

**KING COUNTY, WASHINGTON  
EMERGENCY MANAGEMENT PLAN  
EMERGENCY SUPPORT FUNCTION-21  
RECOVERY AND RESTORATION**

<b>PRIMARY AGENCY</b>	King County Department of Executive Services
<b>SUPPORT AGENCIES</b>	King County Council King County Executive Office of Budget and Strategic Planning Office of the Prosecuting Attorney Superior Courts District Courts Department of Adult & Juvenile Detention County Assessor Department of Community and Human Services Department of Judicial Administration Department of Natural Resources & Parks Seattle-King Department of Public Health Department of Transportation Department of Development and Environmental Services King County Sheriff's Office Private Nonprofit Organizations

**I. INTRODUCTION**

It is the responsibility of government to assist the public and private sector in its recovery from a disaster. A wide spread disaster might affect the ability of business to function, disrupt employment, interrupt government services and impact tax revenues.

Recovery from a disaster is part of a continuum of emergency management functions established under RCW 38.52. These also include mitigation, preparedness, and response, efforts. Response and recovery occur during and after an event, while mitigation and preparedness occur prior to an event.

Short-term recovery involves the restoration of critical services like: communications, water supply, sewage service, emergency medical capabilities and power, as well as garbage and debris removal. These functions must recover early in the event to support life, health, and safety of the population and to support response missions, like fire suppression. Long-term recovery is the community's effort to regain normal functions like commerce and employment, public transportation and use of structures like buildings, bridges and roadways. Mitigation can be part of a recovery strategy, rebuilding in a way that reduces or eliminates the impact from a re-occurrence of the same type of

disaster event, such as changes in building and zoning codes that prohibit construction on flood plains.

In most cases, recovery begins during the response phase of the event when damage is identified and assessed. These damages are classified as being in either the private or public sector. The extent of the damages in dollars will determine what, if any federal or state assistance may be available during the recovery phase. To request this assistance, a local proclamation of emergency must be made and be communicated to the Governor. Good record keeping will support recovery efforts. Responsibility for the temporary repairs of expected damages is documented in department procedures.

In addition to the assistance that may be available from governments, private nonprofit organizations support the recovery of people in King County. The American Red Cross, Salvation Army and a long list of volunteer groups are examples of those involved in this effort. Services range from cash grants and home furnishings to sheltering and location of displaced family members.

Various laws provide for federal assistance under emergency or disaster conditions with presidential approval. The governor can request direct assistance from selected federal agencies, without a formal presidential declaration.

**A. Purpose**

The purpose of this Emergency Support Function is to identify roles and responsibilities involved in the recovery of King County Government from a disaster as well as the roles and responsibilities of governmental and non-governmental entities for those functions. The primary goal is to return government, business and residents back to normal.

**B. Scope**

King County Government is primarily responsible for providing assistance to the population of unincorporated King County. King County Government also supports local governments and special purpose districts on a regional basis by coordinating recovery resources. Disasters that may require recovery include but are not limited to: damaging floods, earthquakes, weather related events, civil disorder, terrorist activities and hazardous materials incidents.

## **POLICIES**

The recovery effort for King County government in large disasters will be coordinated from the Emergency Operations Center (EOC) under the direction of a senior department level executive appointed by the King County Executive or his/her designee. Agencies will designate a division level manager or higher official to represent their department. The Office of Emergency Management (OEM) manager or an appointed staff member will be the Applicant Agent for King County Government to apply for and coordinate receipt of state and federal recovery funds.

For emergencies in which the combined cost of contracted services is less than \$250,000, the Executive or his/her designee has the authority to waive normal competitive bidding and M/WBE requirements for the purposes of contracting to lease or purchase tangible property or services, public works, professional services or technical services.

For emergencies in which the combined cost of contracted services is greater than \$250,000, Council approval is required to waive normal competitive bidding and M/WBE requirements; however, it is not necessary to wait for Council approval before entering into contracts and beginning work to respond to the emergency. Normal procurement requirements may be waived under the authority of the Executive pending Council approval of the waiver by motion. If the Council does not approve the waiver authority within 10 days after contracts have been entered into which exceed \$250,000, the authority to waive normal purchasing requirements expires.

