January 21

Snohomish County

2014

For the municipalities of Arlington, Brier, Darrington, Edmonds, Gold Bar, Granite Falls, Index, Lake Stevens, Lynnwood, Marysville, Mill Creek, Monroe, Mountlake Terrace, Mukilteo, Snohomish, Stanwood, Stillaguamish Tribal Community, Sultan, Tulalip Tribal Community, Woodway, and unincorporated Snohomish County

Comprehensive Emergency Management Plan (CEMP)

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Promulgation

WHEREAS, all citizens and property within Snohomish County are at risk to a wide range of natural, technological, and man-caused hazards; and

WHEREAS, when such an unfortunate event occurs; local, county, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using an Incident Command System (ICS) in accordance with the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Comprehensive Emergency Management Plan is needed to coordinate the response of emergency personnel and supporting services of all Snohomish County agencies in the event of an emergency or disaster and during the aftermath thereof; and

NOW, THEREFORE, we the undersigned, by virtue of the power and authority vested in us by the laws of this State do hereby adopt the Snohomish County Comprehensive Emergency Management Plan (SC-CEMP), dated January 21, 2014. This plan can be put into action by the undersigned or our designee(s). Named organizations have the responsibility to prepare and maintain standard operating procedures and commit to the training and exercises required to support this plan.

IN WITNESS WHEREOF, we have subscribed our signatures;

_____   _____
The Honorable John Lovick,   Date
County Executive

_____   _____
John Pennington   Date
Director of Emergency Management

Forward

The Snohomish County Comprehensive Emergency Management Plan (SC-CEMP) establishes an all-hazards approach to enhance the County's ability to manage emergencies and disasters. Its purpose is to save lives; protect public health, safety, property, the economy, and the environment; and foster a return to a normal way of life.

The SC-CEMP was developed through collaborative efforts of the Snohomish County Department of Emergency Management, other Snohomish County departments, public safety agencies, the participating municipalities of Arlington, Darrington, Gold Bar, Granite Falls, Index, Lake Stevens, Marysville, Monroe, Snohomish, Stanwood, Sultan, and the Tulalip and Stillaguamish Tribal Communities, appropriate subject matter experts, and volunteer organizations.

This version, dated January 21, 2014, supersedes all previous editions.

This plan applies to emergency management activities coordinated by the Snohomish County Department of Emergency Management and covers the municipalities of Arlington, Brier, Darrington, Edmonds, Gold Bar, Granite Falls, Index, Lake Stevens, Lynnwood, Marysville, Mill Creek, Monroe, Mountlake Terrace, Mukilteo, Snohomish, Stanwood, Stillaguamish Tribal Community, Sultan, Tulalip Tribal Community, Woodway, and unincorporated Snohomish County.

This CEMP is organized in accordance with FEMA's 2010 Comprehensive Preparedness Guide (CPG) 101 and, as such, is designed to achieve the desired effects outlined in that document.

It assigns responsibilities to organizations and individuals for carrying out specific actions at projected times and places during an emergency that exceeds the capability or routine responsibility of any one agency; sets forth lines of authority and organizational relationships and shows how multi-agency actions will be coordinated; describes how people and property are protected; identifies personnel, equipment, facilities, supplies, and other resources available — within the jurisdiction or by agreement with other jurisdictions; reconciles requirements with other jurisdictions; and identifies steps to address preparedness and mitigation concerns.

Record of Revision

Change Number	Date Entered	Content of Change	Initials
1	2-10-16	Removed reference to ESCA; added 7 new ILA Cities throughout document; changed SC NHMP to SC HMP.	DDS

I.   INTRODUCTION

Purpose

This CEMP is provides a framework for countywide mitigation, preparedness, response, and recovery activities. It establishes the Snohomish County Department of Emergency Management functions and responsibilities of participating departments, agencies, municipalities, organizations, and individuals.

Scope

This plan is activated for major disasters and emergencies that impact Snohomish County and/or region. Procedures for minor emergencies and incidents are covered in respective departmental, agency, or jurisdictions normal operation plans, policies, and procedures.

Snohomish County Department of Emergency Management (SC-DEM) provides emergency management service to the municipalities of Arlington, Brier, Darrington, Edmonds, Gold Bar, Granite Falls, Index, Lake Stevens, Lynnwood, Marysville, Mill Creek, Monroe, Mountlake Terrace, Mukilteo, Snohomish, Stanwood, Stillaguamish Tribal Community, Sultan, Tulalip Tribal Community, Woodway, and unincorporated Snohomish County.

The Cities of Everett and Bothell have the responsibility to respond and direct disaster operations within their municipal borders.

This plan assumes that large scale or catastrophic disasters will require a county-wide approach to coordinated response. In these cases, the aforementioned emergency management jurisdictions will likely consolidate within the organizational framework of SC-EOC.

This plan considers the emergencies and disasters both natural and human-caused likely to occur in Snohomish County, as described in the current version of the Snohomish County Natural Hazards Mitigation Plan (SC-NHMP) and associated annexes.

This plan was developed using the 2013 National Planning Frameworks (NPFs) and the 2011 Washington State Comprehensive Emergency Management Plan and establishes the concepts for local emergency plans to follow. This CEMP provides the following:

- A basis for incorporating all individuals and organizations with disaster responsibilities for Snohomish County into the Emergency Operations Plan (SC-EOP).
- A reference framework for Continuity of Government (COG) and Continuity of Operations (COOP).
- A framework for hazard mitigation programs, training and exercises, and response and recovery operations.

Although this Plan shares general emergency management planning concepts with neighboring jurisdictions, it stands alone.

Limitations

The County and other agencies will endeavor to make every reasonable effort to respond in the event of an emergency or disaster. However, County and local resources and systems may be overwhelmed. The responsibilities and tenets outlined in this CEMP will be fulfilled only if the situation, information exchange, extent of actual agency capabilities, and resources are available at the time.

There is no guarantee implied by this CEMP that a perfect response to emergency or disaster incidents will be practical or possible.

Situation Overview

Snohomish County covers 2,090 square miles of varied topography ranging from saltwater beaches, rolling hills and rich river bottom farmlands in the west, to dense forest and alpine wilderness in the mountainous east. 68% of the county land area is forest land, 18% is rural, 9% is urban/city and 5% is agricultural. The average temperatures range from 75°F in July to 33°F in January. Annual precipitation in the western part of the county is 35 inches, but increases sharply as the elevation climbs into the Cascade Mountains (Index, 110-120 inches). The April 1, 2013 total population estimate for Snohomish County was 730,500, according to the State of Washington Office of Financial Management. The unincorporated population estimate is 312,500 and the incorporated (city) population estimate is 418,000.

- Snohomish County is vulnerable to the natural hazards of avalanche, drought, earthquake, flood, landslide, severe storm, tsunami, volcano, and wildland fire.
- Snohomish County is vulnerable to technological (human-caused) hazards associated with dam failure, hazardous materials spills, Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) terrorism, civil disturbances, transportation accidents, and urban fire.
- The Snohomish County Hazard Mitigation Plan (SC-HMP) is published separately and provides additional information on the potential natural and technological (human caused) hazards throughout the county. The plan provides the basis for this plan and for county agency-specific emergency management plans and procedures. Table 1 provides a summary of these threats based on known risk. The dynamic and/or cascading variables of a disaster may alter this assessment.
- The State of Washington Hazard Identification Vulnerability Assessment (WA-HIVA) is published separately and provides additional information on the potential natural and technological (human caused) hazards throughout the state.

