

REGIONAL DISASTER PLAN FOR PUBLIC AND PRIVATE ORGANIZATIONS IN KING COUNTY WASHINGTON

Version: October 12, 2006

I. Introduction

Purpose

The purpose of the King County Regional Disaster Plan (RDP) is to provide a framework whereby cooperative relationships can be formed among public, private, tribal and non-profit organizations. This plan and the relationships it develops are intended to facilitate the cooperative regional effort of responding to the effects of natural, technological and human caused emergencies.

This RDP, developed in a similar format to the National Response Plan, is to establish the architecture for a systematic, coordinated, and effective response to multi-agency, multi-jurisdictional emergencies and disasters that occur within the geographic boundaries of King County, Washington.

The plan:

- defines common assumptions and policies,
- establishes a shared concept of operations,
- pre-assigns functional responsibilities to appropriate disciplines, private and nonprofit organizations, and government agencies and jurisdictions.

Through the implementation of this plan, the resources and capabilities of the public, private, tribal and non-profit sectors can be more efficiently utilized to minimize the loss of life and property and to protect the environmental and economic health of King County.

Scope and Applicability

RDP Scope. This plan is limited in scope. It addresses response activities in those events where normal emergency response processes and capabilities become overtaxed, or where there is a need for regional coordination of response operations due to the complexity or duration of the event(s).

RDP Applicability. This plan may apply to all public, private, tribal and non-profit entities in geographic King County. As a cooperative endeavor, any private business, nonprofit organization, government agency or special purpose district can choose to be a signatory and participate with this plan. The RDP is an all-hazards response plan, it applies to any event that concurrently challenges multiple jurisdictions or multiple disciplines.

The RDP “Basic Plan” focuses exclusively on disaster *response*. The plan does, however, provide a framework for future, coordinated efforts to address regional mitigation, preparedness, and recovery issues.

Relationships with other counties and neighboring jurisdictions are not specifically included in this plan, though they may be included in future revisions.

National Incident Management System (NIMS)

The King County Regional Disaster Plan and zone coordination efforts will follow the National Incident Management System (NIMS) in its entirety using the Incident Command System principles as mandated in RCW 38.52.070.

The RDP, using (NIMS), establishes mechanisms to:

- Improve coordination and integration of King County, local jurisdictions, public, private-sector, tribal and non-profit organization partners;
- Maximize efficient utilization of resources needed for effective incident management and Critical Infrastructure/Key Resources (CI/KR) protection and restoration;
- Improve incident management communications and increase situational awareness across jurisdictions and between the public and private sector;
- Facilitate emergency mutual aid and King County support to local jurisdictions and the private sector;
- Facilitate interaction with Washington State, other counties, and federal agencies.

Incident Management Activities

This RDP focuses on those activities that are directly related to an evolving incident or potential incident. Examples of incident management actions from a regional perspective include:

- Activating the King County Regional Communications & Emergency Coordination Center (King County ECC)
- Increasing region-wide incident awareness

- Alerting regional public, private, tribal and nonprofit partners
- Notifying Washington State Emergency Management

Authorities

In recognition of the many natural, technological and human caused disasters that could possibly affect King County, this plan is developed under the authority of- King County Council Motion #10566 and consistent with those listed in Appendix 4: References of this document.

An Omnibus Legal and Financial Agreement has been developed (as a separate document) to provide the legal platform for resource sharing among participating organizations.

The Washington State Fire Resource Mobilization Plan provides for mobilization and mutual use of firefighting resources in response to a fire or other disaster which overwhelms local and mutual aid resources. The elements of this Regional Disaster Plan are designed to work in conjunction with the operational elements of the State Fire Mobilization Plan.

Key Concepts

A key concept of the Regional Disaster Plan is systematic and coordinated incident management as described in the National Incident Management System (NIMS) and the Incident Command System including:

- Incident reporting
- Coordinated action
- Alert and notification
- Mobilization of King County and Zone resources to augment existing local public, tribal and private partner needs
- Support of crisis and consequence management functions as required

Activation

Activation of this plan may be for an intense, localized event, or a widespread regional or catastrophic event. The RDP is intended to be activated in conjunction with other state and local emergency plans. Mutual Aid Agreements are still the “first line of defense” for plan participants. Where mutual aid may be unavailable, the Plan defines the legal and financial ground rules for resource sharing among plan participants.

Incorporated jurisdictions in King County are mandated by RCW 38.52.070 to perform emergency management functions within their jurisdictional boundaries.

