, law enforcement, and logistics support
- U.S. Army Corps of Engineers: Seattle District, Northwestern Division, to fight floods and provide commodities and technical assistance for debris removal and structural assessment
- Department of Veterans Affairs, for hospital services
- U.S. Environmental Protection Agency, Region 10, for hazardous material response
- Federal Aviation Administration, for the coordination of air transportation and flight restrictions
- National Park Service, for law enforcement, fire and rescue support and Incident Management Teams
- Department of Health and Human Services for public health and medical response support

Table III-3. Federal Emergency Support Functions

Emergency Support Function (ESF)	Activities	ESF Coordinator
#1 Transportation	<ul style="list-style-type: none"> • Federal and civilian transportation support • Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment 	US Dept of Transportation
#2 Communications	<ul style="list-style-type: none"> • Coordinate with telecommunications industry • Restoration of telecommunications infrastructure • Protection, restoration, and sustainment of national cyber and information technology resources 	US Dept of Homeland Security – National Communication System (NCS)
#3 Public Works and Engineering	<ul style="list-style-type: none"> • Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services and construction management • Emergency power 	Dept of Defense/US Army Corps of Engineers
#4 Firefighting	<ul style="list-style-type: none"> • Firefighting on Federal lands • Resource support to urban and rural firefighting operations 	US Dept of Agriculture/US Forest Service
#5 Emergency Management	<ul style="list-style-type: none"> • Coordination of incident management efforts • Issuance of mission assignments • Resource/human capital • Incident action planning • Financial management 	US Dept of Homeland Security/FEMA
#6 Mass Care, Housing, and Human Services	<ul style="list-style-type: none"> • Mass Care and Shelter Support Services • Disaster Housing • Human Services 	US Dept of Homeland Security/FEMA/American Red Cross
#7 Resource and Logistics Management	<ul style="list-style-type: none"> • Resource support (facilities, office supplies and contracting) • Disaster relief supplies 	General Services Administration and FEMA
#8 Public Medical and Health Services	<ul style="list-style-type: none"> • Public and mental health • Medical surge services • Mortuary services 	US Dept of Health and Human Services
#9 Urban Search and Rescue	<ul style="list-style-type: none"> • Life saving assistance • Urban search and rescue 	US Dept of Homeland Security/FEMA
#10 Oil and Hazardous Materials Response	<ul style="list-style-type: none"> • Oil and hazardous materials response • Environmental safety and short- and long-term cleanup 	US Environmental Protection Agency
#11 Agriculture and Natural Resources	<ul style="list-style-type: none"> • Nutrition assistance • Animal and plant disease/pet response • Food safety/security • Natural and cultural resources; protection and restoration of historic properties 	US Dept of Agriculture

Table III-3. Federal Emergency Support Functions (continued)

Emergency Support Function (ESF)	Activities	ESF Coordinator
#12 Energy	<ul style="list-style-type: none"> • Energy infrastructure assessment, repair, and restoration • Energy utilities coordination • Energy forecast 	US Dept of Energy
#13 Public Safety and Security	<ul style="list-style-type: none"> • Facility and resource security • Security planning/force protection • Public safety/security response • Support to access, traffic, and crowd control 	US Dept of Justice/Bureau of Alcohol, Tobacco and Firearms
#14 Long-Term Community Recovery	<ul style="list-style-type: none"> • Social and economic community impact assessment • Long-term community recovery assistance to States, local government, and the private sector • Mitigation analysis and program implementation 	US Dept of Homeland Security/FEMA
#15 External Affairs	<ul style="list-style-type: none"> • Emergency public information and protective action guidance • Media and community relations • Congressional and international affairs • Tribal and insular affairs 	US Dept of Homeland Security

Source: National Response Framework, January 2008

E. Non-Governmental Organizations (NGOs) and Non-Profits

Non-Governmental Organizations such as the American Red Cross and the National Voluntary Organizations Active in Disaster (National VOAD) are officially designated as support elements to national response capabilities. The National VOAD includes 50 recognized National Organizations of Volunteers Active in Disaster relief (see Table III-4). Others link their operational priorities to organization values or to specialized services to individuals with special needs. Non-governmental organizations significantly extend response capabilities to incident management and efforts at all levels by collaborating with responders, governments at all levels, and other agencies and organizations.

Table III-4. National Volunteer Organizations Active in Disaster Membership

National Volunteer Organizations Active in Disaster Membership	
ACTS World Relief (Foundation of Hope)	International Critical Incident Stress Foundation
Adventist Community Services	International Relief and Development
All Hands Volunteers, Inc.	The Jewish Federations of North America
Alliance of Information and Referral Systems (AIRS)	Latter-day Saint Charities
American Baptist Men	Lutheran Disaster Response
American Radio Relay League, Inc.	Mennonite Disaster Service
American Red Cross	Mercy Medical Airlift
Billy Graham Rapid Response Team	National Association of Jewish Chaplains
Brethren Disaster Ministries	National Baptist Convention USA
Buddhist Tzu Chi Foundation	National Organization for Victim Assistance
Catholic Charities USA	Nazarene Disaster Response
Christian Reformed World Relief Committee	NECHAMA – Jewish Response to Disaster
Churches of Scientology Disaster Response	Noah’s Wish
Church World Service	Operation Blessing
City Team Ministries	Presbyterian Church in America – Mission North America
Convoy of Hope	Presbyterian Disaster Assistance
Cooperative Baptist Fellowship	Samaritan’s Purse
Episcopal Relief and Development	Save the Children
Feeding America	Society of St. Vincent DePaul
Feed the Children	Southern Baptist Convention/North American Mission Board
Habitat for Humanity International	The Salvation Army
Hands On Network generated by Points of Light Foundation	United Church of Christ
Hope Coalition America (Operation Hope)	United Methodist Committee On Relief
HOPE Worldwide, Ltd.	United Way Worldwide
Humane Society of the United States	World Vision

Source: <http://www.nvoad.org/member/national-members>

F. Private Sector

Many private sector organizations are key elements of the local economy and/or operate and maintain critical infrastructure within the Puget Sound Region. The National Response Framework identifies the following essential private sector responsibilities:

- Planning for the protection of employees, infrastructure, and facilities, including planning for the protection of information and the continuity of business operations.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Developing and exercising emergency plans before an incident occurs.

- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

G. Citizens

Citizens and disaster survivors are assets in the preparedness, response, recovery and mitigations phases and should be looked at as such. Preparedness efforts by citizens can reduce the response needs of the Puget Sound Region and allow for getting affiliated with volunteer organizations. Volunteer and other opportunities during and after the incident can be filled by residents and emergent/spontaneous volunteers, including those from outside the Puget Sound Region. The Regional Volunteer and Donations Management Toolkit (one of the Annexes to this Coordination Plan) provides more information on incorporating these resources into the community response and recovery efforts.

1. Citizen Preparedness

To better prepare for and respond to a catastrophic incident, citizens may take the following actions:

- Reduce hazards in and around homes.
- Prepare an emergency supply kit and household emergency plan.
- Monitor emergency communications.
- Volunteer with an established organization.
- Enroll in emergency response training courses.
- Talk with neighbors about emergency issues.

2. Citizen Corps and Community Emergency Response Teams (CERT)

Citizen Corps is one program that brings together local leaders from government and civic leaders from non- governmental organizations (NGOs) and the private sector to prepare for and respond to incidents. Citizen Corps Councils are typically established and sponsored by elected or appointed officials and/or emergency managers. These Councils provide leadership and support for programs that educate, train, and engage community volunteers to support emergency management and responders.

Local Citizen Corps Councils implement Community Emergency Response Teams (CERTs), which are potential sources of emergency assistance. CERTs are neighborhood and workplace volunteers who train together to develop emergency response skills. They apply these skills to help others following a major disaster when professional help is not readily available or is stretched thin. CERT members work with emergency management and become part of the emergency response capability for the area in which they live. Areas covered during training include individual and family emergency preparedness, emergency medical response, fire safety, light search and rescue, team organization and disaster psychology.

IV. Direction, Control, and Coordination

This section summarizes direction, control and coordination associated with response to and recovery from a catastrophic incident. It also illustrates how the regional coordination tools in this Coordination Plan and its Annexes complement the existing linkages between local, State, Tribal and Federal emergency agencies. Section II Concept of Coordination and Section III Organization and Assignment of Responsibilities provide detailed information on specific agencies' roles and responsibilities.

A. Direction and Control

In the event of a catastrophic incident, operational authority will remain with the jurisdictions. Local procedures will be followed to develop Incident Command Systems, and local and State Emergency Operations Centers will be staffed in accordance with local and State plans and procedures. All necessary decisions affecting response, recovery, protective actions, public health and safety advisories, etc., will be made by responsible officials under their existing authorities, policies, plans, and procedures.

B. Regional Coordination

Figure IV-1 below illustrates how regional coordination fits within the existing linkages between local, State, Tribal and Federal emergency agencies. The State Emergency Management Division is the primary contact to the Federal government during a catastrophic incident, serving as an intermediary to the local governments. This Coordination Plan recommends that counties serve a similar intermediary role for the State government, on behalf of the cities and other local emergency management agencies. This should improve response time and minimize the number of separate requests to the State.

This Coordination Plan calls upon counties to facilitate a Regional Conference Call and to work with key stakeholders to form multi-agency coordination groups. Using the Regional Conference Call mechanism, the 8 counties and 15 Tribal governments within the Puget Sound Region will determine whether a regional approach to key issues will be of value. If so, they and other stakeholders will determine how to form new regional coordination groups and or interact with existing groups to address these issues and support unity of effort.

C. Catastrophic vs. Lesser Emergencies

Response to and recovery from a catastrophic incident will overwhelm local and State resources. In the event of a catastrophic incident, local, State, Tribal and National emergency management agencies will join forces on a large scale to save lives, minimize response time and support each other. The needs of the impacted communities will cross geographic boundaries and cover all the disciplines represented by Emergency Support Functions.

Under this Coordination Plan, response and recovery to a catastrophic incident will require the following actions over and above every day emergency management protocols:

