



# **COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

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Pierce County, Washington

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**2020 EDITION**

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**EMERGENCY MANAGEMENT ACCREDITATION PROGRAM:  
2016 STANDARDS FOR EMERGENCY OPERATIONS PLANS**



<b>Chapter</b>	<b>2016 Standard</b>	<b>Location in Plan</b>	<b>Page Number</b>
<b>4.4</b>	<b>Operational Planning and Procedures</b>		
	The Emergency Operations, Recovery, Continuity of Operations and Continuity of Government Plans address the following:		
	(1) purpose and scope or goals and objectives;	Purpose, Scope, Situation Overview, and Assumptions	2
	(2) authority;	Authorities and References	32
	(3) situation and assumptions;	Purpose, Scope, Situation Overview, and Assumptions	3
4.4.2	(4) functional roles and responsibilities for internal and external agencies, organizations, departments and positions;	Organization and Assignment of Responsibilities	14
	(5) logistics support and resource requirements necessary to implement the Plans;	Administration, Finance, and Logistics	29
	(6) concept of operations; and	Concept of Operations	6
	(7) a method and schedule for evaluation, maintenance, and revision.	Plan Development and Maintenance	31
	The Emergency Operations Plan (EOP) identifies and assigns specific areas of responsibility for performing functions in response to an emergency/disaster. Areas of responsibility to be addressed include the following:		
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	(4) communications;	ESF #2—Communications Annex	60
	(5) critical infrastructure and key resource restoration;	ESF #3—Public Works and Engineering Annex	70

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4.4.3 <i>(continued)</i>	(6) damage assessment;	Concept of Operations	13
	(7) debris management;	Support Annex 10—Debris Management Plan	387
	(8) detection and monitoring;	ESF #8—Public Health and Medical Services Annex	141
	(9) direction, control, and coordination;	Direction, Control, and Coordination	21
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	(14) fatality management and mortuary services;	ESF #8—Public Health and Medical Services Annex	126
	(15) firefighting/fire protection;	ESF #4—Firefighting Annex	82
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	(25) resource management and logistics;	Support Annex 3—Resource Management and Logistics Plan	272
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	(28) volunteer management; and	Support Annex 6—Volunteer and Donations Management	298
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4.4.7	The Emergency Management Program has procedures to implement all Plans identified in Standard 4.4.1. Procedures are applicable to all hazards identified in Standard 4.1.1. Procedures reflect operational priorities including:		
	(1) life, safety, and health;	ESF #8—Public Health and Medical Services Annex	126
	(2) property protection;	ESF #4—Firefighting Annex	82
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	(4) restoration of essential utilities;	ESF #12—Energy Annex	220
	(5) restoration of essential program functions; and	Organization and Assignment of Responsibilities	18
	(6) coordination among appropriate stakeholders.	Direction, Control, and Coordination	21
4.4.9	The Emergency Management Program has a method and schedule for evaluation, maintenance, and revision of the procedures identified in Standards 4.4.7 and 4.4.8.	Plan Development and Maintenance	31

## EXECUTIVE SUMMARY

The 2020 Pierce County Comprehensive Emergency Management Plan (CEMP) is the Emergency Operations Plan for Pierce County, Washington and establishes a thorough, all-hazards approach to managing emergencies and major disasters. The purpose of this plan is to lessen the impact of such incidents on the people, property, environment, and economy of Pierce County. It defines the framework within which county departments and first responders will work together and describes how Pierce County government will coordinate with tribal, state, and other local governments and the private sector during incidents.

This Emergency Operations Plan contains a basic plan, Emergency Support Function (ESF) annexes, support annexes, and incident-specific annexes; consistent with the “ESF Format” from FEMA’s Comprehensive Preparedness Guide 101 Version 2.0 (November 2010). The basis for all emergency planning is identifying and analyzing potential hazards. The hazards analysis preceding this plan included all known incidents, from small emergencies to catastrophes, that will require the deployment and operations of county government resources.

The CEMP defines the emergency management responsibilities of Pierce County government and the respective disciplines that deliver Emergency Support Functions within the geographical boundaries of Pierce County. The Concept of Operations of the CEMP confirms that county government uses National Incident Management System (NIMS) doctrine to respond to emergencies and major disasters, and details emergency management programmatic efforts for meeting Americans with Disabilities Act (ADA) requirements during such incidents; including the lessons learned from the *Brooklyn Center for Independence of the Disabled v. Bloomberg* case, in which New York City agreed to improve their emergency preparedness programs and services to address the needs of people with disabilities.

For effective implementation, emergency plans depend on the preparedness of both the community and its individual members. While it is important for Pierce County residents to be ready for a minimum of two weeks without public services, it is even more important for essential local government staff to maintain their personal preparedness. These personnel must be ready to help during emergencies and major disasters. Pierce County needs everyone, especially Pierce County employees, to prepare themselves and their families for such incidents.

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**RECORD OF CHANGES**

<b>Change Number</b>	<b>Person(s) Making Change</b>	<b>Description of Change(s)</b>	<b>Date of Change</b>
1	KF	Rewrite entire plan.	October 22, 2003
2	KF	Revise and update.	December 30, 2004
3	KF	Revise and update.	January 30, 2007
4	RS	Rewrite Basic Plan and update annexes.	October 29, 2010
5	PS	Updated ESF #14—Long-Term Community Recovery Annex, changed Recovery Plan to SA 8, moved SA 8 to SA 9.	November 30, 2010
6	RS	Added distribution list.	December 2, 2010
7	KG	ESF #12—Energy Annex rewrite.	August 2012
8	RS	Review all portions and update, as necessary.	September 30, 2014
9	RS	Final review and incorporate State comments.	November 14, 2014
10	TMK	Included all mission areas from the National Preparedness Goal, consolidated ESF “coordinator” and “primary” agencies into “lead” agencies, formally incorporated agency representative roles for supporting agencies.	December 27, 2019

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## I. INTRODUCTION

Development of the 2020 Pierce County Comprehensive Emergency Management Plan (CEMP) involved a collaborative effort by Pierce County Department of Emergency Management (DEM), other county departments, first responders, appropriate subject matter experts, volunteer organizations, and the Puyallup Tribe of Indians. This plan contains broad objectives for protecting life and property within the capabilities of available resources. It is a strategy for those agencies that have a role in emergency management within Pierce County. The CEMP is not a prescribed tactical plan or step-by-step procedure.

The context for developing this plan was for an emergency or major disaster with the scope and scale that challenges the normal (day-to-day) operations and capabilities of agencies and organizations in Pierce County. The CEMP establishes the central role of the Tacoma-Pierce County Emergency Operations Center (EOC)—hereafter called the “EOC”—in the overall incident management of emergencies and major disasters, while emphasizing coordination with incident command(s) in the field as well as other emergency operations/coordination centers. Under this plan, the EOC is responsible for collecting and disseminating information; fulfilling or forwarding resource requests; and setting priorities or policies specific to an incident. Additionally, this plan establishes the role of “applicant agent” of state or federal disaster assistance for all entities of Pierce County government.

The Pierce County CEMP consists of five parts. The first two include the “Basic Plan” and the appendices that relate directly to it.

The **Basic Plan** addresses the general parameters for emergency management as established/agreed upon within Pierce County. It describes the types of hazard/threat situations that can occur and discusses underlying assumptions that influenced development of the CEMP. It contains the concept of how emergency operations in Pierce County will work and establishes the organizational structure for emergencies and major disasters, including specific roles and responsibilities. The plan defines the process for the direction, control, and coordination between organizations during such incidents. It includes the essential elements information needed during emergencies and major disasters, as well as the communication protocols and procedures to use. The plan also addresses the administrative, financial, and logistical requirements for emergency operations. Finally, it concludes with the plan development process, the methods for validating and maintaining the plan, and the authorities or legal basis for the activities described within the plan.

The **Appendices** include a glossary of key emergency management terms and a list of acronyms.

This plan has three types of annexes. While some of the annexes were specifically developed for the CEMP, others were developed as stand-alone plans that were later incorporated into the CEMP.

**Emergency Support Function Annexes**, or ESFs, organize the entities in Pierce County (such as government agencies and Non-Governmental Organizations) that respond to emergencies and major disasters by functional areas/occupational fields. Each ESF annex identifies the lead agencies to coalesce the various support agencies into a cohesive team and describes their responsibilities during emergencies and major disasters. Pierce County’s fifteen ESFs are: ESF #1—Transportation,

ESF #2—Communications, ESF #3—Public Works and Engineering, ESF #4—Firefighting, ESF #5—Information and Planning, ESF #6—Mass Care, Emergency Assistance, Temporary Housing, and Human Services, ESF #7—Logistics, ESF #8—Public Health and Medical Services, ESF #9—Search and Rescue, ESF #10—Oil and Hazardous Materials Response, ESF #11—Agricultural and Natural Resources, ESF #12—Energy, ESF #13—Public Safety and Security, ESF #14—Long-Term Community Recovery, and ESF #15—External Affairs.

**Support Annexes** (abbreviated as “SA” in the plan’s table of contents) describe the common processes and specific administrative requirements used by the various agencies, both public and private, in support of emergency operations. Each support annex identifies a coordinating agency and the cooperating, or supporting, agencies. The nine support annexes are: Financial Management, Local Mutual Aid and Multi-State Coordination, Logistics Management, Private Sector Coordination, Volunteer and Donations Management, Worker Safety and Health, the Pierce County Disaster Recovery Framework, the EOC Operations Plan, and the Pierce County Debris Management Plan.

**Incident-Specific Annexes** (abbreviated as “ISA” in the plan’s table of contents) define the policies, the concept of operations, and the roles and responsibilities for six specific incidents that can impact Pierce County. The incidents that these six annexes cover include: biological, catastrophes, cyberattack, nuclear/radiological, terrorism, and volcanic.

The foundational document for the CEMP is the Pierce County Hazard Identification and Risk Assessment (HIRA). Additional corresponding documents include the Region 5 Hazard Mitigation Plan and the Pierce County Disaster Recovery Framework, as well as multiple other complementary plans, such as: the Region 5 Homeland Security Strategic Plan, the Pierce County Mass Fatalities Response Plan, the Pierce County Volunteer and Donations Management Plan, the continuity plans maintained by the various county departments, the Pierce County Continuity of Government Plan, the Pierce County Pandemic Flu Plan, the Puget Sound Regional Catastrophic Plans, the Mount Rainier Volcanic Hazards Response Plan, and the Pierce County Threat and Hazards Identification and Risk Assessment.

