

**EMERGENCY SUPPORT FUNCTION #5
EMERGENCY MANAGEMENT**

ANNEX COORDINATOR:

Emergency Management

PRIMARY AGENCY:

Emergency Management

SUPPORT AGENCY:

Assessor
Auditor
BOCC
Central Services
Community Planning & Economic Development
Coroner
Disaster Assistance Council
Emergency Management Council
Fire Agencies
Human Resources
Medic One
Prosecuting Attorney
Public Health and Social Services
Public Works
Sheriff
TCOMM 9-1-1
Treasurer

I. INTRODUCTION

A. Purpose

To define roles and responsibilities to support overall activities of Thurston County for incident management. Provide the core management and administrative functions in support of the Emergency Coordination Center (ECC), Disaster Policy Advisory Group (DPAG), Disaster Recovery Team, and other organizations as directed.

B. Scope

Emergency Support Function (ESF) 5 serves as the coordination ESF for all county departments and governmental/non-governmental/volunteer organizations across the spectrum of incident management from prevention and mitigation, to preparedness, response, and recovery. ESF 5 will be implemented jointly with other ESFs applicable to the emergency/disaster. ESF 5 coordinates emergency management prevention and mitigation, preparedness, response, and recovery activities as well as other support required to prepare for, mitigate from, respond to, and recover from an emergency or disaster.

II. POLICIES

- A. The Comprehensive Emergency Management Plan (CEMP) Basic Plan outlines policies related to the functions of emergency management in accordance with RCW 38.52 and Thurston County Code of Ordinances Title 3.
- B. Final responsibility for emergency management rests with the Board of County Commissioners (BOCC). Specific legal authority that affects emergency management is also held by the Sheriff (RCW 38.52 and 36.28.010), fire agencies (RCW 52), and the Public Health Officer (RCW 38.52 and 70.05). The BOCC will be kept informed by and provide direction to the Disaster Policy Advisory Group (DPAG) and ECC (as described in Support Annex A: Direction and Control of the CEMP) along with the Emergency Management Director and Emergency Management Manager.
- C. The Thurston County ECC will activate to coordinate ESF 5 and other Emergency Support Functions as necessary for operations and/or in support of field operations. The ECC will be organized as described in the Basic Plan. The minimum required Command and General Staff sections and Emergency Support Functions will be activated in an ICS/ESF matrixed organization structure as with the key positions identified in the Basic Plan, Direction and Control Annex, ECC procedures, and this Annex. The ECC will follow the principles and fundamentals of the National Incident Management System (NIMS) and Incident Command System (ICS). This will include the use of ICS forms and or ICS form formats as incorporated into WebEOC.
- D. The DPAG is responsible for coordinating policy issues and advising the BOCC during a disaster. Members will meet at the request of the BOCC, County Manager or Director of Emergency Management to address specific needs and policy issues that may arise. The DPAG membership is flexible to include representation from those departments or agencies that are affected by the emergency or disaster, and generally includes the following individuals or their designees:
 - County Manager
 - Department Directors
 - Public Health Officer
 - County Public Information Officer
 - Chair of the Thurston County Fire Chiefs Association
 - Disaster Assistance Council representative
 - Emergency Management Manager
 - Others as directed by the BOCC, County Manager, and/or Director of Emergency Management
- E. The Disaster Recovery Team will coordinate the county's recovery and restoration activities and identify and recommend appropriate mitigation strategies. The Disaster Recovery Team consists of members of the DPAG and other community representatives as selected by the Director of Emergency Management. The team will be chaired by the County Manager or designee.
- F. ESF 5 may be coordinated with other jurisdictions in Thurston County through the Thurston County Emergency Management Council. The Emergency Management Council (EMC) is a coordinating organization for emergency

management composed of the Emergency Management Directors for Thurston County, cities of Olympia, Lacey, Tumwater, Yelm, Tenino, Rainier, Town of Bucoda, Chehalis Indian Tribe, and Nisqually Indian Tribe. The EMC is established by the Interlocal Cooperative Agreement for Thurston County Emergency Management Council. Intergovernmental coordination is discussed in Support Annex D: Intergovernmental Coordination.

