

## **EMERGENCY SUPPORT FUNCTION #5**

### **EMERGENCY MANAGEMENT**

*Formerly ESF-5 Analysis and Planning  
ESF-23 Damage Assessment  
Administrative Revisions Only – May 2011*

**LEAD:** Emergency Management

**SUPPORT:** Central Services  
Thurston 9-1-1 Communications (TCOMM 9-1-1)  
Human Resources  
Sheriff's Office  
All County Government and Cooperating Agencies

#### **I. INTRODUCTION**

##### **A. Purpose**

To collect, process, analyze, disseminate and use information about a potential or actual disaster situation.

##### **B. Scope**

This ESF applies to the information needs of the Thurston County Emergency Coordination Center (ECC) for assessing a disastrous or potentially disastrous situation and supporting related response and planning efforts. This ESF will be implemented in concert with ESF-2 Communications, Information Systems and Warning and ESF-14 Long-Term Community Recovery.

#### **II. POLICIES**

None Specific

#### **III. PLANNING ASSUMPTIONS**

- A. To identify urgent response requirements during a disaster, or the threat of one, and to plan for continuing response, recovery and mitigation activities, there will be an immediate and continuing need to collect, process and disseminate situational information
- B. Information will be provided by cognizant field personnel, responders, volunteers, the public, the media, and others.

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- C. 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.
- D. Information collection may be hampered due to many factors including: damage to communication systems; communications system overload; damage to the transportation infrastructure; effects of weather, smoke, and other environmental factors.

### **IV. CONCEPT OF OPERATIONS**

- A. Whenever any part of Thurston County is threatened by a hazard that could lead to disaster, or when a disaster situation exists, the ECC will be activated at the appropriate level to assess the situation.
  - 1. The ECC Finance and Administration Section Coordinator will collect, record and disseminate information to the appropriate staff and facilitate the dissemination of information to appropriate field personnel and responders.
  - 2. The ECC Operations Section Coordinator will display and analyze information for immediate response needs.
  - 3. The ECC Planning Section Coordinator will display and analyze information for future response and recovery needs.
- B. Information analysis will include, as appropriate:
  - 1. Assessment and display of the hazards impact, including the boundaries of the affected area, and the distribution, type and magnitude of damage.
  - 2. Maintaining a current status of emergency response activities, resource needs and requests, and the status of critical facilities.
  - 3. Establishing priorities in the event of a scarcity of resources.
  - 4. Consolidation of information into logs and reports to keep others informed and to document relevant activities.
- C. Planning will include, as appropriate:
  - 1. Using the analyzed information to identify trends and determine courses-of-action for responding to a hazard or its effects. Planning will focus on response strategies and resource requirements beyond those needed for immediate response, attempting to anticipate future actions and needs. The

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planning horizon may be the next hour, 24 hours, or week, depending on the scenario and situation.

2. Planning information will be shared with other ECC functional positions and incorporated in appropriate displays.
  3. The planning staff will recommend courses-of-action for immediate and future activity, including the need for specific resources identified as part of the planning process.
  4. Once a planning cycle has ended, the planning staff will immediately commence planning for the next cycle.
- D. Whenever information is lacking, contains insufficient detail, is ambiguous, or is conflicting, recommendations or decisions will be made on the best analysis possible under the circumstances using the combined talents of the staff then assembled.
- E. Analysis and planning will continue until the ECC is deactivated. The analysis and planning functions may be transferred to the Disaster Recovery Team following deactivation.