This CEMP is current at the time of promulgation. As emergency management continues to evolve with the lessons learned from each emergency and major disaster, this is a “living document” in a near constant state of review. At a minimum, formal review for potential revision is on a five-year update cycle. In addition, revisions may occur after any emergency or major disaster, when necessary. Other plans incorporated into the CEMP, such as the Hazardous Materials Emergency Response Plan (ESF #10 Annex) or the EOC Operations Plan, may receive review and revision on a more frequent basis.

## II. PURPOSE, SCOPE, SITUATION OVERVIEW, AND ASSUMPTIONS

### A. Purpose

The purpose of this document is to describe the framework under which entities having legal responsibility—as identified in each Emergency Support Function (ESF) annex—will work-together during emergencies and major disasters; when the people, their property, the economy, or the environment of Pierce County are negatively impacted by natural or human-caused hazards. This plan includes all mission areas

that create preparedness and a secure and resilient community: prevention, protection, mitigation, response, and recovery. It identifies the necessary actions for government before, during, and after emergencies and major disasters, and recognizes the significant contributions that the private sector, Non-Governmental Organizations/Private Nonprofits, volunteers provide during such incidents.

While including all applicable mission areas and capabilities, the primary focus of the Comprehensive Emergency Management Plan (CEMP) is conducting emergency operations in response to emergencies and major disasters. For additional information, this plan directs the reader to the Pierce County Hazard Identification and Risk Assessment, Region 5 Hazard Mitigation Plan, Pierce County Disaster Recovery Framework, and other reference material, where appropriate.

B. Scope

This plan establishes a systematic and synchronized process to facilitate emergency preparedness, promote hazard mitigation, and coordinate emergency response and disaster recovery activities and actions. The CEMP identifies the primary responsibilities of Pierce County government before, during, and after emergencies and major disasters; while recognizing the significant roles of federal, tribal, state, and other local government agencies, as well as the private sector, and Non-Governmental Organizations/Private Nonprofits.

The CEMP, as an all-hazards Emergency Operations Plan, applies to all types of hazards (both natural and human-caused) within the defined geographic boundaries of Pierce County. This plan is particularly applicable to the unincorporated areas of the County and those Indian tribal governments and local governments that join Pierce County's local organization for emergency management. Additionally, Pierce County government delivers several public services to communities within the county, such as: fire inspections and investigations, solid waste and wastewater treatment, adult and juvenile detention, and uniformed law enforcement.

C. Situation Overview

1. *Hazard Analysis Summary*

Pierce County has an estimated population of 872,220 persons.<sup>1</sup> Each of these residents are at risk from several threats and hazards—both natural and human-caused—that their livelihood, property, and health and safety are vulnerable to. Businesses within the county, as well as the infrastructure and governmental structures that support them, are at risk of both damage and destruction from multiple threats and hazards as well. The County analyzed the following threats and hazards for this plan:

- Abandoned Mines
- Active Threat/Attack Tactics
- Avalanche
- Civil Disturbance
- Climate Change
- Cyberattack

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<sup>1</sup> U.S. Census Bureau, "Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2018," April 2019, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>.

- Dam Failure
- Drought
- Earthquake
- Energy Emergency
- Epidemic/Pandemic
- Flood
- Hazardous Materials
- Landslide
- Pipelines
- Severe Weather
- Transportation Accidents
- Tsunami
- Volcanic
- Wildland-Urban Interface Fire

These hazards have a wide range of potential impacts to both the residents and infrastructure of Pierce County. Some, such as abandoned mines and avalanches, occur only in certain areas and have a limited impact. On the opposite end of this spectrum, earthquakes, volcanic eruptions, and epidemics can directly or indirectly impact a significant percentage—if not all—of the County’s population and/or infrastructure.

For more information on these hazards, including an analysis of their occurrence and their impacts on the County and its residents, see the Pierce County Hazard Identification and Risk Assessment (HIRA).

### 2. *Capabilities Assessment*

The National Preparedness Goal established 32 core capabilities necessary for communities to achieve a level of preparedness that can prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk. The core capabilities serve as both preparedness targets and a process of structured implementation. Each of the ESF annexes within this plan, identify the most applicable core capabilities and connect them to the distinct processes for building, sustaining, and delivering the core capabilities.

Multiple agencies, organizations, and disciplines participate in the assessment of these capabilities and provide input based on identified areas for improvement observed during exercises and real-world incidents. The whole Pierce County community completes a comprehensive assessment of capabilities on an annual update cycle with regional partners and state government, published separately.

### 3. *After-Action Reports/Improvement Plans*

Pierce County uses a formal process to improve its preparedness capabilities following an exercise or a real-world incident. This process consists of evaluating all documentation created during emergency operations or exercise conduct, collecting comments and observations received during a “hot wash” or debrief, participating in after-action meetings to reach concurrence on the timeline and correlate analysis, and developing an After-Action Report (AAR). The After-Action Report includes an Improvement Plan (IP) that establishes capability gaps, the root cause(s) of such gaps, selected corrective actions, the person responsible for resolving each corrective action, and the timeframe for resolution. An Improvement

Plan may include solutions for resolving corrective actions related to plans/procedures, the organization, equipment/systems, staff training, and exercises.

Each ESF lead agency/organization is responsible for contributing to After-Action Report development, in coordination with the Pierce County Department of Emergency Management, as well as resolving any assigned corrective actions.

### D. Planning Assumptions

- Some emergencies and major disasters occur with enough advance notice that there is time to take preparatory actions. Others occur without notice.
- An emergency or major disaster could occur from a hazard yet to be identified, or from an identified hazard but in a manner inconsistent with past experiences and established science.
- All incidents (such as emergencies and major disasters) begin “locally”—by the impacted Indian tribal government, city, town, or special purpose district—and are the responsibility of those entities having jurisdiction. When an emergency or major disaster is overwhelming—or imminently will overwhelm—their capabilities, impacted local governments must request assistance from the next highest level of government. For incorporated cities and towns, the County is the next highest level of government; for Pierce County, the next level is Washington State government. Federally recognized Indian tribal governments can—at their discretion—directly request assistance from either county government, state government, or federal government. In all cases, the responsibility and control of the situation stays with the affected government.
- Indian tribal governments, cities, towns, and special purpose districts (such as fire protection, school, water-sewer) may develop Emergency Operations Plans and capabilities for their own jurisdictions.
- The Executive may direct Pierce County resources to fulfil requests for assistance from Indian tribal governments, cities, towns, and special purpose districts when lives or property become threatened, and if resources allow.
- The Executive may choose to invoke the emergency powers expressly granted to them under Chapter 2.118 PCC.
- Residents, businesses, and industry within Pierce County need to be self-sufficient for a minimum of two weeks—and potentially longer—following an emergency or major disaster. While the goal is for county residents to have an emergency plan and become prepared, the reality is that many of them will not.
- Political subdivisions (incorporated cities and towns) within Pierce County will comply with the intent of Chapter 38.52 RCW and will provide emergency management functions for their jurisdiction.
- Emergency medical facilities will be overloaded, and a shortage of supplies will exist.
- Shortages of emergency response personnel will exist, creating the need for auxiliary fire, police, search and rescue, emergency medical, transit, and public works personnel. Governmental emergency response and disaster recovery efforts will need support from private sector capabilities.

- Pierce County will make every effort to maintain the essential functions—that deliver the fundamental public services county residents rely on—with minimal interruption. County departments have Continuity of Operations (COOP) programs and plans in place that they will implement, as necessary, to conduct emergency operations during an incident. Conditions could be of such size and severity that some, or all, county services become impacted. The County will be unable to fulfill all resource requests under these conditions and setting priorities will be necessary.
- The severity of challenges caused by emergencies and major disasters will depend on factors such as time of day when the incident happens, the severity of impact, existing as well as previous and post incident weather conditions, size of area impacted, demographics, and nature of building construction. Collateral incidents such as fire, floods, and hazardous materials releases will increase the impact on the community, multiply losses, and hinder initial emergency response efforts.

### III. CONCEPT OF OPERATIONS

#### A. Definitions

**NIMS and ICS:** The Incident Command System (ICS) is a component of the National Incident Management System (NIMS) designed as a standardized organizational structure that facilitates vertical and horizontal integration between responding entities during and after emergencies and major disasters. The EOC uses a “hybrid” of the Incident Command System and the Emergency Support Function model (also used to format this plan and structure emergency operations) for its organizational structure.

**Incident Management Teams:** When an incident exceeds the capacity of local governments or extends for a prolonged period of time, it may be necessary for impacted governments or other regional partners to request Incident Management Teams (IMTs) to assist with overall management and coordination of emergency response activities. Any entity within Pierce County may contact either the EOC or the Pierce County Department of Emergency Management (DEM) Duty Officer (when the EOC is not at a higher activation level) to request incident management support from the Pierce County Type III IMT. The requestor is responsible for delineating responsibilities or delegating authority to the IMT, as well as covering the costs of receiving incident management support.

#### B. Emergency Management Policy

Under Chapter 118-30 WAC, Pierce County government is solely responsible for coordination of emergency management functions in unincorporated Pierce County. The County’s obligations extend to regional coordination under Chapter 2.118 PCC. This statute directs the Pierce County local organization for emergency management to coordinate regionally with responding state, federal, and private sector entities. It is the policy of Pierce County to work vertically and horizontally (with neighboring communities and partners) to protect life, health, and safety, public property, the environment, and the economy. The County will actively coordinate all emergency management activities with Indian tribal governments.

C. General

Pierce County government delivers emergency management services and capabilities within five mission areas: prevention, protection, mitigation, response, and recovery. By building and sustaining capabilities within all five mission areas, the County improves its preparedness for threats and hazards. Below are formal definitions of these key terms:

- **Preparedness:** Actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from threats and hazards.
- **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual attack.
- **Protection:** The capabilities necessary to secure an organization or jurisdiction against attacks and technological or natural disasters.
- **Mitigation:** Actions taken to lessen the impacts from natural and/or technological hazards—prior to their occurrence—through reducing risks and vulnerabilities.
- **Response:** The delivery of capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
- **Recovery:** The delivery of capabilities to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of a community following an emergency or major disaster.

The Pierce County Comprehensive Emergency Management Plan (CEMP) describes several prevention, protection, mitigation, response, and recovery actions. Each agency and organization identified as an Emergency Support Function (ESF) lead develops internal plans and procedures detailing how they will carry out the responsibilities described in this plan. In addition to participating in training and exercise programs facilitated by Pierce County DEM, ESF leads conduct training and exercises on their own internal plans and procedures, as necessary.

