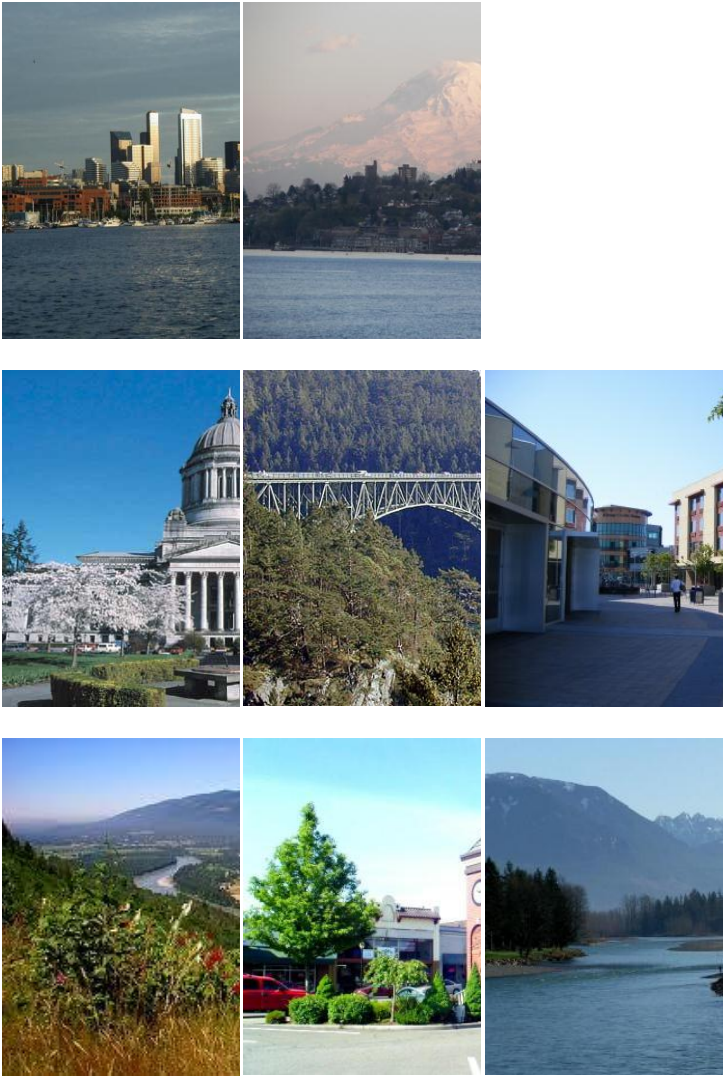
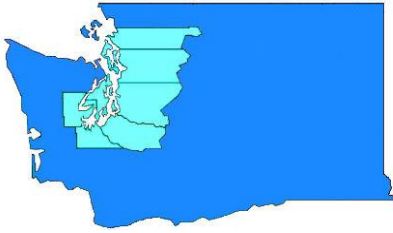


Puget Sound Regional Catastrophic Disaster Coordination Plan



Local Emergency Management Program Assessment Tool

February 2014

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OVERVIEW

The Local Emergency Management Program Assessment Tool and Companion Guide may assist local jurisdictions of all sizes throughout Washington State in establishing common emergency management program elements. The Assessment Tool identifies 14 overarching Program Categories, each with one to four elements, some of which are identified as essential functions for every city, county, or tribal emergency management program. The Companion Guide provides further descriptions and examples of how a jurisdiction could implement the Program Elements.

The Assessment Tool captured work done by local and state emergency management professionals over an 18 month period as they worked through policies that related to distribution of Emergency Management Performance Grant (EMPG) funding. Participants considered Emergency Management Accreditation Program (EMAP) standards, work done previously by Washington State Emergency Management Association (WSEMA) members, and the group's experience and knowledge to develop elements of a successful base-line emergency program for local jurisdictions. This working group included 12 local emergency managers from Eastern and Western Washington, the Washington State Emergency Management Association (WSEMA) President, and individuals from Washington State Emergency Management Division (EMD). The elements identified in the Assessment Tool are consistent with Washington Administrative Code (WAC) 118-30 (draft 2014 update).

The Companion Guide provides a brief description or explanation of each element followed by a series of examples of activities that may be associated with that element. These activities may not apply to all programs or jurisdictions nor should they be considered all inclusive. There are many excellent emergency management program activities at the local level that may not be noted in this document.

The Local Emergency Management Program Assessment Tool and Companion Guide were developed in 2013 by the City of Seattle Office of Emergency Management through funding provided by the Puget Sound Regional Catastrophic Preparedness Grant Program (RCPGP). This product and others may be found on the Washington State Emergency Management Division Website under Plans.

LOCAL EMERGENCY MANAGEMENT PROGRAM ASSESSMENT TOOL

The Assessment Tool (Appendix 1) is a separate Microsoft Excel document that includes the following headings:

- **Program Element** – There are 14 categories with one to four elements in each category. Most of these program elements are included in standards of the Emergency Management Accreditation Program (EMAP) but not all EMAP standards are reflected in the Assessment Tool.
- **Reference** – These EMAP, state and federal references are not all inclusive but provide a good starting point. Local jurisdictions may want to add local ordinances to this column.

- **Essential Function** – Essential functions are identified as program requirements in WAC 118-30 (update 2014).
- **% Complete** – This column may be used by a jurisdiction to track progress as they build their program.
- **Comments** – This column provides space for notes.

COMPANION GUIDE

The Companion Guide provides corresponding Program Element letters and numbers to the Local Emergency Management Program Assessment Tool. Also included is a brief explanation of the element and some examples of processes that have been used in various jurisdictions. It is important that each city, county or tribe customize aspects of their program to meet the needs of their community. Essential functions are noted by an (*).