- Requests for inter-state mutual aid

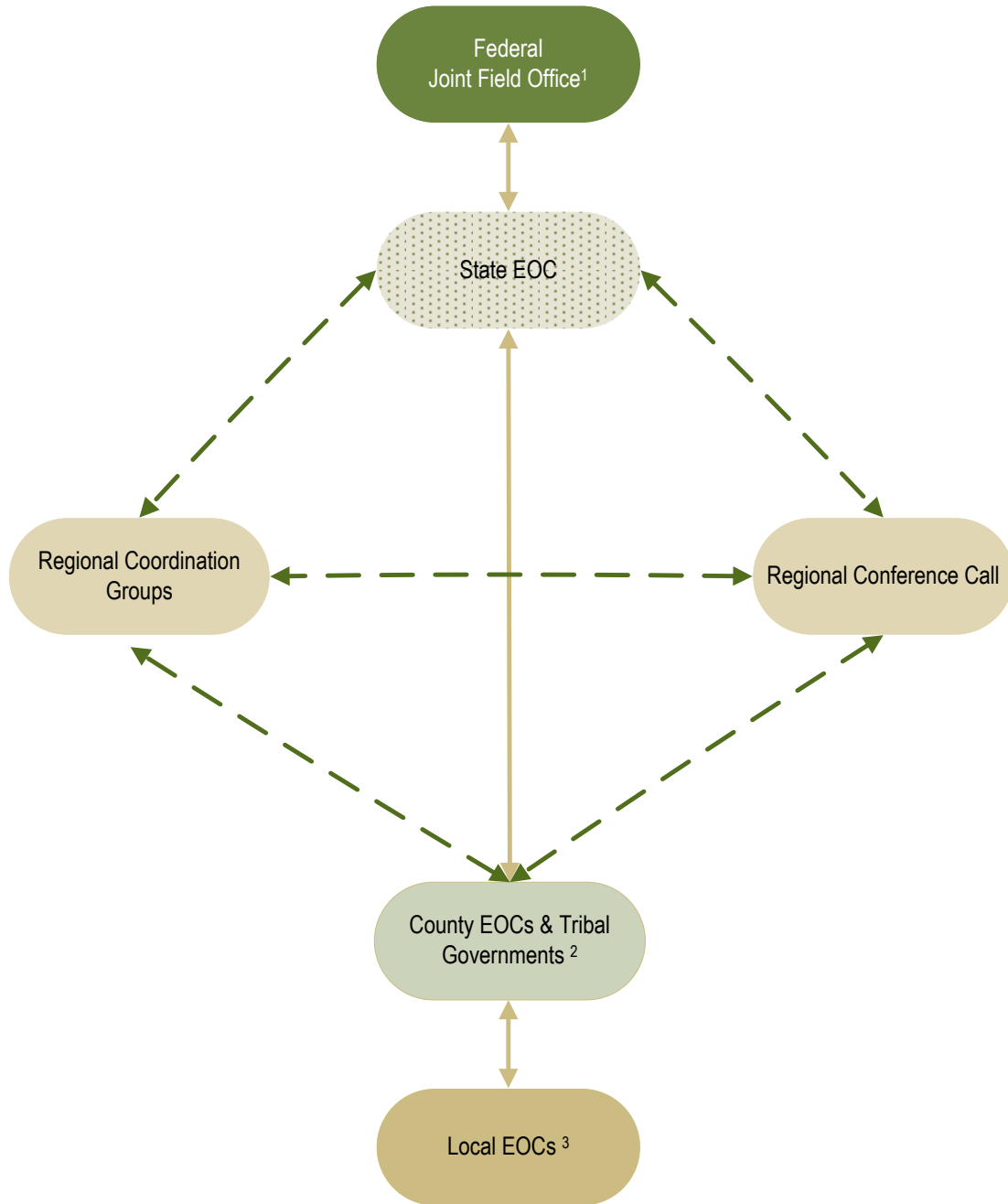
- Mobilization of Federal resources
- Regional Conference Calls
- Creation of functional and/or geographic regional coordination groups to address some or all of the following multi-jurisdictional issues
 - Donation management
 - Mass evacuation orders
 - Pre-hospital emergency triage and treatment
 - Medical surge operations
 - Patient evacuation and transport
 - Public health Issues
 - Public messages
 - Regional sheltering and mass-care operations
 - Regional traffic management policies
 - Requests for Emergency Management Assistance Compact (EMAC) Disaster Response Mission Packages
 - Requests for Incident Management Teams
 - Resource reception, deployment
 - School closures
 - Structural collapse rescue
 - Victim information and family assistance
 - Volunteer reception center(s)
 - Creation of State and/or regional recovery organizations

Table IV-1 illustrates how coordination mechanisms will differ between a catastrophic incident and less severe incidents.

Table IV-1. Comparison of Coordination in Catastrophic vs. Less Severe Incidents

Incident Level	Characteristics	Sample Incidents	Stage	Coordination
Routine to full activation (WA State Emergency Management Division “Phase 1, 2 or 3”)	<ul style="list-style-type: none"> Phase 1 or 2: Incident affects one jurisdiction that is able to respond with limited outside assistance Phase 3: Incident involves multiple response disciplines and multiple jurisdictions Emergency declaration by the Governor 	<ul style="list-style-type: none"> Hazardous material spill Fire Civil disturbance Flood (limited impact) Power failure 	Initial Response through Short-Term Recovery	<ul style="list-style-type: none"> Decision-making occurs within the jurisdiction and mutual aid system An incident commander may establish a Unified Command with senior ranking officials from other public safety services. Local or State emergency management agencies coordinate response activities, depending upon the magnitude of the incident Local agencies look to mutual aid partners for support Requests for unmet resource needs go to the State Emergency Management Division (State EMD)
			Long-Term Recovery	<ul style="list-style-type: none"> Each jurisdiction is responsible for recovery; limited State and/or Federal assistance may be available
Catastrophic (WA State Emergency Management Division “Phase 4”)	<ul style="list-style-type: none"> Incident overwhelms capability of local and State agencies Emergency declaration by the Governor Federal Government mobilizes resources 	<ul style="list-style-type: none"> Earthquake Volcanic Eruption Flood Influenza Pandemic CBRNE (Chemical, Biological, Radiological, Nuclear or Explosive) event 	Initial Response	<ul style="list-style-type: none"> First response decisions are made by ESF leads and local EOCs First response resource decisions are made at local EOCs, then transferred to the State EMD Affected agencies within the region report their status to county EOCs; Counties send Incident Snapshot State EOC which posts them on WebEOC
			Extended Response and Short-Term Recovery	<ul style="list-style-type: none"> Regional Catastrophic Planning Team Counties, Tribal Governments and the State EMD initiate a Regional Conference Call State EOC initiates status conference calls State logistics branch initiates logistics conference call Puget Sound Region Counties, Tribal Governments, State EMD and other stakeholders conduct subsequent conference calls and determine whether to form coordination groups to address multi-county issues and how to resolve issues within or among coordination groups Resource priorities are established by the State EOC and/or Unified Command at the Joint Field Office
			Long-Term Recovery	<ul style="list-style-type: none"> Local agencies may form or activate recovery organizations Region may form a recovery coordination group to identify, prioritize and coordinate resource needs for mid- to long-term Governor may convene a recovery organization; regional recovery coordination group may convey priorities needs to State group

Figure IV-1. Regional Coordination within Existing Linkages



1. In the response phase (first 1-4 days), the Regional Response Coordination Center (RRCC) will be Federal interagency command/control node. After this time a Joint Field Office (JFO) will be established.
2. Tribal governments interface with the federal government on a nation to nation basis; under this plan they may also choose to participate on the regional conference calls.
3. This plan recommends that city emergency management agencies channel their resource requests through their counties; cities have statutory authority to request resources directly from the state.