D. Emergency Preparedness

1. *Plans and Procedures*

Regional risk assessments, legal obligations and authorities, and past incidents form the basis of plans that aim to prevent, protect against, mitigate, respond to, and recover from emergencies and major disasters. These emergency plans address roles and responsibilities within the county and what actions County Government should take before, during, and after emergencies and major disasters. Emergency plans may also include policies that guide emergency response through, or disaster recovery following, such incidents. Plans are the basis for procedures that describe specific tasks for, and identify essential elements of information needed by, each responsible agency or organization to respond quickly and efficiently.

2. *Training and Exercises*

Emergency plans require testing and need trained personnel to implement them. A prominent feature of Pierce County's local organization for emergency management is delivering training to regional partners on the Incident Command System (ICS), agency representative roles in the EOC, and other emergency management topics; such as pre-briefings for fire, flood, or winter storm seasons specific to the County. After completing staff training, the next step is to conduct a series of exercises to test emergency plans and procedures. After each emergency preparedness exercise, the exercise sponsor develops an After-Action Report with an Improvement Plan to turn any areas for improvement identified into concrete corrective actions for resolution.

3. *Equipment and Supplies*

Pierce County DEM has limited supplies and equipment for emergencies and major disasters. The County will coordinate with unincorporated communities, incorporated cities and towns, and the Puyallup Tribe of Indians on establishing Community Points of Distribution (CPOD) during such incidents. Pierce County will identify and manage staging areas for incoming resources, as staffing allows and when movement is possible.

The County uses WebEOC to receive and track resource requests for responding to or recovering from emergencies and major disasters. This same system enables regional partners to post damage assessment reports and gain situational awareness, in addition to submitting and tracking their resource requests. The EOC also uses WebEOC to submit resource requests directly to the Washington State Emergency Operations Center (SEOC).

During emergencies and major disasters, the EOC will prioritize resource requests that deliver or restore the following capabilities or services (please note, the ordering of this list is not indicative of sequence or priority):

- providing warning notifications and supporting emergency evacuations;
- supporting dissemination of emergency public information;
- reestablishing communications to assist emergency response;
- reestablishing access to impacted areas and facilities;
- supporting search and rescue operations, transport of the injured, and medical care;
- supporting mass care operations including food, water, and shelters;
- assisting with the restoration of critical infrastructure; and
- protecting public property and the environment; and
- promoting short and long-term disaster recovery.

Section 308 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended, includes provisions for ensuring that the

distribution of supplies, the processing of applications, and other federal disaster assistance activities shall be accomplished in an equitable and impartial manner, without discrimination on the grounds of race, color, religion, nationality, sex, age, disability, English proficiency, or economic status.

The Stafford Act also makes compliance with regulations a prerequisite for participation by state and local governments during emergency or major disaster declarations. Specifically, as a condition of participation in the distribution of assistance or supplies under the Stafford Act or of receiving assistance under the Act, governmental agencies and other organizations shall be required to comply with regulations relating to nondiscrimination promulgated by the President, and such other regulations applicable to activities within an area affected by an emergency or major disaster as the President deems necessary for the effective coordination of relief efforts.

For more information on resource distribution, see Section VIII. Administration, Finance, and Logistics of this plan, and the ESF #7—Logistics Annex.

#### *4. Mutual Aid Agreements*

The primary mutual aid agreement used in Pierce County is the Washington State Mutual Aid System (WAMAS), as described in Chapter 38.56 RCW. When responding to or recovering from emergencies and major disasters requires more equipment, supplies, facilities, and/or personnel, agreements called either a Mutual Aid Agreement (MAA), Memorandum of Understanding (MOU), or Memorandum of Agreement (MOA) can provide capabilities and fulfill resource needs. To implement a MAA/MOU/MOA, the “requestor” must submit a request for assistance to the entity that has the desired capabilities. If the entity receiving the request accepts it, they become the “provider,” and the resource sharing process begins.

#### **E. Hazard Mitigation**

Pierce County maintains an active mitigation program in unison with 76 other independent entities consisting of cities, towns, special purpose districts, and Private Nonprofits. Together, these planning partners developed and maintain the Region 5 Hazard Mitigation Plan, including annexes—mitigation plans in their own right—within which each entity identifies a series of mitigation measures/strategies for reducing risks and vulnerabilities to natural hazards.

In addition to the Region 5 Hazard Mitigation Plan, any eligible entity can independently develop a hazard mitigation plan for their organization; for example, the Puyallup Tribe of Indians maintains their own FEMA-approved mitigation plan. Over time, as the mitigation measures within the various plans receive funding and then completed, the safety and quality of life for residents is improved.

Pierce County DEM hosts an annual hazard mitigation forum, comprised of all entities that have a FEMA-approved mitigation plan, to meet and discuss their mitigation strategies, as well as any successes or challenges experienced in turning their strategies into mitigation projects. This includes reviewing the various methods to obtain project funding.

For more information on hazard mitigation, see the Region 5 Hazard Mitigation Plan.

F. Emergency Response

Pierce County focuses on the following priorities when responding to—including distributing resources for—emergencies and major disasters: lives, property, the environment, and the economy.

This plan recognizes that many individual agencies and organizations (both public and private) have developed their own plans and procedures for managing incidents. For county government, each department has both Standard Operating Procedures (SOPs) for emergencies and major disasters and Continuity of Operations (COOP) programs and plans to continue performing their essential functions and delivering fundamental public services. Additionally, the County has a Continuity of Government (COG) plan that aims to maintain Pierce County's home rule form of government in the aftermath of a catastrophic incident. During emergencies and major disasters, the County may suspend non-essential functions to make staff and resources available for responding to an incident. Further, county personnel may need to work overtime or out of class. An emergency proclamation can waive normal procurement procedures to speed-up the acquisition of needed equipment, supplies, and/or services.

1. *Emergency Operations/Coordination Centers*

There are several different names for facilities that activate during incidents to coordinate resources and information between responding entities. These terms include Emergency Operations Centers (EOCs), Emergency Coordination Centers (ECCs), and Multiagency Coordination Groups (MAC Groups). Regardless of its name, these centers are a physical location in which agencies gather to conduct emergency operations, collect—analyze—disseminate information, and coordinate delivery of resources to support emergency response personnel. Several agencies and organizations, including some Non-Governmental Organizations/Private Nonprofits and private sector entities, maintain such facilities as well. Not all entities have a center that is set up for continuous, 24/7/365, operations. These entities often activate their centers when the need arises, and—for local governments—is typically located within their public works department, fire department, or city/town hall.

Pierce County DEM hosts—and is responsible for maintaining—the EOC, located in Tacoma, Washington. The EOC is the highest local clearinghouse and coordination point for all information and activities associated with emergency response and disaster recovery in the county. When resource requirements exceed local capabilities, the EOC will request additional resources through the Washington State Emergency Operations Center (SEOC). The SEOC will try to find the desired capabilities from either within the State, neighboring states, or if necessary, federal government agencies.

2. *EOC Activations*

The principles of NIMS/ICS direct operations of the EOC. The decision to elevate the EOC's activation level resides with the Executive, the Director of Emergency Management, the DEM Duty Manager, and/or the DEM Duty Officer. The EOC

may open at the request of any of DEM's partner agencies, local firefighting officials, county department directors, or local law enforcement officials. The EOC has the following three levels of activation:

- **Level III** activations consists of normal, day-to-day, operations. This includes responding to minor incidents managed by one or two staff members without activating additional sections or ESFs of the EOC.

Pierce County DEM operates a 24/7 duty officer program that is the first line of responding to emergencies and major disasters impacting areas of the county. The Duty Officer provides continuous emergency management monitoring for effectively implementing the CEMP in response to a multitude of activities, such as: hazardous materials spills, search and rescue requests, sending mass alert and warning notifications, and for requesting support from the EOC.

- **Level II** activations involve incidents that have special characteristics requiring a multiagency response, specialized resources, or is beyond the capabilities of local resources. This level of activation requires additional personnel to manage the intricacies of the situation.
- **Level I** activations involve the coordinated response of all levels of government and emergency services. Personnel from several—or all—agencies and organizations with a role in responding to emergencies and major disasters work within the EOC.

Activation levels of the EOC may increase either in advance of an imminent hazard, such as flooding, or in the immediate aftermath of a no-notice incident, such as an earthquake. If Pierce County receives advance notice of an imminent hazard, such as severe weather, the County may implement a sequence of preliminary/preparatory actions, such as:

- notify persons in threatened areas of Pierce County using the Pierce County ALERT system or other notification systems, such as the NOAA weather radio;
- disseminate information to response entities within the county using the PC WARN system;
- emergency response agencies, organizations, or volunteers may increase staffing levels to address the impacts of the incident;
- the EOC and the Pierce County Joint Information Center (JIC) may begin staffing in advance of an imminent emergency or major disaster;
- a duly authorized representative of the EOC and/or the Pierce County JIC will begin issuing information to the news media and the public; and
- a proclamation of the existence or threatened existence of a disaster may occur if the incident is—or expected to be—significant enough to warrant such.

When a spontaneous incident occurs, such as a severe earthquake, individual agencies and organizations will implement and follow their own Standard Operating Procedures and Emergency Operations Plans. There are some “triggers” that determine when the County must consider taking action, such as (1) when the entire county or unincorporated areas within are adversely impacted, or

(2) if another local government in Pierce County, or an agency thereof, requests county government resources or support.

3. *Emergency Proclamations*

The Pierce County Executive or in their absence, the Executive Pro Tempore, or in their absence, the Chair of the County Council can proclaim the existence or threatened existence of a disaster, as described under Chapter 2.118 PCC.

An emergency proclamation enables county government to (1) make and issue rules and regulations on matters reasonably related to the protection of life and property; (2) acquire vital supplies, equipment, and such other properties needed for the protection of Pierce County property and the lives of people residing in Pierce County, while committing the County to the fair value of such resources, and—if needed immediately—to commandeer those resources for public use; (3) direct county personnel to provide emergency services and—in the event of Governor proclaiming a state of emergency in the region in which Pierce County is located—to command the aid of as many “citizens” of Pierce County as necessary in the execution of official duties (such persons are entitled to all privileges, benefits and immunities as provided by state law for registered emergency workers).