A. ADMINISTRATION AND FINANCE

A-1 An Emergency Management program should have fiscal and administrative procedures in place which support and document day to day and/or disaster operations. (EMAP 4.1)*

Procedures for administrative aspects of an emergency management office are often passed down verbally and may not be documented. Documentation of procedures provides employees with a guide for how to work through government systems and it serves both employees and management. Written procedures may be especially important when staff changes or expands. A new hire, temporary help brought in following a disaster to process grant paperwork, or even volunteers that help around the office will find written guidelines helpful.

Examples:

- Emergency Management fiscal and administrative policies and procedures should align or supplement agency policies and procedures.
- Hiring processes provide guidelines for hiring temporary employees during emergencies or disasters as well as during normal times.
- Personnel procedures address conduct of employees during day-to-day operations.
- Procedures define expectations of staff during emergencies including emergency call-outs and working extended hours.
- Procedures address purchasing and contracting during normal times as well as during emergencies.

* Essential function

- Procedures address vehicle use, travel and training requests, facility issues, and other general office concerns.
- Procedures address tracking of expenditures during normal times as well as emergencies.

A-2 There is a dedicated Emergency Management budget funded from local sources.*

Emergency management programs are often funded by a combination of different funding sources including general funds, contributions by revenue based departments or agencies, grant funds, and in some cases private sources. Cities and counties are eligible to receive Emergency Management Performance Grant (EMPG) funds if their emergency management program meets certain criteria outlined in WAC 118-09. There must be a 50% match in funding from the local jurisdiction to be eligible for EMPG funding.

Examples:

- Emergency Management is identified in the jurisdiction's local budget.
- Staff positions and funding source are identified in the local emergency management budget (number of positions or at least a designated portion of one position).
- Local budget requests link to jurisdictional and program area strategic plan goals and objectives.
- Other departments within the jurisdiction that are revenue based may provide funding to support the emergency management program through cost allocation.
- Emergency management programs may take advantage of grant opportunities from the federal government or other organizations such as foundations.

A-3 Staff has the knowledge and ability to implement federal grant and reporting requirements.* (PL 93-288)

Several federal grant streams support emergency management programs and may vary from year to year. If a jurisdiction chooses to take advantage of these funding opportunities, program managers must understand and follow state and federal requirements. Grant funding can also provide incentives for inter-agency and inter-disciplinary emergency management coordination. The Washington State Military Department, Emergency Management Division manages most of the federal emergency management-related grants.

* Essential function

Examples:

- Personnel understand and follow grant requirements as stated in contracts and federal/state reference materials. They work closely with the State Administrative Agency (SAA) to meet grant deliverables and time lines.
- Grant streams may include Emergency Management Performance Grants (EMPG), State Homeland Security Program (SHSP), and Urban Area Security Initiative (UASI) grants.
- The FEMA Public Assistance Program provides some reimbursement for eligible costs incurred during response and recovery from federally declared disasters. Eligible costs may include some personnel overtime during response, design and repairs to damaged facilities, and emergency purchase of supplies during the disaster.
- Hazard mitigation grants may also be available and may include projects such as seismic retrofitting, home buy-outs, or elevating buildings in a flood plain.
- Multiple departments within a jurisdiction or agency may divide up duties such as public works may design and manage a mitigation project while the emergency management staff is responsible for reporting and grant management.
- Combined grant funding streams may support multi-disciplinary and/or public/private emergency management efforts.

B. STAKEHOLDER INPUT

B-1 There should be an ongoing process that provides for coordinated input by Emergency Management program stakeholders. Areas that would benefit from input include: policies, plans, ordinances, budget, public education, strategies, and emergent issues.* (EMAP 3.3)

Stakeholder input is an important factor in developing plans and programs for emergency management. In some jurisdictions, stakeholders may be limited to first responders however it is becoming more common for broader community involvement in development of emergency management programs.

Examples:

- Emergency managers reach out to stakeholders in various disciplines, including both internal and external organizations.
- Emergency managers create interdisciplinary and inter-jurisdictional planning and advisory teams.
- Emergency managers seek input from already established stakeholder groups such as law enforcement, fire, human services and infrastructure.

* Essential function

- Emergency managers share or exchange information with stakeholders through different mechanisms such as mailings, phones, radios, social-media, websites, blogs, e-mail distribution, or file-sharing platforms.
- Emergency managers seek input regarding plans and programs from non-profit, community groups, businesses, and vulnerable populations.
- Single and/or multi-agency public meetings, workshops and surveys generate input on targeted areas.
- Emergency managers use social media such as Facebook, blogs and Twitter to share and solicit information.

B-2 Emergency Management programs are encouraged to institutionalize a formal stakeholder committee. (EMAP 3.3)

To build and sustain support for their programs, emergency managers need to market and demonstrate the value of emergency management work. By creating and maintaining an active advisory committee, emergency managers can help create a network of partnerships to support day-to-day programs, to share information, and to provide resources during emergencies or disasters. Advisory Committee members can also draw involvement and support from other community leaders.

Examples:

- The jurisdiction has formally adopted an emergency management advisory committee, that may include:
 - representation from various disciplines both internal and external to the jurisdiction;
 - representation from vulnerable populations, business, and non-governmental organizations; and
 - other stakeholders who will be affected by an emergency incident and its consequences.
- The advisory committee may have a charter, and it may meet on a regular basis to discuss specific topics that relate to the emergency management program.
- Stakeholder groups may help with development of strategic plans for the emergency management program.
- Stakeholder groups or sub-groups may be useful in developing performance measures for the emergency management program.