Table 1: County Threat and Vulnerability Assessment

Hazard	Potential Magnitude		Frequency of Occurrence	Potential Onset	
Avalanche	Negligible		Likely	Minimal or no Warning	
Earthquake	Limited *to*	Catastrophic	Likely	Minimal or no Warning	
Flooding	Limited		Highly Likely	6 - 12 hours *to*	>24 hours
Mass Movement (Slides)	Negligible		Likely	Minimal or no Warning	
Severe Weather	Limited *to*	Catastrophic	Likely	6 - 12 hours *to*	>24 hours
Tsunami & Seiche	Limited		Possible	Minimal or no Warning *to*	>24 hours
Volcano	Limited *to*	Catastrophic	Possible	>24 hours	
Wildland Fire	Critical		Possible	Minimal or no Warning	
Dam Failure	Limited *to*	Critical	Unlikely	Minimal or no Warning	
HAZMAT Release	Negligible *to*	Limited	Likely	Minimal or no Warning	
Terrorism or Civil Disturbance	Limited *to*	Catastrophic	Likely	Minimal or no Warning	
Epidemic	Limited *to*	Catastrophic	Possible	>24 hours	

*Abridged from the Snohomish Natural Hazards Mitigation Plan, September 2010

% of County Potentially Affected	Event Frequency	Probable Amount of Warning Time
Catastrophic - >50%	Highly Likely - Near 100% probability in the next year	Minimal or no Warning
Critical - 25-50%	Likely - 10-100% probability in the next year, or at least once in the next 10 years	6 - 12 hours
Limited - 10-25%	Possible - 1-10% probability in the next year, or at least once in the next 100 years	12 - 24 hours
Negligible - <10%	Unlikely - <1% probability in the next 100 years	>24 hours

Preparedness Capability

- Snohomish County has adequate resources to provide information to citizens and businesses through its Preparedness & Outreach Program.
- SC-DEM liaisons conduct regular meetings with department and municipal emergency management liaisons; focusing on disaster preparedness and continuity of government activities.
- Training and exercises are conducted regularly to test planning and preparedness.

Response Capability

- Snohomish County has adequate resources in traditional response disciplines (fire, law enforcement, public works, and emergency management) to handle most emergencies. A major large scale or catastrophic disaster will likely require external and federal assistance to aid restoration/recovery efforts.
- A major large scale or catastrophic disaster will likely require external and federal assistance to aid response efforts.

- Traditional response disciplines may be supplemented by other departments and registered emergency workers (volunteers) as the situation dictates.
- Additional resources may be necessary for some situations and may be requested through existing mutual aid agreements and/or statewide mobilization plans (traditionally fire and law enforcement).
- In long-term or catastrophic incidents, interstate resources may be requested under the Emergency Management Assistance Compact (EMAC).
- This plan does not imply any specific response to a major emergency or disaster incident.

Restoration/Recovery Capability

- Snohomish County has adequate resources to restore government services during routine emergencies and limited scope disasters.
- A major large scale or catastrophic disaster will likely require external and federal assistance to aid restoration/recovery efforts.
- If the disaster impacts and damages meet certain qualifying criteria, disaster assistance may become available from the Stafford Act.
- This plan does not imply any specific restoration/recovery priority to a major emergency or disaster incident.

Mitigation Capability

- Snohomish County has an approved Hazard Mitigation Plan (HMP) that addresses strategies to improve collective hazards resilience to known potential hazards.

Planning Assumptions

Some emergencies or disasters will occur with enough warning that appropriate notification will be achieved to ensure some level of preparation. Other situations will occur with no advanced warning.

Priority of response will be to protect life, public property, the environment, and the economy.

Snohomish County residents, businesses, and industries will need to utilize their own resources and be self-sufficient following a disaster for a minimum of seven days and possibly longer.

The County may be unable to satisfy all emergency resource requests during an emergency or disaster. The arrival of state and/or federal assistance may be delayed dependent upon the magnitude of the disaster.

Damage to lifeline infrastructure such as roads, rail, air transportation facilities, ports, seaport terminals, communication systems, and utilities (water, power, gas) may hinder emergency response efforts, as well as impact normal distribution of public/private resources (food, fuel, water, etc.).

Communications systems may be overloaded and/or suffer physical disruption from incident damage and/or loss of staff.

Emergency medical facilities may be overloaded and a shortage of medical supplies may exist.

Large movements of people as displaced persons into and out of Snohomish County will stress all resource systems, particularly infrastructure shelter, food, water, medical, and transportation systems.

Each municipality has the responsibility to respond and direct disaster operations within its borders.

In large-scale incidents / disasters SC-EOC serves as the focal point of coordination with other Local, County, State, and Federal emergency management agencies.

II.   CONCEPT OF OPERATIONS

General

It is the responsibility of local government, under the auspices of its elected officials, to mitigate when possible, prepare for, respond to, and recover from incidents that threaten the environment, the lives, livelihood, and property of its citizens.

Snohomish County has established the following priority of response and allocation of resources during an emergency or disaster, the protection of:

- Life
- Property
- The Environment
- The Economy

Non-emergency governmental functions may be suspended to free up staff for emergency operations. Staff may be required to work overtime or out of class. With an emergency declaration normal procurement procedures may be waived to speed up the acquisition of needed equipment or supplies.

Individual departments and in some cases divisions have developed their own procedures for handling emergencies. Each department has both Standard Operating Procedures (SOPs) and Continuity of Operations Plans (COOPs). In addition the County has a Continuity of Government Plan (COG) that will facilitate the continuation of constitutional government in the aftermath of an emergency or disaster.

The county and each municipal government will retain the authority and responsibility for direction and control within its political subdivision of its own disaster operations, use of local resources, and application of mutual aid within its own boundaries utilizing the guidelines found within the 2008 National Incident Management System (NIMS).

Memorandums of Agreement (MOAs), Memorandums of Understanding (MOUs), and other documents will be developed as necessary to assist in the response to emergencies or disasters in the County.

The Snohomish County Department of Emergency Management Emergency Operations Center (SC-EOC), serves as the focal point of emergency management and coordination with/between local jurisdiction EOCs, the state and federal government.   All requests for utilization of County assets will be coordinated through SC-EOC.

EOC Operations

The Snohomish County Department of Emergency Management (SC-DEM) and County Emergency Operations Center (SC-EOC) are located at 720 80th St SW, Everett. In the event a disaster renders the facility unusable, operations will shift to an alternate facility designated in the Department's Continuity of Operations Plan (COOP), and/or Mobile EOC (MEOC).

SC-DEM operates a rotational on-call Duty Officer (SC-DO) to receive notifications of an incident on weekends, holidays, and during non-business hours.

During normal business hours notification of an incident comes in directly to a primary DEM staff member or to the DEM-DO. This is usually the first line of response for any emergency that occurs in the county.

When possible, SC-DEM will provide warning of an impending event. When an event or incident occurs, county, municipal, fire districts, law enforcement and other entities shall respond.

The SC-EOC supports County Department, local jurisdiction, and tribal nation operations in response to an emergency or disaster. The primary roles of the SC-EOC are to coordinate, communicate, dispatch and track resources, and to collect, analyze and disseminate information.

There are three levels of SC-EOC activation based on the situation and the need for coordination support; they are:

- **Level I** activation involves minor emergencies and will be primarily staffed from existing emergency management personnel and resources.
- **Level II** activation involves incidents which have special characteristics requiring response by multiple county departments and partner agencies. It requires the acquisition and/or use of special resources and will require support from selected Emergency Support Functions (ESF) and may include overnight operation.
- **Level III** activation involves extraordinary incidents, which require the coordinated response of all levels of government and emergency services in order to save lives and protect property. This level activation will require 24/7 operation and utilization of all ESF personnel.

The decision to activate the SC-EOC is made by the Director of the Department of Emergency Management (DEM), Deputy Director, or the appropriate designee in the DEM line of succession.

The SC-EOC may be activated at the request of outside agencies such as fire districts, public safety answering points (dispatch centers) or other local governments to support their operations, but the decision to officially activate shall be at the direction as noted above under authority to activate.

SC-EOC activation/operations may be initiated either in advance of a threatened emergency, such as a windstorm, or in the immediate aftermath of an unexpected emergency, such as an earthquake. When activated, representatives from stakeholder agencies respond to and operate from the SC-EOC as necessary to coordinate their agency's response with county operations.

If a disaster should exceed any jurisdiction's capabilities, the chief elected official of that jurisdiction may issue a proclamation of emergency and request additional assistance through the Snohomish County Executive to SC-EOC.