By Proclamation of Emergency, the Executive may also provide departments with authority to postpone normal permitting process requirements; notwithstanding that any postponement of normal permitting requirements issued under an Executive Proclamation will be temporary. All projects must comply with all applicable code requirements. A permit and inspection must be obtained as soon as possible after work has begun, but application for permit is required no later than six months after the date of the emergency proclamation.

When the Executive has issued a Proclamation of Emergency, the Council shall be notified of the proclamation (see Emergency Procurement Policy/Procedures -Appendix 2).

### **III. SITUATION**

#### **A. Emergency/Disaster Conditions and Hazards**

See Basic Plan, paragraph III A. Recovery efforts in King County are largely dependent on the nature of the disaster and the degree of damage experienced or population affected. The event may require a small number of county agencies or it may involve every department of King County Government.

For large disaster events requiring response and recovery, the EOC will be activated for the response phase, and will transition into the recovery phase.

In the event of a severe earthquake that compromises the EOC structure, another location will be chosen from available, safe structures. Other events that may cause response and recovery operations to be relocated include hazardous materials releases, fires, bomb threats and terrorist activities.

## **B. Planning Assumptions**

An emergency or disaster has occurred.

A safe location can be found for coordination of response and recovery.

Resources are available.

Trained personnel exist to establish authority and to implement plans and procedures.

Circumstances of an emergency or disaster may affect a program or agency's ability to participate in local recovery efforts. Funding of a program or individual eligibility may vary from one administration to another. Availability of any program or resource is not implied by its inclusion in this ESF.

Municipalities will comply with RCW 38.52. The RCW requires that all municipalities have an emergency management program and a designated emergency manager. Cities will perform their own damage assessment, communicate damage figures to King County EOC, assign an Applicant Agent if warranted, follow established recovery procedures, conduct independent recovery efforts for the city involved as needed, and use available non-profit organization recovery programs as they may apply.

### **B1. Continuity of Government (see Appendix 1, Direction and Control)**

To effect the recovery of King County, continuity of government and government functions will be maintained.

### **B2. Affected Entities**

Disasters effect public entities and the private sector. Resources available for recovery are established by these categories. Private - Individuals, Associations, Clubs and Businesses (including banks and financial institutions, retail, wholesale, transportation, leisure, import/export, services, insurance, construction, power and some utilities).

Public - Cities, towns and special purpose districts such as: schools, fire districts, water and sewer districts, library and drainage districts, and private nonprofit government-like agencies (e.g. American Red Cross).

### **B3. Types of Recovery Problems Encountered**

The private sector is likely to be affected by shortages of food, clothing, shelter/housing, normal employment, access to public transportation and roadways, and repairs to their homes and possessions. To recover, residents may need to remove debris, maintain employment, access funds for repairs and provide care for children and the elderly or disabled. Permits and licenses may be needed for rebuilding. Utilities such as phones, safe drinking water and sewer services will need to be re-established. Supplies of food and fuels will be required. People will be seeking reunification with their families. The public will need assistance with insurance claims, public programs and consumer fraud topics. Personal records will need to be recovered and positive identification verified. Critical workers will be needed to maintain commerce. Long-term housing and historical site preservation will require attention. Language barriers may impede delivery of services.

The public sector problems will include infrastructure repair, delivery of emergency programs and services, and recovery of vital records. Emergency repairs will be needed on bridges, roads, and public buildings. Government directed recovery will address functions, like: courts, health, water/sewer, public transportation, licenses, law and order, fire service, EMS, and inspections. Long-term business recovery strategies, building codes and ordinances may be needed. Emergency local expenditure ordinances may be required.

## **IV. CONCEPT OF OPERATIONS**

### **A. General**

In its initial phases, recovery for large disasters in King County is coordinated by the staff of the Emergency Operations Center (EOC). When conditions warrant, the King County Executive will Proclaim an Emergency. As short-term recovery transitions to long-term recovery, the EOC will transition to a Recovery Coordination Center (RCC). Initially, the King County EOC will send preliminary damage assessment forms to all public sector entities, and set up a telephone bank “hotline” so that King County residents and businesses can report damages not covered by insurance. Those two categories of preliminary damage assessment are consolidated and forwarded to the state EOC to 1. determine the extent of damage to the state, and 2. to support a proclamation of emergency and request for presidential declaration by the governor through FEMA Region X, to the President of the United States.