C. LAWS AND AUTHORITIES

C-1 Emergency Management programs should have legal statutes and regulations establishing authority for development and maintenance of the program. The statutes and regulations should be reviewed on a regular basis and updated as necessary.* (EMAP 4.2, RCW 38.52 & 39.34, WAC 118-30)

RCW 38.52 outlines state and local requirements for emergency management programs while WAC 118-30 establishes criteria for verifying and providing assistance regarding local emergency management programs, organizations, and plans to ensure consistency with the state comprehensive emergency management plan and program.

Examples:

- Ordinances establish an emergency management organization or program and establish the position of Director who will administer the program.
- Political subdivisions during emergencies or disaster have emergency powers under a local proclamation of emergency to enter into contracts and incur obligations necessary to protect people, property, economy, and environment.
- Local programs develop processes to review and update statutes and regulations.
- National Incident Management System (NIMS) is used by Washington State EMD as well as most local programs and may be formally adopted by executive order or ordinance.
- Local jurisdictions may team together to develop joint emergency management programs through Inter-local agreements or ordinances.
- One or more political subdivision may contract with another political subdivision or public agency for emergency management activities.

D. HAZARD IDENTIFICATION

D-1 Emergency Management programs should have, or be included in, a hazard identification and risk assessment process that includes consequence analysis.* (EMAP 4.3, PPD 8)

All types of hazards that are likely to impact your jurisdiction, human caused and natural should be addressed in a hazard identification and risk assessment document. Identification of hazards and the risk to community should be the foundation for most components of the emergency management program. Hazard mitigation, response, recovery, and other plans should all tie back to the hazards identified by the jurisdiction.

* Essential function

Examples:

- Both natural and human caused hazards that may impact the jurisdiction are considered.
- The process considers potential impacts on the public, responders, continuity of operations and delivery of services, property, facilities, infrastructure, the environment and the economy.
- The process addresses risk and vulnerability to persons, property, the environment and the economy.
- Experts within the community may help gather data on hazards. For example, the National Weather Service can provide weather related information.

D-2 Emergency Management programs should have a hazardous materials component of their plan and have a local emergency planning committee identified. Also, programs should establish a process for receiving and utilizing Tier II reports.* (PL 99-499, RCW 38.52 & 43.63A, WAC 118-40)

The Superfund Amendments and Reauthorization Act of 1986 (SARA), P.L. 99-499, includes a provision known as The Emergency Planning and Community Right-to-Know Act (EPCRA). EPCRA establishes requirements for federal, state, and local governments, and industry regarding emergency response planning and community right-to-know on hazardous chemicals. RCW 38.52 and WAC 118-40 provide guidance for hazardous materials programs under EPCRA. Local Emergency Planning Districts and Local Emergency Planning Committees (LEPC) are generally in place at a county level though there are some cities that are their own planning districts. The LEPC is required to complete a hazardous materials response plan and receive Tier II reports from facilities that house certain levels of hazardous materials.

Examples:

- Hazardous materials meeting reporting level requirements located within the community are identified.
- Relationships with those companies that house hazardous materials are established.
- The jurisdiction has established a LEPC or works closely with the LEPC, consistent with state and federal laws.
- There is a working relationship with the State Department of Ecology and Environmental Protection Agency (EPA).
- Planning, training and exercise programs include first responders and businesses that house these materials.

* Essential function

E. HAZARD MITIGATION

E-1 Emergency Management programs should have access to pre- and post-disaster mitigation programs that regularly utilize resources to mitigate the effects of emergencies associated with the risks or hazards identified for their community.* (EMAP 4.4, PL 106-390, CFR 44)

The mitigation program should tie to the hazards named in the hazard identification and risk assessment document. Mitigation projects lessen the impact of the hazard and are often associated with identified hazards such as flooding, wildfires, and earthquakes.

Examples:

- A current and approved Hazard Mitigation Plan.
- The Disaster Mitigation Act (DMA) 2000 (Public Law 106-390) provides the legal basis for FEMA mitigation planning requirements for State, local and Indian Tribal governments as a condition of mitigation grant assistance.
- Emergency management agencies may partner with other departments and service providers that regularly conduct mitigation activities. Examples include: building codes (earthquake, fire), river improvements (flooding), zoning codes (landslides, flooding), fire codes (fireworks restrictions), bridge retrofit (earthquake), tree trimming around power lines (storms), and high towers along beach areas (tsunamis).
- Key stakeholders develop and regularly update a list of mitigation projects that are tied to the hazard identification and risk assessment and can be implemented immediately when funding becomes available.
- Mitigation projects are identified that can take advantage of the mitigation portion of FEMA Recovery Public Assistance projects.

F. PREVENTION

F-1 Emergency Management programs should encompass prevention responsibilities, processes, policies and procedures. (EMAP 4.5)

Prevention is often associated with law enforcement functions such as threats of terrorism and criminal acts, and with the prevention of the spread of infectious disease which is most commonly handled by public health agencies. While Public Health and Law Enforcement may take the lead in many prevention activities, it is important that emergency managers work closely with those agencies by providing a venue for coordination, mechanisms to share information, or gathering decision makers together who provide policy guidance.

* Essential function

Examples:

- Emergency managers establish trust with law enforcement and other organizations by developing ongoing relationships through committees, individual contacts and other opportunities.
- Lead agencies establish procedures for receiving and disseminating sensitive pre-incident information.
- Jurisdictions take advantage of programs established by the Washington State Fusion Center such as subscribing to the Homeland Security Information Network (HSIN) and participate in the Field Liaison Officer (FLO) program.
- Emergency management meets regularly with public health agencies in their community to stay informed on infectious disease concerns and challenges.

