

Spokane Emergency Management
Emergency Support Function #5
Emergency Management

PURPOSE

- A. To provide for the effective coordination of emergency operations by standardizing the principles and methods of emergency response within Spokane County.
- B. To maximize effective response capabilities to multi-agency and multi-jurisdictional emergencies by facilitating and improving the flow of information and coordination within and between operational levels of the system.
- C. To provide for effective mobilization, deployment, utilization, tracking and demobilization of resources.
- D. To enhance and coordinate intelligence gathering and information sharing capabilities.

POLICY.

- A. That each department (division)/agency will designate a primary and alternate location from which to establish direction and control of departmental activities during an emergency or disaster. Certain departments may decide to direct their department operations from the ECC, depending on circumstances. Departments shall keep the ECC informed as to what has happened, what they can do about it, and what they need.
- C. That each department (division)/agency will appoint a representative to participate in the ECC operations as needed.
- A. To utilize the National Incident Management System (NIMS) as the organizational basis for response to any emergency.

RESPONSIBILITIES

A. LOCAL GOVERNMENT.

- 1. Local governments are encouraged to develop their own procedures to guide their initial response to emergency events occurring within their jurisdiction. They should consider the following responsibilities in their emergency planning efforts.
- 2. Spokane Department of Emergency Management is the lead agency responsible for organization and mobilization of this function during emergencies.
- 3. Each local government will:
 - Identify a point of contact for implementation.
 - Initiate response to emergencies and activate a local on-scene command post as necessary.

- Establish, maintain contact with DEM.
- Develop and maintain local emergency procedures.
- Provide adequate communications capabilities.
- Maintain a constant schedule of training, testing, and maintenance for manpower, equipment, supplies.

B. Spokane Department of Emergency Management.

If local government capabilities are exceeded, support may be available upon request through the Spokane Department of Emergency Management (DEM) from the following departments/agencies that comprise the emergency organization for this function:

Primary:

1 Spokane DEM

- Designated by interlocal agreement to serve as lead agency for this function.
- Ensure development of and maintains the Comprehensive Emergency Management Plan (CEMP).
- Provide coordination among local, state, federal, private and volunteer organizations.
- Maintain liaison with neighboring jurisdictions.
- Identifies necessary human services facilities for emergency use.
- Ensure a functional ECC.
- Monitor the situation for ECC activation.
- Activate ECC when necessary.
- Advise elected officials, departments and agencies of government and other non-government relief agencies regarding the nature, magnitude and effects of the emergency.
- Assist jurisdictions with preparing Emergency Proclamations.
- Coordinate requests for emergency assistance.
- Ensure the county Emergency Alert System (EAS) is functional.
- Establish and maintain a public information center within the ECC.
- Develop and maintain appropriate current emergency public information material in support of emergency public protection actions.
- Disseminate emergency information and instructions to the general public, and coordinates implementing actions of departmental public information officers.
- Develop and maintain a current personnel roster for ECC staffing.
- Orient and train the ECC staff and at least annually conducts an exercise of this CEMP.
- Review the CEMP annually and update as necessary. The update shall take into account changes identified by tests, exercises and actual events.
- Forward CEMP updates and changes to all organizations and individuals identified as having responsibility for implementation.

Support:

3. Departments/Agencies, All.
 - Are part of the emergency management organization as outlined in this plan.
 - Perform functions in the ECC or on-scene as assigned.

CONCEPTS OF OPERATIONS.

A. GENERAL.

1. The Spokane DEM is the lead agency for facilitating coordination among local, state, federal and private sector agencies and groups within Spokane County.
2. During a full ECC Activation, all ECC representatives are expected to coordinate directly with their functional counterparts in the local/state/federal government, and private sector.
3. Local jurisdictions, including Spokane County, the cities and towns, fire, school, utilities and other special districts, will be encouraged to be part of this system to bring together what will be needed to respond to an emergency event or disaster.

B. ORGANIZATIONAL LEVELS. (See Attachment 1, organizational Levels chart.)

1. Emergency Management System consists of three organizational levels, which are activated as necessary:
 - a. Field Response Level is comprised of first line responders representing their respective agencies.
 - b. Local Jurisdiction Level is comprised of a political subdivision (cities/towns) and special districts (utilities, schools, fire, etc.). These entities are responsible for carrying out their responsibilities within their respective boundaries.

The County level is not a single political subdivision rather a special purpose organization created to accomplish specific tasks during times of emergency. The Spokane Department of Emergency Management (DEM) will be the lead agency in the development and operation of the Emergency Coordination Center (ECC). It will be utilized as needed for any multi-agency or multi-jurisdictional responses.

C. STANDARDIZED MANAGEMENT METHODS.

1. Field response personnel, local jurisdictions, and the operational area, will use the Incident Command System (ICS) in their emergency management environment, which is usually an incident command post (ICP) and the emergency coordination center (ECC), if

deemed necessary. ICS provides standardized procedures and terminology, a unified command structure, a manageable span-of-control, and an action planning process which identifies overall incident response strategies and specific tactical actions.