If the President approves and signs a disaster declaration, for the state, it is designated by county geographical areas, in two categories, public assistance (counties, cities, special purpose districts, nonprofits performing government-like services), and individual assistance (individual citizens and businesses).

### **Public Assistance Program:**

Once the declaration is approved, local applicant agents are designated for each affected public sector entity (e.g. counties, cities, special purpose districts, and non-profit/government like organizations (e.g. water provider associations). Recovery of County governmental agencies is coordinated by the senior department level executive appointed by the Executive. The King County OEM designated Applicant Agent will coordinate recovery efforts between King County and Washington State and federal officials. Once Applicant Agents in King County are designated and briefed by state officials, the county's responsibility reverts to its own internal needs and the needs of citizens of unincorporated King County. Coordination by the OEM staff and the Applicant Agent includes scheduling visits by federal inspectors to damage sites and establishing accounting and appropriate audit trails for receipt of state/federal assistance.

### **Individual Assistance Program:**

After the response phase has been addressed by the King County EOC, a citizens phone bank "hotline" will be set up for citizens and businesses to call in and report initial damages not covered by insurance. Once a presidential declaration has been made, citizens will be able to register by telephone with FEMA to receive assistance.

## **B. Organization**

### Public Sector

Many of the King County agencies present in the EOC have roles in recovery. These include: Department of Executive Services (OEM, ITS, Finance & Business Operations, Human Resources Management, Facilities Management) King County Department of Natural Resources & Parks, Seattle-King Department of Public Health, Department of Community and Human Resources, Department of Transportation, the County Assessor, County Executive or his/her designee, Division of Finance and Business Operations, the Department of Development and Environmental Services, King County Sheriff's Office, Superior and District Courts. See Organization Chart Appendix 1, Direction and Control.

Several agencies from outside King County government also participate in the recovery process through the EOC. These include: FEMA, Small Business Administration (SBA), US Army Corps of Engineers, Federal Highway Administration, US Internal Revenue Service, Washington State Emergency Management Division, Washington State DOT, American Red Cross, Salvation Army, and other state and federal agencies, and volunteer nonprofit organizations.

## **C. Procedures**

Recovery procedures required following a disaster will vary widely (see *Appendix I*). Procedures or plans for the following may be needed:

- Damage assessment by public and private sectors
- Reassemble family or work units
- Life, safety and health protective measures for impacted citizens
- Securing food, water, clothing, shelter, fuels and transportation
- Record keeping for potential reimbursement
- Recovery of vital records like bank statements, licenses, contracts, accounting documents, payroll records
- Access to funds for recovery
- Assistance from state/federal agencies may require completion of documents or coordination of assistance with Local, State and Federal Agencies
- Debris Clearance
- Repair or replacement of damaged & hazardous facilities

**D. Mitigation/Preparedness Activities:**

All elements of King County Government will ensure that personnel, property and equipment are protected from the effects of disasters by complying with Paragraph V c of the Basic Plan.

**E. Response/Recovery Activities**

All response and recovery activities are detailed in department/division procedures and SOPs, and appropriate state and federal recovery guidelines. The process for collecting and analyzing data, developing objectives and action plans, and documenting critical incident information in the EOC, is guided by the Information and Planning Standard Operating Procedures.

**V. RESPONSIBILITIES**

**A. Primary Agency**

King County Department of Executive Services shall:

Acquire rapid incident assessment (RIA) data (ESF 23),

Develop disaster proclamations,

Operate/maintain the EOC and Transition from a response EOC to a Recovery Coordination Center (RCC);

Provide the applicant agent to represent the County; arrange applicant agent briefings

Coordinate and advise King County Government of recovery requirements and procedures

Document expenses, collect King County Government damage assessment figures, serve as liaison for King County Departments with Washington State Disaster Field Office

Coordinate private non-profit recovery efforts

Maintain central database of county government damages/expenses.

Coordinate PIO functions.

Directs recovery of radio communications for County government.

## **B. Support Agencies**

All agencies in King County Government have duties directly associated with the recovery of the community following a disaster. Additionally, all governmental agencies have the responsibility to return to normal business capabilities as soon as possible following an event.