G. PLANNING

G-1 Emergency Management programs should have frameworks in place which describe emergency response, continuity of operations, and transition to recovery from emergencies or disasters. (EMAP 4.6, RCW 38.52, 42.14, 70.26)

Emergency Management plans identify agency actions before, during and following times of disaster. All plans and the procedures that support identified actions should be based on hazards that may impact the community. Planning processes also establish valuable stakeholder relationships that support the successful recovery of a community.

Plans that are in place to describe emergency response may have a variety of names including an Emergency Operations Plan or may be imbedded in a Comprehensive Emergency Management Plan (CEMP). Whatever the plan is named, at a minimum it should address the jurisdiction's executive strategy on how it will respond to an incident that goes beyond a normal emergency for that jurisdiction.

Continuity of Operations (COOP) plans provide guidance for city/county departments to maintain essential services and operations during times of disaster. These plans also serve a department well for an unplanned disruption of service that may be very narrow in scope and unique to one function.

Transition to recovery describes steps that the jurisdiction takes as it moves from response through restoration and recovery. In most cases, short term recovery begins immediately following the initial stages of response such as repairing some damaged roads or structures. Rebuilding the community to a new 'normal' requires thoughtful planning and policy decisions. It may be beneficial to have processes that address recovery issues identified before a disaster that can be implemented shortly after the event.

Examples:

- Plans or frameworks are based on hazards that face the community.
- All-hazard plans may include annexes, appendices, or tabs that are hazard specific, or discipline specific.
- Separate hazard specific or functional plans may also be developed such as fire mobilization, evacuation, debris management, or mass casualty incident plans.
- Short term response plans may be written for upcoming events where large crowds of people are expected or where multi-jurisdictional or multi-agency coordination is required such as a marathon race or 4th of July festival.
- Recovery plans may address short-term recovery, but also long-term recovery focusing on processes and policy issues that will be faced as the community rebuilds.
- Written plans are most effective when coordinated with stakeholders, authorized and embraced by high ranking officials.
- Plans should address what will be done and who will perform the task, whereas procedures describe how concepts written in plans will be completed.
- Plans should be developed in concert with and training offered to all those who are impacted by tasks identified within the plans.
- Continuity of Operations plans are developed by department or business unit and include the identification of mission-critical services and personnel or positions, lines of succession, critical technology applications, vital records or data bases, communications, and alternate operating facilities and capability.

G-2 Emergency Management programs should have a comprehensive emergency management plan consistent with the Washington Comprehensive Emergency Management Plan (CEMP) and a Continuity of Government (COG) plan.* (EMAP 4.6, RCW 38.52 & 42.14, WAC 118-30)

Washington State RCW 38.52 requires that each political subdivision (or joint political subdivision) develop a comprehensive emergency management plan (CEMP) that is coordinated with the plan and program of the State (Washington State Military Department, Emergency Management Division). WAC 118-30 states that the CEMP be based on a hazard identification and vulnerability analysis of the political subdivision. CEMPs are promulgated and include the following elements: mission or purpose, organization and responsibilities, concept of operations, administration and logistics, and direction and control.

* Essential function

Continuity of Government (COG) establishes guidance that enables elected officials to continue to effectively govern in times of a major or catastrophic disaster. One key component of COG is to clearly identify Lines of Succession for the elected officials.

Examples:

- WAC 118-30-060 provides clear direction for what should be included in the local CEMP.
- CEMPs for local jurisdictions are promulgated through a letter signed by the chief elected official of a jurisdiction.
- CEMPs should be updated regularly by the jurisdiction and reviewed by State EMD every 5 years.
- An Emergency Management Strategic Plan may be included as part of a CEMP.
- Continuity of Government identifies how the jurisdictions constitutional responsibilities will be preserved, maintained or reconstituted. Lines of Succession, delegation of authority and command and control are addressed for the executive, legislative, and judicial branches.

H. RESOURCE MANAGEMENT AND LOGISTICS

H-1 Emergency Management programs should have a resource management system that includes objectives and implementing procedures that address the identification, location, acquisition, storage, equipment maintenance and testing, timely distribution and accounting for services and materials to address the hazards identified by the program.* (EMAP 4.8, HSPD 5)

All jurisdictions have some sort of resource management system though in some cases it may be informal and not documented. Departments within a county or city jurisdiction often have a method for replacing broken or worn out equipment and some may even have a documented replacement plan for conducting day to day operations. Just as emergency response plans are tied to hazards that impact the community, an effective resource management system ensures that resources are available and accessible to fulfill responsibilities identified in those plans.

Examples:

- Equipment and operators used in day to day activities may be reassigned to fill critical missions.
- Staffing plans may be developed that are able to expand or contract rapidly based on the situation.
- Other local organizations or businesses may be able to assist with supplying resource needs; both equipment and personnel.

* Essential function

- Tracking of costs and expenditures associated with response to and recovery from an incident is important to leaders in the jurisdiction and also for federal recovery reimbursement should the incident become a presidentially declared disaster.
 - An Emergency Proclamation may be necessary if emergency contracting or high expenditures are anticipated.
 - Agreements may be developed in advance of an incident with vendors of anticipated equipment or supplies.
 - A periodic needs and gap assessment of resources available in the local jurisdiction provides an opportunity for pre-identifying those areas where additional resources may be required.
 - Potential resource providers and contact information should be maintained making ordering resources easier.
 - Establishing a relationship and executing written agreements with potential service providers before the emergency are useful.

