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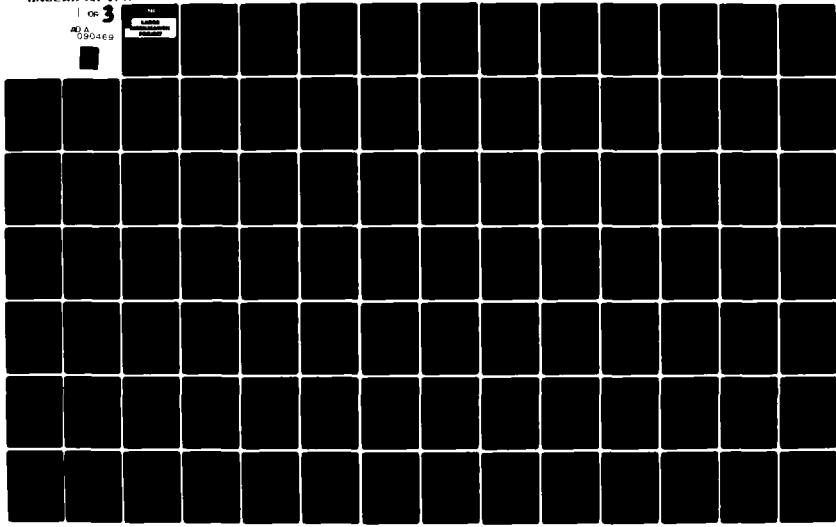
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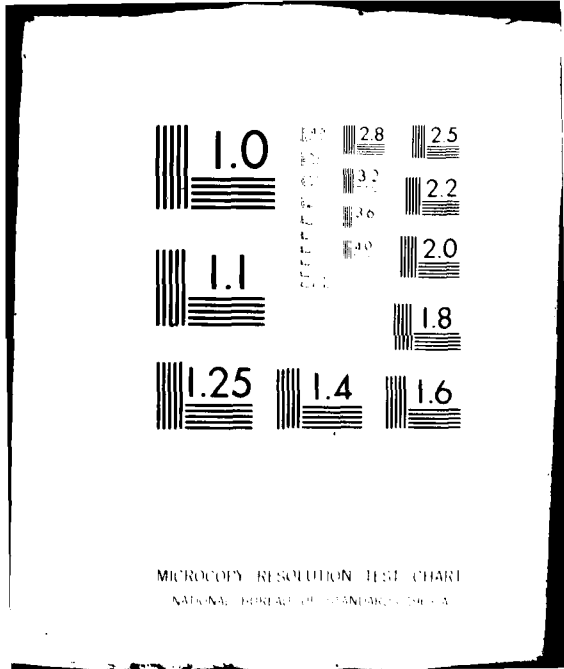
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LABOR MOBILIZATION PROJECT

FINAL REPORT

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WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES
&
KING COUNTY LABOR COUNCIL OF WASHINGTON, AFL-CIO

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Final Report of the
LABOR MOBILIZATION PROJECT
Jointly Conducted by the
WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES
and the
KING COUNTY LABOR COUNCIL OF WASHINGTON, AFL-CIO

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20. ABSTRACT (Continue on reverse side if necessary and identify by block number) → The Labor Mobilization Project, after research and successful table-top exercises in the test counties of King and Snohomish in Washington State, demonstrates that: → Labor, Associated General Contractors, the National Defense Transportation Association, and United Way have the skills and resources which can be tapped to assist government in emergencies. →		

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Q An effective ongoing communications system between the groups and government is a prerequisite. For this, these groups should be involved in the planning and decision-making process for emergencies.

Q The Labor Mobilization Plan, to involve the above groups, consists of an assessment team and a call-out mechanism.

AL The assessment team is a pre-assigned and trained team of federal, state, local government, labor, contractors, and community services representatives. The team's joint and professional nature assures quick, reliable, and accurate assessments of manpower and equipment needs and a communication link to the groups. Resources needed are tapped through call-out lists of key contact names from the above groups. ←

The plan has been endorsed by the National Building and Construction Trades Council. Cooperation from labor and above private-sector groups is overwhelming. The project is currently expanding statewide.

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EXECUTIVE SUMMARY

I. Philosophical Context of the Labor Mobilization Project

Government, at all levels, has the primary responsibility to save lives and protect property during natural or man-made emergencies in an efficient and a cost-effective manner. The number of such emergencies are constantly on the increase. The impact of these are also greater, given the increases in technology and population. Government does its best, but does not always have sufficient resources to deal effectively with these emergencies. Response to these emergencies and to some extent, the reduction of their impact can be bettered by a more effective utilization of manpower and equipment resources in the non-governmental section of the community and by a team effort between government, labor, business, and private non-profit agencies.

Historically, even though the federal government has recognized a need for a community effort in responding to disasters for various reasons, the resources available in the private sector (unions, contractors, community services agencies) have not been utilized to the fullest extent by government at all levels (federal, state, and local). Only piecemeal contacts have been accomplished by a very few government entities.

II. Historical Background of the Labor Mobilization Project

The Labor Mobilization Project was started in October 1977 under the auspices of a grant from the Defense Civil Preparedness Agency (DCPA). The study forms one of many research projects undertaken by DCPA's Social Science

Research Division for setting up a civil defense information outreach program for the community. Other groups included the schools, Explorer Scouts, and industry.

The state of Washington was chosen for a pilot study to research the feasibility of involving organized labor in all-hazards mitigation, response, and recovery. For years, the Defense Civil Preparedness Agency had tried to involve labor in its planning, but was unable to achieve much success because of labor's general lack of interest in civil defense and because of the non-operational nature of such planning. With the reorganization of the federal emergency management policy towards comprehensive emergency management and with the change of the agency's mission to a dual-use plan in terms of both nuclear and natural disasters, the timing seemed appropriate to study linkages with organized labor for:

- A. Using them as a target group for civil defense education.
- B. Using the skills and manpower resources available in labor to augment government's response to all hazards.

The Washington State Department of Emergency Services, upon receipt of the grant in October 1977, decided to use organized labor representatives in the actual plan development process. Initially, when approached, the labor leaders were reluctant to cooperate with an academic research study, but expressed their willingness to be involved if the study resulted in an operational plan.

DCPA accepted a modification proposal submitted by the Department of Emergency Services in conjunction with the King County Labor Council of Washington, AFL-CIO, on October 4, 1978. This project has, therefore, been jointly conducted by the Washington State Department of Emergency Services and the King County Labor Council as subcontractors.

The involvement of the King County Labor Council has been a very valuable asset to the study. It has contributed tremendously to the success of the project with labor and other private-sector groups such as the Associated General Contractors, the National Defense Transportation Association, and United Way.

III. Objectives of the Labor Mobilization Project

The objectives of the Labor Mobilization Project were:

- A. To identify functional linkages between capabilities of organized labor and needs of government in all types of disaster.
- B. To determine the feasibility of involving organized labor in all-hazards response and recovery.
- C. To develop a preferred means or an operational plan to involve labor in all-hazards planning, response, and recovery in the state of Washington.
- D. To develop a prototype model that other states can use in their efforts to involve labor and other resources in all-hazards planning, response, and recovery.

IV. Assumptions and Some Unique Aspects of the Labor Mobilization Project

The project made absolutely no assumptions, except proceeding on the basis that it is necessary to involve all available community resources to have a more effective system of response to all hazards.

Some of the unique aspects of this study were:

- A. The study was really a grass roots one. The plan development process entailed actually involving government and labor groups and getting them to interact. The findings have been reported and documented very candidly.
- B. Even though the study called for researching the feasibility of just involving organized labor, the project proceeded to also work with other private-sector groups with relevant skills such as the Associated General Contractors, the National Defense Transportation Association, and United Way agencies using the King County Labor Council as the conduit. The reasons for this was that a comprehensive plan should include not just the manpower resources in the private sector but also equipment and unutilized people services. Secondly, the project had to think of areas of the country and even the state of Washington where organized labor is not that strong but where skilled manpower and equipment have to be involved through the Building and Heavy Equipment Contractors.
- C. The study was conducted with a very open mind with reference to the present system of government response to emergencies. Instead of

trying to accept the present system of response by government to disasters as given and assuming a favorable attitude on the part of government to utilize outside resources, the project studied the attitude of government agencies towards involving outside resources and the gaps in the present system of response and planning. In recommending a preferred means to involve labor and private-sector resources in all-hazards planning and response, the project has also outlined an alternative system of response for government, which fills some of the gaps in the current emergency management process.

- D. Apart from a functional linkage chart of specific roles that labor and other private-sector groups can play in all-hazards response and recovery, the project has recommended a communication system for on-going interaction between government and private sector.

V. Execution of the Plan

The execution of the project involved the following steps:

- A. Preliminary research was conducted on the structure of labor, structure of government in relation to Emergency Services, and the laws and regulations affecting emergency response and recovery.