Although special purpose jurisdictions and private businesses are not mandated under RCW 38.52, this plan allows such entities to participate in this regional response plan.

Functionality

The functionality of this plan depends on the internal zone relationships of the participants and their ability to communicate, coordinate, and cooperate both within and across discipline (specific groups such as fire, police, public works) and jurisdictional boundaries.

Limitations

The Regional Disaster Plan is a voluntary agreement among participating organizations, and as such, no participating organization has “control” or authority over another participating organization except where stated elsewhere in federal, state or local laws.

This agreement forges new territory as a cooperative agreement among public and private organizations, and as such, may not have completely anticipated the issues in public/private cooperation and resource sharing. During simulations, exercises, or real disaster, interactions may occur that illustrate shortcomings in the design that would require modifications or clarifications in this plan.

In a situation where the King County ECC cannot perform the duties outlined in this plan, those duties could be assumed by an unaffected Zone or by the Washington State EOC.

This plan is an attempt to create a shared concept for how individual, autonomous private and nonprofit organizations, and government agencies and jurisdictions will work together in times of extreme emergency or disaster.

To be effectively implemented, this Plan will:

- Encourage the training of key personnel of signatory organizations and establishment of an exercise program to test Plan concepts as outlined in the Training & Exercise Appendix,
- Maintain voluntary Plan implementation status among public, private, tribal and nonprofit organizations for cooperative regional disaster and emergency response,
- Encourage adoption and endorsement by major employers, non-profit public service organizations, and privately held utility providers, and
- Emergency plans of signatory organizations should reflect the voluntary implementation of the Regional Disaster Plan.

Signatories to this plan will make every reasonable effort to prepare for their responsibilities of this plan in the event of an emergency or disaster. However, all

resources and systems are vulnerable to natural, technological and human caused disaster events and may be overwhelmed. Signatories can only attempt to respond based on the situation, information and resources available at the time.

There is no guarantee implied by this plan that a perfect response to an emergency or disaster incident will be practical or possible. The Signatories of this plan including their officials and employees shall not be liable for any claim based upon the exercise of, or failure to exercise or perform a public duty or a discretionary function or duty while carrying out the provisions of this plan.

II. Planning Assumptions & Considerations

- Emergency response and basic lifeline resources and services may be limited in a regional disaster, while injuries and the need for emergency services will be at an increased level.
- Provisions for basic human needs (food, water, and supplies for sanitation and shelter) may be in short supply or unavailable.
- Private employers, nonprofit organizations, government agencies and special purpose districts will commit all available resources to address their internal organizational and jurisdictional challenges before supporting a wider regional response. As those respective resources become available, those resources will be put into the system for use by requesting agencies and organizations.
- Unaffected, or minimally affected, groups will be willing – and more available - to help others when disaster strikes.
- Plans and mechanisms for “back filling” services and resources will encourage the sharing and movement of resources to those who need them most.
- Certain infrastructure failures are probable during disasters, requiring a reliance on emergency communications, creating a demand for mass care services, and presenting challenges to emergency service delivery.
- Transportation routes may be blocked for days or weeks.
- The availability of emergency services will be contingent on the nature and scope of the event.
- Private businesses, nonprofit organizations, government agencies, tribes and other jurisdictions that have responsibilities under this regional disaster plan will develop appropriate internal plans and capabilities for their own disaster operations (see: “Assignment of Responsibilities” section).

III. Roles and Responsibilities

ALL: Participating Agencies and Organizations

In preparation for an event should:

1. Develop a capability to take care of their own employees and internal functions so that they can reliably carry out their critical functions and services.
2. Strive to develop facilities that have a reduced vulnerability to hazards.
3. Acquire and manage appropriate equipment and train personnel to carry out their internal and regional responsibilities.
4. Develop and test internal plans to manage their response as it links to this regional plan.
5. Participate in mutual aid agreements and develop the capability to accommodate incoming resources from those who are assisting.
6. Maintain or develop a mechanism for proclaiming an emergency.
7. Participate in further planning efforts in specific functional areas to create Emergency Support Functions (ESFs) which are consistent with existing procedures and support this Basic Plan.
8. Share in collective effort to educate area residents, employees, customers, clients, and the community to disaster preparedness basics.
9. Commit to providing a prompt reply to any request for support within the region.
10. Participate in maintaining a single point of contact for gathering and disseminating damage information, resource requests, and response priorities within the zone, community and/or organization.
11. Sign onto the Plan and the Omnibus Agreement.