V. Public Information

Table V-1 in this chapter describes how public information officers at county emergency management agencies currently share public information. This section also describes how counties could stand up either a Joint Information Center (JIC) or a Joint Information System (JIS) for an emergency incident and how, after a catastrophic incident, FEMA will establish an on-scene Joint Information Center in support of the Federal Coordinating Officer. While the region has not developed a multi-county approach to public information, Attachment X-1 to this plan includes recommendations from a working group of public information officers and emergency managers by which the Puget Sound region could develop more formal protocols for multi-county coordination of public information.

Public information relative to a catastrophic incident is defined as:

Any information that could help save lives, protect property, encourage appropriate behavior, or direct the public to certain actions, that has gone through an agency or jurisdiction's internal approval process and been declared appropriate for public dissemination.

A. Regionally Shared Information

1. Information Exchange and Coordination

Upon notification of an emergency incident, public information officers (PIOs) report to their respective Emergency Operations Centers or other base of operations to coordinate and disseminate accurate and timely disaster-related information according to locally established protocols. In the event of a catastrophic incident, public information officers may be asked to participate in a regional working group to coordinate public information issues identified in the regional conference call described in this Plan's Concept of Coordination (see Section II.) At a minimum, county and State public information officers should exchange the following information using email or other existing communications systems:

- Press releases
- Evacuation decisions and routes
- Donation opportunities
- Access to food, water and emergency medical attention
- Road closures and travel advisories
- Sheltering information
- Volunteer opportunities

2. Accessible Information

Agencies providing public information have an obligation to ensure their information is accessible to those with hearing or vision disabilities. For example, the FCC has rules in place to ensure that the critical details of emergency information shown on television are accessible to viewers with hearing or vision disabilities. All broadcasters, cable operators, and satellite television services must ensure that emergency information that is heard is accessible using closed captioning or other methods of visual presentation, including open captioning, "crawls," or "scrolls" that appear on the screen. Emergency information that is seen must also be made accessible: For regularly scheduled newscasts the newscaster must make sure they speak whatever emergency information is being provided visually. If emergency information interrupts programming (for example, if there is a crawl or scroll going across the screen that contains emergency information), there must be an aural tone to alert persons with vision disabilities of emergency information so they can tune to another source, such as a radio, for more information.

B. Joint Information Systems and Joint Information Centers in the Grant Region

When an incident is of significant magnitude and causes large scale disruption, each county in the Puget Sound Region will activate a central Joint Information Center (JIC) or share information through a Joint Information System (JIS) to coordinate development and dissemination of public information messages (see Table V-2).

A Joint Information Center or Joint Information System may be physically located or may function "virtually" through available communication systems.

1. Regional Joint Information Systems - Background

A Joint Information System is an information network. Public information officers from multiple agencies including public safety, medical, local government, volunteer and private sectors work together to ensure that clear and accurate information is delivered to the public.

In the event of a catastrophic incident, public agency, non-profit, and private sector public information officers and/or Joint Information Centers in the Puget Sound region may join with the State Emergency Management Division to form a Regional Joint Information System to coordinate information. Agency public information officers communicating within the Joint Information System will develop and distribute verified information to the public on behalf of participating agencies for as long as conditions warrant. Participating agencies typically share the following information and resources with each other:

- Name of lead spokesperson
- Name and contact information of lead public information officer and back-up
- Press releases, "frequently asked questions" (FAQs), and other information provided to media sources and the public
- Rumor control and verification—ie active rumors and agency responses

- Personnel to support the lead public information officer representing the agency being assisted, if available

Table V-1. Counties with Joint Information Centers

Counties with Joint Information Centers			
County	Information Center		Description of Specialized Tools and Products Used for Coordinating Information
	JIC?	JIS?	
Island	Y	N	Island County would locate a JIC at the Coupeville Recreation Hall
King	Y	Y	SharePoint site, complete with PIO contact list and ability to share documents, photos, etc. Generic JIC email address used when EOC is activated Regional PIO meetings (at least 5x per year) featuring guest speakers, training, sharing best practices and general networking “Single hub of information” web pages developed for specific incidents or planning efforts that multiple jurisdictions/agencies can link from their web sites and direct their customers to for accurate, timely and consistent information. (Lead agency for public messaging is responsible for updating it.) JIC/JIS training for regional partners (2-day course with on camera interview practice and scenario-based interagency coordination tabletop)
Kitsap	Y	Y	Kitsap uses multiple public information platforms, including PIER, Twitter and Facebook
Mason	Y	N	Mason County plans on locating the JIC in a conference room near the EOC in Public Works Building Local PIO's and staff from KMAS 1030 Radio have established pre-identified system needs Mason County would utilize its Website and press releases through local media
Pierce	Y	Y	Pierce County utilizes a state-of-the-art Joint Information Center that can comfortably house more than a dozen public information officers, with an accompanying media room that can accommodate a large number of reporters and camera crews. Typical incidents utilize a team of about 5 PIOs, but large incidents have had up to 63 PIOs In-house television production system to go live on Pierce County TV and apply crawling text at the base of the television screens Primary method for coordinating and distributing information is through an emergency blog that automatically updates our social media sites (Facebook and Twitter) The JIC is also responsible for all public alert and warning, utilizing the Pierce County Alert system
Skagit	Y	Y	The County PIO is part of the Command Staff working directly for Unified Command and also coordinates (informally) with municipal PIO's, as needed, to help insure consistent message content Skagit County has previously established a formal Joint Information Center with impacted cities and will do so again, as needed
Snohomish	Y	Y	Snohomish plans to have a JIC at the Future of Flight at Paine Field but has not used it to date Snohomish has a practiced group of PIOs in the County that make up the JIS Information is shared through websites, Twitter, Facebook and regular media outlets
Thurston	Y	Y	During incidents that affect multiple agencies, Thurston County agency PIOs will communicate with each other from disperse locations through a JIS Thurston County will form a JIC for a single-site incident