CONCLUSIONS OF THE PROJECT IN THIS PHASE WERE:

1. The focal point of interaction between labor and government should be the local central councils of AFL-CIO and the Teamster's locals as they are the operational area of labor, and all community and civic activities of labor are done through them.

2. There is no standardized structure of local Emergency Services organizations. It differs from county to county even though the ultimate authority and responsibility in emergencies is vested in the local elected officials in all counties.
 3. A vertical chain-of-command does not exist between local, state, and federal Emergency Services organizations.
 4. The local Emergency Services directors, for the most part, do not command much credibility in their power structures because they are considered federal government people. At the same time, there is an incredible amount of distrust of the local and state governments by the federal government, and every level of government has to verify the actions of the lower levels of government.
 5. The above points were expressed as concerns by a sample of local Emergency Services organizations. These organizations were concerned that in order to incorporate outside elements into the system, such as labor, etc., they need to first be able to resolve their in-house problems.
- B. The project studied the hazard potential in the state of Washington and case studies of past linkages between labor, private sector, and government.

CONCLUSIONS OF THE PROJECT IN THIS PHASE WERE:

1. The state of Washington has a potential for a variety of emergencies. The most frequent ones are floods and hazardous materials incidents.

In terms of comparison with other parts of the country, this state is said to have just "borderline" disasters. But the potential for major disasters and man-made emergencies definitely exists.

2. There were past resource inventories made of private-sector resources, but these were never used, because of a lack of effective, ongoing communication and because government did not have the resources to update these inventories. The "Plan Bulldozer," with the Associated General Contractors, has existed in this area since 1957, but has never been used.
- C. The third step was to identify governmental needs in times of a disaster. These were matched with skills and resources in the labor unions, Associated General Contractors, and transportation organizations (such as the National Defense Transportation Association and the Teamsters).

FUNCTIONAL LINKAGES

There are basically five major areas in which the labor and private-sector groups can assist government in preparing for and responding to and emergency:

1. Obtaining insurance for both industrial equipment and personal property for disasters.
2. Dissemination of civil defense education and training.
3. Planning for economic recovery and response procedures, such as crisis relocation, industrial relocation, and stocking of shelters.

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4. Assisting government with skilled manpower and equipment resources during, before, and after all types of hazards--natural or nuclear.
 5. Establishing a constituency for emergency managers and a stronger outreach base.
 6. The project concluded that in the absence of an effective, ongoing communication system, the labor and private-sector groups cannot be involved by government. Once this communication basis is established, they can be used for any specific type of an assistance.
- D. King and Snohomish Counties were chosen by the project as pilot-test counties because of the atypical nature of the government, high hazard potential, higher population concentration, the structure of labor in these areas, and the atypical and very professional nature of the Emergency Services organizations of these counties.
- E. A labor liaison person contacted the executive secretaries of the AFL-CIO Central Council in King and Snohomish Counties, the business agents of the individual unions, and representatives of AGC, NDTA, and United Way to inform them about the purpose of the project, labor's role in the Emergency Services, and generally about basic civil defense.
- F. Three contact names were obtained from each union in the pilot-test counties, along with telephone numbers and addresses (office and home) to compile a call-out list. When an emergency strikes, these people

serve as the front-line contacts and will provide the needed manpower from their unions. A detailed transportation resources inventory was compiled by the National Defense Transportation Association for King and Snohomish Counties under a subcontract with the King County Labor Council. This contact list will be the conduit for accessing the transportation resources during emergencies. Similarly, the Associated General Contractors provided a contact list which will be used to access construction and heavy equipment through the "Plan Bulldozer."

CALL-OUT MECHANISM

The call-out list, such as the above, gives government the advantage of utilizing the resources in the private sector and labor through front-line contacts. As a routine, these lists are updated almost daily by the unions and the contractors. By maintaining the front-line contact lists and by just training them, government is saved the hassle of updating these lists. Also the response from rank and file union members will be better if they are called out by their own people than by government.

- G. While contacts were being made with labor, a government liaison person contacted and worked with the Departments of Emergency Services in King and Snohomish Counties (the largest metropolitan counties of the state) and with a sample of ten other Washington Counties. The contacts were made to get reactions of government to the project.

GOVERNMENT REACTIONS

1. The major concerns of these government groups were funding, liability, and insurance coverage. The project, after researching all the laws, outlined some of the alternate ways that local governments can cover the workers.
2. Regarding funding, the project has set up the plan at the state level where the governor is authorized to expend monies to send appropriate help to counties. Whether this will actually occur in the state, because traditionally this state has a history of not doing much, is a big question. The reasons for the conservatism on the part of the state are:
 - a. The reduction of the emergency fund by the legislature following past abuses, and
 - b. A constitutional limitation that prohibits the lending of the state's or local government's credit for the benefit of the private individual.
3. The project had to convince local Emergency Services directors of the advantages of utilizing labor and the private sector as a way to augment their response capabilities and not replace them and that they can draft agreements to work out questions of liability, insurance, and funding if they use the plan at their levels.
4. The necessity for assistance to private individuals for minimum repairs, etc., which government cannot constitutionally provide, calls for a system involving labor and the private sector.

5. Once the tabletop exercises were conducted, local governments were able to see the advantages of involving labor and private-sector groups, not only as augmentees of their response capabilities but also in decision making and reconnaissance of emergency situations. The attitudes of the government agencies in the pilot-test areas were more favorable.
- H. The staff developed a plan for mobilizing labor and private-sector resources from the Associated General Contractors, National Defense Transportation Association, and United Way, Red Cross, and Salvation Army. This plan is called the Labor Mobilization Plan and is comprised of two parts: the assessment team concept and the call-out list of unions, key contacts from Associated General Contractors, National Defense Transportation Association, and United Way.
- G. The Labor Mobilization Plan works as follows: When a local government is overwhelmed by an emergency, it generally asks the state government and the governor for help. An assessment team (comprised of representatives from government, labor, Associated General Contractors, and community services agencies) is then dispatched to the emergency site. This team advises the governor on what manpower and equipment are needed to handle the disaster.

In Washington State, the governor has the authority to send appropriately equipped mobile support units to the stricken area. Equipment is obtained for these support units through "Plan Bulldozer"

of the Associated General Contractors. Manpower is obtained through the call-out lists of all the unions. People services are obtained through the United Way, Red Cross, and Salvation Army.

These resources are generally located near the disaster site. However, the plan enables resources to be obtained from any part of the state.

Under Washington State law governing disaster services, the Revised Code of Washington 38.52, the governor has the authority to create such mobile support units and to pay the members at the rate paid by the state for similar work. Insurance for workers and equipment and cost for equipment are also covered by the law.

The system is so designed because the project was operating on the state level. Local governments can, however, form their own assessment teams and work out arrangement of payment with their local team representatives and the front-line contacts in the unions and other private-sector groups.

- H. The key component of the Labor Mobilization Project is the assessment team. This is also designed as the preferred way by which government can involve labor and other private-sector resources in all-hazards response, and recovery.
 - 1. A problem in the past for governments in accessing community resources has been a lack of communication. This team will bridge the communication gap between the government and private sector and between various levels of government.

2. The team comprises of one representative from the three levels of government, labor, contractors, and community services. This ensures a democratic "checks-and-balances" flavor to the team's recommendations.
 3. Responsible levels of government need accurate information to best respond to an emergency. An assessment team, if mobilized from the onset of the disaster, can help local governments with an accurate, quick, and a credible assessment of the situation and what is needed to resolve it when they are up to their knees in water.
 4. The team facilitates getting the needed manpower and equipment resources from the private-sector groups more quickly.
 5. At present, a separate assessment is made by every level of government. When one team, composed of all levels of government and the private sector, makes a needs and damages assessment, it reduces the time spent on verification and duplication of efforts.
 6. The team, above all, provides local Emergency Services organizations a broad community base, which will assist in getting them credibility with elected officials and higher levels of government.
1. The project staff conducted brief training sessions with the rank and file of all the unions in King and Snohomish Counties with a seven minute slide and tape presentation and a brochure.

- J. To test the plan, tabletop exercises were conducted in King and Snohomish Counties. An assessment team was set up. This team (consisting of government and private-sector representatives) surveyed damages caused by a hypothetical flood and earthquake, then determined the needed manpower and equipment. Labor liaisons then established response time by calling key contacts for manpower resources. The exercise in King County tested the assessment team concept. The exercises in Snohomish County tested both the assessment team concept and the call-out mechanism. Both exercises were successful.
- K. The project also made hypothetical applications of the plan to actual disaster situations after the fact.
1. In Mesa, Washington, had the state had the capability of an assessment team and the ability to access labor and private-sector resources, they could have saved a sizeable portion of \$50,000 spent by federal, state, and local government.
 2. In both Whatcom and Skagit Counties, after the flood in December of 1979, the local Emergency Services organizations stated that they could have used a comprehensive plan to mobilize the private sector and skilled manpower from the unions. They were very favorable to getting a labor liaison person in their emergency operations center and stated that they could have benefited a lot through an assessment team assisting them with reconnaissance of the field situation.
- L. The project disseminated information through the "Scanner," the labor publication of the King County Labor Council, AFL-CIO, to the rank and

file membership. A resolution was presented at the National Building Trades Convention in San Diego in 1979, and the group unanimously endorsed the Labor Mobilization Plan and its recommendations.