If a disaster should exceed the capabilities of the county, the County Executive may issue a proclamation of emergency and request additional assistance through the Washington State Emergency Operations Center (SEOC) to the Governor.

As the emergent situation stabilizes and the need for coordination and support decreases the SC-EOC will stand down to the next appropriate activation level. The decision to de-activate the SC-EOC shall be at the direction as noted above under authority to activate.

The activities below under each of the noted sections list tasks to prepare, prevent, respond, and mitigate impacts of disasters/incidents. They are not all-inclusive and are listed here to supplement the activities and core capabilities outlined in the May 2013 National Planning Frameworks documents.

Preparedness Activities

Preparedness involves actions taken to encourage a state of readiness in governments, public organizations, the private sector, families, and individuals that provide the capability to prepare for and to survive a disaster or event. These steps may include, but are not limited to:

- Develop operational capabilities and plans to facilitate an effective response.
- Conduct continuous planning studies of potential disaster elements in the county and municipalities.
- Review disaster readiness capabilities and upgrade procedures to accommodate changing emergency management and response technology.
- Encourage and maintain interagency cooperation and coordination of readiness planning.
- Maintain vehicles, equipment, and facilities in a readiness condition.
- Conduct public information programs regarding education and awareness on disaster preparedness and personal survival.
- Review and improve response capabilities by conducting trainings, drills, and exercises.

Mitigation Activities

The **Mitigation** function includes capabilities necessary to reduce loss of life and property by lessening the impact of disasters. These steps may include, but are not limited to:

- Develop targeted hazard mitigation plans.
- Maintain and update the Snohomish County Hazard Mitigation Plan (published separately).
- Conduct education and outreach necessary to foster loss reduction and preparedness programs.
- Conduct predictive modeling mitigation efforts countywide to protect critical assets.
- Actively pursue grants and other programs to support the strategic mitigation priorities of Snohomish County.

Response Activities

The **Response** function involves the capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. These steps may include, but are not limited to:

- Take emergency actions to safeguard employee health and safety.
- Take emergency actions to protect life, property, the environment and the economy.
- Conduct personnel roll calls for identification and accountability.
- Implement emergency operations plans.
- Activate the SC-EOC for the coordination of transportation, telecommunications and warning, public works and engineering, firefighting, mass care, health and medical, search and rescue, hazardous materials, food and water, utilities, military support to civilian authorities, recovery

and restoration, law enforcement, damage assessment, and evacuation and movement of field operations and resources.

Recovery Activities

The **Recovery** function involves capabilities necessary to assist communities affected by an incident to recover effectively. These steps may include, but are not limited to:

- Compile damage assessment and fiscal records as requested by the SC-EOC manager in response to state and federal emergency proclamation evaluation and determination.
- Identify minimum resource needs for the resumption of services.
- Determine short and long-term recovery goals.
- Determine and coordinate emergency staffing coverage.
- Identify recovery funding sources.
- Consider crisis intervention and counseling needs of personnel.
- Identify any potential opportunities for future mitigation.
- Conduct post-disaster analysis.
- Revise internal emergency operations plans.

Prevention Activities

The **Prevention** function involves actions necessary to avoid, prevent, or stop a threatened or actual act of terrorism within the United States. These steps may include, but are not limited to:

- Provide timely, accurate, and appropriate information relating to known or anticipated terror incidents (Intel & Info Sharing).
- Integrate security design elements in the construction/renovation of buildings/facilities (Interdict & Disrupt).
- Implement security procedures and protocols to identify, discover, or locate threats and/or hazards through surveillance and/or search procedures (Screening, Search, & Detection).
- Preserve and protect physical and digital evidence related to actual or suspected acts of terrorism (Forensics & Attribution).

Protection Activities

The **Protection** function involves capabilities necessary to secure the homeland against acts of terrorism, and manmade or natural disasters. These steps may include, but are not limited to:

- Implement guidelines and protocols to verify and control access to sensitive locations, information, and networks (Access Control & ID Verification).
- Implement guidelines and procedures to safeguard information systems and information (Cybersecurity)
- Implement guidelines and procedures to detect, respond to, and report malicious cyber activities (Cybersecurity).
- Implement guidelines and physical security procedures to protect critical infrastructure, materials, systems, and personnel from deliberate efforts to damage or incapacitate (Physical Protective Measures).

- Implement proactive strategies to identify and measure risks based on known or anticipated threats/hazards, and implement appropriate risk reduction strategies (Risk Management for Protection Programs & Activities).
- Implement proactive strategies to increase the security of and resiliency of the supply chain to include methods of production, storage, and transport (Supply Chain Integrity & Security).

III.   ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Federal Government

See the National Planning Frameworks (NRFs), May 2013

State Government

See the Washington State Comprehensive Emergency Management Plan (CEMP), June 2011

Local Government

Executive Heads of Municipal and County Government (Mayors and County Executive):

- Preserve the continuity of the executive branch of government.
- Establish policy and make major decisions.
- Inform and warn the public.
- Provide overall direction, manage emergency operations and provide liaison.
- Issue proclamations of emergency and requests for assistance.
- Request additional assistance through SC-EOC.
- Ensure the implementation of emergency response and recovery plans.
- Provide consistent public information in coordination with SC-EOC and the County Joint Information Center (SC-JIC).

Legislative Branch of Municipal and County Government (City and County Councils):

- Provide for the continuity of the legislative branch and temporarily fill any vacancy of an elected position by appointment as provided by law.
- Adopt and enact ordinances/resolutions and appropriate revenue.
- Conduct public hearings and take action to assist in informing the public and to identify emergency needs.

Executive Directors and Department Heads (County, Municipal, or ESF agency where appropriate):

- Establish procedures to ensure the preservation of essential records and data technology, and maintaining the continuity of essential services.
- Determine internal chain of command and succession of authority to ensure continuity of leadership and operations. Department heads will ensure that their identified successors are aware of their emergency responsibilities.
- Designate primary and alternate locations from which to establish internal direction and control of departmental activities.

- Conduct a need and availability assessment. Compile inventory of critical personnel, facilities, and resources. Identify and obtain necessary equipment and supplies to conduct departmental emergency activities.
- Establish policies and procedures for tracking disaster operations, overtime, and other associated costs.
- Make staff available, when requested by the Director of SC-DEM, for appropriate training, planning, exercise design and emergency assignments, such as SC-EOC operations.
- Provide staffing to support SC-EOC operations, damage assessments and/or liaison with other agencies and organizations when requested by the SC-EOC manager.
- Provide accurate emergency contacts with phone and pager numbers to the Director of SC-DEM and update as needed.
- When indicated, activate internal emergency operational procedures. This includes internal communications, conducting a roll-call and accountability of personnel, conducting a damage assessment, evaluating needed resources, and continually communicating this and other related information to the SC-EOC manager.
- Funnel any emergency information intended for the public through the SC-JIC.
- Compile damage assessment and fiscal records as requested by SC-EOC manager in response to state and federal emergency proclamation evaluation and determination.
- Establish mutual aid agreements, memoranda of understanding, contracts and other relationships to maintain departmental emergency operations.
- Conduct a post-disaster analysis of departmental emergency activities and make necessary revisions to internal emergency operations plan.
- Any and all costs related to the listed and other emergency activities, will be the responsibility of the respective county department or ESF agency.

Snohomish County DEM:

- Act as the sole point of contact for requesting disaster assistance from other governmental agencies (except mutual aid). Municipalities are responsible for utilizing DEM for all requests to state and federal entities.
- Coordinate/consolidate damage assessment, incident, or disaster analysis reports, as necessary.
- Warn the public of impending disasters and provide adequate instructions before, during, and after emergencies.
- Coordinate reconnaissance and field operations teams.
- Provide public information and education as it pertains to disaster preparedness, response, and mitigation.
- Coordinate the use of all available resources.
- Maintain current standard operating procedures for SC-EOC disaster responsibilities.
- Coordinate Emergency Alert System (EAS) messaging and activation in the event of impending disasters and/or emergencies.

Other Agencies, Sectors, and Individuals

Nongovernmental and Volunteer Organizations

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.

- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

Private Sector

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
- 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.