Individual jurisdictions within the Joint Information System use every possible outlet available with which to ensure timely and accurate dissemination of public information. These means include but are not limited to the following:

- Broadcast media
- Internet based systems and social media channels
- Emergency alert systems and other mass notification tools
- Radio
- Print media

2. Joint Information Centers - Background

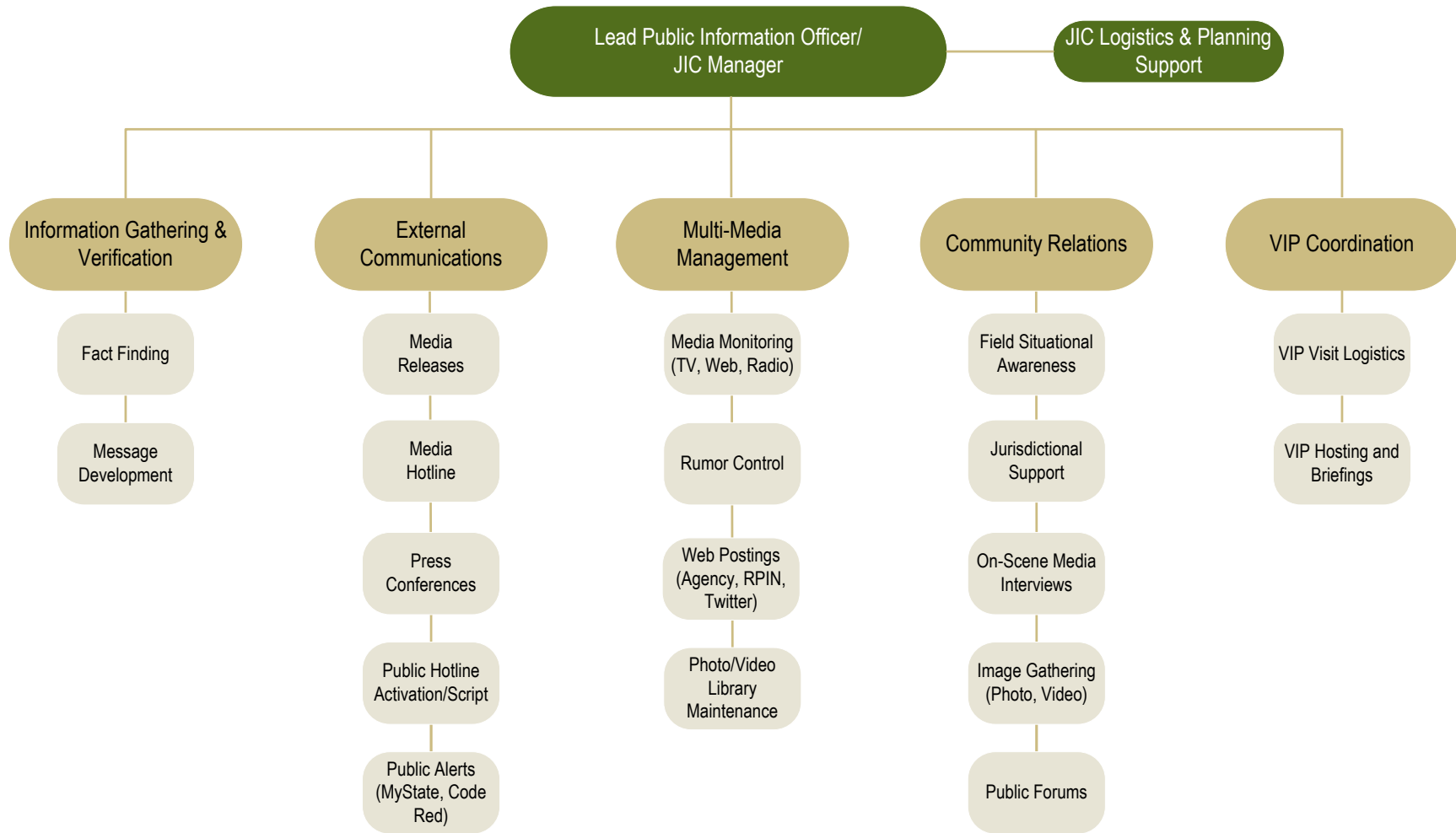
A joint information center is a central location that supports incident response and facilitates operation of the Joint Information System. It is a tool that public information officers use to coordinate information during a crisis to reduce misinformation, maximize resources and build public confidence in response efforts. A Joint Information Center is usually established for large-scale incidents and staffed by representatives from affected agencies. For catastrophic incidents covering large geographic areas, more than one Joint Information Center may be necessary. The decision to use a Joint Information Center is typically made by the Incident Commander. A Joint Information Center facility should be located close to the best sources of information, such as an Incident Command Post or Emergency Operations Center, without compromising safety or security.