VI. Recommendations

Here are the conclusions and recommendations of the Washington State Labor Mobilization Project.

- A. There is a tremendous wealth of skilled manpower and expertise in the private sector. Not much has been done to utilize these resources in a systematic and a comprehensive manner. Some manpower is obtainable through contractors, but it is more efficient to call on labor unions and other groups as well.
- B. Labor has publications in which information about basic civil defense and emergency services can be disseminated to its members.
- C. Almost every major central labor council has an active community services agency which incorporates a large number of United Way agencies. These are again a tremendous resource base.
- D. In the past, government agencies have generally failed in attempts to involve labor and contractors in disaster-response planning. There are two reasons for these failures:
 1. Government has tried to make inventories of resources without help from the private sector. The government inventories were often incomplete and had the tendency to become outdated.

2. Protective of their own turf and authority, local and state governments mistakenly believed that they would have to relinquish control to labor and the private sector if these resources were tasked. They have also been concerned about the cost of using labor and private-sector resources even though if approached, these groups are very willing to cooperate with government. The relationship of labor and private-sector resources to government disaster efforts must be worked out for each governmental jurisdiction.
- E. One of the most important elements of this pilot study was the appointment of a labor liaison person who was familiar with labor and other private-sector groups. This made communication and initial contacts easier, and the project was able to win the cooperation of these groups.
 - F. Although the law in the state of Washington made it easier to mobilize disaster-response teams at the state level, this plan can also be adopted by local governments, and they can set up and train their own assessment teams.
 - G. Even though the assessment team is an ideal way to mobilize resources and resolve disaster problems effectively, if law or custom does not allow such a team to be mobilized rapidly, the government can still use the call-out mechanism through front-line contacts in each union and in the contractors' associations. As a part of their daily jobs, the contractors know where their men and equipment are, and they will be able to provide immediate access to them. It is necessary,

however, to have a liaison person update these lists of contacts and keep them informed.

- H. Another key element in keeping up these contacts with unions, contractors, and the rest of the private sector is to give brief training programs frequently. The programs should be more operational than academic.
- I. All levels of government should study their laws pertaining to disaster response, particularly questions of liability and insurance. Agreements might be necessary between groups involved in disaster response to cover questions of compensation, liability, and hours of work.
- J. Under Washington State law, if the workers are registered as "emergency services workers," questions of liability and insurance are covered by the state. Other areas of the country might want to consider adopting similar provisions.
- K. For this disaster-relief plan to be effective, local and state governments must take the initiative to involve the private sector. Just setting up plans and not implementing them won't keep the interest of these groups.

VII. Deliverables

The project has published a handbook as a guide for utilization by local governments and labor and business groups as an introduction to their interaction with each other and has published this final report which candidly documents all the findings of the project for the Federal Emergency Management Agency.

VII. Present Status

The project is continuing its work under funding from FEMA and in the next year will contact AFL-CIO central councils around the state; integrate them with local Emergency Services organizations in their areas; conduct training and education; conduct random tabletop exercises to assess the applicability of the Labor Mobilization Plan, as developed in the metropolitan counties, in rural areas and counties with different types of hazard potential; and assist local governments in drafting agreements with labor and other private-sector groups.

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Associated General Contractors

Mr. Bob Scalzo, Disaster Preparedness Coordinator, AGC, Seattle Chapter

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Mr. Perry Levitt, Manager, American National Red Cross, Seattle King
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Ms. Laurie Burchard, Past President, NDTA

Col. Ted Rathje, Washington State Vice President, NDTA

Other

Mr. Warren Hanson, W.W. Hanson & Associates

Last, but not least, we would like to specifically thank all local Emergency Services directors around the state who worked with us for their cooperation, invaluable input, and critique and to thank all members of government and the above private-sector groups who participated in our exercises, observed and critiqued them, and helped make them a success. Our special thanks are also due to all the business agents of individual unions in King and Snohomish Counties for their assistance and cooperation.

LABOR MOBILIZATION PROJECT

FINAL REPORT

Chapter I

Introduction

This final report is submitted in accordance with the Defense Civil Preparedness Agency (DCPA) Contract 01-77-C-0252 dated September 29, 1977 and with the Washington State Department of Emergency Services (DES) as amended and extended under modification P237-3 dated September 28, 1978.

The Labor Mobilization Project, in keeping with the original contract, started out as a research study. Its main goal was that of identifying linkages between the capabilities of organized labor and the functional needs of government relative to all-hazards preparedness, response, and recovery. Preliminary research surveys conducted by the State Department of Emergency Services revealed that numerous such planning studies had been unused because of a basic lack of communication between government and the groups which the plans had intended to involve. In order to come up with a more realistic and usable product, the Department of Emergency Services decided to adopt a developmental research strategy and to involve labor throughout the duration of the project.

Their change in strategy was further reinforced when they approached labor leaders in the state of Washington for assistance with the study.

Labor did not show much interest in participating in an academic research study. But they were willing to assist if the project ultimately resulted in an operational plan to involve labor in all-hazards response and recovery. With the help of Mr. James K. Bender, Executive Secretary of the King County Labor Council, AFL-CIO, a proposal for modification of the original contract was submitted to DCPA. The modification called for the following, in addition to the research feasibility study:

1. An operational plan or a preferred mechanism to involve labor resources in the state of Washington in all-hazards preparedness, response, and recovery.
2. Field-testing this plan and outlining an effective ongoing mechanism to involve labor.
3. To develop a prototype model for other states based on the actual interaction of labor with government.

The modification proposal was accepted in September 1978. The State Department of Emergency Services executed a subcontract with the King County Labor Council of Washington, AFL-CIO, and the study has been jointly conducted by both agencies.

A. Philosophical Context of the Project

The basic premise of this program is that a more effective and efficient means of meeting the demands for all emergency service programs should include all available resources in the community. Government, at all levels, has the primary responsibility to save lives and protect property during a natural or any man-made emergency in an

efficient and cost-effective manner. It also has the primary responsibility of planning towards such an end. It is an indisputable fact that such emergencies are on the upswing.¹ Government does not always have sufficient resources to deal with these emergencies. Response to these emergencies and to some extent, the reduction of the impact of these can be bettered by a more effective utilization of manpower and equipment resources in the nongovernmental section of the community. The need for such comprehensive planning cannot be better explained than in the following words of Mr. John Macy:²

Even if all those interested in emergency management can get together, the resources will not meet the demands. The demands in an emergency are highly elastic in relation to the supply. The question is one of allocating scarce and limited resources to all-hazards mitigation, preparedness, and response.

With increasing demands on the government resources, it is imperative that government, at all levels, institute a comprehensive emergency management program which "identifies agencies and individuals who

¹"1978 Emergency Preparedness Project" by National Governors Association, P. xiii. States indicated that they had been called upon to handle 1,461 incidents in the past five years. But in 1978 alone, these offices had been called upon to deal with 1,242 emergencies.

²Speech by Mr. John Macy to Staff College, Battle Creek, Michigan, November 9, 1979.

have the resources to bring to bear on all aspects of emergencies, motivates them to apply their resources in the most productive manner, and coordinates their disaster activities."³

In involving community resources, the most systematic approach is to do so through recognized social groups such as labor and business. This project is, therefore, an effort in comprehensive emergency management which (1) identifies skills and resources available in organized labor and other relevant private-sector groups and (2) develops through the involvement of these resources an alternative or better option for government to prepare for emergencies and respond to them.

B. Background of the Project

The Labor Mobilization Project was proposed as a pilot study by the state of Washington in mid 1977. This proposal and others were a part of the revision of programs and policies in the state following a change in the gubernatorial administration in 1976. This change provided a conducive environment for studying the feasibility of and planning for the involvement of organized labor and other private-sector resources in all-hazards mitigation, response, and recovery. The state of Washington was already taking a comprehensive emergency management approach and pioneering in hazardous materials legislation and planning, along with operational plans for all other types of emergencies.

³"Comprehensive Emergency Management--A Governors Guide" by National Governors Association, p. 12.

In early 1977, in keeping with the change in federal emergency management towards comprehensive emergency management, reorganization and integration of responsibilities for emergency planning, and a dual-use approach, the Defense Civil Preparedness Agency had already started an educational outreach program for civil defense at the national level. In early 1977, a Civil Defense Labor (AFL-CIO) Seminar was held in Battle Creek, Michigan. It was recognized that such integration of community resources should be extended to state and local levels in a systematic way. Given the high degree of organization of labor in the state of Washington and a conducive political setting for such research, a pilot study grant was extended to the state for studying the feasibility of involving labor and other private-sector resources in all-hazards mitigation, response, and recovery. The project started with an all hazards approach rather than just nuclear. This had resulted in its viability even with the reorganization at the national level integrating the planning for natural and nuclear disasters.