Additionally, the State’s expectation is that the County issues an emergency proclamation, implements the CEMP, and activates the EOC before requesting assistance from state government resources.

4. *Alert and Warning*

When notifying the public of a threat or hazard, multiple communications systems the County will use all available communications at its disposal.

- The most frequently used system is **Pierce County ALERT/PC ALERT**,<sup>2</sup> which uses three databases to send messages to alert the public of hazardous conditions. The databases include: 9-1-1 (landlines only), yellow and white pages, and opt-in subscribers. The opt-in database enables Pierce County ALERT to provide subscribers with vital information quickly during a variety of situations, such as severe weather, law enforcement activity, flooding, road closures, missing persons, evacuations of buildings or neighborhoods, and more. Subscribers receive time-sensitive messages by whatever method they prefer, such as: home, mobile, or business phones, email addresses, text messages, or others.
- The **Emergency Alert System (EAS)** provides local government a mechanism to issue emergency warnings through local broadcasters when the public must take immediate life preserving actions. Pierce County DEM, the National Weather Service, or the Washington Military Department-Emergency Management Division have access to this system.

For more information on alert and warning systems, see the ESF #2—Communications Annex and the ESF #15—External Affairs Annex.

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<sup>2</sup> To sign up for Pierce County ALERT, please visit <https://www.co.pierce.wa.us/921/Pierce-County-ALERT>.

5. *Volunteers during Emergencies and Major Disasters*

Skilled/trained volunteers are a vital resource during an incident, becoming a “force multiplier” to existing capabilities. Under Chapter 118-04 WAC, the County—or the other local government under whose direction the volunteer is operating—must register volunteers in the Emergency Worker Program. After the County requests and receives a state mission number from the State, state government assumes liability for injuries or damages that a registered volunteer emergency worker experiences when on duty. The State may also assume liability for the damages to a volunteer’s personal property, if used during their assignment. Claims for injury or damages have regulated processes and procedures for reimbursing the volunteer or their beneficiary(ies).

Registered volunteer emergency workers undergo background checks. They may receive training for specific mission assignments before or during an incident. Volunteers may help with search and rescue, damage assessment, shelter management, staffing assignments in the EOC, or other roles, as assigned.

During emergencies and major disasters, documenting volunteer hours and their assignments is essential. The entity directing a volunteer can assign a monetary value to the volunteer’s documented time and expertise, which the County can use towards the required non-federal cost share needed to receive federal financial assistance.

6. *Damage Assessment and Common Operating Picture*

One of the first steps in an organized response is to identify what damages and impacts to the community have occurred—or is expected to occur—because of the incident. Damage assessment often takes many hours to complete to establish a good picture of the impacted area or population. Volunteers registered as emergency workers, Volunteer Organizations Active in Disasters (VOADs), building officials, or personnel from firefighting, law enforcement, public works, and emergency management oftentimes conduct these assessments.

In addition to the County assessing its facilities and the unincorporated areas, each impacted Indian tribal government, city, town, and special purpose district must assess the impacts to their respective operations and areas under their jurisdiction. This information is extremely important, and impacted entities should provide this data to the EOC’s Planning Section or the DEM Duty Officer (when the EOC is not at a higher activation level). The Planning Section both collects and analyzes incident-specific information (such as observed damage and deployed resources) and then disseminates this information to partners for creating situational awareness and a Common Operating Picture within the county.

7. *Emergency Evacuations*

While small-scale evacuations from the impacts of a residential structure fire are more likely, large-scale evacuations from flooding, hazardous materials releases, wildland fires, or impacts from other hazards are also a possibility. An evacuation is a time-sensitive and personnel-intensive undertaking that often involves movement of resources and people through and between political subdivisions.

For more information on effecting emergency evacuations, see the ESF #1—Transportation Annex and the ESF #13—Public Safety and Security Annex.

G. Disaster Recovery

Short-term recovery efforts—such as emergency repairs and temporary housing—begin concurrently with ongoing response operations to stabilize the incident and protect life, health, and property. Long-term, more permanent, recovery efforts occur following the conclusion of active response operations. Thus, while short-term disaster recovery may last for days or weeks, long-term disaster recovery may last for months or years with efforts focused on permanent repairs or replacement and improvement of damaged facilities or infrastructure. Repairing infrastructure, rebuilding communities, housing, and health care, and restoring economic, cultural, and natural resources is the goals of long-term disaster recovery.

For more information on disaster recovery, see the Pierce County Disaster Recovery Framework.

**IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

A. Roles of Government

1. *Federal Government*

As established by Congress under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended, formal emergency and major disaster declarations begin when the Washington State Governor submits a request to the President—through the FEMA Region 10 Regional Administrator—for supplemental federal assistance. If approved, federal government resources, through FEMA, begin assisting impacted communities with saving lives and protecting property, the environment, and the economy. The National Response Framework describes the structures and mechanisms the federal government uses when responding to emergencies and major disasters and delivering federal disaster assistance. FEMA has codified the declaration process in 44 CFR Part 206, Subpart B.

FEMA establishes a Joint Field Office (JFO) as the primary federal incident management field structure. This is a temporary federal facility created to provide multiagency coordination between federal, tribal, state, and local governments, the private sector and Non-Governmental Organizations/Private Nonprofits during emergencies and major disasters. Management and staffing of the JFO is consistent with National Incident Management System (NIMS) doctrine and led by the Unified Coordination Group. Although the JFO uses an Incident Command System structure, it does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site. Typically, the JFO is located at or near the incident area of operations.

Under certain conditions, other federal agencies may immediately respond to an incident without needing the formal federal disaster declaration process. This may include U.S. Department of Defense or U.S. Coast Guard assets where a

commander may deliver capabilities to protect civilians, when circumstances and protocols allow.

*2. State Government*

The Washington Military Department-Emergency Management Division, through the State Emergency Operations Center (SEOC), coordinates all emergency management activities throughout Washington State and responds to emergencies and major disasters as described in the State's Comprehensive Emergency Management Plan.

The Governor of Washington is responsible for proclaiming a state of emergency and responding to local government requests for assistance with available state resources that deliver capabilities to prevent, protect against, mitigate, respond to, and recover from incidents. When state resources become—or imminently will be—overwhelmed, the Governor is responsible for requesting the President declare an emergency or major disaster and provide federal assistance.

The request must be based upon a finding that the situation is beyond the capability of the State and Pierce County, and that supplemental federal assistance is immediately necessary to save lives and protect property, public health and safety, or to lessen or avert the threat of a disaster. Additionally, in the Governor's declaration request, the State must:

- confirm that the Governor has taken appropriate action under the laws of Washington and directed the implementation of the State's Emergency Operations Plan;
- describe state and local government efforts and resources used to alleviate the emergency or major disaster;
- a description of other federal agency efforts and resources used in response to the emergency (for emergency declaration requests);
- a description of the type and extent of additional federal assistance required (for emergency declaration requests);
- an estimate of the amount and severity of damage to the public and private sector (for major disaster declaration requests);
- preliminary estimates of the type and amount of Stafford Act assistance needed (for major disaster declaration requests); and
- certification by the Governor that the State and local governments will comply with all applicable cost-sharing requirements (for major disaster declaration requests).

*3. County Government*

The Pierce County Executive is responsible for proclaiming the existence, or threatened existence, of a disaster and terminating such proclamations when appropriate. When the County's capabilities have been exceeded or exhausted during an incident, the Executive formally request assistance from the Governor of Washington.

Pierce County Department of Emergency Management (DEM) is Pierce County's local organization for emergency management. As such, DEM is responsible for developing and maintaining this document: The County's Comprehensive Emergency Management Plan (CEMP). DEM, subject to the direction and control of the County Executive, is responsible for activating the EOC and coordinating emergency management activities within Pierce County.

The EOC is the central point within Pierce County for coordinating information and resources during emergencies and major disasters. During such incidents, the EOC receives resource requests from impacted communities in Pierce County, as well as mutual aid requests from neighboring partners. If unable to provide the capabilities needed to fulfil a resource request, the EOC will request assistance from the Washington State Emergency Operations Center (SEOC). If Pierce County is included in an emergency or major disaster declaration, the primary mission of the EOC is to ensure equal access to federal disaster assistance programs, activities, benefits, and/or services, contingent on eligibility.

#### 4. *Cities and Towns*

There are twenty-three incorporated cities and towns in Pierce County. As a political subdivision of Washington State, each city and town must either establish their own local organization for emergency management or join another local organization for emergency management. When establishing an independent local organization for emergency management, a city or town must develop and submit a complete comprehensive emergency management plan to the Washington Military Department-Emergency Management Division. If joining a local organization for emergency management, city and town governments must participate in the organization's emergency preparedness activities and provide support to emergency management programs. Regardless, each city or town may set up their own emergency operations/coordination center or entrust those functions to the EOC. Although cities, independently recognized by the State as separate "emergency management jurisdictions," can send requests for assistance directly to the SEOC, state policy is to strongly recommend that such requests are coordinated through the applicable county-level emergency operations/coordination center.

#### 5. *Special Purpose Districts*

In Washington State, special purpose districts are limited purpose local governments—separate from a county, city, or town government—created to perform a single function. They provide a range of services that are not otherwise available from county, city, and town governments, such as: conservation, diking and drainage, fire protection (firefighting), flood control zones, housing authorities (public housing), parks and recreation, public transportation, schools, water-sewer, and others. The areas served by special purpose districts oftentimes overlap the geographic boundaries of counties, cities, and towns. As special purpose districts are not required to establish a local organization for emergency management or develop a local comprehensive emergency management plan, they are encouraged to work with their nearest local organizations for emergency management. In such circumstances, the capabilities of special purpose districts become integrated into local comprehensive emergency management plans.

**B. Pierce County Executive**

- Ensure that county residents receive notice of hazardous conditions through Pierce County ALERT, the Joint Information Center, and the news media.
- Direct formal implementation of the Comprehensive Emergency Management Plan.
- Provide visible leadership for county government and play a key role in communicating to, and assuring, the public.
- Lead county government continuity and/or regional coordination meetings or conference calls.
- Interface with the County Council, Indian tribal governments, and local or regional senior and/or elected officials.
- Proclaim the existence or threatened existence of a disaster and termination thereof.
- Oversee the deployment, operations, and demobilization of county government resources during emergencies and major disasters.
- Implement mutual aid agreements by formally requesting assistance from parties to such agreements, as necessary.
- Formally request assistance from the Governor when the County's capabilities have been exceeded or exhausted.
- Formulate major policy decisions.
- Preserve the continuity of the executive branch of county government.