ALL: Resource Borrowing Organizations

In response to an event will:

1. First use appropriate internal organizational resources to address the emergency.
2. Request and use any available mutual aid or other resources.
3. Tribes and jurisdictions can request an event mission number from Washington State Emergency Management Division either directly or through their zone coordination center or the King County ECC.
4. Chief elected officials of jurisdictions or tribes or their designee should proclaim an emergency before requesting assistance from others.
5. Communicate your situation and status to the appropriate zone coordination center or tribal government for coordination with other zones and the King County ECC.

All: Resource Lending Organizations

In response to an event will:

1. Assess internal capabilities and provide a prompt reply to any request for support as provided in zone protocols.
2. Deploy or deliver resources and services in a timely manner once a commitment is made.
3. Document all communications, decisions, activities, deployments, and deliveries.
4. Maintain avenues of communication with employees who have been deployed.

5. Perform field operations or coordinating functions under the guidance of the on-scene Incident Commander.
6. Demobilize and provide timely activity reports and final documentation.

Nongovernmental and Volunteer Organizations (NGOs)

The operational concept of the RDP establishes collaboration between public and private sector signatories and Non-Governmental Organizations (NGOs). Collaboration of NGOs with first responders, governments at all levels, and other agencies and organizations may provide relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims. This may occur when assistance is not available from other sources.

For example, the American Red Cross is an NGO that provides relief at the local level and also participates in the Mass Care element of ESF #6 Mass Care, Housing, and Human Services. Some community-based organizations receive government funding to provide essential services. The National Voluntary Organizations Active in Disaster (NVOAD) is a consortium of more than 30 recognized National Organizations of Volunteers Active in Disaster relief. Such entities provide a significant extension of response capabilities to incident management and efforts at all levels.

Emergency Support Functions

Figure 1 at the end of the Basic Plan lists the current Emergency Support Functions (ESF) and Annexes and briefly outlines their scope. Other ESFs and Annexes will be added as developed.

IV. Concept of Operations

General Emergency/Disaster Conditions

King County is ranked the 12th most populous county in the United States, with a population of over 1.7 million residents. The complexity of governance in the King County region presents unique challenges for disaster response. Washington State law allows a very high degree of independence for the cities and individual taxing districts. There are 39 cities, two federally recognized Indian tribes and more than 120 special districts in King County with over 500 elected officials. Though many of

these public entities, non-profits and major employers have emergency response plans, the degree of coordination among them varies.

King County is at risk for a wide-range of natural, technological, and human-caused disasters. Between 1964 and 2005, King County has had twenty (20) presidential declared disasters; most of which were severe weather events. We also have the potential for severe weather events including floods, ice, wind, and snowstorms, landslide risks, transportation and fixed-site hazardous material issues, and could be vulnerable to terrorist activities.

Earthquakes. Our region is also at risk for three kinds of earthquakes: shallow, deep (or intra-plate), and subduction (or mega-thrust). We experience deep earthquakes (historically between 6.0 and 7.4 Richter magnitude) roughly every 30 years. The last such event occurred in February 2001.

The Seattle Fault is a major fault zone running across Puget Sound through Seattle, Lake Washington, the eastside cities, and on into the Cascade mountain range. A major earthquake on this fault zone could have widespread severe impacts. There are also risks of tsunamis and seiche waves along the coast, interior waterways and inland lakes.

Volcanoes. The Cascade mountain range contains a number of active volcanoes, including Mount Rainier, rising just outside the southeast corner of King County, which presents a significant risk of volcanic hazards, particularly lahars.

Transportation Hazards. Seattle-Tacoma International Airport and King County International Airport / Boeing Field are both regional airports with significant air traffic and attendant hazards. We also have high capacity rail, seaport, and interstate highway accident risks. Transportation corridors are very restricted and congested even on good days.

King County has numerous geographic and topographic features that present significant disaster response challenges. King County includes water and mountains and unique physical challenges. The Puget Sound, including Vashon Island, borders King County to the west and the Cascade Mountain range borders the county to the east. The ship canal and Lake Union divide the City of Seattle and connects to Lake Washington which is over 25 miles long and separates Seattle and the eastside cities. Any serious failure of the Ballard Chittenden Locks could affect water levels in Lake Washington that could undermine shoreline stability and subsequent infrastructure, including the Interstate 90 and Hwy 520 bridges.