Through improved communications within the County, resource and facility requests and deployment can be better coordinated. Collecting, processing and sharing damage assessment situation status and other intelligence information will maximize the efficiency and effectiveness of response efforts.

D. EMERGENCY SUPPORT FUNCTIONS (ESFs).

1. Response to and recovery from emergencies and disasters begins with performance of Emergency Support Functions (ESFs). ESFs represent groupings of types of assistance activities that citizens are likely to need in times of emergency or disaster.
2. A lead agency/department for each ESF has been identified as the agency/department with Primary Responsibility. The lead agency/department is responsible for identifying the resources (support agencies) within the ESF that will accomplish the mission, and will coordinate the resource delivery.
3. Emergency Functions assigned to the various jurisdictions—agencies and organizations involved in emergency and disaster response—will generally parallel their normal day-to-day functions.

E. MUTUAL AID.

1. Incidents frequently require responses that exceed the resource capabilities of the affected response agencies and jurisdictions. When this occurs other agencies, local jurisdictions, and the state provide mutual aid. Mutual Aid is intended to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

F. DIRECTION AND CONTROL.

1. General.
 - a. The Chief Elected Official (CEO) of the local government in whose jurisdiction the emergency occurs will exercise direction and control activities within that jurisdiction. CEO will coordinate with the DEM who is responsible for implementing the CEMP. Each jurisdiction shall establish Standard Operating Guidelines (SOGs) to control and direct response actions. In cases where local resources to contend with an emergency do not exist or

have been depleted, the affected CEO, in coordination with the DEM, should request state aid through the state EOC.

- b. The CEO of the local government may declare a “State of Emergency” to expedite access to local resources needed to cope with the incident. If the needed response exceeds these local capabilities, a disaster has occurred. The CEO may, by emergency proclamation, use local resources and employees as necessary, and alter functions of departments and personnel, as necessary. If the situation is beyond capability of department/agencies/organizations within the jurisdiction, a request for state and/or federal assistance may be in the original proclamation, or included in a second proclamation presented to the Governor through the Washington State Department of Emergency Management. These request are processed through the Spokane DEM.
- c. During emergency operations the DEM is responsible for the proper functioning of the ECC. The DEM also acts as a liaison with state and federal emergency agencies, and neighboring counties.
- d. The Emergency Coordination Center (ECC) is the central point for managing emergencies as defined within the ECC guidelines (See Attachment). The purpose of this central point is to ensure harmonious response when the emergency involves more than one political entity and several response agencies. Coordination of services will be through the ECC Manager and Section Chiefs to provide for the most efficient management of resources.
- e. Specific persons and agencies are responsible for fulfilling their obligations as presented in the Basic Plan and Emergency Function Annexes. Department/agency heads will retain control over their employees and equipment. Each department/agency shall develop Standard Operating Guidelines (SOGs) to be followed during response operations.
- g. Department/agency heads and other officials legally administering their office may perform their emergency function(s) on their own initiative if, in their judgment, the safety or welfare of citizens are threatened. The DEM should be notified as rapidly as possible.
- h. During an ECC activation, emergency services will be represented in the ECC by Branch Coordinator, who will coordinate their activities under the supervision of the ECC Manager.

2. Local Governments: Direction and Control.

The response organization of a local government is the responsibility of the Chief Elected Official (CEO). It consists of all agencies and resources of that local government and applicable volunteer and private resources. The CEO may, by emergency proclamation, use the jurisdiction's resources and employees as necessary, and alter functions of departments and personnel as necessary. If "outside" resources are needed, the request will be through the DEM or ECC. Resources made available to the local government will be under the operational control of the CEO or his designee. When the resource mission is completed, the DEM/ECC will be notified, and the resource returned for other assignment.

3. Spokane Department of Emergency Management: Direction and Control.

- a. The DEM is responsible for the coordination of emergency management System activities within Spokane County.
- b. DEM's responsibility for the preparation for, and carrying out of emergency functions to prevent/mitigate, prepare for, respond to, and recover from emergencies/disasters; and the authority for direction and control of the organization, administration and operation of the emergency management program is found in the state law, as amended, and the Inter local agreement (See Policies and Authorities in the Basic Plan), as amended.
- c. All local government departments (divisions)/agencies are part of the emergency management system as outlined in this plan. This plan will be utilized to guide response to emergencies/disasters or the imminent threat.