H-2 Emergency Management programs have the ability to document emergency workers and mobilize community support. (EMAP 4.8)

WAC 118-04 describes the Washington State Emergency Worker Program and identifies rules and responsibilities for authorized officials as well as registered emergency workers before, during, and after emergencies, disasters and specific missions. Registered emergency workers fall into 18 classes, one of which are called 'general' and may be used to register spontaneous volunteers who are assisting local government. Responsibilities for both the emergency worker and the local officials must be followed.

There are numerous other community groups that volunteer services and are not covered in the State Emergency Worker Program. These groups often accept volunteers and have mechanisms to manage them through their organizations.

Examples:

- Emergency workers should be recruited, registered, and trained for specific roles as defined in the WAC 118-04-100.
- If participating in the Registered Emergency Worker Program as defined in WAC 118-04, the jurisdiction as well as volunteers must follow rules identified in the WAC.
- Local jurisdiction workers may act as 'supervisors' managing teams of volunteers assigned to perform specific roles. An example would be a county building inspector who may provide supervision and guidance to building inspectors from private architectural firms who are volunteering their services.

- Volunteer community groups such as scouts, faith-based organizations, Rotary or Kiwanis groups may have personnel or other resources that might be available during disasters.
- Non-governmental organizations often play a key role in providing services such as mass feeding or shelter and may be able to use volunteer resources whose skill levels do not support supplementing government operations.
- Citizen Corps partners may include groups such as Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), pet sheltering or animal rescue teams, and police and fire volunteer groups.

H-3 Emergency Management programs should be capable of managing spontaneous volunteers and donations. (EMAP 4.8, RCW 38.52, WAC 118-04)

Many people want to help a jurisdiction following a disaster by donating their time or by donating items that they think might be useful. In some cases truckloads of items have arrived unannounced with a driver asking where to drop the load. Teams of people with unique skills such as building officials or fire fighters have volunteered at disaster scenes but there was no plan on how to capitalize on these extra resources. Managing spontaneous volunteers or donations during and immediately following a disaster can challenge any jurisdiction.

Examples:

- County or city staff or registered emergency workers who are familiar with the operational task may be assigned to lead or supervise groups of spontaneous volunteers.
- 'Just in time' training may be provided to volunteers so they understand their roles and responsibilities for that mission or event.
- Personnel or Human Resource offices may be a good fit to manage spontaneous volunteers.
- Local non-governmental volunteer agencies may be able to help manage the use of volunteers. They also may be able to use or offer volunteers that don't match up with government's needs other options.
- Faith based or non-governmental organizations may be able to help with donations management.
- A Volunteer and Donations Management Toolkit was developed by the Regional Catastrophic Preparedness Grant Program (RCPGP) as a project and can be found on line at the Washington State Emergency Management Division website under plans.

I. MUTUAL AID

I-1 Emergency Management programs should have the necessary agreements in place for sharing resources across jurisdictional lines as needed during response and recovery.* (EMAP 4.9, PPD 8, RCW 38.10, 38.52, 38.56)

Mutual aid agreements are written agreements between agencies or jurisdictions that specify how they will assist one another on request. There is language that describes the circumstances, associated costs and conditions that apply to resources that are being offered or requested.

Examples:

- Mutual aid agreements with neighboring jurisdictions are often discipline based such as fire agencies, public works, and infrastructure providers.
- Intrastate mutual aid is provided through the Washington Mutual Aid Compact (WAMAC). This system may be accessed by one jurisdiction contacting another, or by calling the State EMD duty officer to ask for their assistance in finding a supplier of specific resources. City and county jurisdictions are included in this agreement unless they formally 'opt out'.
- Interstate and International mutual aid is accessed through the Emergency Management Assistance Compact (EMAC) and the Pacific Northwest Emergency Management Arrangement (PNEMA). State EMD is the contact point for initiated both of these systems.
- Mutual aid agreements often include a liability and financial clause.
- Mutual aid requests may take time to fill. Generally, neighbor to neighbor requests can be executed quickly, WAMAC takes hours and EMAC/PNEMA may take days.

J. COMMUNICATIONS AND WARNING

J-1 Emergency Management programs should develop and maintain a framework to communicate both internally and externally with emergency management program stakeholders, emergency personnel, and the public. They should have a communications framework that provides for using, maintaining and augmenting the equipment necessary for efficient preparation for, response to, and recovery from emergencies.* (EMAP 4.10, PPD 8, HSPD 5)

The ability to effectively communicate requires that equipment such as radios, phones, computers, and software systems are in good working order and that those operating the equipment know when to use it, how to use it, what the message content is and who should receive the information.

* Essential function

Examples:

- Siren or Public Address systems provide warning messages for those who are outdoors or within close proximity to the originating point.
- There are plans developed for use of the Emergency Alert System (EAS) throughout Washington State. The National Weather Service and State Duty Officers as well as many counties and some cities have the capability and responsibility to initiate alerts using this system.
- Other warning systems may include the use reverse 911 systems, hazard specific phone trees, and door-to-door warnings.
- Local jurisdictions should have a mechanism to receive and distribute emergency information 24 hours a day. Some jurisdictions use a duty officer concept where a person is assigned that role while others may use a 24 hour dispatch center.
- 911 centers and/or police and fire dispatch centers generally are the first to know that an emergency has expanded into a larger event. Close relationships between these centers and emergency management enhances situational awareness.
- Personnel including elected officials, decision makers, those who will staff the EOC, and key stakeholders may be on distribution lists for notification of certain events. Maintenance of these lists and systems that send notifications will benefit emergency management programs when an unexpected incident occurs.
- Multiple or redundant methods of communication between EOCs, command posts, and other agencies promote successful information sharing.
- Amateur radio equipment and operators may supplement communications. These operators may be part of a jurisdiction's registered emergency worker program.