Further, during the course of this study, an organization relocation prototype study was undertaken by Boeing with funding from DCPA. The state, therefore, provides a model for integration of business and labor in all-hazards response and recovery.

C. Goals and Objectives of the Project

GOAL: The overall goal of this project was to study how all-hazards preparedness, response, and recovery can be more efficient by

coordinating the manpower and equipment resources available in organized labor and other private-sector groups.

OBJECTIVES:

1. To identify linkages between capabilities of organized labor and functional needs of government in all types of emergencies and in phases of preparedness, response, and recovery. In other words, determine whether there is a role for organized labor in emergency planning, response, and recovery.
2. To determine the feasibility of involving organized labor in all-hazards response and recovery.
 - a. Is it economically feasible?
 - b. Is there a willingness on the part of labor to be involved and on the part of government to utilize them? Under what conditions are they willing to interact?
 - c. Once involved, can they cooperatively interact towards public interest?
3. To outline a preferred means and an operational plan in the state of Washington to involve labor:
 - a. Ideally.
 - b. Given the existing government response and preparedness system.
4. To develop a prototype model based on the project's research for application by other states in similar efforts and for FEMA to utilize in development of policy.

D. Assumptions of the Project

The project conducted this study as an experimental research design based on the interaction of the organizations concerned. The project did not assume a perfect governmental system of response and try to incorporate the labor skills and resources into it, but researched alternative ways to make the governmental process better and has chosen to make recommendations to this effect along with changes necessary to implement the utilization of all available resources in the community.

Very early in the study, the project realized that to involve manpower resources in a vacuum without involving the equipment and other community services resources is not very helpful in developing a comprehensive plan. So, utilizing labor as the conduit, the project also included in their research and planning the Associated General Contractors, the National Defense Transportation Association, and United Way.

Assuming that labor has a role to play, the project theoretically established a role for labor and identified the functional linkages with labor and the other private sector groups during disasters. But the emphasis of the project was to establish and set up effective, ongoing communication bases which would enable the involvement of these groups regardless of the nature or type of the emergency. Earlier studies and attempts have emphasized outlining resources inventories but not establishing communication linkages. As a result, these inventories were

not very often kept updated or used. Labor organizations and the Associated General Contractors, as a day-to-day routine, maintain resource lists of where their men and equipment are. Government should not be trying to duplicate these lists, instead should be establishing contacts with these agencies in order to tap these resources.

E. Execution of the Project

The project was executed through four full-time staff positions filled by members with complementary specialized skills.

1. Project Coordinator/
Government Liaison Knowledge of planning; governmental process in relation to emergency preparedness, response, and recovery; experience in working with state and local Emergency Services organizations; knowledge of their problems and considerations.
2. Labor Liaison Knowledge, familiarity, and experience with labor structure and other private-sector groups such as Associated General Contractors and United Way; understanding and experience with federal, state, and local government laws, legislation, and ordinances; ability to bring about communication between government and the private sector; and provide training to private-sector groups.
3. Research Assistant Knowledge of research methodologies; experience in research in state government, law, federal, state, and local legislation and structure in relation to emergency management; experience in administration; and writing of contracts and grant proposals.
4. Administrative Assistant Experience in bookkeeping, accounting, office management, research, development of training and education materials.

Positions 2, 3, and 4 were contracted through a Personal Services Contract with the King County Labor Council, AFL-CIO. Considerable assistance and time were also given to the project by the executive secretary of the King County Labor Council, AFL-CIO. One of the key elements leading to the success of the project in gaining entree to labor groups was the result of the involvement of Mr. James K. Bender and appointment of a full-time labor liaison familiar with the labor structure in the state of Washington and experience in working with them.

A consulting subcontract was awarded with permission of DCPA to the National Defense Transportation Association for compiling a Transportation Resources Inventory for King and Snohomish Counties and was included as a part of the Labor Mobilization Plan developed by the project for these counties.

Services of a professional media person experienced in labor publications were employed for assistance in development of a slide and tape presentation for introductory training of union rank and file and other private-sector groups on the project and civil defense in general and in compiling a handbook as a guide for emergency services agencies on the local and state level and for private-sector groups.

F. Program Areas

The project was executed under six main program elements as proposed in the work plan:

1. Research

- a. Preliminary
- b. Developmental

This program element fed into all the other program elements and through the entire span of the project.

2. Development of the Labor Mobilization Plan

This program element included making the contacts with labor groups and other private-sector groups and developing a preferred means of involving them in all-hazards response, preparedness, and recovery.

3. Training and Education

This program element included development of a training program based on the above plan and for general civil defense for labor and government and conducting training sessions in the pilot-test counties.

4. Exercises

This included conducting table-top exercises in the pilot-test counties of the Labor Mobilization Plan.

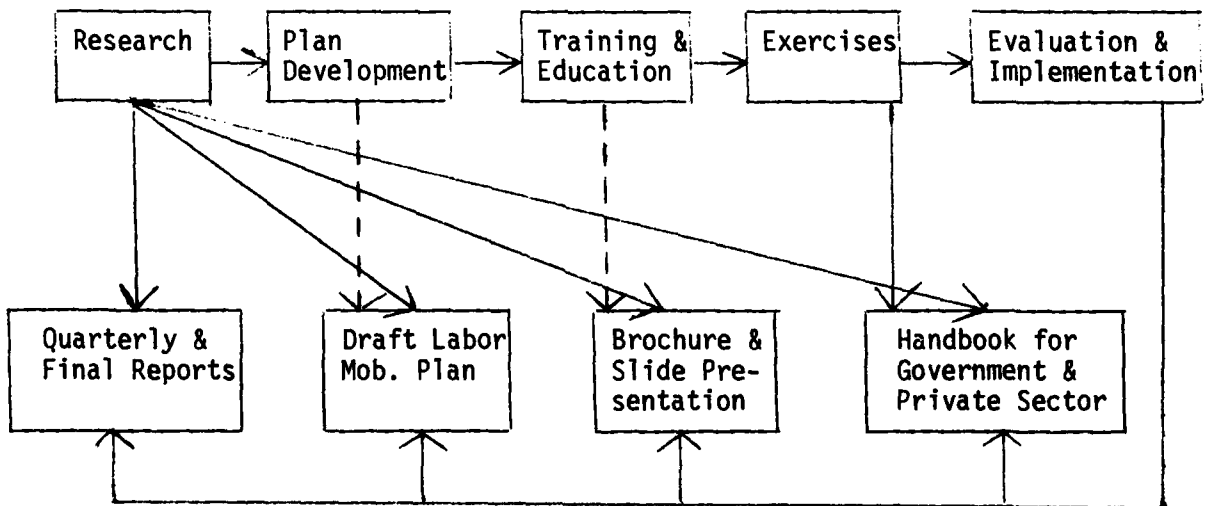
5. Evaluation and Implementation

This element fed into the entire span of the project. The achievements of the project in relation to the objectives were evaluated at every stage of the project. The plan was also evaluated in terms of timing of activation, smoothness of operation, and major problem areas.

This final phase of the project included the completion of the deliverables: the final research report, the development of a handbook as a guide for government and private-sector groups, along with the prototype included in the final report and recommendations for further continuance of the program.

G. Final Products

The final products of the project include quarterly and final research reports, draft labor mobilization plan, a brochure, a slide presentation for introductory training of labor groups and government, and a handbook as a guide for government and private-sector groups. The following chart explains the relationship of the program elements to the deliverables and end products.



H. Tasks Conducted by the Project

The study was conducted in the following steps and included all the outlined tasks. Detailed description of the tasks and recommendations and conclusions by program elements follow in the text of the report.

1. Preliminary research was conducted on the structure of labor; structure of government in relation to all-hazards response and recovery; and federal, state, and local laws affecting emergency response and recovery.
2. The geography of the state of Washington and its hazard potential was outlined, and two pilot-test counties were chosen for the project to work with, based on hazard potential, population, organizational structure of the county government, and labor structure in Washington.
3. Case studies of previous linkages, if any, with labor and private sector in all-hazards preparedness, response, and recovery in the state of Washington and reasons for success and failure of the same were determined.
4. The governmental and labor structures in King and Snohomish Counties were studied in detail.
5. Ten other sample counties were chosen for providing input and as a research base to work with, ranging from low hazard to high hazard and low population to high population.