**C. Director of Emergency Management**

- Provide emergency management functions for Pierce County as described in Chapter 2.118 PCC, Chapter 38.52 RCW, and NIMS, as appropriate.
- Under agreement, provide the Puyallup Tribe of Indians with the full range of available emergency management services.
- Lead and support the EOC and the Pierce County JIC, as established by policies and procedures in compliance with NIMS doctrine.
- Advise county officials on direction and control of emergency operations/incident management.
- Evaluate conditions within Pierce County during emergencies and major disasters and advise the County Council and Executive to enact emergency ordinances to preserve the public peace, health and safety or support county government and its institutions. Such ordinances are effective upon the Executive's approval.
- Advise executive heads of political subdivisions within the county on direction and control of their emergency operations, and coordination with County operations and plans.
- Represent Pierce County government as coordinating agent and prepare requests for assistance.

- Maintain, operate, coordinate, and recommend the appropriate use of public notification systems as it pertains to Pierce County.
- Approve issuance of emergency messaging.
- Collect essential elements of information, analyze data, and disseminate reports.
- Coordinate with Pierce County IT to ensure that county communications systems are ready and capable of fulfilling the emergency operations needs of County government.
- Assume the role of applicant agent for all entities of Pierce County government during the recovery process following an emergency or major disaster declaration.
- Advise county officials on emergency administrative and financial recovery procedures and requirements.
- Coordinate the development and use of emergency plans necessary for County government to achieve preparedness through building and sustaining capabilities in the prevention, protection, mitigation, response, and recovery mission areas.
- Advise and assist county officials in obtaining and using defense support to civilian authorities.
- Facilitate coordination between private communications service providers and Public Safety Answering Points (PSAPs) to ensure high quality and continuous operation of the E-911 system, and the prompt restoration of E-911 services following service disruptions.

**D. County Department Directors**

- Ensure that departmental Continuity of Operations (COOP) programs and plans can achieve a viable continuity capability within four hours of a continuity event occurring during regular business hours, or within 12 hours outside of normal business hours.
- Develop Standard Operating Procedures specific to assigned Emergency Support Function (ESF) responsibilities, as described in this plan.
- Designate staff and equipment, as available, for field operations in support of other agencies/organizations during emergencies and major disasters.
- Ensure that emergency management training and exercises for department personnel reflect agency expectations described in this plan.
- Designate employees to serve as either staff for the EOC or as agency representatives to the EOC.

**E. Local Health Officer**

- Exercise all powers and perform all duties vested in the local health officer (RCW 70.05.070).
- Issue standing orders.
- Dispense medicines/vaccines and controlled medicines for the purpose of preventing/mitigating/treating disease in Pierce County.

- Permit non-licensed emergency response personnel (such as Health Department staff and volunteers) to dispense medicines/vaccines under the local health officer’s medical license.
- Translate scientific and evidence-based health information for responders and policy makers, as necessary.
- Take/direct mitigation strategies to lessen the impact of the incident/outbreak.
- Implement isolation and quarantine.
- Manage health and medical system.
- Maintain public and environmental health and sanitation.
- Provide situational awareness, collaboration, and emergency messaging for the health and medical system.

**F. Emergency Support Function Leads**

Within each Emergency Support Function (ESF), lead agencies/organizations are responsible for:

- developing and maintaining procedures specific to their functional responsibilities within all applicable mission areas;
- coalescing support agencies into a cohesive team;
- managing mission assignments;
- assigning personnel;
- coordinating the execution of contracts and procurement of resources, as needed;
- conducting training and exercises to validate ESF-specific procedures, or to build or sustain capabilities; and
- resolving corrective actions, when identified.

**Table 1. Emergency Support Function Leads.**

<b>Emergency Support Function</b>	<b>Lead Agencies/Organizations</b>
ESF #1—Transportation	<ul style="list-style-type: none"> <li>• Pierce County Planning &amp; Public Works Department</li> <li>• Pierce Transit</li> <li>• Pierce County Department of Emergency Management</li> </ul>
ESF #2—Communications	<ul style="list-style-type: none"> <li>• Pierce County Department of Emergency Management</li> <li>• Pierce County Finance Department-Information Technology</li> <li>• Private Communications Service Providers</li> </ul>
ESF #3—Public Works and Engineering	<ul style="list-style-type: none"> <li>• Pierce County Planning &amp; Public Works Department</li> </ul>

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<b>Emergency Support Function</b>	<b>Lead Agencies/Organizations</b>
ESF #4—Firefighting	<ul style="list-style-type: none"> <li>• Fire Departments and Fire Protection Districts</li> </ul>
ESF #5—Information and Planning	<ul style="list-style-type: none"> <li>• Pierce County Department of Emergency Management</li> </ul>
ESF #6—Mass Care, Emergency Assistance, Temporary, Housing, and Human Services	<ul style="list-style-type: none"> <li>• Pierce County Human Services</li> <li>• Pierce County Department of Emergency Management</li> <li>• Pierce County Community Organizations Active in Disasters</li> </ul>
ESF #7—Logistics	<ul style="list-style-type: none"> <li>• Pierce County Department of Emergency Management</li> </ul>
ESF #8—Public Health and Medical Services	<ul style="list-style-type: none"> <li>• Tacoma-Pierce County Health Department</li> <li>• Pierce County Emergency Medical Services Office</li> <li>• Pierce County Medical Examiner’s Office</li> </ul>
ESF #9—Search and Rescue	<ul style="list-style-type: none"> <li>• Pierce County Sheriff’s Department</li> </ul>
ESF #10—Oil and Hazardous Materials Response	<ul style="list-style-type: none"> <li>• Fire Departments and Fire Protection Districts</li> <li>• Pierce County Hazardous Incident Team</li> <li>• Joint Base Lewis-McChord Fire and Emergency Services Hazardous Materials Team (HAZMAT 105)</li> </ul>
ESF #11—Agriculture and Natural Resources	<ul style="list-style-type: none"> <li>• Pierce County Department of Emergency Management</li> <li>• Tacoma-Pierce County Health Department</li> <li>• Pierce County Parks &amp; Recreation</li> <li>• Pierce County Planning &amp; Public Works Department</li> <li>• Pierce County Sheriff’s Department-Animal Control Services</li> </ul>
ESF #12—Energy	<ul style="list-style-type: none"> <li>• Puget Sound Energy</li> <li>• Tacoma Public Utilities-Tacoma Power</li> <li>• Other Public and Private Nonprofit Electric Utilities</li> <li>• Williams Northwest Pipeline</li> <li>• Olympic Pipe Line Company LLC</li> <li>• Phillips 66 Pipeline LLC</li> </ul>
ESF #13—Public Safety and Security	<ul style="list-style-type: none"> <li>• Pierce County Sheriff’s Department</li> </ul>
ESF #14—Long-Term Community Recovery	<ul style="list-style-type: none"> <li>• Pierce County Department of Emergency Management</li> </ul>
ESF #15—External Affairs	<ul style="list-style-type: none"> <li>• Pierce County Communications Department</li> </ul>

**V. DIRECTION, CONTROL, AND COORDINATION**

Statutory authorities and policies provide the basis for direction of emergency response activities and actions and in the context of incident management. The Pierce County Comprehensive Emergency Management Plan (CEMP) uses the foundational principles established in the National Incident Management System (NIMS), National Response Framework, Homeland Security Presidential Directive/HSPD-5—Management of Domestic Incidents, and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended, as well as various State and Pierce County laws (Chapter 38.52 RCW, Chapter 118-30 WAC, Chapter 2.118 PCC) to provide a comprehensive, all-hazards approach to incident management. Nothing in the CEMP alters the existing authorities of cities, towns, and special purpose districts, or of individual county departments.

**A. Strategic Direction**

Under established emergency powers for continuing fundamental public services to county residents, the Pierce County Executive—or their duly-appointed designee—will provide strategic direction/leadership over those activities coordinated by the EOC.

Strategic direction by the Pierce County Executive may include prioritization of mission assignments and resource allocation. Command authorities include only those fundamental public services provided by the County throughout the region, such as: sewer, solid waste, roads, death investigations (medical examiner), jails, and others. Several agencies of county government deliver contracted services to incorporated cities and towns in Pierce County; services that are necessary for responding to, or recovering from, an emergency or major disaster. Other than these circumstances, as well as county government-owned resources, the Executive’s authority is limited to the unincorporated areas of Pierce County.

The County Executive—or their duly-appointed designee—makes all policy decisions that affect Pierce County proper. The Executive provides strategic direction at the EOC, or from a separate location of their choosing while maintaining in constant contact with the EOC. The Executive may decide to convene a group of advisors or may make decisions based upon available information provided by the EOC. The Executive may establish priorities affecting services delivered by county government, after advising the applicable county department directors. Where decisions may have an impact on regional partners, the County Executive will facilitate collaboration with the senior elected official(s) of the impacted entity having jurisdiction (Indian tribal governments, cities, towns, and special purpose districts). For Pierce County’s organizational chart, illustrating administrative (versus operational) reporting relationships, see Fig. 1.

**B. Operational Direction versus Tactical Control**

The executive branch is the operational arm of county government and responsible for the day-to-day processes of those essential functions that sustain the County’s infrastructure, equipment, workforce, and customer services.

Department directors are solely responsible for the operations of their individual departments during emergencies and major disasters. Each county department has its own organizational structure for direction and control. Because emergency

operations will correspond to or otherwise reflect the normal operations of any given department (provided the department is still conducting normal operations), these lines of authority will continue during emergency operations.

Most Pierce County departments and employees have a limited tactical role as responders for an incident (the Pierce County Sheriff's Department being a notable exception). During emergencies and major disasters, county government has an overall strategic, or coordination-oriented, role. However, some county employees may support incident management in a tactical capacity, such as heavy equipment operators.

While the Pierce County Executive may have a role in approving an emergency evacuation or authorizing issuance of public notifications, the County Executive does not have a role within incident command or directing first responders in the field. Tactical control of first responders at the scene stays with the fire, law enforcement, public health, or other command structures having jurisdictional responsibility, as established in the Incident Command System (ICS). The Pierce County Executive retains administrative control of county personnel supporting emergency operations in the field.

The Director of Emergency Management is responsible for the direction and control of the County's local organization for emergency management. For Pierce County DEM's organizational chart, illustrating how the County structures its local organization for emergency management, see Fig. 2.