Citizens

- Reducing hazards in and around their homes to reduce the amount of damage caused by an incident.
- Preparing a personal emergency supply kit and household emergency plan to include supplies for household pets and service animals. Be prepared to utilize own resources and be self-sufficient following a disaster for a minimum of seven days and possibly longer.
- Monitoring emergency communications carefully to reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.

ESF Scope Descriptions

Emergency Support Function	Primary Tasks (not all inclusive)
ESF-1 Transportation	Monitor, assess, and report the status of transportation systems and infrastructures. Coordinate temporary alternative transportation solutions. Coordinate restoration and recovery of transportation systems and infrastructures.
ESF-2 Communications	Coordination of emergent communications. Coordination with telecommunications and information technology industries. Protection and repair of telecommunications infrastructure. Radio Communication Support Management (RACES/ARES).
ESF-3 Public Works & Engineering	Infrastructure protection, emergency repair, and restoration. Debris / solid waste management. Engineering services and flood fighting operations.
ESF-4 Fire Service	Coordinate public fire and life safety services. Support to wildland, rural, and urban firefighting operations.
ESF-5 Emergency Management	Coordination of incident management and response efforts. Information collection, analysis, and planning for emergent operations.
ESF-6 Mass Care, Housing, and Human Services	Mass Care (non-medical), feeding, and sheltering of persons displaced by a disaster. Emergency assistance including registration, tracking, and reunification of families, support to medical shelters, coordination of donated goods & services, coordination of voluntary agency assistance. Disaster housing assistance. Human services - crises counseling, special needs case management, referral to state and federal assistance programs.
ESF-7 Logistics & Resource Support	Provision of logistic support to include facility space, equipment, supplies, and contracting.
ESF-8 Public Health & Medical	Assessment and support of public health and medical needs. Mental health services. Mass causality / fatality management.
ESF-9 Search & Rescue	Search and rescue operations (all environments).
ESF-10 Hazardous Materials Response	Coordination of response to oil and hazardous materials spills/incidents.
ESF-11 Agriculture & Natural Resources	Nutritional assistance. Animal and plant disease and pest response. Food safety and security. Protection of natural and cultural resources and historic properties. Safety and well-being of household pets.
ESF-12 Utilities	Energy and utility sector coordination. Assessment, repair, and restoration of energy and public utilities.
ESF-13 Public Safety	Law Enforcement, public safety, and security support. Support to access, traffic, and crowd control.
ESF-14	Rescinded by Federal Government
ESF-15 Public Affairs	Emergency public information and protective action guidance. Media and community relations.
ESF-20 Military Support to Civil Authorities	Coordination of support from military departments to civil authorities.

IV.   DIRECTION, CONTROL, AND COORDINATION

Direction

The chief elected official(s) and policy group are responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery operations. During disasters, [he/she] may carry out those responsibilities from the jurisdiction's EOC.

On behalf of the Snohomish County Executive, the Director of Emergency Management is responsible for coordinating the emergency management program.

Emergency response at an incident site will be managed by the on-scene Incident Commander (IC), assisted by a staff sufficient for the tasks to be performed, that have jurisdiction.

- On-scene incident management will fall under the jurisdiction of the local department best qualified to conduct and control operations.
- The department's senior representative at the scene should become the on-scene IC and will be responsible for overall response operations, usually fire or law enforcement officers.

Control

During emergency operations, department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment should carry out mission assignments directed by the Incident Commander.

Each department and agency is responsible for the operations of the individual departments during any emergency or disaster. Each department has developed its own lines of authority, direction and control. Because emergency operations will normally parallel or reflect the departments' everyday operations, these lines of authority will usually be maintained through emergency operations.

During emergency situations, certain agencies may relocate their center of control to the jurisdiction's EOC. During large scale emergencies, the EOC may become the seat of government during the duration of the crisis. However, in some situations it may be appropriate for some agencies to operate from an alternate site other than the EOC or their primary location.

The chief elected official for a municipal jurisdiction may declare a "Proclamation of Emergency" to expedite access to resources needed to cope with the incident.

Coordination

In Snohomish County there are 20 municipalities, two tribal nations, numerous military installations, school districts, utility districts, special purpose districts, and other various areas under federal, state, local, or private jurisdictional control.

Snohomish County prepares for emergency operation coordination with other entities by maintaining communication lines on a day-to-day basis, being a signatory to MOAs, and other similar documents that support inter-agency cooperation.

Those municipalities and tribal nations that contract for emergency management services with the County are assisted on a regular basis through education programs, training, and planning assistance.

This assistance creates relationships that assist the coordination of operations and resource distribution in emergencies.

When further resources are needed, beyond those locally available within the County, SC-EOC will contact the state through the SEOC to request further resource support. The SEOC will then attempt to find resources either within the state or if that fails it will coordinate with federal agencies for assistance from other areas of the country.

There are occasional situations where a federal agency will coordinate response activities directly with a county or local agency due to the necessity of immediate support.

Incident Command – EOC Interface

When the EOC is activated, it is essential to establish a division of responsibilities between the incident command post(s) and the EOC. A general division of responsibilities is outlined below:

The **Incident Commander** is generally responsible for field operations, including:

- Isolating the scene.
- Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
- Warning the population in the area of the incident and providing emergency instructions to them.
- Determining and implementing protective measures (evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.
- Implementing traffic control arrangements in and around the incident scene.
- Requesting additional resources from the EOC.

The **EOC** is generally responsible for:

- Multi-agency coordination and incident command support
- Coordination/Implementation of policy decisions that protect life and property and disseminating those decisions to all concerned agencies and individuals
- Assembling accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action.
- Working with representatives of emergency services to determine and prioritize required response actions and coordinate implementation.
- Requesting assistance from the State and other external sources.
- Providing resource support for emergency operations.

V.   INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Purpose

The accurate and timely collection, analysis, and sharing of information is critical in developing situational awareness during an emergency or disaster.

This information should result in creating a Common Operating Picture (COP) of the emergent situation from which appropriate response can be formulated.

General

Information transfer may be by phone, radio, television, internet, social networking, or even runner. In an emergency situation, Snohomish County will collect and disseminate information by whatever method is available.

Agency operation centers and the SC-EOC all need updated information to assess whether the needs of field operatives is being met. Without this information they are unable to assist, reinforce or resupply the needs of the Incident Commanders (ICs). Conversely, ICs and other field personnel need to know when they can expect further support.

The SC-EOC actively collects information concerning the situation throughout the county from citizen calls to the call center, reports from independent agencies, and the media. All of these help in the initial response, delegation of resources, support to citizens, and in positioning the damage survey teams.

Dissemination of general information to citizens is done both through the call center (when activated), on-line web pages, and through the media.

Emergency information may also be disseminated by the Emergency Alert System (EAS) and NOAA Weather Radio. In addition, using Emergency Telephone Notification (ETN), information can be directly sent to households, businesses and cell phones from small specifically targeted areas to the entire county with critical information.

Information Reporting Requirements

Essential Elements of Information (EEI) represent a comprehensive list of impact related information needed by SC-EOC from municipal EOCs, departmental operations centers, and incident command sites to develop situational awareness and create a Common Operating Picture (COP).

EEI items are normally required for both emergency response and recovery and include:

- Boundaries of the disaster area
- Social, economic, political, environmental impacts
- Jurisdictional boundaries
- Status of transportation systems
- Status of communications systems
- Access points to the disaster area
- Status of operating facilities
- Hazard-specific information
- Weather data affecting operations
- Status of critical facilities
- Status of aerial reconnaissance activities
- Status of key personnel
- Status of EOC/ESF activation
- Status of disaster or emergency declarations
- Major issues/activities of ESFs
- Resource shortfalls
- Overall priorities for response
- Status of upcoming activities

- Donations
- Historical information

Additional Essential Elements of Information for **Seismic Event**:

- Seismic or other geophysical information
- Area of ground shaking
- Area of liquefaction
- Landslide/mudslide areas

Additional Essential Elements of Information for **Flood Event**:

- Status of rivers/tidal areas
- Number and sufficiency of sandbag inventory
- Amount and sufficiency of potable water/food stuffs

Additional Essential Elements for **Hazardous Materials Incident**:

- The chemical agent(s) in question
- The extent of any release
- Affected areas
- Plume prediction
- Protective action recommendations/decisions

The Essential Elements of Information list should not be considered all inclusive, and other information may be required based on the situation.