Figure V-1 below illustrates King County's Joint Information Center structure. One person may do many functions or one function may be staffed by many people, depending upon the size and scope of the incident. Table V-2 below describes the responsibilities of the various positions.

Attachment V-1 provides a checklist of Joint Information Center activities.

Attachment V-2 describes formation of a Joint Information Center in the event of a volcanic eruption, taken from Appendix B of the November 2011 draft update to the Mount Baker/Glacier Peak Coordination Plan originally developed by Washington Emergency Management Division, British Columbia, the US Forest Service and US Geological Survey, and Skagit, Snohomish and Whatcom Counties in 2000.

Figure V-1. Model Joint Information Center Organization and Functions



Source: King County Office of Emergency Management.

Table V-2. Roles and Responsibilities in a Joint Information Center

JIC Role	Responsibilities
LEAD PUBLIC INFORMATION OFFICER	<ul style="list-style-type: none"> Provides overall direction for JIC activity Reviews and secures approval for all public communications issued by the JIC May have assistant PIOs
JIC Logistics and Planning Support	<ul style="list-style-type: none"> Responsible for JIC facility and operation Supports Lead PIO, agency public information staff, group leaders and all functional areas of the JIC
INFORMATION GATHERING & VERIFICATION	<ul style="list-style-type: none"> Gathers, analyzes, sorts and verifies information for use by the JIC
Fact Finding	<ul style="list-style-type: none"> Gathers relevant, approved incident information for the JIC from the Emergency Operations Center and the Incident Command Post Solicits information from regional partner PIOs and subject matter experts
Message Development	<ul style="list-style-type: none"> Develops content for all print, verbal and web-based material for use by the JIC
EXTERNAL COMMUNICATIONS	<ul style="list-style-type: none"> Assembles relevant and approved information for public messaging and dissemination
Media Releases	<ul style="list-style-type: none"> Develops press releases for media channel distribution
Media Hotline Activation	<ul style="list-style-type: none"> Answers media telephone inquiries, drawing from approved messaging content and press releases Relays questioning trends and information gaps to Lead PIO
Press Conferences	<ul style="list-style-type: none"> Prepares and conducts news briefings and conferences
Public Hotline Activation/Script	<ul style="list-style-type: none"> Develops scripts and FAQ sheets for call takers Develops and activates phone tree recordings for public hotline Monitors and relays questioning trends and information gaps to Lead PIO
Public Alerts (MyState, Code Red, RPIN)	<ul style="list-style-type: none"> Issues culturally sensitive, public friendly adaptations of emergency alerts issued by EOC, using a variety of non-EAS alert tools
MULTI-MEDIA MANAGEMENT	<ul style="list-style-type: none"> Disseminates approved information to internal and external audiences Monitors traditional and new media channels, corrects misinformation and addresses rumors Creates photographic, audio and video footage and web-based material to support external and web-based communications
Media Monitoring (TV, Web, Radio)	<ul style="list-style-type: none"> Gathers and analyzes information from multiple sources, including news media, social media, Telephone Unit and Field Information Group Monitors web server traffic
Rumor Control	<ul style="list-style-type: none"> Identifies and corrects misinformation
Web Postings (Agency, RPIN, Twitter)	<ul style="list-style-type: none"> Updates and creates web pages, posts data, images and video to web sites
Photo/Video Library Maintenance	<ul style="list-style-type: none"> Enlarges graphics for press conferences and public forum to support presentations Archives audio-visual files

COMMUNITY RELATIONS	<ul style="list-style-type: none"> • Provides interviews and other assistance to the media at field locations • Serves as liaison between JIC and the field
Field Situational Awareness	<ul style="list-style-type: none"> • Supports on-scene communication needs • Sends information to the JIC
Jurisdictional Support	<ul style="list-style-type: none"> • Supports public communication needs of partner organizations and/or other JICs • Distributes JIC updates to impacted jurisdictions and includes them in Joint Information System activities
On-Scene Media Interviews	<ul style="list-style-type: none"> • Provides interviews and other assistance to the media at field locations • Handles media requests at high-profile field locations
Image Gathering (Photo, Video)	<ul style="list-style-type: none"> • Captures visuals of incident and its impacts • Sends images to the JIC
Public Forums	<ul style="list-style-type: none"> • Coordinates outreach to groups of people united by a common interest (e.g. business owners, church groups, shelter residents) • Provides face-to-face contact with public and special interest groups
VIP COORDINATION	<ul style="list-style-type: none"> • Provides face-to-face contact political leaders and other VIPs • Sends information back to the JIC
VIP Visit Logistics	<ul style="list-style-type: none"> • Coordinates transportation, accommodations, communication needs and site tour details for VIP visits
VIP Hosting and Briefings	<ul style="list-style-type: none"> • Provides regular JIC updates to VIPs • Sends information to JIC about VIP issues, activities and concerns

Source: King County Office of Emergency Management

VI. Communications

A. General Information

This section addresses issues related to ensuring communications among and between emergency responders and public information efforts. It provides information on current communications capabilities and protocols for coordination with local, regional (multi-organizational) and State response agencies and coordinating entities including interoperability and frequency discipline and management. The Structural Collapse Rescue Annex to this Plan provides detailed information on tactical communications systems used by field personnel.

Within the Puget Sound Region, a variety of public safety radio systems are in use by police, EMS and fire agencies. These systems are not fully interoperable across the region. Specialized mutual aid channels are also not consistently available or reliable.

Incident communications radio frequencies utilized at an incident are determined based on the agency responsible for incident command. If incident command is assumed by State or Federal agencies, standard local operations frequencies may not be utilized.