Overall operational direction of Pierce County government emergency response activities and actions, as described in this plan, will take place at the EOC. The EOC uses NIMS/ICS principles for its organizational structure. For an organizational chart of the EOC, illustrating reporting and coordinating relationships, see Fig. 3. The five functional areas of a NIMS/ICS organizational structure are:

1. **Command Staff:** Responsible for the overall management of emergencies and major disasters, the development and implementation of strategic goals and objectives, and approving requests or release of resources;
2. **Operations Section:** Responsible for coordinating Pierce County government actions in response to the immediate threat or hazard. Monitors field operations and provides continuous support of those operations through facilitating requests for additional resources;
3. **Planning Section:** Responsible for the collection, analysis, dissemination and use of information regarding impacts from the incident and the status of resources. The Planning Section maintains all documentation related to the EOC's coordination actions during emergencies and major disasters;
4. **Logistics Section:** Responsible for acquiring facilities, services, and materials (other than tactical resources) to support the EOC, impacted communities, or Incident Command, upon request. Supporting operations of the EOC includes developing the communications plan and overseeing the Message Center; and
5. **Finance Section:** Responsible for all financial and cost analysis aspects of the incident. The Finance Section maintains an "audit trail," billing, invoice payments, and documentation of all costs incurred during the incident.

When an incident continues for an extended period, the County may need an Incident Management Team (IMT) to fill-in or support staff in the EOC. The County does not delegate control or decision-making authority to an Incident Management Team, instead assigning it to assist with coordinating incident management.

C. Regional Coordination

Emergencies and major disasters oftentimes affect multiple communities as well as several agencies, nongovernmental organizations, and private sector entities. Pierce County is comprised of twenty-three incorporated cities and towns, numerous special purpose districts (such as school districts and fire protection districts), land under the sovereignty of three federally recognized tribes, military bases, and other areas under state or federal authority. Pierce County government will prepare for coordination with other entities during incidents by maintaining an open line of communication, joining mutual aid agreements with neighbors and partners, as well as regional emergency planning processes that will improve interagency cooperation.

Those Indian tribal governments and local governments that join Pierce County's local organization for emergency management participate in emergency preparedness education, training, exercises, and planning processes on a regular basis. This cooperation creates the relationships that become the basis for coordinating emergency operations and resource management during incidents. During emergencies and major disasters, the Executive will coordinate with other senior elected officials on behalf of the EOC and may facilitate decision-making to prioritize regional missions and strategic resource allocation.

When more resources are needed, beyond those locally available within Pierce County, the EOC will request assistance by contacting the Washington State Emergency Operations Center (SEOC). The SEOC will then try to find resources either within the state or—if there are no resources available in Washington—coordinate with neighboring states and federal agencies for assistance. There are occasional situations where a federal government agency will coordinate emergency response activities directly with a local government agency due to either the need for immediate action, or when acting within their emergency response authorities.

When the situation warrants, Pierce County will coordinate with other entities within either an area command and/or unified command structure. **Area command** is used to coordinate emergency operations during (1) multiple-incident situations where each responding entity is operating independently at separate locations, or (2) large-scale incidents that span geographic boundaries. Area command is particularly useful for public health emergencies as such incidents are usually not site specific, may be difficult to identify, widely dispersed, and expand geographically over time. **Unified command** is used when a single entity is needed to oversee (1) multiple entities that have jurisdictional authority over a certain threat/hazard, or (2) an incident that impacts two or more separate political subdivisions. Unified command jointly analyzes incident information to create a common set of objectives and strategies. Both area and unified command aim to prevent independent entities from developing their own objectives and strategies that conflict with each other.

PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

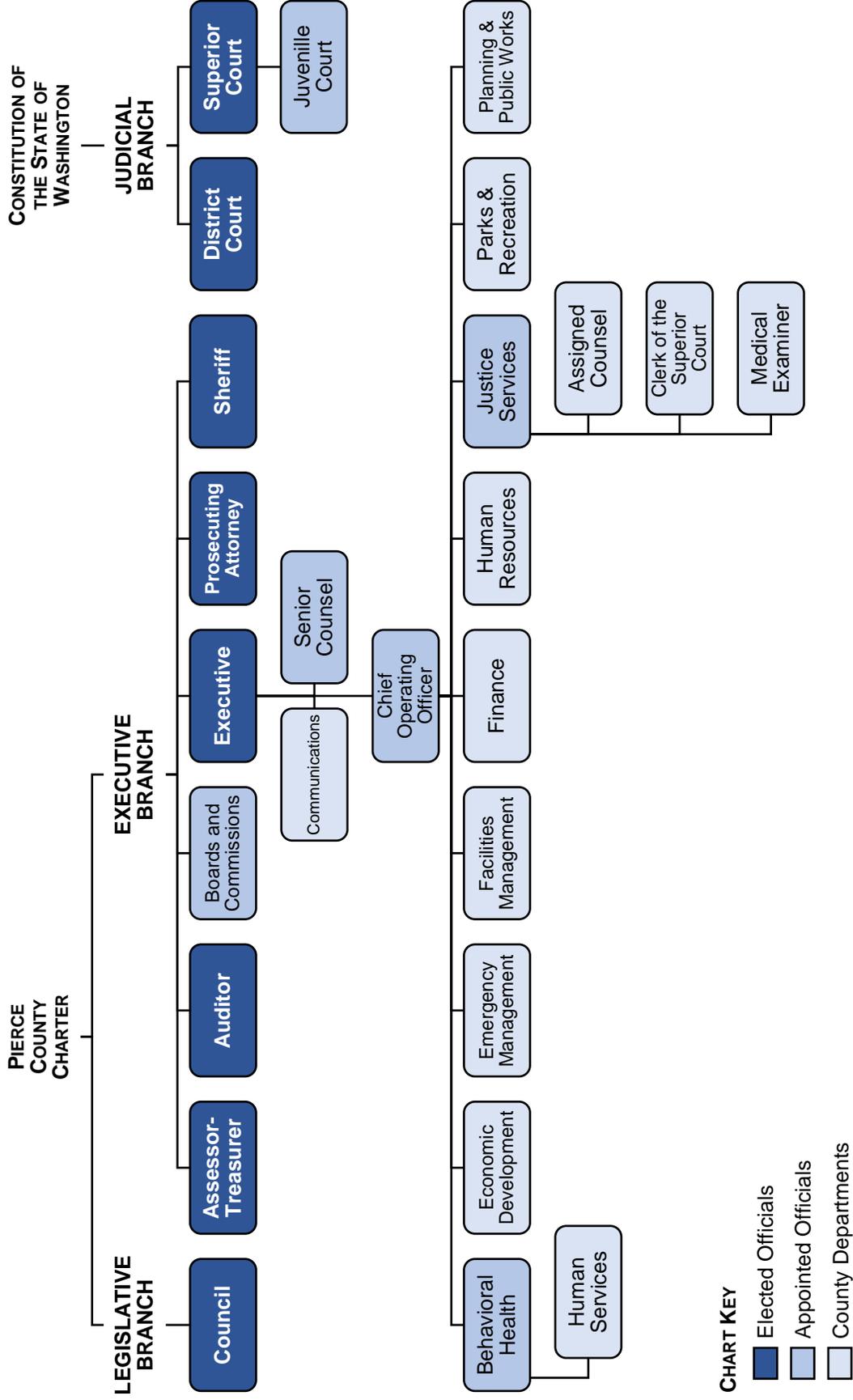


Figure 1. Pierce County Government Organizational Chart.

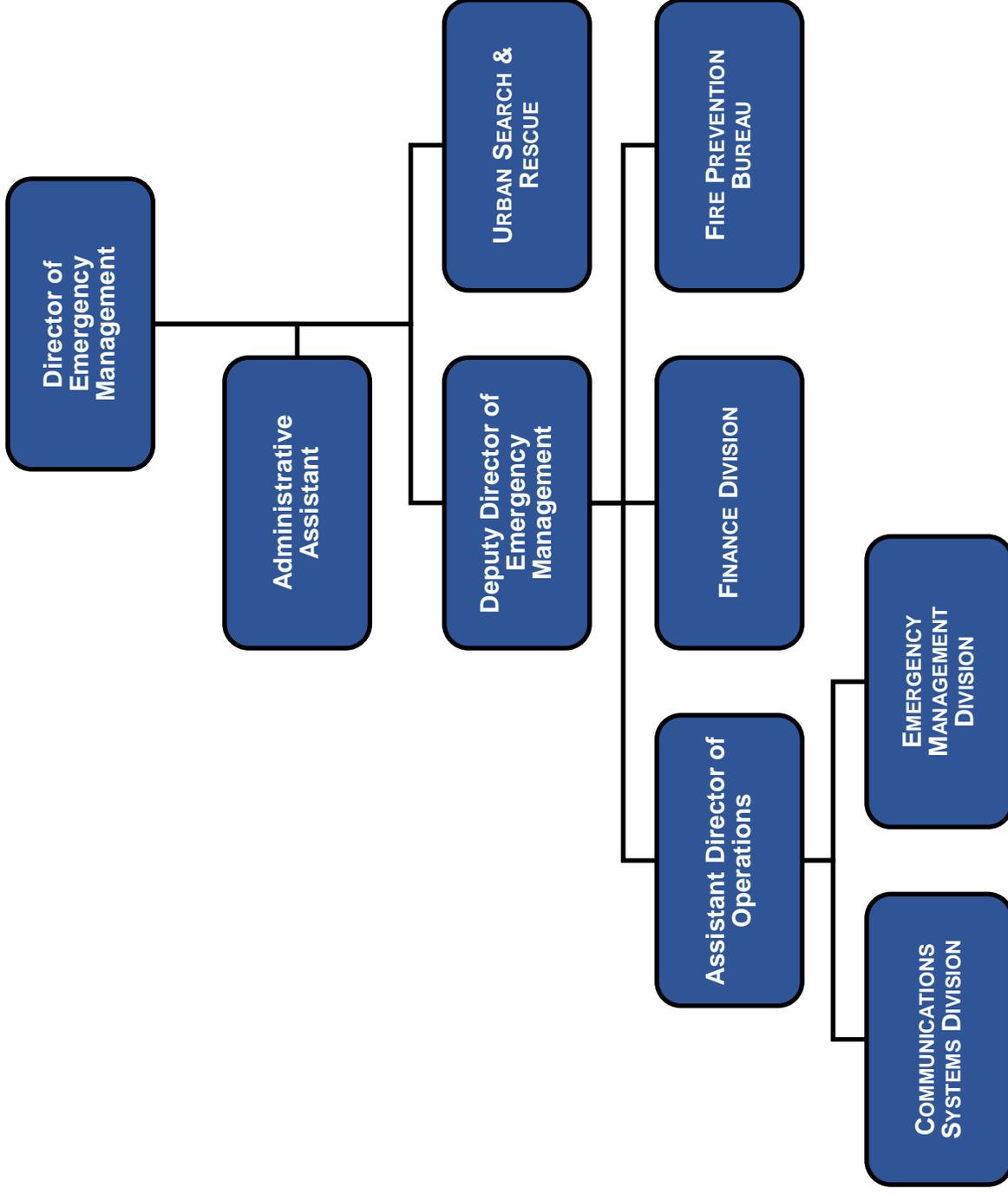


Figure 2. Pierce County DEM Organizational Chart.

PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

The chart shows relationships during emergencies and major disasters. Solid lines represent reporting relationships. Dashed lines represent advisory or coordinating relationships.

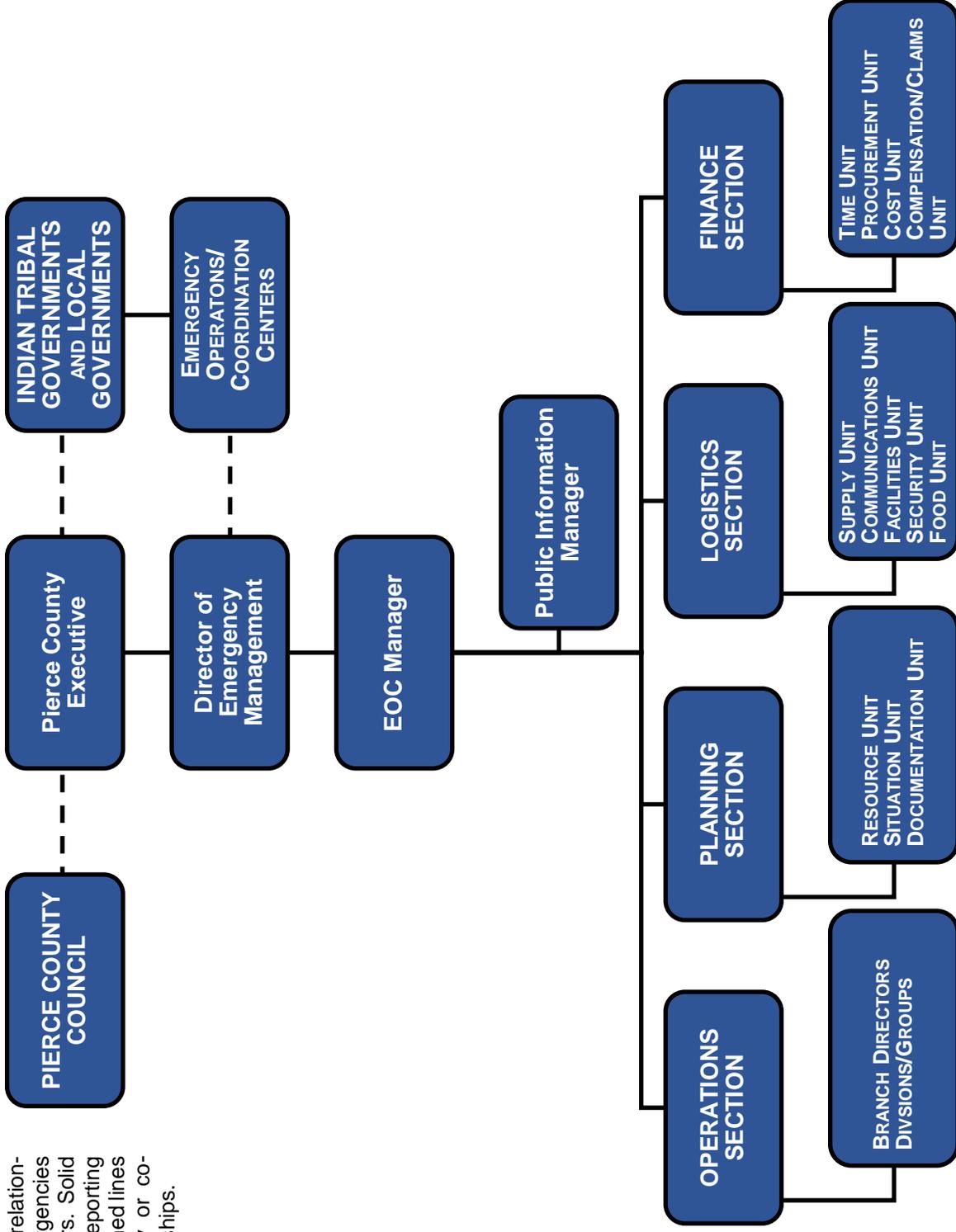


Figure 3. Tacoma-Pierce County EOC Organizational Chart.

## VI. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

### A. Collecting Information

Information collection is crucial for successful emergency operations, for both incident management in the field and the EOC. The EOC and other emergency operations/coordination centers need updated information to assess whether the needs of field personnel are being met. Without this information, those facilities are unable to assist or resupply the needs of an Incident Commander (IC). Conversely, ICs and other field personnel need to know when they can expect requested support.

The EOC actively collects information concerning conditions observed throughout Pierce County from all available sources, such as: phone calls from residents to the call center, reports from impacted communities, and the news media. These information sources help with the initial response, delegating resources, assisting residents, and positioning damage survey teams. Additionally, the EOC's Planning Section analyzes and compiles information regarding developing conditions and disseminates IC and impacted communities to inform their incident objectives and decision-making.

The EOC's Planning Section may directly contact certain federal government agencies that can provide situational awareness on developing incidents, such as the National Weather Service for windstorms or flooding.

On occasion, such as during terrorist threats or attacks, entities operating within the EOC may receive classified information for law enforcement use. In such circumstances, a separate "Intelligence Section" is established to screen and respond to such information, without being disseminated to the rest of the EOC.

### B. Disseminating Information

Information dissemination may occur by phone, radio, television, internet, social media, or in-person (such as by runner or door-to-door). During emergencies and major disasters, Pierce County will disseminate collected information by whatever method is available.

Public Safety Answering Points (PSAPs) are the primary conduit of initial notification to first responders arriving at incidents threatening life or property within Pierce County's geographic boundaries, as well as the only available information sources for other on-scene personnel during initial response.

Initially, during a level II or I activation, the EOC's Communications Unit will create a communications plan specific to the EOC. The Communications Unit Leader will use ICS Form 205 to create the communications plan, as part of the EOC Action Plan for a given operational period and disseminate to those entities needing direct contact with the EOC. Additionally, the EOC and the Mobile Operations Command Center (MOCC) place information on WebEOC for disseminating information to first responders and the agencies and organizations that have access to WebEOC.

DEM uses Pierce County ALERT to directly disseminate information to either specifically targeted areas in Pierce County or all subscribers, depending on the

situation. The EOC's call center, the County's Crisis Information Webpage, and the news media also disseminate information to county residents. The news media has access to staff in the Pierce County JIC authorized to answer their questions. The JIC periodically disseminates official press releases and can hold press conferences in the EOC's media room. Finally, the Emergency Alert System (EAS) and NOAA Weather Radio emergency information may also disseminate emergency information during emergencies and major disasters.

## VII. COMMUNICATIONS

This section applies to the communications methods and systems used by Pierce County and the agencies and organizations that respond to emergencies and major disasters. These entities may range from county departments to special purpose districts, Private Nonprofits, state government agencies, and—in some cases—federal government agencies. The EOC and the Pierce County JIC, as well as the Mobile Operations Command Center (MOCC), will accomplish interjurisdictional and interagency coordination with Incident Command Posts, and other emergency operations/communications centers, using designated communications systems. The circumstances of a specific incident determine the extent of use for each of these communications systems.

In addition to the normal (day-to-day) methods of communication, individual county departments may use PC WARN to notify employees of required response actions, as well as any additional emergency information deemed necessary.

Management of field communications usually occurs at the agency level. Pierce County has the ability, through cross banding using the MOCC, to have various agencies talk with each other during incidents. Additionally, the On-Scene Command and Control Radio (OSCCR) is used by those groups that have access to it.

During an incident, use of specific communications systems will conform to the ICS 205 form for a given operational period. In general, communications will follow the communication protocols established by Pierce County DEM's Communications System Division. Individual agencies and organizations, including Incident Commands in the field, can use WebEOC to monitor incident development countywide.

During emergencies and major disasters, physically having agency representatives—from responding agencies—in the EOC to actively facilitate communication is crucial. The EOC will incorporate agency representatives from other agencies to facilitate interagency communication. Each agency representative will coordinate between the EOC and their respective organizations at both the administration-level and/or with personnel in the field, as required.

The Joint Information Center/Joint Information System (JIC/JIS) is the central distribution point for communicating with the news media and the public. News media channels on radio and television communicate public information provided the JIC, as does the County's Crisis Information Webpage that becomes active during incidents. Other systems for communicating to county residents include Pierce County ALERT. Pierce County ALERT is a mass notification system that allows DEM to communicate to pre-set geographically defined areas for certain hazards, or select any geographical area within Pierce County, or in some situations all subscribers.

**VIII. ADMINISTRATION, FINANCE, AND LOGISTICS**

A. Administration

The Director of Emergency Management administers the day-to-day functions of Pierce County’s local organization of emergency management, as well as operations of the EOC. During emergencies and major disasters, the EOC or the Pierce County Department of Emergency Management (DEM, when the EOC is not at a higher activation level) requests damage assessment and emergency expense information from impacted Indian tribal governments, state government agencies, county departments, unincorporated communities, incorporated cities and towns, special purpose districts, and eligible Non-Governmental Organizations/Private Nonprofits.

The EOC uses the state mission number—issued for a specific incident by a State Emergency Operations Officer (SEOO)—to structure files/organize documents created for, and track all activities in response to, that incident. If the incident receives an emergency or major disaster declaration, FEMA assigns it a unique disaster number, and county documents may cross-reference the state mission number to the federal disaster number. Conversely, county documents created specifically for disaster recovery may reference only the federal disaster number.

During recovery from federally declared emergencies and major disasters, thorough documentation is necessary for eligible entities to receive reimbursement under FEMA’s Public Assistance grant. Through Public Assistance, a percentage of eligible costs is recoverable from the federal government, and potentially state government as well. Proper documentation of costs, such as the date/time when incurred and the reason(s) for such costs, is necessary to receive reimbursement.