### **V. RESPONSIBILITIES**

#### **A. Local**

1. All County Government and Cooperating Agencies
  - a. Provide damage assessment information to the ECC in accordance with Attachment 3, Damage Assessment.
  - b. Continue to provide disaster related information to the ECC as it becomes known.
  - c. Provide information and support as appropriate.
2. Central Services

Provide liaison to the ECC to maintain or adjust telephone and computer configurations to support the County's information needs, including Internet access. Support the ECC with mapping support, information display services and products, as appropriate.
3. Communications

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- a. Develop procedures to keep the ECC informed of relevant disaster information to support the analysis and planning functions.
  - b. Communicate urgent information to first response agencies as requested by the ECC.
4. Emergency Management
- a. Develop ECC procedures for coordinating information management, including flow, recording, dissemination, display, analysis, use and reporting.
  - b. Develop ECC procedures for planning.
  - c. Maintain the ECC in a configuration to support the analysis and planning function.
  - d. Include analysis and planning as part of the county-wide emergency management training program.
  - e. Coordinate all public information and instructions and media relations as defined in ESF-15 External Affairs.

5. Human Resources

Develop policy and procedures to assist the ECC with obtaining appropriately trained personnel to support the manager and coordinator functions.

6. Sheriff's Office

Authorize the use of Radio Amateur Civil Emergency Services (RACES) and Radio Watch volunteers to be used in the ECC to support the information needs of the analysis and planning functions.

## **VI. REFERENCES**

- A. ECC Manual
- B. Emergency Operating Centers Handbook, FEMA CPG 1-20
- C. Washington State Comprehensive Emergency Management Plan
- D. Additional Emergency Management responsibilities included in ESF-2 Communications, Information Systems and Warning

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### **VII. ATTACHMENTS**

1. Information Analysis and Planning Checklist
2. Essential Elements of Information
3. Damage Assessment
4. Documentation of Disaster Related Costs for Government and Government-Like Organizations

**ATTACHMENT 1**

**INFORMATION ANALYSIS AND PLANNING CHECKLIST**

Proactive disaster management depends on an accurate assessment of the situation and a prediction of likely outcomes. The Information Analysis and Planning staff is responsible for assisting the ECC Manager by assessing the current and projected situation, contingencies (remember Murphy’s Law!), and resource requirements.

- \_\_\_\_\_ 1. Collect information regarding the situation, including resource requirements.
- \_\_\_\_\_ 2. Evaluate information received, considering information shortfalls.
- \_\_\_\_\_ 3. Anticipate changing conditions, circumstances, priorities, resource needs, and resource availability.
- \_\_\_\_\_ 4. Share information with the ECC staff.
- \_\_\_\_\_ 5. Prepare and update displays, briefings, and reports as needed.
- \_\_\_\_\_ 6. Develop plans to support continued response or recovery activities.
- \_\_\_\_\_ 7. Recommend courses-of-action to the ECC Manager.

Information of common interest and use to the entire ECC staff, and that which provides the most complete picture of the situation, will be displayed in an appropriate format.

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### ATTACHMENT 2 ESSENTIAL ELEMENTS OF INFORMATION

Essential Elements of Information which may or may not be immediately available to County staff but are of common need to one or more response activities include:

#### OVERALL DISASTER INFORMATION

- \_\_\_\_\_ 1. Boundaries of the disaster area
- \_\_\_\_\_ 2. Social/economic/political impacts
- \_\_\_\_\_ 3. Jurisdictional boundaries
- \_\_\_\_\_ 4. Status of transportation systems
- \_\_\_\_\_ 5. Status of communications systems
- \_\_\_\_\_ 6. Access points to the disaster area
- \_\_\_\_\_ 7. Status of utilities
- \_\_\_\_\_ 8. Hazard specific information
- \_\_\_\_\_ 9. Weather data affecting operations
- \_\_\_\_\_ 10. Seismic or other geophysical information
- \_\_\_\_\_ 11. Status of critical facilities
- \_\_\_\_\_ 12. Status of key personnel
- \_\_\_\_\_ 13. Status of disaster or emergency declaration
- \_\_\_\_\_ 14. Major issues/activities
- \_\_\_\_\_ 15. Overall priorities for response
- \_\_\_\_\_ 16. Status of upcoming activities
- \_\_\_\_\_ 17. Status of community housing and shelter
- \_\_\_\_\_ 18. Status of critical public health issues (Water supply, food, sanitation, waste, infection, or hazardous waste)
- \_\_\_\_\_ 19. Extent of damage to private property

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## ATTACHMENT 3

### DAMAGE ASSESSMENT

**LEAD:** Emergency Management

**SUPPORT:** All County Government and Cooperating Agencies

#### I. INTRODUCTION

##### A. Purpose

To provide for the effective coordination of damage assessment activities.