All King County agencies shall:

- Develop a Recovery Plan and Procedures for each King County Department
- Train personnel in its implementation
- Test procedures/provisions
- Begin record keeping of disaster expenses
- Assess damages
- Assess capabilities to conduct normal business
- Assess needs to return to normal business
- Conduct debris clearance
- Establish Communication with the King County Emergency Operations Center
- Re-establish interrupted utility service
- Conduct short term repairs needed to support normal operations
- Begin recovery of Vital and Important Records needed to conduct normal business
- Begin reconstruction and long term repairs with available funds
- Re-establish normal services

The following represent some of the organizations with significant roles in disaster recovery and their major programs. Other agencies and programs may be



available from time to time as funding is available and policy changes occur. Some or all of the following agencies may be part of the EOC Recovery Staff based on the needs of the event.

### **County Agencies**

#### Human Resource Management Division shall:

Provide staffing to the EOC, as appropriate.

Manage and coordinate spontaneous volunteers in coordination with the EOC.

#### King County Department of Natural Resources and Parks shall:

Provide access to transfer stations for solid waste from residents and businesses following disasters, if approved by the Executive and appropriate funding is approved by the County Council.

Clear debris from controlled facilities.

Provide channel improvements, bank stabilization's, retention repair, and restoration of levees and storm water facilities.

Inspects and repairs water treatment facilities as needed.

Provide limited shelter, sanitation, heavy equipment for debris removal, staging areas for incoming resources.

#### King County Department of Community and Human Services shall:

Provide limited counseling and legal services, supports Adult & Juvenile Detention, if required,

If needed, provide staffing for recovery efforts in the EOC.

#### King County Department of Transportation shall:

Provide emergency construction, repair of county roads and bridges, supply engineering support to other county departments, erect signs and barricade, and coordinate inspections and assistance from US Army Corp of Engineers and other agencies.

Coordinate and provide emergency transportation services to the extent possible.

Restore public transportation services to the extent possible

If required, provide staffing for recovery efforts in the EOC.

King County Sheriff's Office shall:

Coordinate with other law enforcement agencies and the American Red Cross to locate missing persons.

If required, provide staffing for recovery efforts in the EOC.

Seattle-King County Department of Public Health shall:

Provide organization, supervision and coordination of emergency health, environmental health and medical examiner services throughout Seattle and King County. Additionally, provide assistance in the coordination of Emergency Medical Services and Mental Health Services.

Establish health and medical priorities and controls for emergency services including distribution of auxiliary health and medical supplies, distribution of equipment and assignment of health and medical personnel.

Provide emergency public information utilizing the Joint Information Center

Provide first aid care and treatment of minor injuries and emergency health care (e.g. at risk infants, dental emergencies, emergent nutrition needs, etc.) within the range allowed by available resources and staff skills. Other services would include implementation of mass immunization programs, as the need requires.

Coordinate countywide surveillance of potential problems related to public water supplies; sewage disposal system failures; solid waste accumulation and disposal; food storage; preparation and serving areas (i.e. shelters, food kitchens, etc.) disease carrying animals and insects, and natural gas leaks.

Coordinate the provision of basic and advanced life support services with other emergency medical services providers (e.g. fire services, paramedic units and private ambulances) as required.

Coordinate morgue services, body identification and disposal of unclaimed bodies and establishing procedures for handling mass deaths and burial, including release of information through the news media.

If required, provide staffing for recovery efforts in the EOC.

County Assessor shall:

Determine available departmental staffing levels and status of equipment;

Access information on damage assessment;

Assist the public in destroyed property claim processing that could affect property values; and determine changes in property values in damaged areas;

Assist the EOC in damage assessment analysis and reports.

If required, provide staffing for recovery efforts in the EOC.

King County Executive or his/her designee shall:

Proclaim an Emergency and request assistance from the Governor of Washington State.

Authorize emergency spending when necessary.

Assign an Applicant Agent for King County Government recovery when federal assistance is established.

If required, provide staffing for recovery efforts in the EOC.

King County Council shall:

Consider motions or ordinances covering one or more of the following topics: acceptance of debris at county transfer stations, special provisions for access to damaged buildings, appropriation of emergency funds, authorization to waive normal procurement requirements for emergency expenditures over \$250,000 and topics related to the encouragement of business recovery. See Appendix 2)

Finance and Business Operations Division shall:

Procure goods and services.