III. SITUATION

A. Emergency/Disaster Conditions and Hazards

Refer to Hazards and Disaster Conditions (Section II.A.) of the Basic Plan.

B. Planning Assumptions

1. Thurston County Emergency Management Division, and the ECC when activated, will coordinate ESF 5: prevention and mitigation, preparedness, response, and recovery activities.
2. The ECC is activated at various levels to optimize coordination and communications.
3. Notification or communication from the ECC could be delayed or disrupted due to the extent of an emergency or disaster.
4. Major highways, overpasses, bridges, roads, or ECC facilities may be damaged. Alternate routes or methods of transportation may be needed for key personnel to respond to the ECC. An alternate ECC may be established when different location(s) and communication network support for these facilities are available.
5. Information, particularly initial information, may be ambiguous, conflict with information from other sources or with previous information from the same source, or be limited in detail.
6. Information collection may be hampered due to damage to telecommunications systems, telecommunications overload, damage to infrastructure, and other factors.
7. County departments and elected offices should have continuity of operations plans to perform identified essential functions. Continuity plans should provide for actions to resume identified essential functions within 12 hours of a continuity event and up to 30 days.
8. County departments, businesses, and citizens should be self-sustaining for the first 72 hours of any emergency or disaster at a minimum. Citizens are encouraged to keep two weeks of supplies in their homes.

IV. CONCEPT OF OPERATIONS

A. General

Thurston County Emergency Coordination Center. Thurston County Emergency Management (TCEM) will monitor threatening situations, determine if and when to activate the ECC and notify appropriate staff. TCEM shall also designate activation staff for when disaster strikes with little or no warning. In such an event, available designated staff members shall attempt to contact the Duty Officer or ECC to determine staffing needs. When a major disaster has disrupted communication systems to such an extent that communication is impossible,

designated staff should proceed directly to the ECC and activate the facility in accordance with ECC standard operating procedures.

The primary ECC is located in Building E of the Tilley Public Works Campus at 9521 Tilley Road SW, Olympia, WA 98512. Refer to *Attachment 1* for the layout diagram of the primary ECC. If the primary ECC facility is unusable or inaccessible for any reason, the County's alternate ECC is located at the Emergency Services Center / TCOMM Communications Center building at 2703 Pacific Avenue, Olympia, WA 98501. Use of the alternate ECC would require setup of prepositioned equipment and equipment brought by Emergency Management staff. Refer to *Attachment 2* for the layout diagram of the alternate ECC. Remote or mobile ECCs may be established as needed to respond to an emergency situation and bring services to affected populations.

To optimize coordination and communications, ECC activation shall be at the lowest level necessary to adequately respond to a hazardous incident. The following ECC activation levels are defined:

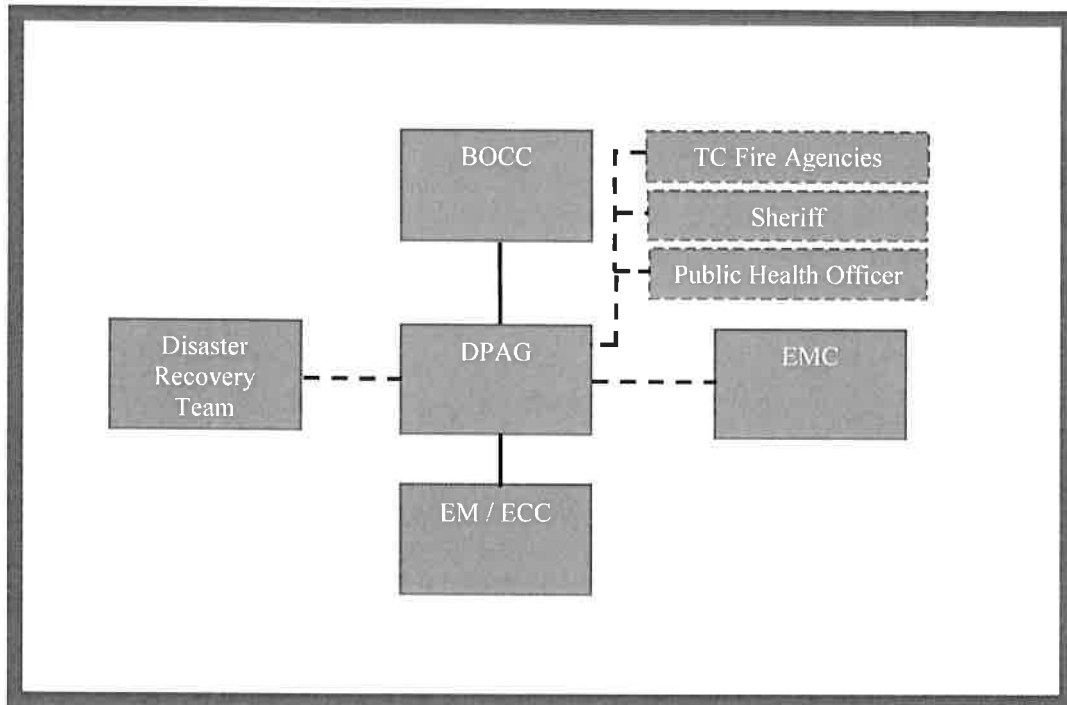
- Level III – Routine Operations and Low Impact Emergencies. Generally operating normal business hours with Emergency Management Division staff on call after hours through notification by TCOMM 9-1-1 or the State Emergency Operations Officer.
- Level II – Medium Impact Disaster. Enhanced operations and staffing level. Expanded hours or 24-hour operations.
- Level I – High-Impact Disaster. Full operations and staffing with County departments and support agency representatives. 24-hour or expanded hours of operations.

B. Organization

Day-to-day ESF 5 actions are performed by Thurston County Emergency Management staff during normal operating hours. An after-hours duty officer is assigned that can be contacted by TCOMM or the State Alert and Warning Center for emergencies.

Figure 1 illustrates the organization of ESF 5 in Thurston County. The relationships of the entities depicted were described in “Section II. Policies”.

Figure 1: ESF 5 Organization



Attachment 3 illustrates and describes the organization of the Thurston County ECC at a Level 1 Full Activation. The ECC organization is modular in that not all positions need to be activated. When a position is not staffed, that position's function is performed by the next staffed level. For example, a section chief would perform all the functions of the section if subordinate positions are not staffed. If a Command and General Staff position is not staffed, that function would be performed by the ECC Manager. The composition of the ECC team may also vary depending on the nature and complexity of the incident or situation.

Refer to *Attachment 3* for general descriptions of the ECC sections depicted on the organization chart. Detailed information is provided in the Thurston County ECC Standard Operating Procedures.

When appropriate, Thurston County departments may activate a Departmental Operations Center. Thurston County Emergency Management will provide support, as requested, (e.g. requesting a state mission number, processing an emergency declaration, requesting resources), that may not require an increase in the ECC activation level.

C. Procedures

Procedures for the implementation of specific aspects of this plan are contained in separate standard operating procedures and other component plans of the CEMP (e.g. Duty Officer Procedures Manual, ECC Procedures Manual, CEMP Basic Plan, Support Annex A: Direction and Control, Support Annex C: Financial Management). This plan addresses Emergency Management in all mission areas

across the incident spectrum. Therefore, many activities are implemented on a day-to-day operational basis.

Procedures for activation of the ECC and triggers for consideration of changes in the ECC activation level are described in *Attachment 4*.