##### B. Scope

Applies to all damage assessment activities in unincorporated Thurston County related to damage resulting from natural, technological, and human-caused disasters.

#### II. POLICIES

The head of each department or agency is responsible for establishing policy and procedures for assessing damage and reporting that information to the Emergency Coordination Center (ECC).

#### III. PLANNING ASSUMPTIONS

A. There are two types of damage assessment:

1. Urgent, for rapid assessment of what has happened county-wide to prioritize initial response activities and determine the immediate need for outside assistance; and
2. Detailed, to document the magnitude of private and public damage for planning recovery activities and to justify requests for state and federal assistance.

B. Initial reports may be fragmented and provide an incomplete picture of the extent and magnitude of damage to the community.

C. There may be a shortage of individuals qualified to assess the damage.

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- D. Cities, towns, special purpose districts, and public utilities will make detailed damage assessment reports to the county. The county is responsible to submit these reports to Washington State Emergency Management.

### **IV. CONCEPT OF OPERATIONS**

After any hazardous event which impacts Thurston County, a damage assessment of the affected area will be conducted.

#### **A. Urgent Damage Assessment**

1. An urgent damage assessment is needed to provide the ECC and first responders with an immediate sense of the types and magnitude of damage and of the condition of the transportation and communications infrastructure. This type of assessment is sometimes referred to as a windshield assessment.
2. Urgent damage assessment will generally begin during the hazardous event, such as a flood or windstorm, or immediately following, such as after an earthquake, and continue until the ECC has developed a picture of the types and magnitude of damage throughout the county.
3. Initial, urgent reports may be provided by department or agencies, county employees, the media or the public. Damage reports from departments, agencies or employees should be as concise yet informative as possible and without delay. Reports of damage should not be delayed to gather detailed information. As a minimum, urgent reports should contain a location, type of damage, magnitude of damage, whether personal injury or death is involved, and whether immediate assistance is needed to save lives.
4. Damage assessment reports will be made to the ECC by the most expeditious means under the circumstances.
5. Although difficult to contemplate, it may be prudent to bypass an apparently urgent situation to continue damage assessment activities. There may be an even more urgent need down the road.
6. Following urgent damage assessment, and as necessary, responders will establish response priorities, attending to the needs of the public in a way that provides maximum life-saving potential. If local resources are insufficient to respond to all urgent needs in a timely manner, additional resources will be requested through mutual aid agreements or through the ECC.
7. ECC staff will analyze the information received, develop county-wide response priorities and coordinate resources accordingly. ECC staff will also disseminate damage information to appropriate government officials, the media, and the public.

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### B. Detailed Damage Assessment

1. A detailed damage assessment is needed to document the magnitude of private and public damage for planning recovery activities, to justify requests for state and federal assistance, and to meet the information needs of the public.
2. Detailed damage assessment will generally begin following the completion of response activities to protect life and property. Depending on the nature and magnitude of damage, detailed assessment could last for several weeks.
3. Initial detailed damage assessment of residential and business structures will be conducted by the American Red Cross (ARC). The ARC data will be provided to the ECC which will add value and insurance information if it can be obtained. When requested, ECC or emergency management staff will forward private damage assessment information to the state for determination of whether Thurston County qualifies for state and federal assistance for individuals, families and businesses.
4. Depending on the nature of the hazard, such as an earthquake or flood, the Thurston County Resource Stewardship department will conduct structural inspections of privately owned structures and businesses to determine whether they are safe to enter or to occupy. Subsequent engineering evaluations to determine corrective action or to appeal the county's action, will be the responsibility of the property owner or occupant.
5. Additional agencies may be involved with private damage assessment depending on the nature of the hazard, information received by the ECC, information discovered by the building inspectors, or decisions made by the Recovery Team.
6. Detailed damage assessment of public property and facilities will be conducted by the cognizant organization. Specialized assistance will be requested from appropriate departments, agencies or private sources, as appropriate.
7. Any county department or public agency suffering damage from a hazardous event will document the damage on preliminary damage assessment forms available from the ECC or emergency management staff.
8. Completed preliminary damage assessment forms will be returned to the ECC or emergency management staff. Staff will compile the information and, when requested, forward it to state emergency management for a determination of whether Thurston County qualifies for state and federal public assistance.