6. The project identified all government needs in all types of hazards in every phase. Then the relevant labor unions with skills to meet these needs were identified. Other relevant private-sector organizations which have resources essential in emergencies were also identified, such as the Associated General Contractors; transportation organizations such as National Defense Transportation Association and Washington Trucking Association; and community services organizations such as United Way agencies, Red Cross, and Salvation Army.
7. The research methodology and a basic model for organizational interaction were outlined for the prototype model for application in other states.
8. The labor liaison contacted executive secretaries of the Central Councils, AFL-CIO, in King and Snohomish Counties, the business agents of all the unions identified above, and representatives of other groups to introduce them to the project, to outline the intentions of the project, to define labor's role in emergency services, and generally to inform them about basic civil defense.
9. Three contact names were obtained from each union, along with telephone numbers (office and home) and addresses to compile a call-out list. When an emergency strikes, these people serve as the front-line contacts and will provide the needed manpower from their unions. Contact lists were obtained from Associated General Contractors who

will provide the equipment resources through the plan. The National Defense Transportation Association compiled a transportation resources inventory under a subcontract which was added on to the call-out mechanism.

10. Considerable research was done with elected officials, public nonprofit groups, and power structures within these counties relative to Emergency Services organizations and the Labor Mobilization Plan. Input was also obtained from DCPA, Region 8, Federal Disaster Assistance Administration, Army Corps of Engineers, Organizational Relocation Planning at Boeing, Crisis Relocation Planners, and Fixed Nuclear Facilities Planners of Washington State.
11. A seven minute slide and tape presentation and a brochure were prepared. Introductory briefings were made before rank and file of the unions, other private-sector groups, and before government groups. The presentation explains how the Labor Mobilization Plan works, the need for it, and how private-sector resources fit into government emergency response.
12. Two tabletop exercises were designed to test the plan in King and Snohomish Counties. Disaster scenarios were prepared for both counties. The exercise in King County tested the assessment team concept. The assessment team (consisting of government and private-sector representatives) assessed problems caused by a hypothetical flood and then determined the needed manpower and equipment. In

Snohomish County, the team (composed of different representatives) surveyed problems caused by a hypothetical earthquake and listed manpower and equipment needed to solve the problems. This list was then given to labor liaisons who tested response time by actually calling for these resources.

13. The plan was also hypothetically applied to actual case studies to determine applicability and quicker response.
14. The plan was evaluated and conclusions on further testing and problem areas were arrived at. The staff evaluated the total project in terms of objectives and outlined their recommendations and conclusions and future work necessary for continuation of the program and other areas that need to be addressed.
15. This final report was compiled after evaluation and summarizes the description of the project by program areas, methodology used, prototype model, conclusion, and recommendations. The project also compiled a handbook as an introductory guide for local governments and labor, business, and private-sector groups and is enclosed as Appendix 4.

Chapter II

Description of the Project

by Program Elements, Conclusions, and Recommendations

A. Research--Preliminary and Background

This program element constituted a fairly extensive phase at the very beginning of the project. It involved extensive background research and establishment of directions and guidelines for the project. Topics researched were:

1. Structure of labor (national, state, and local) in general and its relevance to emergency management.
2. Structure of government relative to emergency management at federal, state, and local levels.
3. A study of the hazard potential in the state of Washington.
4. Functional linkages between government, labor, and other private-sector groups.
5. Case studies of past linkages, if any, with labor and private-sector groups in the state of Washington.
6. Interpretation of objectives, rationale, assumptions, and hypothesis to guide the direction of the project.

The above-mentioned topics are explained in more detail on the following pages.

1. Structure of Labor

One of the first steps that the project undertook in the study was to define the structure of labor and its relevance to emergency management. The purpose of this definition was not to just reiterate the traditional connotations of labor, but to define some of the subsidiary and non-traditional aspects of labor which are relevant to emergency management. It is difficult to deduce an interaction between government and labor during emergencies based on the traditional definitions and conceptions of labor which overplay the economic and political aspects of labor rather than its social role. "Organized labor," to almost everyone, generally refers to those workers who have combined into organized units of one kind or another for the purpose of improving their economic status. The "Labor Movement" connotes the unified purpose, activities, and aspirations of such workers.⁴

A "trade union," which is the basic element of the labor movement, is defined as an association of workers whose purpose is to improve member worker's economic welfare and dignity primarily via collective bargaining with an employer.⁵ Perceived as an institution of collective bargaining, strikes, etc., there immediately develops a conflicting ideology between government as a large employer and

⁴Florence Petersen, American Labor Unions, p. 45

⁵Philip L. Martin, Contemporary Labor Relations, p. 37

labor. While this study is not necessarily trying to overlook the reality of conflicting ideologies, it is imperative that the study be based on a hypothesis of common purpose. Ideally, if one looks at the primary purpose of labor, it is to protect the economic and social welfare of its members, whatever be the means by which this is achieved. The primary aim of government agencies in emergency management is to protect the lives and save the property of their citizens; that is, physical and economic welfare of its citizens. There is definitely an overlap among the purposes. A natural or man-made emergency disrupts the society and the economy. Labor has as much at stake in this as government has a responsibility.

The purpose of this study is to stress this commonality and motivate governmental agencies in this area to look beyond the traditional definitions of labor. Over the years, the labor movement's interest has extended far beyond the bargaining table and the work place, and labor now has well-known social programs which devote time and money to community causes. They have tremendous resources and skills already organized which can be tapped by government provided there is a willingness on the part of labor to cooperate and on the part of government to utilize them.

There doesn't exist much knowledge on the part of government about the workings of labor and the private sector. Similarly, not much knowledge exists on the part of labor and the private sector

about governmental process during emergencies which has led to a large amount of frustration in the private sector because of the feeling that government doesn't respond quickly. The purpose of the following summary is to outline the structure of labor and emphasize those points on the structure which emergency managers should be looking at for interaction.

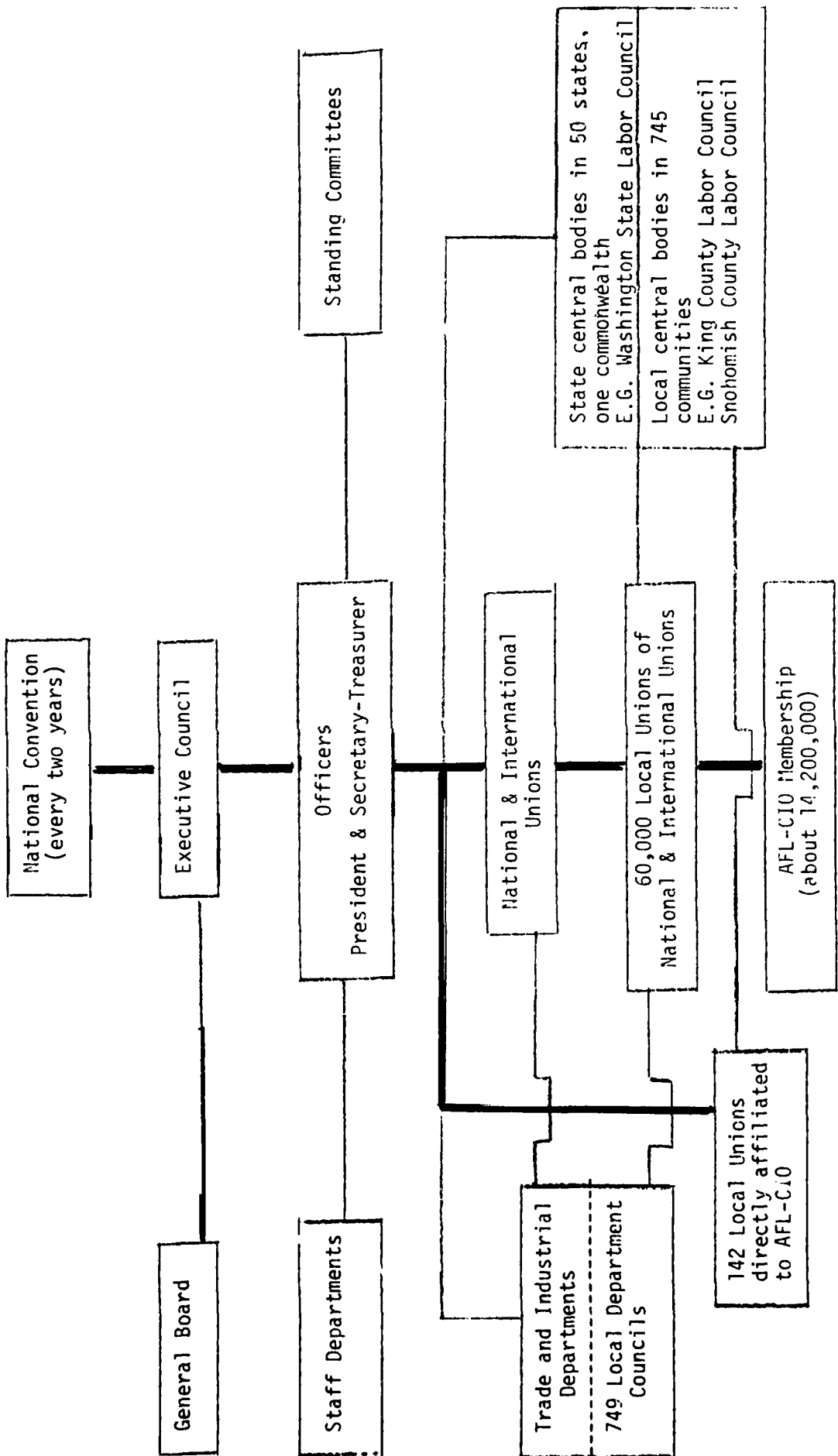
a. National Structure of Labor

(1) American Federation of Labor, Congress of Industrial Organizations

The American Federation of Labor, Congress of Industrial Organization (AFL-CIO) is the largest federation of labor unions. It is made up of 110 national and international unions, which in turn have more than 60,000 local affiliates. In addition to the national and international unions, the AFL-CIO has state and city central bodies and trade and industrial departments. There are state central bodies in each of the fifty states and in Puerto Rico. The state bodies, composed of and supported by the different local unions in the particular state, function to advance the statewide interests of labor and represent labor on legislative matters. (Refer to Chart 1.)