D. Prevention and Mitigation Activities

Thurston County, as a member of the Thurston County Emergency Management Council (EMC), participates in the development of the *Hazard Mitigation Plan for the Thurston Region*. This multijurisdictional hazards mitigation plan includes 17 jurisdictions and special purpose districts in the 3rd edition promulgated in 2017. Thurston County EMC is the steward for the *Hazards Mitigation Plan for the Thurston Region*. The EMC assumes the lead role for maintaining the plan and promoting its relevancy among the plan stakeholders as well as annual evaluation of the plan.

Thurston County is the lead to facilitate the development and consolidation of the Unincorporated Thurston County Annex. Individual jurisdictions are responsible for their specific annexes. Thurston County Emergency Management is responsible for tracking the mitigation actions, plan process details, and completion of actions for unincorporated Thurston County and the countywide initiatives annexes. The plan also includes the hazard profiles and risk assessment of each participating jurisdiction. The Community Planning & Economic Development (CPED) Department leads activities for county participation in the National Flood Insurance Program (NFIP) and Community Rating System (CRS). Refer to the Hazard Mitigation Plan for the Thurston Region for specific information on the mitigation strategy, community profiles, risk assessment, and plan review, adoption, implementation, evaluation, and maintenance.

E. Preparedness Activities

Preparedness activities consists of planning, equipping, training and exercising during the pre-incident phase. Thurston County preparedness activities include:

- Identifying and determining the County's vulnerability to selected hazards
- Developing and maintaining the Comprehensive Emergency Management Plan (CEMP)
- Developing and maintaining an effective exercise program
- Subject to BOCC approval, negotiating mutual aid and inter-local agreements to support disaster operations
- Identifying and typing resources
- Developing a disaster communications capability
- Maintaining an emergency worker registration system
- Developing plans for managing volunteer resources
- Establishing, training, maintaining, and identifying staff for a primary and alternate ECC

- Developing and maintaining an effective public information and media liaison program
- Developing, maintaining and administering a disaster preparedness training program to include training and education for individuals, families, neighborhoods, civic and volunteer organizations, businesses, and government entities.

F. Response Activities

Many of the response activities are covered in the Basic Plan and other Emergency Support Function (ESF) Annexes. The communication and coordination of activities by other ESFs are accomplished by activation of those ESFs and *ESF 5: Emergency Management*. Coordination may be accomplished at any and all levels of ECC activation. Refer to response activities in the Basic Plan Section II.B.2. Response activities included in this annex are:

1. Warning and Notification. Warning and notification of the public and senior county management of impending dangers and protective actions. These notifications may be provided by the Thurston County Alert & Notification System, Social Media, News Releases, or initiation of the Emergency Alert System (EAS). Notifications may also be provided by the National Weather Service (NWS).
2. Assessment. Assessment begins with Emergency Management staff or the after-hours duty officer and continues in the ECC if the situation escalates. Assessment is a continuous process with members of both the public and private sector contributing to situational awareness. The information and common operating picture is shared by consolidation into standardized reports such as Snapshots (as relevant), Situation Reports (issued for each operational period), conference calls (held at least once daily with EMC members), Operational Briefings conducted within the ECC (at least once during an operational period), and public information briefings held with the media as needed.
3. Transition from duty officer or normal operating staff. Refer to the Basic Plan Section III.B.2 and Attachment 4 of this Annex. When an incident is assessed by Emergency Management staff, or the after-hours duty officer, to meet pre-identified triggers for ECC activation, recommendation for ECC activation will be made to the County Manager by the Director of Emergency Management. When the impact of the incident is severe and the Director of Emergency Management is not available, the after-hours duty officer will make the recommendation directly to the County Manager. The duty officer will be the initial ECC Manager for after-hours activation of the ECC until they are relieved and reassigned by more qualified personnel.

The ECC Manager for the initial operational period will request a mission number from the State Alert and Warning Center, create the incident in

WebEOC, place a call out to initial staff, and prepare an ICS 201 Incident Briefing Form. The ICS 201 will include the incident name, date/time initiated, an initial incident map, current situation, initial response objectives, current and planned strategies and tactics, current organizational staffing, and a resource summary. The ICS 201 will be briefed to initial staff by the ECC Manager when the ECC becomes operational.