Information Collection Matrix

The following table lists information requirements, sources, and reporting frequency common to emergencies or disasters. This list should not be considered all inclusive or other information may be required based on the situation.

Information Collection Matrix – General Requirements			
What is Needed	**When Needed**	**Comes From**	**Reported To**
Incident Summary	**Immediately**	Incident Commander(s)	Department Operations Center to Municipal EOC to County EOC
Incident Needs	**Immediately**	Incident Commander(s)	Department Operations Center to Municipal EOC to County EOC
Major Issues/Activities	**Immediately**	Incident Commander(s)	Department Operations Center to Municipal EOC to County EOC
Personnel Accountability	**Within first two hours**; Once each operational period thereafter	Department Head or Designee	To municipal EOC to County EOC
Communications System Status	**Within first two hours**; Once each operational period thereafter	Department Head or Designee	To municipal EOC to County EOC
Evacuation or Relocation	**Within first two hours**; Once each operational period thereafter	Incident Commander(s); Public	To municipal EOC to County EOC
Facility Damage Assessment	**Within first four hours**; Once each operational period thereafter	Department Head or Designee	To municipal EOC to County EOC
Utility Status	**Within first four hours**; Once each operational period thereafter	Public Works, PUD, Public	To municipal EOC to County EOC
Transportation & movement damage assessment	**Within first four hours**; Once each operational period thereafter	Public Works, Public	To municipal EOC to County EOC
Department Continuity of Operations	**Within first six hours**; Once each operational period thereafter	Department Head or Designee	To municipal EOC to County EOC
Shelter Requirements	**Within first six hours**; Once each operational period thereafter	Incident Commander(s); Red Cross; Public	To municipal EOC to County EOC
Casualty Summary (deceased, missing, injured)	**Within first six hours**; Once each operational period thereafter	Fire; Police; Incident Commander(s); Public	To municipal EOC to County EOC
Status of disaster or emergency declarations	As soon as possible	Chief Elected Official	To County EOC

Information Reporting Matrix

The following table lists information reporting requirements, sources, and frequency common to emergencies or disasters. This list of reports should not be considered all inclusive or other information may be required based on the situation.

Information Reporting Requirements			
Report	**Frequency**	**Comes From**	**Reported To**
Information Snapshot (ISNAP)	Within 4 hours of a catastrophic event	Municipal and Agency Operations Centers	Municipal EOC to County EOC to State EOC
Situation Report (SITREP)	Daily	Municipal and Agency Operations Centers	Municipal EOC to County EOC to State EOC
Resource Request(s)	As Needed	Incident Commanders	Department/Agency Operations Center(s) to Municipal EOC to County EOC to State EOC
Preliminary Damage Assessment for Public Assistance (PA)	As directed, usually once a day or operational period	Municipal / County Departments/Agencies	Municipal EOC to County EOC to State EOC
Preliminary Damage Assessment for Individual Assistance (IA)	As directed, usually once a day or operational period	Individuals / Businesses	Municipal EOC to County EOC to State EOC
Local Proclamation of Emergency	Once per major disaster event	Municipal / County Executive Leadership	County EOC to State EOC
Supplemental Justification	Once per major disaster event	Municipal/County/Agency Operations Centers	County EOC to State EOC

VI.   COMMUNICATIONS

Communications utilized during emergency and disaster operations will include all systems now in use by all response agencies and emergency support units, provided they are available. Agency two-way radio communications will be the primary means of communication used to direct, control, and coordinate emergency operations. Telephones and amateur radio systems will be used to support communications, when necessary and available.

Fire/Rescue, EMS, and Law Enforcement communications are integrated with the 911 Emergency Dispatch Centers - Snohomish County Police Staff and Auxiliary Services Center (SNOPAC) and Southwest Snohomish County Communications Agency (SNOCOM). SNOPAC and SNOCOM are the primary Public Safety Answering Points (PSAPs) and emergency calls for service are received by the 911 Centers and dispatched to the appropriate public safety agencies.

The SC-EOC has a fully functional and operational amateur radio capability through a collaborative agreement with the Snohomish County Auxiliary Communication Service (ACS). Additionally the County has mobile communication vehicles and field teams that may be deployed to support communications requirements.

VII.   ADMINISTRATION, FINANCE, AND LOGISTICS

Administration

Each department through their individual SOPs has determined the basic structure of their department's operations.   Departments will attempt to maintain administrative and operational continuity as much as possible.

The possibility of shift changes, scheduling overtime, working staff out of class, hiring temporary workers and letting contracts for work while they may only occasionally be done, are all part of the normal processes that county departments are accustomed to using.

The decision to make these additions to the regular department operations is determined by the severity of the incident and the need for individual departments to respond. Not every emergency or disaster requires the activation of all departments' emergency operations plans.

Depending on the size of the disaster and the departments involved, non-essential administrative activities may be suspended. Departmental essential activities should be identified in the individual department's COOPs.

All organizations with disaster responsibilities shall establish and maintain files of disaster related directives and forms.   Documentation at a minimum should describe/summarize actions taken, resources expended, economic/human/environmental impacts, and lessons learned.

Reports may be requested by SC-EOC from local jurisdictions and agencies in order to provide local, state, and federal officials with information concerning the nature, magnitude, and impact of the disaster. These reports may be necessary to evaluate response options and in allocating resources on a priority basis.

SC-EOC may be requested by the SEOC to provide specific reports and SC-EOC may, in turn, request the information from local jurisdictions and agencies. These reports include, but are not limited to:

- Situation Reports
- Proclamations of Emergency
- Requests for Assistance
- Damage Assessment Reports
- After Action Review (AAR) comments

Executive heads of local political subdivisions may command the service and equipment of citizens under the provisions and limitations of RCW 38.52.110 (2).

Emergency workers utilized as outlined in Chapter 38.52 RCW shall be granted liability insurance coverage provided they meet all legal provisions as stated in Chapter 118-04 WAC.

Finance

Emergency expenditures are not normally integrated into the budgeting process of local governments. However, disasters may occur which require substantial and necessary unanticipated obligations and expenditures. The following statutes cover the financing of emergency response and recovery actions:

- Counties: RCW 36.40.180 and 36.40.190
- Cities with populations under 300,000: RCW 35.33.081 and 35.33.101
- Municipal and county governments are authorized to contract for construction or work on a cost basis for emergency services by RCW 38.52.390.

Records shall be kept so disaster related expenditures and obligations of the county, cities, and towns can be readily identified from regular or general programs and activities.

Each county department, agency, and jurisdiction is responsible for tracking, compiling and submitting accurate and complete disaster-related expenditures to the SC-EOC throughout the response and recovery period. These will be used to assist with the development of the Supplemental Justification and the Preliminary Damage Assessments that go to the state to aid in the state's application for federal assistance under the Stafford Act.

Disaster-related expenditures and obligations of the county, cities, and towns may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work performed in the restoration of certain public facilities and infrastructure after a Major Disaster Declaration by the President or under the statutory authority of certain federal agencies.

Audits of the county's, cities' and towns' disaster-related emergency expenditures will be conducted in the course of normal audits of state and local records. Audits of projects approved for funding with federal disaster assistance funds are necessary at project completion to determine the propriety and eligibility of the costs claimed by the applicant. The federal government conducts these audits.

Logistics

Coordination for maximum utilization of a limited supply of disaster-related resources is a primary duty of SC-EOC.

Each department of the county and each municipality shall keep a current inventory of all resources. This inventory shall be provided to SC-EOC upon request and updated as necessary. Emergency resource information should include procedures/guidelines and points of contact to facilitate rapid acquisition of needed resources.

Departments/agencies responding to emergencies and disasters should first use their available resources. Scarce resources should be allocated according to established priorities and objectives of the EOC.