J-2 Communication and notification systems are regularly tested on an established schedule under operational conditions and results are documented and addressed.* (EMAP 4.10)

Communications systems that are commonly used include but are not limited to hard line telephones, cell phones, email, notification systems, and radios. Some of these systems are used daily in the performance of work assignments but others are not. For example, police, fire, and public works may be regular users of radio systems; however there are personnel who will need to use radios during emergencies or disasters that may not be everyday users. It is important to test equipment that is not used on a regular basis to ensure that it remains in good working order and to provide an opportunity for those who are expected to use the equipment during an emergency to practice with it. By testing seldom

* Essential function

used equipment and allowing those occasional users to practice, skills can be honed and equipment failures noted and repaired before an actual incident.

Examples:

- Regular testing of communications equipment and personnel expected to operate it enhances operational readiness for a jurisdiction.
- Recording equipment problems, repairs, and purchases may help jurisdictions manage resource needs and gaps.
- Testing of notification systems may help identify information that has changed for key individuals in addition to ensuring that the system is working properly.

K. EMERGENCY OPERATIONS CENTERS

K-1 Emergency Management programs should have primary and alternate Emergency Operations Centers (EOCs) to adequately support response and recovery activities. The primary EOC should be capable of being activated within 2 hours.* (EMAP 4.12, HSPD 5, RCW 38.52)

An EOC is a location from which representatives of a jurisdiction and key stakeholders coordinate the overall agency or jurisdictional response to an emergency. Functions in an EOC vary depending on the jurisdiction and may include command and control, coordination, information collection, analysis and dissemination, communications, resource management and logistics, administration and finance, and planning. In addition, many EOCs include or are tied closely to a Joint Information Center (JIC) which develops and manages public information. EOCs may be dedicated facilities where equipment is always operational, the furniture is configured for an EOC activation, and systems are ready to turn on, or it may be a location primarily used for other purposes such as a training room or conference room.

Examples:

- If an EOC is not a dedicated facility, EOC equipment, office supplies or other resources needed to support an activation may be stored in a near-by closet or cabinet that can be accessed by the first person arriving at the location.
- An alternate EOC should be part of COOP plans and may be as sophisticated as a dedicated EOC that is fully equipped, or a room that serves another purpose. It may also be a mobile command post or communications van that can be set up next to a large room that becomes an the EOC.
- Agreements with other agencies or organizations to use their EOC or space in their facility provide additional options.

* Essential function

- EOC locations should be accessible and not in close proximity of known hazards if possible. For example, an EOC should not be built in the flood plain of a river that overtops its banks annually.

K-2 EOC operations should have incident management tools and a structure in place to analyze emergency situations and provide for clear and effective decision making for response and recovery.* (EMAP 4.7, RCW 38.52)

Local EOCs do not serve the same functions in all jurisdictions, however most focus on coordination of information, coordination of resources, policy making, and developing plans. The JIC which may be part of the EOC or tied closely to the EOC provides information to the public through a variety of media.

Examples:

- EOCs are often organized using an Emergency Support Function (ESFs) structure, an Incident Command System (ICS) structure, by discipline or agency, or a combination of structures.
- Electronic information management systems such as WebEOC, ETeam, and others are tools that assist those working in an EOC or virtual EOC to receive, analyze and distribute information. Traditional office computer software such as MS Word or Excel may also provide a platform for jurisdictions to management information.
- White boards, flipcharts, clipboards, and personal logs provide additional mechanisms for capturing information and may also supplement electronic methods or be used as a back-up system.
- Transmission and receipt of situation or status reports to and from the State EOC, neighboring jurisdictions and other stakeholders helps in the development of situational awareness and a regional common operating picture.

K-3 Emergency Management programs should document decision making during an EOC activation.

When the decision is made to activate an EOC, documentation of activities that occur in that EOC not only assist the jurisdiction in recreating what happened during the response and recovery to the event but may also serve as evidence to help protect a jurisdiction from legal action. Documentation of the event is important as After Action Reports (AARs) and Corrective Active Plans (CAPs) are prepared.

Examples:

- Policy level decisions, significant events, and major coordination issues should be well documented.
- Methods of documentation may include writing significant events and decisions on easel boards, using information tracking software, recording meeting minutes or notes,

* Essential function

completing individual log sheets and recording situation briefings. Building damages, deaths and injuries, infrastructure damage, and disruption to local government services should also be recorded.

- Identifying Essential Elements of Information and keeping records of that data as it is collected also provides documentation of an event.
- Answering the questions of who, what, where, when, why and how on documents will help recreate the incident and provide reference points as AARs are developed.

L. TRAINING

L-1 Emergency Management programs should have access to a training program that includes the assessment, development, and implementation of appropriate training for program staff, emergency management/response personnel, key public officials, decision makers and the public. Training should include the National Incident Management System (NIMS) Implementation Plan and the FEMA recommended professional development courses for emergency management staff.* (EMAP 4.13, HSPD 5)

Emergency management training programs must consider both professional development for emergency management staff and also training for personnel from other disciplines on plans and procedures. Conducting a needs assessment and gap analysis as well as identifying local, state, or federal training requirements provides a basis for developing a program.

Washington State EMD provides guidance to local jurisdictions in the State of Washington Training and Exercise Plan. This plan identifies training and exercise priorities, recommended courses, and a schedule of known training and exercise dates and is updated annually.