The notification process to neighboring jurisdictions and County leaders regarding a local incident will be made to BoCC, County elected officials, County Manager, and department directors; the jurisdictional representatives on the Emergency Management Council (EMC); neighboring Counties; and members of Homeland Security Region 3 through dissemination of the ICS 201 Initial Briefing for the initial operational period, as well as ICS 209 Situation Reports, Issue Alerts and Snapshot Reports for subsequent operational periods.

4. Process for Incident Information Collection. Emergency Management, or the ECC when activated, will collect consolidate, analyze, repackage, and distribute information to provide situational awareness and share a common operating picture during an incident. When the ECC is activated, this function will be the responsibility of the Situation Unit of the Planning Section. The Public Information Officer and JIS/JIC (when activated) will also collect, package, and distribute information to the media and public. The PIO and Situation Unit will collaborate closely to share information acquired from different sources and to validate situational information.

Information may be collected and distributed using a variety of tools. This may include the Thurston County Alert and Notification System, Emergency Alert System (EAS), WebEOC, radio (800 MHz and amateur radio), Thurston County Issue Alerts, email, social media, telephone system, cell phones, satellite phones, Government Emergency Telephone System (GETS), and Wireless Priority System (WPS). Information products may include Situation Reports, Snapshots, conference calls, media briefings, web postings, WebEOC boards, and social media postings. Information may be received and shared anytime during an incident. The operational rhythm will determine regular intervals for formal information sharing by scheduling times for receipt of situational information, situation briefings, and distribution of the ECC Situation Report during each operational period.

5. Declaration of a Local Emergency. Refer to Support Annex A: Direction and Control, Section IV.A.3. A draft resolution will be prepared by Emergency Management or ECC staff. If and when warranted, the Emergency Management Manager or ECC Manager will recommend to

the Director of Emergency Management that a local emergency be declared.

6. Deactivation/Transition Procedures. The ECC Manager will deactivate the ECC staff as circumstances allow and the ECC will return to its normal level of operations. Deactivation should occur when the incident no longer needs the support and coordination functions provided by the ECC staff or those functions can be managed by individual organizations under normal operation coordination mechanisms. The ECC may phase deactivate depending on mission needs. The ECC staff must complete resources demobilization and transfer any ongoing incident support and/recovery activities before deactivating. An ECC after action review and improvement planning will be included as part of the deactivation planning process. The Emergency Management Manager is responsible to ensure completion of an After Action Report/Improvement Plan within 60 days after the ECC is deactivated. An after action review will be conducted by the EMC 60 to 80 days following a Federal Disaster Declaration or a significant emergency event that occurred within the planning area.

G. Recovery Activities

Recovery activities will overlap with response activities. Planning for recovery should begin when the response starts. During the response phase of an incident, the ECC will coordinate with ESF 14 to initiate planning for recovery activities.

1. Preliminary Damage Assessment (PDA). The ECC will coordinate with State/FEMA PDA teams to provide locations to be assessed and support to the PDA teams for Individual Assistance / Public Assistance (IA/PA). Thurston County Emergency Management will collect and consolidate preliminary data countywide for IA and PA. Refer to Support Annex C: Financial Management Section IV.F.3 for IA and Small Business Administration (SBA) Disaster Loan Program activities. Refer to Support Annex C Section IV.F.2 for the Public Assistance Program activities.
2. Locating a Disaster Recovery Center (DRC). At least one DRC will be needed for situations where a presidential disaster has been declared for IA. Emergency Management, or the ECC when activated, will plan for locations of Disaster Recovery Center(s) in proximity to the affected populations to provide accessibility to recovery assistance and processing. DRCs are normally staffed by federal program staff and may be augmented by state and local agencies or non-profits with assistance capabilities related to the emergency.
3. Coordination of Non-Profit Organizations. Coordination with Non-Profit Organizations may be accomplished through the Human Services Branch of the Operations Section when that branch of the ECC is activated. The

Disaster Assistance Council (DAC) consists of many countywide non-profit organizations providing services. The DAC is the Thurston County version of Community Organizations Active in Disasters (COAD). Emergency Management is a member of the DAC and will also use the DAC to coordinate with non-profit organizations.