The EOC may establish a Disaster Recovery Center (DRC) for impacted individuals, families, and businesses seeking federal disaster assistance to provide their information. Disaster assistance may come in the form of grants, loans, emergency food-purchasing assistance, emergency unemployment benefits, donations, or direct services. Pierce County takes a whole community approach when responding to or recovering from emergencies and major disasters and makes every effort to provide information to limited English proficiency (LEP) language groups, consistent with the standards established in Presidential Executive Order 13166, *Improving Access to Services for Persons with Limited English Proficiency*. Additionally, this executive order requires that federal awarding agencies ensure that their recipients and subrecipients of federal financial assistance provide meaningful access to their LEP applicants and beneficiaries.

B. Finance

Any eligible entity desiring federal disaster assistance is responsible for tracking, compiling, and submitting accurate and complete disaster-related expenditures—incurred during the incident period—to the EOC Finance Section Chief. The County will add this information to the State’s Preliminary Damage Assessment for requesting supplemental federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Washington Military Department-Emergency Management Division typically requests Preliminary Damage Assessment information within 72 hours of the onset of impacts from an incident.

The EOC's Finance Section also tracks donated goods and volunteer hours to use towards the County's cost-sharing requirements for federal disaster assistance. The Finance Section may also be tasked with tracking recovery project expenditures for incremental payment requests under large project management requirements. Time accounting occurs at each location where employees or volunteers may have an emergency assignment, while cost accounting tracks equipment, supplies, and services.

In the disaster recovery process that follows a federal declaration approved under the Stafford Act, the Director of Emergency Management is designated as Pierce County's "applicant agent." As applicant agent, the Director of Emergency Management—or the DEM Finance Division Manager as the alternate applicant agent—is authorized to submit incident-related reimbursement requests from eligible entities of county government for federal disaster assistance provided under the Stafford Act.

C. Logistics

Resource acquisition and distribution is divided into pre-incident—which is usually preventative, although can also be in anticipation of a specific event—incident specific, and post-incident phases. Grants typically fund pre-incident resource acquisition; procurement for such follows the normal rules for purchases established in Pierce County policy and procedure.

Incident-specific acquisitions for an impacted entity typically begin with resource requests from field personnel, such as an Incident Commander, or in anticipation of an event by an authorized official. Procurement of both incident specific and post-incident resources may occur through either direct purchase (from a supplier/vendor), through local government mutual aid (such as WAMAS), contracts, or EMAC requests submitted through the Washington Military Department-Emergency Management Division. When it is necessary to immediately procure resources, an emergency proclamation signed by the County Executive allows for temporary suspension of the normal procurement processes.

During level II or I activations, the EOC's Logistics Section—under the direction of the EOC Manager—manages resources provided in support of emergency operations. When there are multiple competing resource requests for a limited supply of resources, the EOC Manager prioritizes resource acquisition and/or distribution according to the EOC Action Plan, and under advisement from the Operations Section Chief. The scale or complexity of incident, competing requests, ongoing threats to life safety or property and the environment, current or expected conditions (such as weather), location of the resource relative to the incident scene, and the means of distribution/delivery are several of the factors that can influence prioritization of resource requests.

The EOC will track all resources provided for responding to and recovering from emergencies and major disasters. Whenever possible, resources are returned to their original configuration/condition upon demobilization.

## IX. PLAN DEVELOPMENT AND MAINTENANCE

### A. Plan Development

No Emergency Operations Plan has a final, or definitive, version. As situations change, new hazards are identified, agencies are restructured, population growth continues, and new laws and regulations take effect, plans constant review and periodic update to accurately reflect the evolving environment within which it must work. Portions of the Pierce County Comprehensive Emergency Management Plan (CEMP) are continuously validated during each emergency preparedness exercise the County participates in. Following an emergency or major disaster, or exercises simulating such, the County evaluates the CEMP—and the emergency operations it describes—to recognize strengths to maintain and identify areas for improvement. The entire plan receives review for potential update every five years. During the five-year review cycle, planning partners receive copies of the CEMP—or its component parts—to review and suggest revisions. If recommended changes are incorporated into the CEMP, an updated version is promulgated.

This version of the CEMP is an update of the 2014 edition. Pierce County Department of Emergency Management (DEM) created a “core” planning team of nine DEM staff members to review and update each section of the Basic Plan to meet state government requirements. The various county departments and other agencies/organizations identified in the Emergency Support Function (ESF) Annexes reviewed each applicable ESF Annex. Pierce County DEM incorporated comments received into the 2020 plan update. Some of the ESF Annexes are reviewed on a separate, annual, cycle or include other separate emergency plans as attachments.

### B. Plan Maintenance

- Executive Agent: Pierce County DEM is responsible for plan maintenance and change management. The plan is updated periodically, as necessary, to incorporate new directives and changes based on lessons learned from exercises and actual events.
- Types and Changes: Changes include additions of new or supplementary material and deletions. No proposed change can contradict, or override, authorities contained in statute, order, or regulation.
- Coordination and Approval: Any agency or organization with assigned responsibilities within may propose a change to the plan. The ESF lead is responsible for coordinating proposed modifications with other lead agencies, support agencies and other impacted stakeholders. DEM will coordinate review and approval for proposed modifications, as necessary.
- Notice of Change: DEM issues an official Notice of Change receiving the necessary signed approvals supporting the proposed change. The notice will specify the date, number, subject, purpose, background, action required, and provide the change language on one or more numbered and dated insert pages replacing the modified pages in the plan. Once published, the changes become part of the CEMP for operational purposes pending a formal revision and re-issuance of the entire document. Interim changes can receive further revision using this process.

- Distribution: DEM will distribute the Notice of Change to participating agencies and organizations. DEM will provide the Notice of Change to other organizations, upon request. Re-issuance of the individual annexes or the entire CEMP will occur, as necessary. DEM will distribute revised CEMP annexes for the purpose of interagency review and concurrence.

## X. AUTHORITIES AND REFERENCES

### A. Local Authorities

- Chapter 2.118 PCC: Emergency management organization.
- Pierce County Charter, article 2, section 2.50: Emergency ordinances.
- Pierce County Charter, article 6, section 6.65: Emergency appropriations.

### B. State Authorities

- Chapter 38.52 RCW: Emergency management.
- Chapter 38.56 RCW: Intrastate mutual aid system.
- Chapter 118-04 WAC: Emergency worker program.
- Chapter 118-30 WAC: Local emergency management/services organizations, plans and programs.
- RCW 36.40.180: Emergencies subject to hearing—Nondebtable emergencies.
- RCW 36.40.190: Payment of emergency warrants.

### C. Federal Authorities

- Americans with Disabilities Act of 1990 (ADA), Pub. L. No. 101-336, 104 Stat. 327 (codified as amended at 42 U.S.C. § 12101 (2008)).
- Architectural Barriers Act of 1968 (ABA), Pub. L. No. 90-480, 82 Stat. 718 (1968).
- Bush, George W. Executive Order 13347, “Individuals with Disabilities in Emergency Preparedness,” *Code of Federal Regulations*, title 3 (2005 comp.).
- Bush, George W. Homeland Security Presidential Directive/HSPD-5, “Management of Domestic Incidents,” (2003 comp.).
- Civil Rights Act of 1964, Pub. L. No. 88-352, 78 Stat. 241 (1964).
- Civil Rights Restoration Act of 1987, Pub. L. No. 100-259, 102 Stat. 28 (1987).
- Clinton, William J. Executive Order 13166, “Improving Access to Services for Persons with Limited English Proficiency,” *Code of Federal Regulations*, title 3 (2001 comp.).
- Disaster Mitigation Act of 2000 (DMA 2000), Pub. L. No. 106-390, 114 Stat. 1552 (2000).
- Disaster Recovery Reform Act of 2018 (DRRA), Division D of Pub. L. No. 115-254, 132 Stat. 3438 (2018).

- Fair Housing Act of 1968 (FHA), Titles VIII through IX of Pub. L. No. 90-284, 82 Stat. 81 (1968).
- Homeland Security Act of 2002 (HSA), Pub. L. No. 107-296, 116 Stat. 2135 (2002).
- Insurrection Act of 1807, Pub. L. No. 9-39, 2 Stat. 443 (1807).
- Obama, Barack. Presidential Policy Directive/PPD-8, “National Preparedness,” (2011 comp.).
- Older Americans Amendments of 1975 (The Age Discrimination Act), Pub. L. No. 94-135, 89 Stat. 728 (1975).
- Pets Evacuation and Transportation Standards Act of 2006 (PETS), Pub. L. No. 109-308, 120 Stat. 1725 (2006).
- Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA), Title VI of Pub. L. No. 109-295, 120 Stat. 1394 (2006).
- Rehabilitation Act of 1973, Pub. L. No. 93-112, 87 Stat. 355 (1973).
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Stafford Act), Pub. L. No. 100-707, 102 Stat. 4689 (codified at 42 U.S.C. 5121 et seq. (1988)).
- Sandy Recovery Improvement Act of 2013 (SRIA), Division B of Pub. L. No.113-2, 127 Stat. 39 (2013).
- Volunteer Protection Act of 1997, Pub. L. No. 105-19, 111 Stat. 218 (1997).
- U.S. Department of Homeland Security. *National Incident Management System, Third Edition*. Washington, D.C.: DHS, 2017.

D. References

- Brooklyn Center for Independence of the Disabled, et al. v. Michael R. Bloomberg, et al., 980 F. Supp. 2d 588 (S.D.N.Y. 2013).
- Federal Emergency Management Agency. *Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans, Version 2.0*. Washington, D.C.: DHS-FEMA, 2010.
- Federal Emergency Management Agency. *Comprehensive Preparedness Guide (CPG) 201: Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review (SPR) Guide, Third Edition*. Washington, D.C.: DHS-FEMA, 2018.
- U.S. Department of Homeland Security. *National Preparedness Goal, Second Edition*. Washington, D.C.: DHS, 2015.
- U.S. Department of Homeland Security. *National Response Framework, Fourth Edition*. Washington, D.C.: DHS, 2019.
- U.S. Department of Homeland Security. *Planning Considerations: Evacuation and Shelter-in-Place*. Washington, D.C.: DHS, 2019.
- Washington Military Department-Emergency Management Division. *Washington State Comprehensive Emergency Management Plan*. Camp Murray, WA: WMD-EMD, 2019.