Similarly, in each of the 745 communities, the local unions of different national and international unions have formed local central bodies, through which they deal with civic and community problems and other local matters of

Chart 1
ORGANIZATION CHART OF AFL-CIO
American Federation of Labor-
Congress of Industrial Organizations



mutual concern. These are the basic central operational units. From the point of view of structural integration at the local level with emergency services, we are looking at local central bodies as the focal point.

The trade and industrial departments are separate organizations within the AFL-CIO which seek to promote the interests of specific groups of workers who are in different unions but who have certain strong common interests. Many of the national and international unions are affiliated with one or more of the six following departments: Building and Construction Trades, Industrial Union, Maritime Trades, Metal Trades, Railway Employees, and Union Label and Service Trades.

The convention of the AFL-CIO sets the basic policies of the AFL-CIO either once in two years or through special conventions. A certain number of delegates are sent to the convention by each national and international union proportional to the size of the union. Other affiliated organizations are entitled to be represented by one delegate each.

The governing body between conventions is the Executive Council which is made up of the federation's president, secretary-treasurer, and thirty-three vice presidents, all of whom are elected by a majority vote of the convention.

The president appoints a number of standing committees on particular subjects and directs the committees and staff departments in providing services to labor through organizational, international, educational, public relations, economic research, and other activities.

A general board, made up of the Executive Council members and a principal officer of each national and international union and each trade and industrial department, meets at the behest of the president or the Executive Council to consider policy questions referred to it by the officers of the Executive Council.⁶

It is very important to note that the AFL-CIO, the nation's largest federation of labor, is a very loosely knit organization of affiliated national and international unions, over which the national organization has relatively little formal power or control. The member unions furnish the bulk of the federation's financial support through periodic assessments. They remain completely autonomous in the manner in which they decide their own policies, although the member unions will usually follow the federation policies.⁷

⁶American Federation of Labor and Congress of Industrial Organizations, Structure of the AFL-CIO (Wash. D.C.), page 1 (no date).

⁷Eugene C. Hagburg and Marvin J. Levine, Labor Relations-- An Integrated Perspective, page 24.

DCPA has worked on the national level with the Community Services Department of the AFL-CIO and conducted workshops and seminars. Not much integration was achieved in these seminars. But by also pursuing a pilot study at the state and local level, the support of disaster relief programs by labor, at this level, when translated upwards within the hierarchy has a lot more credibility and acceptability both in government and labor, as our study has shown.

There are two distinct reasons for it: (1) labor unions at local levels are autonomous of the national organization, and (2) even though the federal agencies control the purse strings in disaster relief programs, the ultimate authority and responsibility lies with local governments over which the federal emergency management agencies have no policy control.

(2) The Teamsters Union

In 1957, the Teamsters Union, more formally known as the International Brotherhood of Teamsters, Chauffeurs, Warehousemen, and the Helpers of America (IBT), were expelled from the American Federation of Labor and the Congress of Industrial Organizations. The Teamsters are the second largest national union after the AFL-CIO.

The Teamsters are organized through the local union, the joint council, the international union, geographical conferences, regional trade divisions, and national trade divisions.

Local unions are chartered by the general secretary-treasurer. Wherever the number of men or any one craft of Teamsters is insufficient for a separate unit, a mixed local may be formed.

Joint councils are formed in every city in which there are three or more local unions of Teamsters. The purpose of the joint council is to serve as an intermediate step or clearing house between the local union and the international offices.

The United States is divided by the Teamsters into four conferences. Conference chairmen are appointed by the general president from among the vice presidents or international organizers and an executive board or policy committee drawn from among local leaders in the states involved. Each conference is divided into trade divisions which are based upon different types of work performed by the membership in that region.

These regional trade divisions also form a part of national trade divisions of particular trades. The national trade divisions correlate the work of the different regions.

The conferences are of a voluntary and advisory nature. The international organization is administered by its elected officers who include a general president, a general secretary, treasurer, 11 vice presidents, and three trustees.

The supreme governing body of the International Brotherhood of Teamsters is the convention which meets every five years. Each local is allotted a number of delegates based on the size of its membership rolls. The main functions of the convention are to act on appeals from decisions of officers from lower bodies, amend the constitution, and elect international officers. Local unions are required to belong to the joint council and conference having jurisdiction in the region.⁸

(3) Other Unions That Do Not Belong to the AFL-CIO or the Teamsters

Some unions are independent and are organized heavily in areas where the industry is predominant; for example, Michigan has a large membership in the United Auto Workers. Chart 2 lists these unions.

⁸Robert D. Leiter, The Teamsters Union, p. 58-77.

List of unions unaffiliated with the American Federation of
Labor--Congress of Industrial Organizations (AFL-CIO)

Associated Unions of America
American Communications Association
International Die Sinkers' Conference
Directors Guild of America, Inc.
National Federation of Federal Employees
United Electrical, Radio, and Machine Workers of America
United Plant Guard Workers of America
International Guards' Union of America
Congress of Independent Unions
International Union of Life Insurance Agents
Amalgamated Lace Operatives of America
Laundry, Dry Cleaning, and Dye House Workers International Union
National Rural Letter Carriers' Association
Amalgamated Lithographers of America
Brotherhood of Locomotive Engineers
International Longshoremen's & Warehousemen's Union
Machine Printers' Beneficial Association of the U.S.
International Mailers Union
International Union of Mine, Mill, and Smelter Workers
United Mine Workers of America
Newspaper & Mail Deliverers' Union of New York and Vicinity
National Brotherhood of Packinghouse Workers
International Union of Petroleum Workers, Inc.
National Association of Post Office and General Services
Maintenance Employees
National Alliance of Postal Employees
National Association of Postal Supervisors
National Postal Union
National League of Postmasters of the U.S.
Independent Union of Plant Protection Employees
Railroad Yardmasters of North America, Inc.
Order of Railway Conductors and Brakemen
International Association of Railway Employees
Association of Railway Trainmen and Locomotive Firemen
Brotherhood of Shoe and Allied Craftsmen
International Brotherhood of Teamsters, Chauffeurs, Ware-
housemen, and Helpers of America
Alliance of Independent Telephone Unions
International Association of Tool Craftsmen
Truck Drivers, Chauffeurs, and Helpers Unions of Chicago and
Vicinity, Chicago
America Watch Workers Union
Independent Watchmen's Association
United Welders International Union
Writers Guild of America
Brotherhood of Utility Workers of New England, Inc.

(4) Organized labor in proportion to the total work force

A total integration with labor would give the emergency management outreach programs access to 21.3% of the work force, roughly 23 million or 10% of the total population. By training this many people, the emergency management has access to families of these people also. Of the 23 million, 5.4 million is public-sector unions. The rest is private sector. The AFL-CIO alone represents, as of 1976, 14,200,000 people. The Teamsters represent 2 million and United Auto Workers over 1.5 million. Table 1 outlines the membership of unions by states in nonagricultural establishments.

b. State Organization of Labor

Washington State ranks fifth in the organization of labor with 35.6% of its work force in unions. The national average is 24.7%.⁹ The largest labor organization in the state is the American Federation of Labor, Congress of Industrial Organizations (AFL-CIO).

(1) State Organization of the AFL-CIO

The Washington State Labor Council, AFL-CIO, is the state organization of the AFL-CIO. This council consists of 22 local central councils, 23 state trade councils, and

⁹U.S. Department of Labor, Bureau of Labor Statistics, Mimeo Tables, 1979--Percentage of Non-Agricultural Employees in Unions 1976.