4. Debris Management. Debris Management activities will be coordinated through ESF 3. The Thurston County Debris Management plan will be a support plan for the ESF 3 Annex: Public Works and Engineering.

V. RESPONSIBILITIES

A. Primary Agencies

Thurston County Emergency Management:

1. Shall monitor threatening situations, determine if and when to activate the ECC and notify appropriate staff.
2. Shall designate activation staff for when disaster strikes with little or no warning.
3. Shall ensure the equipping and maintenance of the primary and alternate ECC sites.
4. Compile, analyze, and collate critical information to provide situational awareness and a common operating picture.
5. Prepare a local declaration of emergency in accordance with Thurston County Code of Ordinances Title 3.
6. Develop ECC Incident Action Plans for operational periods during Level I and II activations.
7. Coordinate local recovery activities and provide required data/documentation to State and Federal authorities.

B. Support Agencies

All County elected offices, departments, and non-governmental organizations:

1. Perform all responsibilities identified in the CEMP Basic Plan and all applicable CEMP Support Annexes and ESF Annexes in support of county response and recovery operations,
2. Provide trained and experienced personnel to staff the ECC and departmental EOCs, as needed, to support county emergency management activities.
3. Identify staff liaisons or points of contact to provide technical and subject-matter expertise, data, advice, and staff support for operations falling within the scope of each department.
4. Maintain current plans and/or procedures for how each department will execute support functions they are responsible for and provide continuity of government during emergencies and disasters.
5. Participate in and provide contributions to the ECC Incident Action Plan (IAP).

6. Collect, consolidate, and report critical information on staff activities, field operations, and department activities supporting ECC response and recovery activities.
7. Participate in the damage assessment and recovery processes, as appropriate.
8. Track disaster related expenditures and report to the ECC Administration/Finance Section.
9. Participate in After Action Reviews (AARs).
10. Participate in training and exercises to validate emergency plans.

VI. RESOURCE REQUIREMENTS

Implementation of this plan will require the identification and maintenance of a facility and equipment for both a primary and alternate ECC.

VII. REFERENCE AND SUPPORT PLANS

- A. Hazard Mitigation Plan for the Thurston County Region 3rd Edition (2017)
- B. National Response Framework
- C. Public Law 93-288 (Stafford Disaster Relief Act)
- D. Revised Code of Washington (RCW) 36.28, County Sheriff
- E. Revised Code of Washington (RCW) 70.05, Local Health Departments, Boards, Officers - Regulations
- F. Revised Code of Washington (RCW) 38.52, Emergency Management
- G. Thurston County Comprehensive Emergency Management Plan Support Annex A: Direction and Control
- H. Thurston County Comprehensive Emergency Management Plan Support Annex C: Financial Management
- I. Thurston County Comprehensive Emergency Management Plan Support Annex D: Intergovernmental Coordination
- J. Thurston County Duty Officer Procedures Manual
- K. Thurston County Emergency Coordination Center (ECC) Procedures
- L. Thurston County Ordinance Title 3, Emergency Management
- M. Washington State Comprehensive Emergency Management Plan

VIII. TERMS AND DEFINITIONS

AAR – After Action Review or After Action Report

Basic Plan – The basic plan is the plan component of the CEMP that provides an overview of the jurisdiction’s emergency planning strategies. It describes expected hazards, outlines agency roles and responsibilities, and explains how the jurisdictions keeps the plan current. Functional annexes focus on the missions for specific emergency support functions.