Any given local agency within the Puget Sound Region is unlikely to have capacity to communicate over all radio frequencies in use by public safety and emergency responders within the entire eight-county area. That is, local incident command may be unable to communicate with responding mutual aid providers over its normal radio frequencies.

If an incident is of a magnitude requiring mutual aid response, one of the State or National emergency non-trunked channels/frequencies may be used for incident command, so that multiple responding agencies are able to communicate on scene. For a list of these channels, see Attachment VI-1.

B. Incident Communications

Emergency response agencies and dispatch agencies generally maintain equipment caches with portable radio equipment to be utilized in event of multiple agency response, in the event mutual aid responders cannot communicate on the same frequency that is being used for incident command and a patch between frequencies cannot be installed.

Per the State of Washington, Emergency Support Function #9, communications with the State Emergency Operations Center from the incident command post, the Rescue Coordination Center, and/or from the local jurisdictions Emergency Operations Center will be through the normal radio and telephone capabilities, augmented by back-up direction and control systems, and by resources provided by the Washington National Guard, Federal military organizations, and/or FEMA, as appropriate.

C. Interoperability Frequencies

Communications at a major incident scene with multiple responders is a recurring challenge. For this reason, there have been established national, statewide and some regional channels for common use by responders at an incident, which allow any responder with a given system radio (800 Hz, 700 MHz, VHF or UHF) to talk to others—even if that responder is not part of the agency in command of the incident.

There are designated “national interoperability channels” for each type of radio frequency –e.g., a set of frequencies for both calling and operating on 800 MHz, 700 MHz, VHF, and UHF. They are outlined in the National Interoperability Field Operations Guide. This Guide assists in the identification of Land Mobile Radio frequencies that are often used in a disaster or other incidents where radio interoperability is required. It is based on the “Nation Interoperability Guide”(www.npstc.org).

As “national” channels, these are the same across the county. There is also a set of statewide channels (LERN, OSCCAR, MEDNET, etc.) with similar capacities. There are a few regional interoperability channels within the Puget Sound region as well.

A list of these national, State and regional channels is attached as Attachment VI-2 (Excerpted from 2008 Washington Statewide Communications Interoperability Plan).

Additional information about these interoperability channels and the State emergency radio communications network is attached at Attachment VI-3.

Every dispatch operation and public safety agency should know and have programmed the respective interoperability channels for their radio system into all their radios. These channels are not trunked or digital, so anyone with a radio operating on the general frequency (e.g., 800 MHz) can access these channels, regardless of their home agency location—within the Puget Sound Region, the State, or the country. However, use of these frequencies may require authorization.

These channels are frequency specific, that is, the 800 MHz channel cannot be heard or talked on by those using VHF systems, and vice versa. Within individual counties and across the eight-county region, multiple systems are in use: adjacent jurisdictions are utilizing different systems, and without compatible equipment, cannot communicate in an emergency.

Cross-system patches are not typically in place, but can be hardwired in during emergency incidents. Special equipment is available that can talk across all radio frequencies but it is unclear who, if anyone, in the eight-county region has acquired this equipment.

Amateur (Ham) radios can also communicate across frequencies and Ham radio operators can be used to pass messages between systems (but should not be used for incident communications between responders).

VII. Administration, Finance and Logistics

A. Mutual Aid and Requests for Assistance

When its emergency response and/or recovery capabilities are exceeded, a jurisdiction may request additional help from local and State partners to support emergency response efforts by means of mutual aid agreements. Local agencies are expected to work through their existing mutual aid agreements prior to seeking resources from the State Emergency Management Division. Cities are encouraged to coordinate their resource requests with their respective counties in an effort to consolidate points of contact for the State logistics team. (However, under State law Ch. 38.52 RCW, cities may forward their requests directly to the State.)

Many existing mutual aid agreements and fire mutual aid agreements are in place within the Puget Sound Region. Some provisions in these agreements are included in all individual agreements in the region, including:

- The decision to lend resources is voluntary
- There is no liability for a decision not to lend resources
- Incident command remains with the agency requesting resources to assist in incident response
- Command of loaned staff remains with the lending agency's command staff on scene

In addition, the State can request inter-state assistance through the Emergency Management Assistance Compact (EMAC). The State can also request Federal assistance when the consequences of a disaster exceed local and State government capability.

Attachment VII-1 provides a representative list of mutual aid agreements executed by cities and counties within the Puget Sound region.

VIII. Plan Development and Maintenance

A. Plan Development and Updates

The Coordination Plan should be updated biennially (every other year), with contact information updated semi-annually. Local and State emergency management agencies may incorporate elements of the Coordination Plan that apply to their jurisdiction into their respective Comprehensive Emergency Management Plans (CEMPs) and update the information on their regular maintenance schedule. A continued effort should be made to solicit input from the same parties who contributed during the planning process to ensure this Plan remains current. The Recommendations Report and the Best Practices and Lessons Learned Report can help emergency managers determine future priorities for plan development.

B. Plan Maintenance

This plan will initially reside at http://www.emd.wa.gov/plans/plans_index.shtml#R

Maintenance of the Coordination Plan will require a periodic review and update of resource lists, maps, contact lists and website addresses. Ongoing review and testing of coordination tools should occur throughout the year. Notice of the review and testing should be sent to all counties, local government partners and public and private sector stakeholders in the Puget Sound Region.

C. Training

The Regional Catastrophic Preparedness Grant Program will provide initial stakeholder training on the Coordination Plan and its Annexes. Additionally, State and local emergency management agencies are encouraged develop annual training emphasizing regional and multi-agency coordination. Jurisdictions and agencies having assigned functions under this Coordination Plan are encouraged to ensure that assigned personnel are properly informed of the information in the plan and that training opportunities are made available.