For more information on disaster risk in King County, see the [King County Hazard Identification and Vulnerability Analysis \(HIVA\)](#). The HIVA is available at public libraries and the King County Office of Emergency Management website: www.metrokc.gov/prepare.

Mutual Aid Agreements

This plan provides a structure for disaster response operations that:

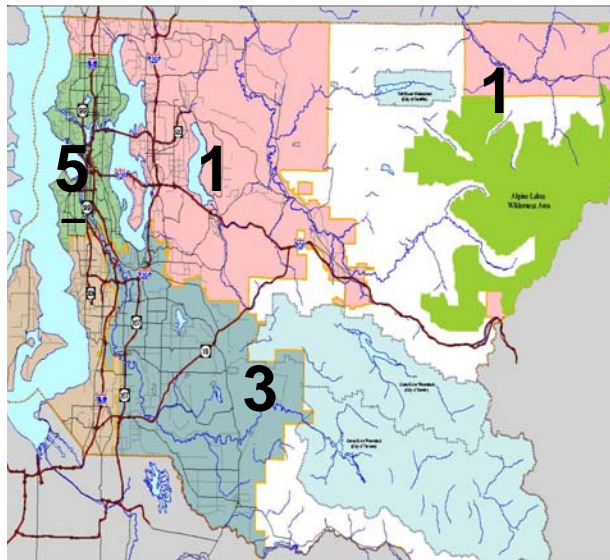
- Augments existing mutual aid agreements
- Uses geographic divisions of the county to facilitate coordinated efforts
- Is based on tiered levels of response
- Includes pre-designated legal and financial ground rules
- Uses the National Incident Management System (NIMS) based on the Incident Command System

Mutual Aid is considered the pre-agreed sharing of resources between entities to support response activities. During an emergency or disaster, requests for mutual aid within the zone should be the first call for help. During an emergency or when requests for mutual aid can not be granted, any threatened participating organization can request resources from other participating organizations. Mutual aid is assistance within a discipline. This plan facilitates *cross zone* and *cross-discipline* sharing of resources.

Geographic Divisions

Predetermined geographic divisions of the county have facilitated efficient preplanning efforts as well as the sharing of information and coordination of priorities, operations, and resources during an event. The three Regional Emergency Coordination Zones correlate to the existing King County Fire Zones are:

- **Emergency Coordination Zone 1 - East King County** was created from Former Fire Zones 1 and 2.
- **Emergency Coordination Zone 3 – South King County** was created from a merger of Fire Zones 3 and 4 in July 2002.
- **Emergency Coordination Zone 5 - the City of Seattle**



*Each Zone will, through the facilitation of King County Office of Emergency Management and Zone Emergency Planner(s), develop protocols and procedures for carrying out inter- and intra-zone coordination and response functions. During the response to an event, these zone coordination functions may operate from the King County ECC, or a dedicated Zone Coordination Center in the appropriate location, or in a decentralized manner.

Organizations that provide services throughout geographic King County, (“Regional Service Providers”) may not have the resources to coordinate their service delivery and response activities directly with all three Emergency Coordination Zones simultaneously. Instead, these Regional Service Providers may provide a single point of coordination through the King County ECC or the City of Seattle EOC. Examples of Regional Service Providers include: public health/medical, banking & finance, energy, transportation, information & telecommunications, agriculture, emergency services, chemical industry, food, water, etc.

Some Regional Service Providers may provide a representative directly to the affected zone and/or the Seattle EOC and King County ECC.

The procedures each zone uses to carry out their functions will be developed within each zone and outlined in this Basic Plan, Appendix 1: Direction and Coordination of this plan.

Tiered Levels of Response

In an intense localized emergency or disaster event, participants to this plan will be alerted and may be asked to support those who are affected. The request for support may come through established zone coordination efforts.

Where multiple affected sites are involved, inter-zone coordination becomes more important with affected areas requesting appropriate assistance from the unaffected areas.

For catastrophic events, when all participating private and nonprofit organizations and government agencies and jurisdictions are concurrently challenged, participants will focus on sharing damage information, coordinating response activities, and collectively addressing shared priorities.

Regional movement of resources and services will be driven by the needs of the organizations that are part of this regional plan. Any participating government agency or jurisdiction can initiate this plan at the request of the jurisdiction’s chief elected officer or designee.

Legal and Financial Ground Rules

The legal and financial ground rules are designed to:

- Ensure that those who risk being overwhelmed have timely access to resources and assistance.
- Encourage a sense of security, so those with available resources feel safe in offering assistance without risking excessive losses or liabilities.
- Establish an accounting-billing process that is congruent with FEMA policies on Federal disaster assistance to encourage appropriate financial recovery.