All departments/agencies are expected to maintain an inventory of all non-consumable items, to include their disposition after the conclusion of the emergency proclamation. Items that are not accounted for, or that are placed in local government inventory as an asset may not be eligible for reimbursement.

The executive heads of local political subdivisions "are directed to utilize the services, equipment, supplies, and facilities of existing departments, offices, and agencies" of their political subdivision and "all such departments, offices, and agencies are directed to cooperate with and extend such services and facilities to the emergency management organizations of the state upon request notwithstanding any other provision of law." (RCW 38.52.110 (1))

VIII. PLAN DEVELOPMENT AND MAINTENANCE

The 2014 version of the Snohomish County Comprehensive Emergency Management Plan is an update of the 2009 edition.

A core of nine Department of Emergency Management staff members reviewed and revised the 2009 document to reflect the changes in hazards, environment, population, laws and regulations, and organizational structure, as well as requirements outlined in CPG 101. Individual sections and ESFs were assigned and then sent to various departments and agencies for review and revision. As comments were received, they were incorporated into the final plan.

Different portions of this plan will be tested during yearly exercises conducted by the County. As needed changes are noted, they will be incorporated and revisions sent to the relevant agencies. In addition, after emergencies or disasters where sections of the plan are implemented, recognized problems, either internal or external to the plan will be evaluated and changes made to the plan if necessary. Finally, every four years the entire plan will be reevaluated. Sections will be sent to agency personnel for review and revision. Changes will be incorporated and a revised plan promulgated.

IX.   AUTHORITIES AND REFERENCES

Authorities

- DHS/FEMA National Planning Frameworks (NPFs) of 2013, as amended.
- Federal Civil Defense Act of 1950, as amended.
- Public Law 93-288, "Disaster Relief Act of 1974" as amended by PL 100-707, "Robert T. Stafford Disaster Relief and Emergency Assistance Act."
- Public Law 96-342, "Improved Civil Defense."
- Public Law 99-499, "Superfund Amendments and Reauthorization Act (SARA) of 1986."
- Revised Code of Washington (RCW) Chapter 38.52, "Emergency Management."
- Washington Administrative Code (WAC) Chapter 118-04 WAC, "Emergency Worker Program."
- Washington Administrative Code (WAC) Chapter 118-30-60 WAC, "Emergency Plans."
- Snohomish County Code (SCC) Chapter 2.36, Emergency Management.
- Snohomish County Continuity of Government Plan (COG)
- Snohomish County Continuity of Operations Plans (COOP)

References

- DHS/FEMA National Planning Frameworks
- DHS/FEMA Comprehensive Planning Guide CPG 101
- Washington State Comprehensive Emergency Management Plan
- Washington State Emergency Operations Plan
- Washington State Supplement to CPG 101
- Snohomish County Natural Hazards Mitigation Plan
- Mount Baker/Glacier Peak Coordination Plan

Appendix 1 – Acronyms

ARC   American Red Cross
ACS   Auxiliary Communication Service
BPA   Bonneville Power Administration
CEMP   Comprehensive Emergency Management Plan
CERT   Community Emergency Response Team
CFR   Code of Federal Regulations
DEM   Department of Emergency Management
DRC   Disaster Recovery Center
EAS   Emergency Alert System
EMD   Emergency Management Division
EMS   Emergency Medical Services
EOC   Emergency Operations Center
ESCA   Emergency Services Coordinating Agency
ESF   Emergency Support Function
FAA   Federal Aviation Administration
FCO   Federal Coordinating Officer
FEMA   Federal Emergency Management Agency
HAZMAT   Hazardous Materials
HIVA   Hazardous Identification and Vulnerability Assessment
ICS   Incident Command System
JFO   Joint Field Office
LEPC   Local Emergency Planning Committee
MSCA   Military Support to Civil Authorities
NAWAS   National Warning System
PIO   Public Information Officer
SAR   Search and Rescue
SARA   Superfund Amendments and Reauthorization Act of 1986 -- Title III of SARA
            includes detailed provisions for community planning and is known as the
            Emergency Planning and Community Right-to-Know Act (EPCRA)
SCO   State Coordinating Officer
SEOC   Washington State Emergency Operations Center
SOP   Standard Operating Procedure
SITREP   Situational Report
USAR   Urban Search and Rescue
VOAD   Voluntary Organizations Active in Disasters
WMD   Weapons of Mass Destruction

Note: The above list is not intended to be all encompassing - additional definitions, glossary, and reference material are part of most cited supporting publications.

Appendix 2 – Definitions

Biological Agents: The FBI WMD Incident Contingency Plan defines biological agents as microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Chemical Agents: The FBI WMD Incident Contingency Plan defines chemical agents as solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

Consequence Management: FEMA defines consequence management as measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses and individuals affected by the consequences of terrorism.

Crisis Management: The FBI defines crisis management as measures to identify, acquire and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.

Damage Assessment: Estimation of damages made after a disaster has occurred which serves as the basis of the County Executive's request to the Governor for a Declaration of Emergency or major disaster.

Disaster Analysis: The collection, reporting and analysis of disaster related damages to determine the impact of the damage and to facilitate emergency management of resources and services to the impacted area.

Emergency: "Any tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe which requires emergency assistance to save lives and protect public health and safety or to avert or lessen the threat of a major disaster." (Public Law 93-288)

Emergency Alert System: Consists of broadcasting stations and interconnecting facilities that have been authorized by the Federal Communications Commission to operate in a controlled manner during emergencies.

Emergency Operations Center (EOC): A designated site from which public, private, or voluntary agency officials can coordinate emergency operations in support of on-scene responders.

Emergency Protective Measures: Those efforts to protect life and property against anticipated and occurring effects of a disaster. These activities generally take place after disaster warning, if any, and throughout the incident period.

Emergency Management: The preparation for and the carrying out of all emergency functions, other than functions for which military forces are primarily responsible, to minimize injury and repair damage resulting from disasters caused by natural or man-made causes.

Emergency Operations Plans: Those plans prepared by county and municipal government in advance and in anticipation of disasters for the purpose of assuring effective management and delivery of aid to disaster victims, and providing for disaster prevention, warning, emergency response, and recovery.

Emergency Worker: Any person who is registered with a state or local emergency management organization and holds an identification card issued by the state or local emergency management director for the purpose of engaging in authorized emergency management, or who is an employee of the State of
Washington or any political subdivision thereof who is called upon to perform emergency tasks.

Individual Assistance: Financial or other aid provided to private citizens to help alleviate hardship and suffering, and intended to facilitate resumption of their normal way of life prior to disaster.

Hazards Identification & Vulnerability Analysis (HIVA): Assessment natural and technological (man-made) hazards in Snohomish County and is the initial step in the emergency management process that leads to mitigation against, preparedness for, response to, and recovery from hazards.

Joint Field Office: A center set up in the disaster area where individual disaster victims may receive information concerning available assistance, and apply for the programs for which they are eligible. The Disaster Recovery Center will house representatives of the federal, state, and local agencies that deal directly with the needs of the individual victim.

Joint Information Center (JIC): A facility that is used by the affected jurisdiction to jointly coordinate the public information functions during an emergency.

Major Disaster: "Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm drought, fire, explosion or other catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant Major Disaster assistance under PL 93-288, above and beyond emergency management by the federal government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby." (Public Law 93-288)

National Warning System (NAWAS): The federal portion of the Civil Defense Warning System, used for the dissemination of warnings and other emergency information from the FEMA National or Regional Warning Centers to Warning Points in each state. Also used by the State Warning Points to disseminate information to local Primary Warning Points. Provides warning information to state and local jurisdictions concerning severe weather, earthquake, flooding and other activities that affect public safety.

Preliminary Damage Assessment (PDA): The joint local, state and federal analysis of damage that has occurred during a disaster and which may result in a Presidential declaration of disaster. The Preliminary Damage Assessment is documented through surveys, photographs, and other written information.

Preliminary Damage Assessment Team: An ad hoc group that comes together after a disaster whose main purpose is to determine the level of disaster declaration that is warranted. The team usually consists of federal, state and local representatives to do an initial damage evaluation of sites damaged.