D. Exercise and Evaluation

The Regional Catastrophic Preparedness Grant Program will offer initial workshops and tabletop exercises to evaluate the Coordination Plan and its Annexes. To ensure continuous improvement in these coordination capabilities and the Plan and its Annexes, inter-jurisdictional exercise collaboration is encouraged. Coordination objectives and tools should be incorporated during exercise design. Deficiencies identified during scheduled exercise activities should result in appropriate revisions to the Coordination Plan and/or its Annexes, where warranted.

E. Performance Measures

Performance measures provide an additional method of evaluating the effectiveness of the Coordination Plan and its Annexes. The Performance Objectives Report provides initial performance measures and an optional methodology to assess implementation of these plans, with the objective of improving the region's preparedness for a catastrophic incident.

This page is intentionally blank.

IX. Authorities and References

Numerous local, State and Federal statutes, regulations and plans that provide the foundation and framework for emergency management in the 8-county region of Washington State covered by the Regional Catastrophic Preparedness Grant Program. Several of these are summarized below, but readers are directed to the Emergency Authorities Report that includes a matrix of existing emergency authorities at all levels across all disciplines within the region.

A. Local Statutes, Regulations and Plans

All recognized emergency management authorities created under Ch. 38.52.070 RCW are required to adopt Comprehensive Emergency Management Plans. Many local agencies have ordinances, mutual aid agreements, interlocal agreements and/or contracts that support inter-agency coordination and cooperation.

B. State Statutes, Regulations, Plans

- Washington State Comprehensive Emergency Management Plan (CEMP): Establishes emergency management functions and the responsibilities of the Washington Military Department Emergency Management Division (EMD), State agencies, commissions, boards, and councils. This document is a comprehensive plan for statewide mitigation, preparedness, response, and recovery activities.
- Washington Statewide All-Hazards Emergency Preparedness Strategic Plan: This plan provides a strategic framework for emergency preparedness and homeland security efforts in Washington.
- Title 118 WAC - Military Department, Emergency Management: Identifies the roles and responsibilities of the Washington National Guard (militia), and places State Emergency Management under the Military Department. Among other things, the chapter includes specifics regarding the Emergency Worker program (118.04) and requirements for local emergency management/ services organizations, plans and programs (118.30).
- Ch. 38.52 RCW - Emergency Management: This is the underlying statute placing the Washington State Military Department in charge of emergency management and authorizing the creation of local organizations for emergency management. Emergency Management is defined to include the administration of State and Federal programs providing disaster relief to individuals, search and rescue operations, and generally those efforts to protect the public peace, health, and safety, and to preserve the lives and property of the people of the State. The statute further provides for the rendering of mutual aid among the political sub-divisions of the State and with other States and to cooperate with the Federal government with respect to carrying out emergency management functions.
- Ch. 43.06 RCW - Governor's Emergency Powers: Enumerates the broad, general powers of the Governor and specifically gives power to declare a state of emergency and stipulates that any emergency powers granted the Governor "shall be effective only within the area described in the

proclamation." The statute also gives the Governor discretion to order the State militia or the State patrol to assist local officials to restore order in the area described in the proclamation of a state of emergency.

- Ch. 43.88.250 RCW - Financial Management - Emergency Expenditures: This statute provides a process for the Governor to approve an emergency allocation (for the preservation of peace, health or safety, or for the carrying on of the necessary work required by law of any State agency) "from any appropriation available for allocation for emergency purposes."
- Ch. 38.52.070 (2) RCW - Emergency Contracting powers: This paragraph of 38.52.070 gives political subdivisions (cities, counties, etc.) authority to enter into contracts and incur obligations necessary to combat disasters "without regard to time-consuming procedures and formalities" normally prescribed by law, such as competitive bidding, publication of notices, employment of temporary workers, etc.
- Ch. 38.52.070 RCW - Emergency Powers & Procedures - Local / Joint organizations: Statute directs the establishment of local organizations for emergency management in accordance with the Washington State CEMP. These organizations have the responsibility of coordinating emergency management activities, and are expected to assign disaster responsibilities based upon existing capabilities or mutual aid agreements as provided in local emergency or disaster preparedness plans.

C. Federal Statutes, Regulations and Plans

- National Response Framework (NRF): Provides guidance on how the nation conducts all-hazards response, built upon scalable, flexible and adaptable coordinating structures to align key roles and responsibilities, and to link all levels of government, nongovernmental organizations, and the private sector.
- Homeland Security Presidential Directive/HSPD-8: Establishes policies to strengthen U.S. preparedness for responding to threatened or actual domestic terrorist attacks, major disasters and other emergencies; requires a national domestic all-hazards preparedness goal, with established mechanisms for improved delivery of Federal preparedness assistance to State and local governments; outlines actions to strengthen preparedness capabilities of Federal, State, and local entities.
- Homeland Security Presidential Directive/HSPD-5: Establishes the National Incident Management System (NIMS) that enables a consistent nationwide approach for Federal, State, local and Tribal governments; the private-sector and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents. NIMS includes a core set of concepts, principles, and terminology to provide for interoperability and compatibility among Federal, State, local and Tribal capabilities. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

- 44 CFR Part 205 [Title 44, Vol.1 of the Code of Federal Regulations] Revised as of Oct. 1, 2004]: Outlines the roles and responsibilities of FEMA and the DHS. Part 206 prescribes policies and procedures to be followed in implementing those sections of Public Law 93-288, as amended, delegated to the Director, Federal Emergency Management Agency (FEMA). Part 206 apply to major disasters and emergencies declared by the President on or after 11/23/1988 (date of enactment of the Stafford Act.)
- Public Law 93-288 The Disaster Relief Act of 1974, as amended by Public Law 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act: Provides the authority for the Federal government to respond to disasters and emergencies to save lives and protect public health, safety, and property.

This page is intentionally left blank.