To this end, participants will be asked to sign a concurrent Omnibus Legal and Financial Agreement that validates and provides more details on the financial and legal concepts presented here.

Any participating organization may enter into separate emergency assistance or mutual aid agreements with any other entity. No such separate agreement shall terminate any responsibility under the Regional Plan or Omnibus Agreement. Participation in this Regional Disaster Plan shall not be interpreted or construed to create an association, joint venture, or partnership among the participating organizations or to impose any partnership obligation or liability upon any participating organizations.

Incident Command System and National Incident Management System

Response will be conducted using tenets of the National Incident Management System and of the Incident Command System. Zone coordination activities will not supersede the authority of, or take over direction of the resources, assets, or personnel of the participating private and nonprofit organizations, government agencies, or jurisdictions. Participating entities that offer available resources and services that are loaned to other participating organizations will remain under the operational control of the borrowing entity until recalled or replaced by the lending entity. Resources may be directed by a multi-agency coordination center or similar coordinating group.

V. Ongoing Plan Development and Maintenance

This plan has been developed and will be regularly updated by the Regional Disaster Planning Task Force (RDPTF). The Task Force consists of representatives from our signatory organizations.

The King County Office of Emergency Management (OEM) will coordinate updates to this plan and maintain the “official” plan. Suggested changes will be accepted yearly and can be mailed to: King County Office of Emergency Management, 3511 NE 2nd Street, Renton WA 98056. Faxes will be received at (206) 205-4056. Telephone messages can be left at OEM’s general number: (206) 296-3830. The current version of the plan Omnibus Agreement and support documents will be maintained

on the website, as well as the website being utilized as a distribution tool of all Regional Disaster Plan documents and support materials. The website is: www.metrokc.gov/prepare

Modifications to this Regional Disaster Plan for Public and Private Organizations in King County, the Emergency Support Functions and the Omnibus Legal and Financial Agreement will be developed by the Regional Disaster Planning Task Force (RDPTF) and then submitted to the Emergency Management Advisory Committee (EMAC) for approval. The governing authority of each participating organization will then be requested to “sign off” on these modifications.

The King County OEM Regional Plan Project Manager is the staff person specifically tasked with the maintenance of the Omnibus Agreement, the Regional Plan, and ESFs.

This plan will be supported by periodic exercises. Initially, orientations and seminars will be conducted to inform the employees of participating entities. Next, some communication functions will be tested on a limited basis. Following these periodic exercises (or real events that lead to an activation of this plan) the Regional Disaster Planning Task Force will meet to review and update this plan.