SARA TITLE III: A major section of the Superfund Amendments and Reauthorization Act entitled the "Emergency Planning and Community Right-to-know Act of 198." Law that requires the establishment of state and local planning jurisdictions, State Emergency Response Commissions (SERC) and Local Emergency Planning Committees (LEPC) and to conduct emergency planning for hazardous materials incidents. It requires (1) site-specific planning for extremely hazardous substances, (2) participation in the planning process by facilities storing or using hazardous substances and (3) notifications to the commission or committee of releases of specified hazardous substances. It also provides for mechanisms to provide information on hazardous chemicals and emergency plans for hazardous chemical events to the public know as TIER II reports.

Standard Operating Procedure (SOP): A ready and continuous reference to those roles, relationships and procedures within an organization which are used for the accomplishment of broad or specialized functions which augment the Emergency Operations Plan.

Terrorist Incident: The FBI defines a terrorist incident as a violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives.

Tsunami: A huge wave caused by a sub-marine disturbance, such as an earthquake or volcanic eruption.

Weapons of Mass Destruction (WMD): Title 18, U.S.C. 2332a, defines a weapon of mass destruction as (1) any destructive device as defined in section 921 of this title, [which reads] any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or

incendiary charge of more than one-quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Utility: Structures or systems of any power, water storage, supply and distribution, sewage collection and treatment, telephone, transportation, or other similar public service.

Voluntary Organizations Active in Disasters (VOAD): Any chartered or otherwise duly recognized tax exempt local, state, national organization or group, which has provided, or may provide services to the state, local governments, or individuals in a major disaster or emergency.

Note: The above list is not intended to be all encompassing - additional definitions, glossary, and reference material are part of most cited supporting publications.

Appendix 3 – Training & Exercise

Purpose

The purpose of the Snohomish County Training and Exercise Program is to guide the department's training and exercise efforts in a manner that focuses on maintaining or improving core capabilities. It is representative of the natural progression of training and exercises outlined by the HSEEP Progressive Exercise Cycle approach.

Scope

This appendix outlines the Training and Exercise Program (TEP) supported by the County's Department of Emergency Management. These include T&E activities for:

- other Snohomish County departments
- our ILA-affiliated jurisdictions
- other emergency management agencies with our jurisdictional borders (Everett Office of Emergency Management and the Bothell Office of Emergency Management).
- In addition, when requested, Snohomish County DEM endeavors to support the T&E efforts of our partners in Homeland Security Region #1, the Seattle Urban Area Security Initiative and Regional Catastrophic Planning Grant Program footprints, and the Washington Military Department's Emergency Management Division.

Training and Exercise Strategy

Our training and exercise strategy's foundation is the guidance established in federal doctrine (such as the NIMS Training Program, the National Preparedness Goal, and the Homeland Security Exercise and Evaluation Program). To this we overlay any additional requirements including grant compliance, State and Regional priorities, and ultimately those developed through the processes outlined earlier in this document.

Strategically, our intent is to meet these requirements in a straightforward, common-sense way by collaborating with our partners to ensure the most efficient use of resources.

Training Program

Snohomish County DEM strives to deliver or facilitate the delivery of the courses that support the following components of our training program.

NIMS Incident Command and Management Training. The Snohomish County training program adheres to the guidance outlined in the 2011 NIMS Training Program; specifically that "Organizations should use their jurisdictions' hazard/threat analyses to determine the 'types' of incidents most likely to occur and tailor their NIMS training to meet their needs" (DHS, 2011).

FEMA Professional Development Series (PDS). The PDS includes seven Emergency Management Institute (EMI) independent study courses that provide a well-rounded set of

fundamentals for those in the emergency management profession. Because these courses are available online, free-of-charge, our PDS training strategy is not to offer classroom delivery of any PDS courses unless there is a compelling reason (e.g. complete lack of internet access) to do otherwise.

Emergency Management Institute (EMI). Snohomish County's T&E coordinator advises, assists, and processes applications for individuals to attend in-residence and locally-delivered training offered by EMI and/or WA EMD. Priority for these courses are those that improve core capabilities or are applicable to completion of FEMA's Advanced Professional Series (APS).

Exercise Program

Exercise program management is the process of overseeing and integrating a variety of exercises over time. An effective exercise program helps maximize the efficient use of resources by ensuring that exercises are part of a coordinated, integrated approach to building, sustaining, and delivering core capabilities. Through effective exercise program management, each exercise becomes a supporting component of a larger exercise program with overarching priorities.

The Snohomish County exercise program is guided by three overarching priorities:

- Maintain an integrated, HSEEP-compliant exercise program that incorporates existing exercise programs and fulfills our EMPG grant requirement of four annual exercises (including one FSE).
- Conduct exercises that align with our identified priority capabilities; identify process and system improvements; and enhance the County's overall preparedness.
- Provide exercise technical assistance and support to our ILA-affiliated jurisdictions' exercise efforts.

The primary proponent for our program is the Homeland Security Exercise and Evaluation Program (HSEEP). It is intended to enhance consistency in exercise conduct and evaluation while ensuring exercises remain a flexible, accessible way to improve our preparedness across the nation. HSEEP uses a common methodology for planning and conducting individual exercises. This methodology applies to exercises in support of all national preparedness mission areas. A common methodology ensures a consistent and interoperable approach to exercise design and development, conduct, evaluation, and improvement planning, as depicted in the adjacent figure.

The four phases of the HSEEP cycle include Design and Development, Conduct, Evaluation, and Improvement Planning; each of which is described below:

- ***Design and Development.*** In designing and developing individual exercises (see Appendix C for definitions), exercise planning team members are identified to schedule planning meetings, identify and develop exercise objectives, design the scenario, create documentation, plan exercise conduct and evaluation, and coordinate logistics.
- ***Conduct.*** After design and development activities are complete, the exercise is ready to occur. Activities essential to conducting individual exercises include preparing for

exercise play, managing exercise play, and conducting immediate exercise wrap-up activities.

- *Evaluation.* Evaluation is the cornerstone of an exercise and must be considered throughout all phases of the exercise planning cycle, beginning when the exercise planning team meets to establish objectives and initiate exercise design. Effective evaluation assesses performance against exercise objectives, and identifies and documents strengths and areas for improvement relative to core capabilities.

- *Improvement Planning.* During improvement planning, the corrective actions identified during individual exercises are tracked to completion, ensuring that exercises yield tangible preparedness improvements. An effective Corrective Action Program (CAP) develops IPs that <u>are</u> dynamic documents, which are continually monitored and implemented as part of the larger system of improving preparedness.

Exercise Types

General

A progressive, multi-year exercise program enables organizations to participate in a series of increasingly complex exercises, with each successive exercise building upon the previous one until mastery is achieved. Regardless of exercise type, each exercise within the progressive series is linked to a set of common program priorities and designed to test associated capabilities. Further, by defining training requirements in the planning process, organizations can address known shortfalls prior to exercising capabilities.

This progressive approach, with exercises that build upon each other and are supported at each step with training resources, will ensure that organizations do not rush into a full-scale exercise too quickly. Effective planning of exercises and integration of the necessary training will reduce the waste of limited exercise resources and serve to address known shortfalls prior to the conduct of the exercise. The different types of exercises that may be included in the multi-year plan are described in the following sections.

Discussion-Based Exercises

Discussion-based exercises include seminars, workshops, tabletop exercises (TTXs), and games. These types of exercises can be used to familiarize players with, or develop new, plans, policies, agreements, and procedures. Discussion-based exercises focus on strategic, policy-oriented issues. Facilitators and/or presenters usually lead the discussion, keeping participants on track towards meeting exercise objectives.

Seminars

Seminars generally orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, resources, concepts, and ideas. As a discussion-based exercise, seminars can be valuable for entities that are developing or making major changes to existing plans or procedures. Seminars can be similarly helpful when attempting to assess or gain awareness of the capabilities of interagency or inter-jurisdictional operations.