PERCENTAGE OF NON-AGRICULTURE EMPLOYEES IN UNIONS -- 1976

Source: U.S. Department of Labor, Bureau of Labor Statistics, mimeo tables, 1979

1. West Virginia	38.9	26. New Mexico	18.7
2. New York	37.1	27. Iowa *	18.5
3. Hawaii	37.0	28. Tennessee *	18.3
4. Pennsylvania	36.4	29. Maine	17.9
5. Washington	35.6	30. Vermont	17.9
6. Michigan	32.7	31. Colorado	17.4
7. Illinois	32.2	32. Louisiana *	16.2
8. Missouri	31.8	33. Wyoming *	15.9
9. Ohio	31.5	34. Arkansas *	15.5
10. Rhode Island	31.1	35. Arizona *	15.4
11. Indiana	30.7	36. Nebraska *	15.2
12. Wisconsin	29.4	37. Kansas *	15.0
13. Alaska	29.1	38. Georgia *	14.2
14. California	26.3	39. Idaho	14.1
15. New Jersey	25.3	40. New Hampshire	13.7
16. Minnesota	25.3	41. Virginia *	13.6
17. Oregon	25.1	42. Oklahoma	13.5
18. Connecticut	24.9	43. Utah *	13.4
NATIONAL AVERAGE	24.7	44. Florida *	13.1
19. Kentucky	24.7	45. North Dakota *	12.1
20. Massachusetts	24.6	46. Texas *	12.0
21. Nevada *	24.6	47. Mississippi *	12.0
22. Montana	23.9	48. South Dakota *	9.6
23. Maryland - D.C.	21.2	49. South Carolina *	6.8
24. Delaware	20.8	50. South Carolina *	6.6
25. Alabama *	19.0		

*--indicates right-to-work states

various local unions.¹⁰ Chart 3 describes the organization of the State Labor Council itself. The State Labor Council provides local central councils and local unions with assistance in educational programs and research activities. The main emphasis of this body is, however, political action coordination, lobbying for labor issues, and helping pro-labor political candidates in elections. Most of the operational, civic, and community activities are under the jurisdiction of the local central councils.

(2) Local Central Councils, AFL-CIO

There are 22 central councils in the state of Washington. The project primarily worked with two: King County Labor Council and the Snohomish County Labor Council. As already pointed out earlier, the King County Labor Council was an integral component of the project and assisted in the study as a subcontractor since its inception. The reason that the project worked with these two councils was because King and Snohomish Counties were established as the pilot-test counties for the program.

Chart 4 describes the organization of King County Labor Council. The King County Labor Council is the largest central council in the state of Washington. It covers the

¹⁰Directory of Affiliated Organizations--Wash. State Labor Council, AFL-CIO, March 1979.

CHART 3
WASHINGTON STATE LABOR COUNCIL, AFL-CIO
February 1980

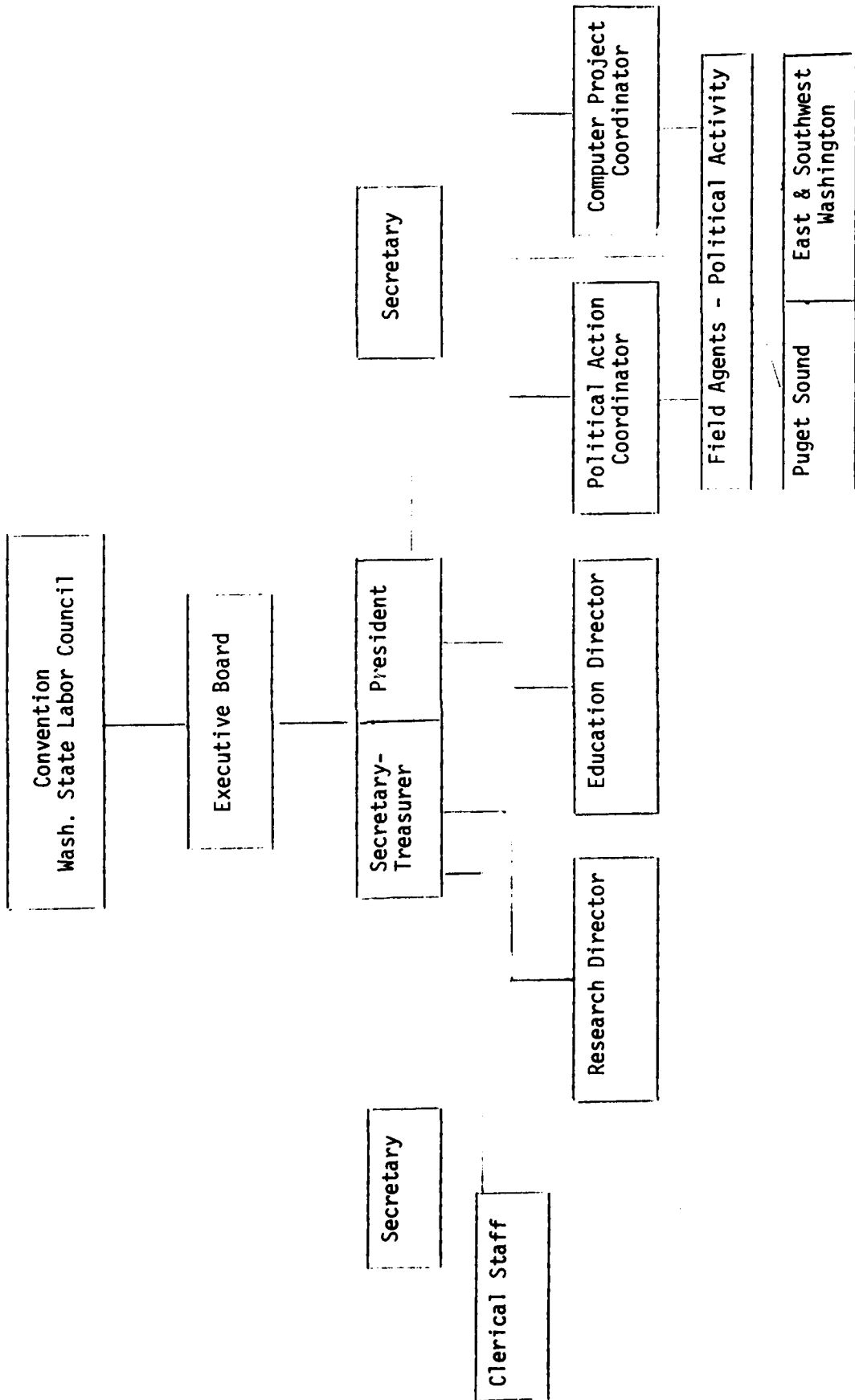
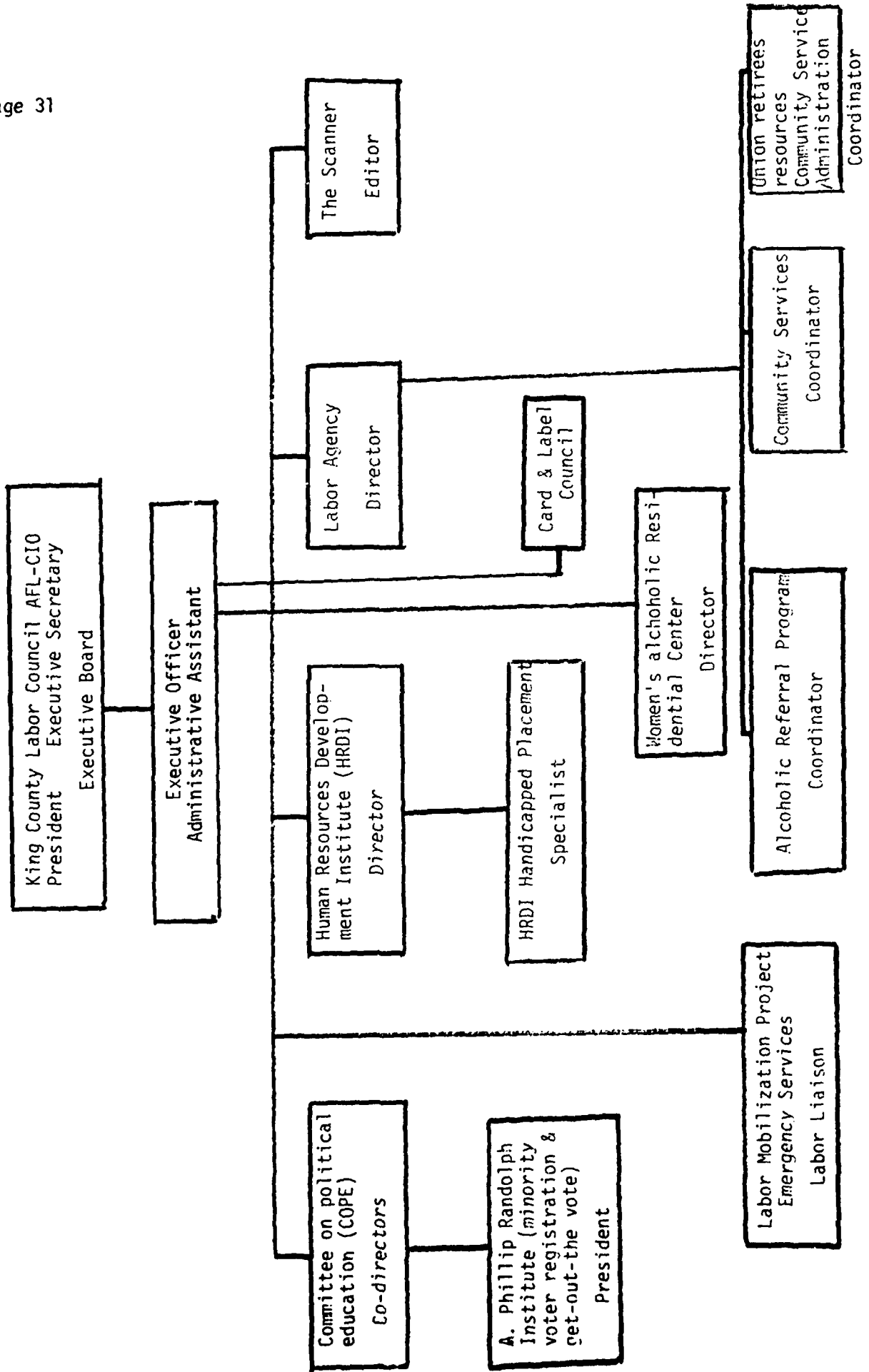