Examples:

- FEMA Independent Study courses available through the Emergency Management Institute include recommended on-line courses for professional development of emergency management staff. Washington State EMD staff is also available to help students identify desired training opportunities.
- A multi-year local emergency management training and exercise plan provides a look to the future and an opportunity to coordinate with other agencies in identifying common training needs and solutions.
- Training appropriate personnel on key elements of emergency management plans and procedures benefits the jurisdiction when those same personnel must implement plans during an incident.

* Essential function

- Training may be delivered to elected official and decision makers as well as those working in an EOC and in the field.
- Socialization of some plans to stakeholders and/or the public may help build 'buy in' to the program as well as keeping others informed.
- Jurisdictions may want to team with other agencies to provide joint training opportunities, particularly for standard emergency management or incident command classes.

M. EXERCISES

M-1 Emergency Management programs should have access to and participate in an exercise, evaluation and corrective action process designed to improve and/or validate plans.* (EMAP 4.14)

Exercises improve readiness by providing a way of validating plans and procedures in a no fault environment. They can help clarify roles and responsibilities, improve interagency coordination, and find gaps in resources and plans. For individual participants, skills are honed and opportunities for improvement identified.

The FEMA Homeland Security Exercise and Evaluation Program (HSEEP) include standardized policy, methodology, and language for designing, developing, conducting, and evaluating exercises. Many jurisdictions in this region utilize HSEEP guidelines in their exercise planning.

Examples:

- Progressive exercise programs increase in complexity by having each successive exercise build on the scale and experience of the previous one. Participants have an opportunity to hone skills without feeling overwhelmed.
- Exercises are generally discussion based such as seminars, workshops, or tabletop exercises, or they are operations based such as drills, functional exercises, or full scale exercises.
- Funding opportunities and chances to partner with other organizations may come from sources such as the state and federal government, but also may come from business or other sources.
- Strengthening coordination and collaboration with neighboring jurisdictions or agencies is often accomplished through design and execution of disaster exercises.
- After Action Reports (AARs) and Corrective Action Plans (CAPs) document successes and lessons learned from exercises and also result in a plan of action for correcting deficiencies and updating plans and procedures.

* Essential function

N. PUBLIC INFORMATION AND EDUCATION

N-1 Emergency Management programs should have a public information framework that includes the capability of participation in a Joint Information System (JIS).* (EMAP 4.15, HSPD 5)

Every jurisdiction finds it necessary to provide information to members of their community before, during or following an emergency or disaster. Some jurisdictions may designate a Public Information Officer (PIO) or may have several representing different departments. In other jurisdictions the person speaking to the community through the media may be a department director, manager or a person assigned at the time of the incident.

Joint Information Centers (JICs) are locations from where public information officers work to gather information and prepare documents including press releases, web updates or message feeds. They may include PIOs from different organizations or agencies including private and non-profit organizations. The intent of a JIC is to coordinate information to ensure that messages from different official sources are not contradictory.

A Joint Information System (JIS) is a mechanism that connects JICs or PIOs from multiple entities located in different locations with the purpose of coordinating messaging. When the Washington State EOC is activated it generally staffs a JIC which often becomes a key component of a JIS.

Examples:

- A public information team may be one person assigned to be the contact between the jurisdiction and the media or it may be a group of people. Generally, one person is assigned as spokesperson.
- Procedures for a PIO and/or JIC will be useful particularly if personnel from other disciplines are asked to fill this role.
- Testing the JIC, JIS, and PIO protocols may be accomplished through exercises.
- Social media such as Facebook, Twitter or blogs may be tools that help jurisdictions share important information with their communities.
- Vulnerable populations exist in all communities. Information packages may be prepared in multiple languages that reflect languages used in the community. American Sign Language may be useful during press conferences. Vital information could be posted on a website shortly after or simultaneously as it is delivered during a press conference.
- Messages may be prepared before a disaster and customized to meet the specifics of the incident. For example a press release may be prepared pre-incident to advise people not to use a

* Essential function

barbecue inside because it may cause carbon monoxide poisoning. Another pre-scripted message could be developed regarding closed roads in flood areas.

N-2 Emergency Management programs should have access to and participate in a public education capability.* (EMAP 4.15)

Public education programs that address disaster preparedness vary throughout the state from very simple to complex depending on resources available and the needs of the community. Programs may include personal or family preparedness, neighborhood preparedness, or workplace preparedness. There are many resources available through Washington State Emergency Management Division as well as other partners such as the American Red Cross.

Examples:

- Some jurisdictions have combined resources with first responders (police or fire) to deliver preparedness information along with safety messages.
- General preparedness information is available at FEMA's Ready.gov website as well as from the American Red Cross.
- Vendor fairs, county fairs, church socials, sporting events, or various meetings such as the PTA, Rotary, Chamber of Commerce, or other community groups provide opportunities for sharing information regarding emergency preparedness.
- Social media, web sites, and email distribution lists can be used as public education tools.
- Disaster preparedness materials may be developed in different formats and languages to serve vulnerable populations.