4. Emergency Coordination Center (ECC) - Activation.

a. Although the field incident command system is an outstanding way of managing manpower, resources and logistics on scene at an emergency or disaster incident, it should not be considered sufficient in and of itself to handle all management aspects of a disaster or emergency. Anytime a disaster or emergency situation goes beyond the capability of a single jurisdiction, or requires multiple agencies or departments, the activation and use of the ECC shall be considered.

b. The Emergency Coordination Center (ECC) is an essential tool for successful response and recovery operations. With decision and policy makers located together, personnel and resources can be used efficiently. Coordination of activities will ensure that all tasks are accomplished, minimizing duplication of efforts.

c. The ECC is the place where chief elected officials, major department heads and specialized resources will come together and handle community-wide policies, decisions, media relations, manpower and resource procurement. This is especially important when the damage or disaster strikes in several locations involving multiple jurisdictions, where several field command posts may be

established and when the sociological, political, and media impacts will be great. Coordination of activities will ensure that all tasks are accomplished, minimizing duplication of efforts.

d. Depending upon the severity and magnitude of the disaster, activation of the ECC may not be necessary, may only be partially required, or may require full activation. Partial activation would be dictated by the characteristics of the disaster and would involve only those persons needing to interact in providing a coordinated response.

e. When the decision is made to activate the ECC, the DEM staff will take action to notify and mobilize the appropriate organizations and operations centers which they are responsible for coordinating.

g. Departments (Divisions), agencies, organizations assigned to an ECC function, when notified, will:

- Call-up and dispatch their personnel to the ECC as per their Standard Operating Guidelines (SOGs).
- Activate and ensure their emergency communication systems are functioning, especially internally to their key personnel (as per their SOGs)
- Activate their SOGs and be prepared to carry out their responsibilities as indicated in this plan. Specific “how to” actions and tasking to perform indicated responsibilities are found within each department’s/agency’s SOGs.

h. When the ECC is activated, it is essential to establish a division of responsibilities between the incident command post and the ECC. It is essential that a precise division of responsibilities be determined for specific emergency operations. Common ECC tasks include:

- Assemble accurate information on the emergency situation and current resource data to allow officials to make informed decisions on courses of action.
- Work with representatives of emergency services, determine and prioritize required response actions and coordinate their implementation.
- Suspend or curtail government services, recommend the closure of schools and businesses, and cancellation of public events.
- Provide resource support for the incident command operations.
- Issue county-wide warning.
- Issue instructions and provide information to the general public.
- Organize and implement large-scale evacuation.
- Organize and implement shelter and mass arrangements for evacuees.
- Coordinate traffic control for large-scale evacuations.
- Request assistance from the state and other external sources.

7. Emergency Coordination Center (ECC) - Organization and Staffing. (See Attachment 2.)

Note: Complete ECC operational details, to include detailed job descriptions and checklists of tasks, are contained in the Emergency Coordination Center Standard

Operating Guidelines, and published separately.

8. Continuity of Operations.

- a. In an emergency there will be two levels of control. The first level of control will be at the scene of the incident. The second level will be at the ECC where overall coordination will be exercised
- b. In a single site emergency, the government body having jurisdiction will respond to the scene. The on-scene management will fall under the jurisdiction of the local department best qualified to conduct the response, recovery and control operations. The department's senior representative at the scene will become the on-scene incident commander and will be responsible for the overall response operations. The field incident commanders are local officials, usually fire or police officers. The local coordination and commitment authority for local resources is retained by the local elected officials, and delegated as appropriate.
- c. During widespread emergencies, decision-making authority and control of the emergency is retained by those that have statutory responsibility.

9. Facilities.

Incident Command Post.

When appropriate, an incident command post(s) will be established in the vicinity of the incident site(s). The incident commander will be responsible for directing the emergency response and managing the resources at the incident scene.

Department/Agency Operating Locations.

Each department/agency is directed to establish a primary location and alternate location from which to establish direction and control of its respective activities in an emergency or disaster. This may be from the ECC, or other location, depending upon the circumstances.

10. Reports.

County and Municipal departments are expected to complete and submit reports as required by Spokane DEM.

11. Records.

- a. Local departments are responsible for keeping records of the name, arrival time, duration of utilization, departure time and other information relative to the service of emergency workers, as well as documentation of the injuries, lost or damaged equipment, and any extraordinary costs.

b. Local governments have established administrative controls necessary to manage the expenditure made to support emergency operations. This is done in accordance with the established local fiscal policies and standard cost accounting procedures.

c. The Incident Command Post and the ECC shall maintain accurate logs recording key response activities.

d. For major emergencies or disasters, all departments and agencies participating in the emergency response shall maintain detailed of cost for emergency operations to include:

Personnel costs, especially overtime costs.

Equipment operations costs.

Costs for leased or rented equipment.

Costs for contract services to support emergency operations.

Costs of specialized supplies expended for emergency operations.

These records may be used to recover costs from the responsible party or insurers, or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or federal government.

ATTACHMENTS AND/OR REFERENCES.

A. ATTACHMENTS.

1. Emergency Coordination Center Plan (to be published)