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9. Generally, preliminary damage assessment forms must be provided to the state before any determination is made as to the availability of public assistance.
10. ECC staff will disseminate damage information to appropriate government officials, the media, and the public.

### **V. RESPONSIBILITIES**

#### **A. Local**

1. All County Government and Cooperating Agencies
  - a. Include damage assessment activities in organizational training programs and participate in county-wide drills and exercises to evaluate procedures and to maintain or refine damage assessment skills.
  - b. Implement damage assessment procedures following a hazardous event, as appropriate.
  - c. Make damage assessment information available to the County ECC or emergency management staff.
  - d. Assist those organizations with specific damage assessment responsibilities as requested.

2. All County Employees

Following a hazardous event, assess your surroundings and situation, look to your own safety and to those around you, and, safety permitting, communicate observed damage to the ECC. Remember, even in a disaster, 9-1-1 remains the number to call for immediate life-saving assistance.

3. American Red Cross –Mt. Rainier Chapter (ARC)
  - a. Conduct Preliminary and Detailed damage assessments of residential and business structures in accordance with existing ARC regulations and procedures.
  - b. Make Preliminary and Detailed damage assessment information available to the County ECC or emergency management staff.

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4. Central Services
  - a. Identify critical county facilities and provide a list to the ECC and to Resource Stewardship.
  - b. Assist Resource Stewardship with entry and inspection of county facilities.
  - c. Develop and maintain procedures for both urgent and detailed assessment of damage, other than structural building inspections, to county facilities and property, but not including roads, bridges or associated rights-of-way. Enter buildings only after a determination by Resource Stewardship that they are safe to enter.
5. Resource Stewardship
  - a. Develop and maintain procedures for urgent assessment of critical facilities, public buildings and structures.
  - b. Develop and maintain procedures for detailed inspections of residential, business, and public buildings and structures, with initial focus on critical facilities.
  - c. Ensure adequate resources and trained personnel are identified to conduct inspections. Develop plans and procedures to register and use resources of other county jurisdictions and government agencies, professional and educational organizations, and volunteers
6. Emergency Management
  - a. Assist other organizations in identifying damage assessment resources, including training opportunities.
  - b. Develop and distribute a list of critical facilities. Critical facilities are those needed for continuity of government and public safety such as disaster management direction and control facilities, shelters, fire houses, correctional facilities, and hospitals.
  - c. Develop ECC procedures for soliciting, receiving, recording, evaluating, and disseminating damage assessment information.
  - d. Include damage assessment administration and reporting as part of the county-wide emergency management training program.
  - e. Develop and distribute damage assessment aids, such as windshield visor cards, wallet cards, and check lists.

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- f. Develop and maintain a system for registering damage assessment emergency workers
7. Emergency Management Council of Thurston County

Council members are encouraged to develop procedures and protocols to ensure damage assessment information is shared with the county ECC. In accordance with state procedures, Preliminary Damage Assessment forms (DEM 129 and DEM 130) must be forwarded through the county.
8. Fire Agencies