BOCC – Board of County Commissioners

COAD – Community Organizations Active in Disaster.

CEMP – Comprehensive Emergency Management Plan

Command & General Staff – In the Incident Command System, Command Staff is defined as the Public Information Officer, Safety Officer, and Liaison Officer

positions reporting directly to the Incident Commander (in the context of this annex, the ECC Manager). The General Staff is the group of incident management personnel organized according to function and reporting to the Incident Commander (ECC Manager in this annex). The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance / Administration Section Chief.

Continuity Plans – Plans that provide the efforts to ensure the capability exists to continue essential component functions across a wide range of potential emergencies that could disrupt normal operations.

CPED – Community Planning & Economic Development Department of Thurston County.

CPOD – Community Points of Distribution.

CRS – Community Rating System. CRS recognizes and encourages community floodplain management activities that exceed the minimum National Flood Insurance Program (NFIP) standards. Depending on the level of participation, flood insurance premium rates for policyholders can be reduced.

DAC – Disaster Assistance Council

Disaster Recovery Team – A group of individuals responsible for establishing and maintaining recovery procedures and coordinating recovery processes and functions after a major disaster.

DPAG – Disaster Policy Advisory Group

EAS – Emergency Alert System

ECC – Emergency Coordination Center.

EM – Emergency Management

EMC – Emergency Management Council

ESF – Emergency Support Function. A grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help communities recover following incidents.

FEMA – Federal Emergency Management Agency

GETS – Government Emergency Telecommunications Service. Provides national security and emergency preparedness entities priority use in situations when the landline network is congested and the probability of completing a call is reduced.

IA – Individual Assistance. Assistance provided by FEMA to individuals and families who have sustained losses due to disasters.

ICS – Incident Command System

ICS 201 Incident Briefing Form – An ICS form that provides basic information regarding the incident situation and the resources allocated to an incident. In addition to a briefing document, the ICS 201 also serves as an initial action worksheet.

ICS 209 Situation Report – An ICS form used for reporting information on significant incidents. The ICS 209 form contains basic information elements needed to support decision making and gain situational awareness.

JIS/JIC – Joint Information System/Joint Information Center. The JIS integrates incident public affairs into a cohesive organization to provide consistent,

coordinated, accurate, accessible, timely and complete information during incident operations. A JIC is the central location that facilitates operation of a JIS.

NFIP – National Flood Insurance Program. A federal program that enables property owners in participating communities to purchase insurance protection, administered by the government, against losses from flooding.

NIMS – National Incident Management System

NWS – National Weather Service

PA – Public Assistance. FEMA program providing supplemental federal disaster grant assistance for debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly –owned facilities, and the facilities of certain private non-profit organizations.

PDA – Preliminary Damage Assessment

PIO – Public Information Officer

SBA – Small Business Administration

Small Business Administration (SBA) Disaster Loan Program - The Small Business Administration's (SBA) disaster loans are the primary form of Federal assistance for the repair and rebuilding of non-farm, private sector disaster losses.

TCEM – Thurston County Emergency Management

TCOMM 9-1-1 – Thurston Communications 9-1-1. A non-profit intergovernmental corporation providing 9-1-1 service to all citizens within Thurston County and providing dispatch services to all law enforcement, fire service and medic one agencies within Thurston County.

TCSO – Thurston County Sheriff's Office

WebEOC – Web-based crisis information management software, which provides emergency response teams, decision-makers and organizations with real-time access to critical information that can be simultaneously shared during the planning, response and recovery phases of an event.

WPS – Wireless Priority Service provides National Security / Emergency Preparedness personnel priority access and prioritized processing in all nationwide and several regional cellular networks, greatly increasing the probability of call completion.

IX. ATTACHMENTS

Attachment 1: Primary ECC Layout

Attachment 2: Alternate ECC Layout

Attachment 3: Thurston County ECC Section Descriptions

Attachment 4: ECC Activation