* Essential function

APPENDIX 1. LOCAL EMERGENCY MANAGEMENT PROGRAM ASSESSMENT TOOL

ITEM #	PROGRAM ELEMENT	REFERENCE	ESSENTIAL FUNCTION	% COMPLETE	COMMENTS
A	ADMINISTRATION & FINANCE				
A-1	Emergency Management programs should have fiscal and administrative procedures in place which support and document day to day and/or disaster operations.	EMAP 4.1	x		
A-2	There is a dedicated Emergency Management budget funded from local sources.		x		
A-3	Staff has the knowledge and ability to implement federal grant and reporting requirements.	P.L. 93-288 (Stafford Act)	x		
B	STAKEHOLDER INPUT				
B-1	There should be an ongoing process that provides for coordinated input by Emergency Management program stakeholders. Areas that would benefit from input include: policies, plans, ordinances, budget, public education, strategies, and emergent issues.	EMAP 3.3	x		
B-2	Emergency Management programs are encouraged to institutionalize a formal stakeholder committee.	EMAP 3.3			
C	LAWS AND AUTHORITIES				
C-1	Emergency Management programs should have legal statutes and regulations establishing authority for development and maintenance of the program. The statutes and regulations should be reviewed on a regular basis and updated as necessary.	EMAP 4.2 RCW 38.52 RCW 39.34 WAC 118-30	x		

ITEM #	PROGRAM ELEMENT	REFERENCE	ESSENTIAL FUNCTION	% COMPLETE	COMMENTS
D	HAZARD IDENTIFICATION				
D-1	Emergency Management programs should have or be included in, a hazard identification and risk assessment process that includes consequence analysis.	EMAP 4.3 PPD 8	x		
D-2	Emergency Management programs should have a hazardous materials component of their plan and have a local emergency planning committee identified. Also, programs should establish a process for receiving, utilizing Tier II reports.	RCW 38.52 RCW 43.63A WAC 118-40 P.L. 99-499	x		
E	HAZARD MITIGATION				
E-1	Emergency Management programs should have access to pre- and post-disaster mitigation programs that regularly utilize resources to mitigate the effects of emergencies associated with the risks or hazards identified for their community.	EMAP 4.4 P.L. 106-390 CFR 44	x		
F	PREVENTION				
F-1	Emergency Management programs should encompass prevention responsibilities, processes, policies and procedures.	EMAP 4.5			
G	PLANNING				
G-1	Emergency Management programs should have frameworks in place which describe emergency response, continuity of operations, and transition to recovery from emergencies or disasters.	EMAP 4.6 RCW 38.52 RCW 42.14 RCW 70.26			

ITEM #	PROGRAM ELEMENT	REFERENCE	ESSENTIAL FUNCTION	% COMPLETE	COMMENTS
G-2	Emergency Management programs should have a comprehensive emergency management plan (CEMP) consistent with the Washington Comprehensive Emergency Management Plan and a Continuity of Government (COG) Plan.	EMAP 4.6 RCW 38.52 WAC 118-30 RCW 42.14	x		
H	RESOURCE MANAGEMENT AND LOGISTICS				
H-1	Emergency Management programs should have a resource management system that includes objectives and implementing procedures that address the identification, location, acquisition, storage, equipment maintenance and testing, timely distribution and accounting for services and materials to address the hazards identified by the program.	EMAP 4.8 RCW 38.52 HSPD 5	x		
H-2	Emergency Management programs have the ability to document emergency workers and mobilize community support.	EMAP 4.8	x		
H-3	Emergency Management programs should be capable of managing spontaneous volunteers and donations.	EMAP 4.8 RCW 38.52 WAC 118-04			
I	MUTUAL AID				
I-1	Emergency Management programs should have the necessary agreements in place for sharing resources across jurisdictional lines as needed during response and recovery.	EMAP 4.9 RCW 38.10 RCW 38.56 RCW 38.52 PPD 8	x		

ITEM #	PROGRAM ELEMENT	REFERENCE	ESSENTIAL FUNCTION	% COMPLETE	COMMENTS
J	COMMUNICATIONS AND WARNING				
J-1	Emergency Management programs should develop and maintain a framework to communicate both internally and externally with EM program stakeholders, emergency personnel, and the public. They should have a communications framework that provides for using, maintaining and augmenting the equipment necessary for efficient preparation for, response to, and recovery from emergencies.	EMAP 4.10 PPD 8 HSPD 5	x		
J-2	Communication and notification systems are regularly tested on an established schedule under operational conditions and results are documented and addressed.	EMAP 4.10	x		
K	EMERGENCY OPERATIONS CENTERS (EOCs)				
K-1	Emergency Management programs should have primary and alternate Emergency Operations Centers (EOCs) to adequately support response and recovery activities. The primary EOC should be capable of being activated within 2 hours.	EMAP 4.12 RCW 38.52 HSPD 5	x		
K-2	EOC operations should have incident management tools and a structure in place to analyze emergency situations and provide for clear and effective decision making for response and recovery.	EMAP 4.7 RCW 38.52	x		
K-3	Emergency Management programs should document decision making during an EOC activation.		x		

ITEM #	PROGRAM ELEMENT	REFERENCE	ESSENTIAL FUNCTION	% COMPLETE	COMMENTS
L	TRAINING				
L-1	Emergency Management programs should have access to a training program that includes the assessment, development, and implementation of appropriate training for program staff, emergency management/response personnel, key public officials, decision makers and the public. Training should include the NIMS Implementation Plan and the FEMA recommended professional development courses for emergency management staff.	EMAP 4.13 HSPD 5	x		
M	EXERCISE				
M-1	Emergency Management programs should have access to and participate in an exercise, evaluation and corrective action process designed to improve and/or validate plans.	EMAP 4.14	x		
N	PUBLIC INFORMATION AND EDUCATION				
N-1	Emergency Management programs should have a public information framework that includes the capability of participation in a joint information system.	EMAP 4.15 HSPD 5	x		
N-2	Emergency Management programs should have access to and participate in a public education capability.	EMAP 4.15	x		