Develop and maintain procedures to support urgent damage assessment by surveying the fire district immediately following a hazardous event and reporting the situation to the ECC. Critical facilities within the Fire District should receive highest priority for assessment. In accordance with state procedures, Preliminary Damage Assessment forms (DEM 129 and DEM 130) must be forwarded through the county.
9. Public Works
  - a. Develop and maintain procedures for both urgent and detailed inspections of bridges, roads and transportation rights-of-way.
  - b. Ensure adequate resources and trained personnel are identified to conduct inspections. Develop plans and procedures to register and use resources of other county jurisdictions and government agencies, professional and educational organizations, and volunteers.
  - c. Develop and maintain procedures for work crews and personnel to support urgent damage assessment by surveying their work areas immediately following a hazardous event and reporting the situation to the ECC. Critical facilities within the work area should receive highest priority for assessment
10. Sheriff's Office

Develop and maintain procedures for field personnel to support urgent damage assessment by surveying their patrol areas immediately following a hazardous event and reporting the situation to the ECC. Critical facilities within the patrol area should receive highest priority for assessment.

## **VI. REFERENCES**

- A. Washington State Emergency Management Disaster Assistance Guide for Local Governments

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- B. American Red Cross Disaster Service Regulations and Procedures:  
Survey/Damage Assessment
- C. Washington State Comprehensive Emergency Management Plan
- D. Applied Technology Council Procedures for Post Earthquake Safety Evaluation  
of Buildings

**ATTACHMENT 4**

**DOCUMENTATION OF DISASTER RELATED COSTS  
FOR GOVERNMENT AND GOVERNMENT-LIKE ORGANIZATIONS**

Government and government-like organizations have a responsibility to document the costs of a disaster, whether for damage suffered or for the costs of response and recovery. The following entities should document disaster related costs: cities, counties, school districts, drainage districts, fire districts, port districts, other special purpose districts, tribes, private non-profit organizations that have either public utility systems or are providing services of a governmental nature. Recognized private nonprofit organizations include: museums, zoos, community centers, libraries, homeless shelters, senior citizen centers, rehabilitation facilities, and facilities which provide health and safety services of a government nature.

Documentation serves several meaningful purposes: it is the basis for declaring a local emergency, for the governor declaring a state emergency, and for requesting a presidential disaster declaration; it serves to identify the scope of damage and allow for prioritizing subsequent activity and distribution of resources; it serves to document damage for insurance purposes; it provides subsequent justification for a budget extension; and it serves as justification for state and federal reimbursement should a disaster declaration be made.

Disaster related costs are classified as either Emergency Work or Permanent Work. Definitions are provided below. To qualify for state and federal reimbursement, there must be a clear audit trail for disaster related expenditures. It is best to establish this trail from the outset of a potentially disastrous situation. The documentation system used is an organizational choice; use what works best for you.

**Cost Categories (as used on DEM 129 and DEM 130)**

**Emergency Work**

**Category A: Debris clearance** (Cleaning up debris off of publicly owned properties).

**Category B: Emergency protective measures** (Emergency response activities for the protection of lives, property and the environment).

Personnel costs for categories A and B should be based only on overtime costs for permanent full-time employees. Personnel costs include salaries and benefits. If you hire temporary help to respond to the emergency, then their regular and overtime costs can be included. All equipment and material costs, regardless of when used, can be included. Equipment costs should be based upon established hourly rates.

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**Permanent Work** (In general, the cost of repair or restoration must be at least \$1,000 per site or project.)

- Category **C**: **Road Systems** (Repair of damaged roads. Each individually identifiable damaged segment should be considered a separate project; damage to roads for which the jurisdiction receives federal aid (on-system roads) must be submitted to Washington Department of Transportation (WSDOT) and must be at least \$3,000 per project).
- Category **D**: **Water Control Facilities** (Damages to dikes, levees, drainage channels and other similar facilities).
- Category **E**: **Public Buildings and Equipment** (Damages to publicly owned buildings and equipment).
- Category **F**: **Public Utility Systems** (Damages to water, sewer, sanitary sewer, electrical utility systems, water and/or sanitary sewer treatment plants that are publicly owned or owned by private nonprofit organizations).
- Category **G**: **Parks** (Damages to park facilities, fences, landscaping, etc.).

All personnel, equipment, and material costs (regular and overtime) are recognized for permanent work.