Workshops

Although similar to seminars, workshops differ in two important aspects: participant interaction is increased, and the focus is placed on achieving or building a product. Effective workshops entail the broadest attendance by relevant stakeholders.

Products produced from a workshop can include new standard operating procedures (SOPs), emergency operations plans, continuity of operations plans, or mutual aid agreements. To be effective, workshops should have clearly defined objectives, products, or goals, and should focus on a specific issue.

Tabletop Exercises (TTX)

A TTX is intended to generate discussion of various issues regarding a hypothetical, simulated emergency. TTXs can be used to enhance general awareness, validate plans and procedures, rehearse concepts, and/or assess the types of systems needed to guide the prevention of, protection from, mitigation of, response to, and recovery from a defined incident. Generally, TTXs are aimed at facilitating conceptual understanding, identifying strengths and areas for improvement, and/or achieving changes in perceptions.

During a TTX, players are encouraged to discuss issues in depth, collaboratively examining areas of concern and solving problems. The effectiveness of a TTX is derived from the involvement of participants and their assessment of recommended revisions to current policies, procedures, and plans.

TTXs can range from basic to complex. In a basic TTX (such as a Facilitated Discussion), the scenario is presented and remains constant—it describes an emergency and brings discussion participants up to the simulated present time. Players apply their knowledge and skills to a list of problems presented by the facilitator; problems are discussed as a group; and resolution is reached and documented for later analysis.

In a more advanced TTX, play advances as players receive pre-scripted messages that alter the original scenario. A facilitator usually introduces problems one at a time in the form of a written message, simulated telephone call, videotape, or other means. Players discuss the issues raised by each problem, referencing established authorities, plans, and procedures for guidance. Player decisions are incorporated as the scenario continues to unfold.

During a TTX, all participants should be encouraged to contribute to the discussion and be reminded that they are making decisions in a no-fault environment. Effective TTX facilitation is critical to keeping participants focused on exercise objectives and associated capability targets.

Games

A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or hypothetical situation. Games explore the consequences of player decisions and actions. They are useful tools for validating plans and procedures or evaluating resource requirements.

During game play, decision-making may be either slow and deliberate or rapid and more stressful, depending on the exercise design and objectives. The open, decision-based format of a game can incorporate "what if" questions that expand exercise benefits. Depending on the game's design, the consequences of player actions can be either pre-scripted or decided dynamically. Identifying critical decision-making points is a major factor in the success of evaluating a game.

Operations-Based Exercises

Operations-based exercises include drills, functional exercises (FEs), and full-scale exercises (FSEs). These exercises can be used to validate plans, policies, agreements, and procedures; clarify roles and responsibilities; and identify resource gaps. Operations-based exercises are characterized by actual reaction to an exercise scenario, such as initiating communications or mobilizing personnel and resources.

Drills

A drill is a coordinated, supervised activity usually employed to validate a specific function or capability in a single agency or organization. Drills are commonly used to provide training on new equipment, validate procedures, or practice and maintain current skills. For example, drills may be appropriate for establishing a community-designated disaster receiving center or shelter. Drills can also be used to determine if plans can be executed as designed, to assess whether more training is required, or to reinforce best practices. A drill is useful as a stand-alone tool, but a series of drills can be used to prepare several organizations to collaborate in an FSE.

For every drill, clearly defined plans, procedures, and protocols need to be in place. Personnel need to be familiar with those plans and trained in the processes and procedures to be drilled.

Functional Exercises (FE)

FEs are designed to validate and evaluate capabilities, multiple functions and/or sub-functions, or interdependent groups of functions. FEs are typically focused on exercising plans, policies, procedures, and staff members involved in management, direction, command, and control functions. In FEs, events are projected through an exercise scenario with event updates that drive activity typically at the management level. An FE is conducted in a realistic, real-time environment; however, movement of personnel and equipment is usually simulated.

FE controllers typically use a Master Scenario Events List (MSEL) to ensure participant activity remains within predefined boundaries and ensure exercise objectives are

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accomplished. Simulators in a Simulation Cell (SimCell) can inject scenario elements to simulate real events.

Full-Scale Exercises (FSE)

FSEs are typically the most complex and resource-intensive type of exercise. They involve multiple agencies, organizations, and jurisdictions and validate many facets of preparedness. FSEs often include many players operating under cooperative systems such as the Incident Command System (ICS) or Unified Command.

In an FSE, events are projected through an exercise scenario with event updates that drive activity at the operational level. FSEs are usually conducted in a real-time, stressful environment that is intended to mirror a real incident. Personnel and resources may be mobilized and deployed to the scene, where actions are performed as if a real incident had occurred. The FSE simulates reality by presenting complex and realistic problems that require critical thinking, rapid problem solving, and effective responses by trained personnel.

The level of support needed to conduct an FSE is greater than that needed for other types of exercises. The exercise site for an FSE is usually large, and site logistics require close monitoring. Safety issues, particularly regarding the use of props and special effects, must be monitored. Throughout the duration of the exercise, many activities occur simultaneously.

Responsibilities

Snohomish County Department of Emergency Management

- Develop and manage the county training program to support emergency management activities.
- Develop and manage the county exercise program to test the preparedness of county, local, tribal and private sector entities as appropriate.
- Provide emergency and disaster-related training and orientation to county and local officials to familiarize them with emergency or disaster-related responsibilities, operational concepts and procedures.

County Agencies

- Conduct employee and employee family preparedness training to enhance the agency's ability to provide essential public services after an emergency or disaster and support the disaster response and recovery mission.
- Train and exercise agency continuity of government and operations plans as well as preparedness, response, recovery and restoration activities as part of an agency comprehensive emergency management program.
- Train staff to provide agency and local disaster response, as required by applicable RCW.

- Train staff to ensure capability to meet the requirements of assigned primary and/or support ESF responsibilities within the County EOC and as outlined by the Basic Plan.
- For agencies with internal operational centers, ensure their staffs are trained to provide a coordinated agency and County EOC response.
- Provide applicable preparedness training to local government counterparts.
- Establish or participate in an exercise program designed to test plans, processes, systems, and staff knowledge in order to minimize the impacts of an emergency or disaster.

Municipal and Tribal

- Ensure the public safety and welfare of its citizens with preparedness training and applicable exercises.
- Ensure a trained response force is available to meet the challenges of the most likely disasters to affect the community and produce the greatest loss.
- Ensure the local chief elected official(s) and local agency executive is knowledgeable of his or her emergency responsibilities. This includes the enactment of extraordinary powers under local ordinances in response to a disaster.
- Determine training and exercise needs on the basis of capabilities assessments as part of capabilities-based planning.
- Ensure local leadership has the tools and training to provide key public messaging appropriate to the level of disaster.
- Ensure trained staff is able to coordinate, request, procure, negotiate or acquire resources to support the response and recovery activities.

Non-governmental and Voluntary Organizations

- Identify disaster response related capabilities needed to meet organizational roles and responsibilities and support training and exercise programs necessary to produce required capabilities.
- Provide support to emergency support functions like ESF 3 - Public Works and Engineering, ESF 6 - Mass Care, Emergency Assistance, Housing and Human Services and ESF 11 - Agriculture and Natural Resources supporting communities and economic recovery.
- Provide trained support staff to the state EOC to assist in disaster response and recovery.
- Coordinate and manage a network of volunteers and volunteer agencies through facilitated training and exercises.
- Enhance preparedness through participation in county and local exercises. Encourage local and tribal participation in non-governmental and voluntary organizational training and exercises.

Private Sector

- Support training for the staffs of critical infrastructure agencies, utilities, businesses and distribution system to enhance prevention, protection, disaster response, and long-term recovery capabilities.
- Provide trained support to the county EOC to enhance disaster response and recovery capabilities.

- Provide support to emergency support functions focused on the recovery of communities and the economy, e.g., ESFs 2-Communication, 6-Mass Care, 10-Hazardous Materials Response and 15-External Affairs.
- Conduct exercises to test interdependencies, communication, protocols and processes supporting community response and long-term recovery.
- Participate in county and local exercises to enhance preparedness. Encourage county, local and tribal participation in business, private sector and/or industrial training and exercises.