Maintain accounting of costs associated with King County Government response and recovery from emergencies and disasters.

Reestablish payroll for county employees.

Manage donated goods.

If required, provide staffing for recovery efforts in the EOC.

King County Office of Budget and Strategic Planning shall:

Recommend long-term economic recovery strategies to the King County Executive.

King County Department of Development and Environmental Services (DDES) shall:

Coordinate the repair, replacement of damaged and hazardous structures.

Issue building permits and performs inspections of damaged buildings in King County.

Suggest special provisions regarding fees and paperwork submission for emergency and disaster repairs.

Responsible for long term rebuilding issues.

Evaluate and make recommendations on Historic Sites damaged in the disaster.

If required, provide staffing for recovery efforts in the EOC.

### **Volunteer Nonprofit Organizations**

#### American Red Cross

The American Red Cross provides disaster services, relief assistance and basic needs to individuals with urgent and verified disaster-caused needs. This assistance can cover several years in some cases. Significant services include: Emergency Mass Care, Disaster Welfare Inquiries, and Individual Emergency Assistance. Other services include: Disaster Health and Mental Services and Individual Additional Assistance.

*Emergency Mass Care* includes individual or temporary shelter, fixed or mobile feeding operations and/or the bulk distribution of relief supplies to disaster victims and workers. Assistance is provided to an affected area without identifying case-by-case needs.

*Disaster Welfare Inquiry* provides locator, family reunification for immediate families displaced by a disaster.

*Individual Emergency Assistance* provides disaster clients with clothing, food, rent, security deposits, cleaning supplies and equipment, and disaster-related medical needs as well as referral to other available assistance in the community.

The American Red Cross can track each “case” from inception to rehabilitation even when other agencies provide assistance. This tracking falls under “other services” provided. There is no cost-sharing requirement from relief clients. Efforts are funded from voluntary contributions. Application for assistance is made directly at the local chapter or at a Red Cross Shelter. Efforts are usually coordinated through the King County EOC or a municipal EOC.

#### Salvation Army

The Salvation Army provides disaster recovery assistance in the form of food vouchers, cleanup kits, some medical assistance, counseling, and mobile feeding. Resources and supplies might be staged at one of the 35 western Washington Salvation Army Sites. If a facility is damaged beyond use, recovery will be directed from another local site

#### Faith Based Groups

Many church groups maintain stockpiles of resources, provide shelter and feeding of displaced populations, and collect funds for the recovery of local affected populations on a voluntary basis. These groups may offer their support through the King County EOC, municipal EOCs or independently.

#### Volunteer Organizations (WAVOAD)

Private sector members provide mass feeding, disaster child care, building and repairs, debris removal, burn services, mass and individual sheltering and supply transportation. Efforts are coordinated through the King County EOC.

#### Utilities

Once life/safety issues are resolved, utilities will perform damage assessment, effect short-term repairs and/or re-routing of phone, power, gas and water/sewer services to critical response agencies, businesses and residents. Needs beyond local capabilities may be communicated to the King County EOC and mutual aid agencies.

#### **State and Federal Responsibilities**

Many state and federal agencies support recovery at the local level. These state and federal resources are located in ESF 20.

## **VI. RESOURCE REQUIREMENTS**

Resources required for recovery are largely dependent on the emergency, its location, duration and population impacted.

## **VII. REFERENCES**

Washington State Comprehensive Emergency Management Plan (6/96)  
Disaster Assistance Guide for Local Governments (Washington State EMD 6/96)  
Disaster Assistance: A Guide to Recovery Programs (FEMA 1995)  
Vital Records and Disaster Recovery Guidelines (King County 3/6/96)  
Earthquake Recovery: Survival Manual for Local Government (California/1993)  
PL 93-288 as amended by PL 100-707  
Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988

### **VIII. TERMS AND DEFINITIONS**

DAC - Disaster Assistance Center

DFO - Disaster Field Office

EMD - Emergency Management  
Division

EOC –Emergency Operations Center

FEMA – Federal Emergency  
Management Agency

RCC - Recovery Coordination Center

NOI - Notice of Interest

PDA -Preliminary Damage Assessment

PWS Project Work Sheet

SBA - Small Business Administration

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**OEM Approval:**

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**Date Approved**