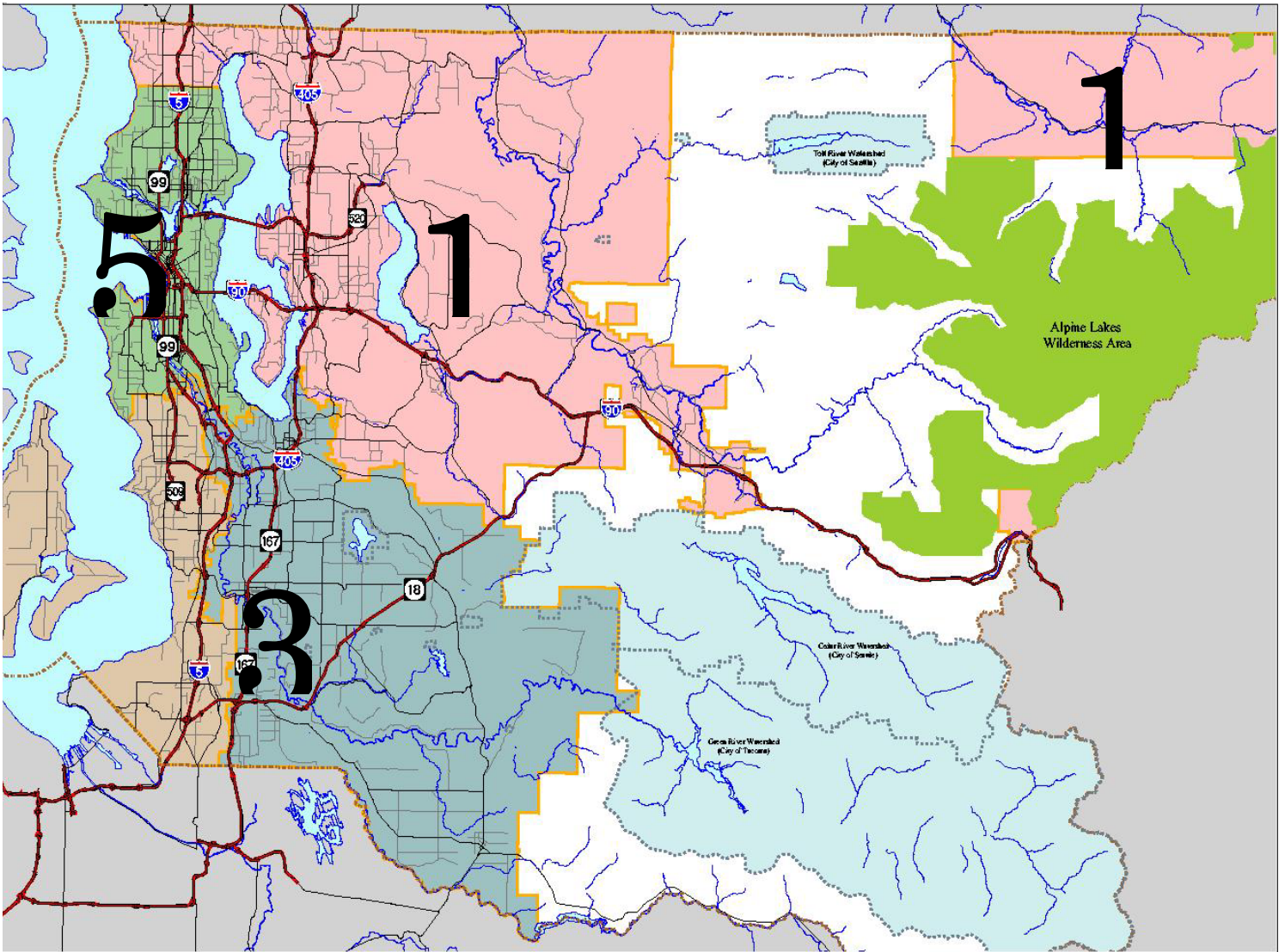
VI. Figures

Figure 1: Emergency Support Functions & Annexes

Emergency Support Functions & Annexes	Scope
Basic Plan	<ul style="list-style-type: none"> • Basic Plan • 1 Direction & Coordination Appendix • Glossary • Acronyms (to be developed)
ESF #1 Transportation	<ul style="list-style-type: none"> • County and local jurisdiction support • Transportation safety • Restoration of transportation infrastructure • Movement restrictions • Damage and impact assessment
ESF #2 Communications	<ul style="list-style-type: none"> • Regional coordination • Restoration/repair of telecommunications infrastructure
ESF #3 Public Works and Engineering	<ul style="list-style-type: none"> • To Be Developed
ESF #4 Firefighting	Covered under the South Puget Sound Fire Mobilization Plan and jurisdictional mutual aid agreements
ESF #5 Emergency Management	<ul style="list-style-type: none"> • To Be Developed and merge with Appendix 6 Training & Exercise
ESF #6 Mass Care, Housing, and Human Services	<ul style="list-style-type: none"> • Mass care • Disaster housing • Human services
ESF #7 Resource Support	<ul style="list-style-type: none"> • Resource support (facility space, office equipment and supplies, contracting services, etc.)
ESF #8 Public Health and Medical Services	<ul style="list-style-type: none"> • Public health • Health Care Delivery • Mental health services • Mortuary services
ESF #9 Search and Rescue	<ul style="list-style-type: none"> • To Be Developed

ESF #10 Oil and Hazardous Materials Response	<ul style="list-style-type: none">• To Be Developed
ESF #11 Agriculture and Natural Resources	<ul style="list-style-type: none">• To Be Developed
ESF #12 Energy	<ul style="list-style-type: none">• To Be Developed
ESF #13 Public Safety, Law Enforcement and Security	<ul style="list-style-type: none">• To Be Developed
ESF#14 Long Term Community Recovery and Mitigation	<ul style="list-style-type: none">• To Be Developed
ESF#15 External Affairs	<ul style="list-style-type: none">• To be developed by merging Appendix 2 Public Information here
Terrorism Incident Annex	<ul style="list-style-type: none">• Response to terrorism incident
Financial Management Annex	Omnibus Legal And Financial Agreement

Figure 2: Emergency Coordination Zones Map



Emergency Coordination Zones