CHART 4

ORGANIZATION CHART OF THE KING COUNTY LABOR COUNCIL (LOCAL CENTRAL COUNCIL)



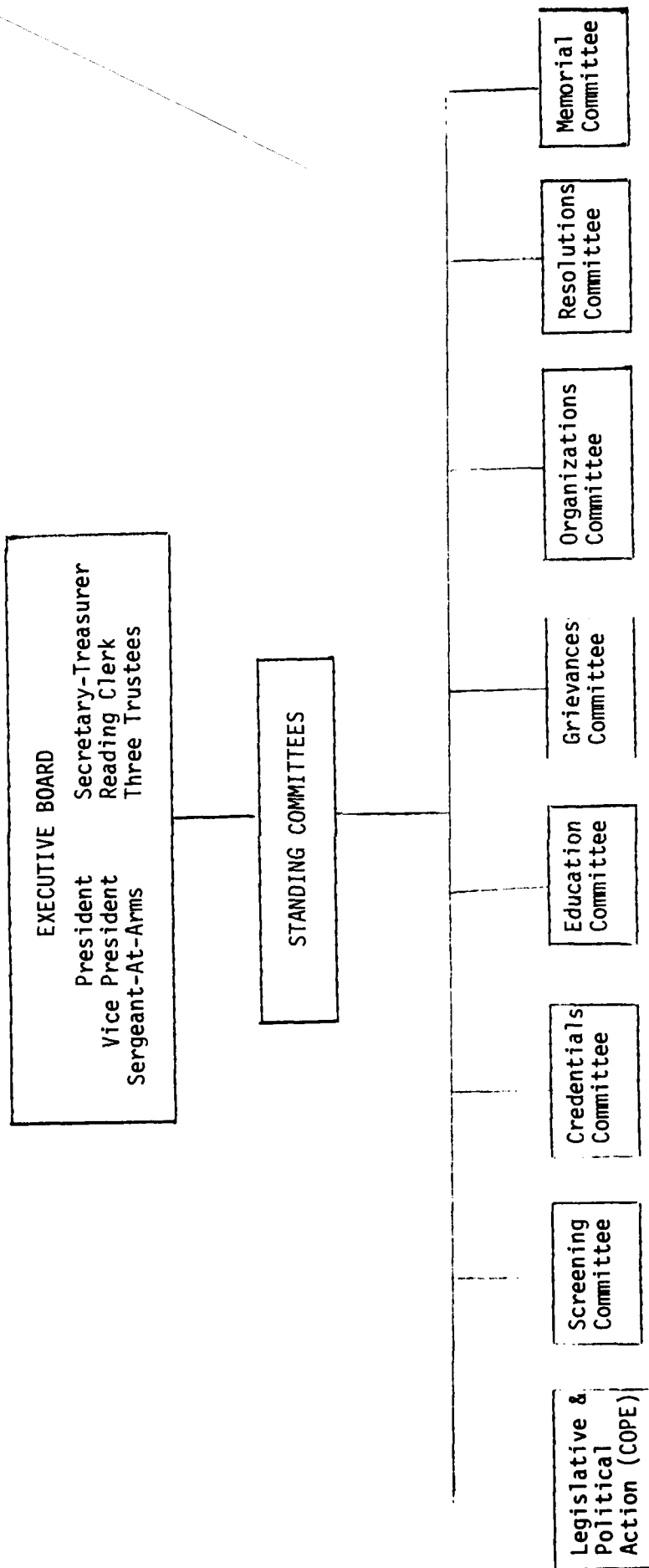
metropolitan area of Seattle, King County, and there is also some overlap in membership into Snohomish County. The King County Labor Council has many programs under it which are directly feeding into local community services programs. The King County Labor Council has a very effective community services organization in its Labor Agency which is part of the local United Way organization comprising of 98 referral agencies under it. By virtue of the United Way Board being affiliated with the Labor Agency and the executive secretary of the King County Labor Council also being on the United Way Board, there has already evolved a very effective marriage between labor, business, and community services agencies. Mr. James K. Bender, the executive secretary of the Labor Council also serves on the executive board of the State Labor Council.

Chart 5 describes the organization of the Snohomish County Labor Council. The Snohomish County Labor Council is much smaller in size and affiliation than the King County Labor Council. Snohomish County Labor Council also has a Labor Agency and one-third of the members on the United Way Board in Everett are from labor. But it doesn't have nearly as many community programs as the King County Labor Council.

The basic organization of all the central councils and local unions is very similar and follows the national AFL-CIO

CHART 5

SNOHOMISH COUNTY LABOR COUNCIL AFL-CIO



organization. All the office bearers are elected by general membership based on the constitution and bylaws of these individual organizations which again are based on the policy guidelines of the national AFL-CIO organization. There are, however, differences in the sizes and programs under each of the central councils, and the purposes of every union are defined in their respective charters and constitutions.

2. Structure of Government

The project studied the organizational and legal structure and process of government in relation to emergency management in order to ascertain:

- . How can labor and other private-sector resources be integrated into the structure and process in the most effective way?
- . Does the existing system lend itself to such integration?
- . If not, what changes are necessary to make the system more open and conducive to a better total response?

Responsibility for planning, preparedness, and response to emergencies is distributed between the federal, state, and local government by laws and regulations. Ideally and technically, there should exist a partnership between the three levels of government, but over the years there have developed many turf problems and lack of integration and cooperation between the three levels of government.

With the process as it exists today, the local governments have the ultimate authority and responsibility to prepare for and respond to an emergency, and they are the ones that are directly impacted by it. The states serve as a coordinating and to a very small extent, as a funding source. Most of the purse strings are held by the federal government, and the federal government also takes over response and planning in times of nuclear war situations and other national crisis periods.

Even though the federal government has tried to guide state and local government by policies and standard guidelines regarding the organization and administration of agencies responsible for emergency management, there does not, by any means, exist a standard structure or a vertical chain-of-command between local, state, and federal governments in emergencies. While superficial compliance is given to federal guidelines because of funding requirements, the relationship of every local Emergency Services organization to their local government is different based on how the local elected officials perceive the area of emergency management and structure of government.

a. Federal Organization

There has been a major change in the federal organizational structure for emergency planning, response, and recovery during this project. At the inception of this project, the responsibility at the federal level was divided between three agencies:

- . The Federal Preparedness Agency under General Services Administration.
- . The Federal Disaster Assistance Administration under the Department of Housing and Urban Development.
- . The Defense Civil Preparedness Agency under the Department of Defense.

(1) Federal Preparedness Agency

This agency was comprised of a government-wide civil preparedness program involving the coordination and development of national civil preparedness policies and plans, and fostering of state and local participation in preparedness programs, plus functions under the Defense Production Act of 1950, including central programming functions essential to the emergency mobilization of industrial resources to meet defense needs. The agency had ten regional offices around the country. This agency had more emphasis on resource mobilization programs for rehabilitation, recovery, and survival of the country in national emergency situations.

(2) Federal Disaster Assistance Administration

The Federal Disaster Assistance Administration was responsible for direction, management, and coordination of the Federal Disaster Assistance Program. The administration provided direction and overall policy coordination for disaster

program activities delegated to the secretary of Housing and Urban Development by the President. This included the (1) administration of the President's Disaster Relief Fund, (2) management of programs concerned with disaster research, preparedness, and readiness evaluation, (3) disaster relief and recovery, and (4) coordination of other agency disaster assistance activities. The administration also had ten regional offices around the country. The emphasis of this agency was primarily natural disasters.

(3) Defense Civil Preparedness Agency

The Defense Civil Preparedness Agency (DCPA) was established by direction of the Secretary of Defense on May 5, 1972 as a separate agency of the Department of Defense under the direction, authority, and control of the Secretary of Defense. The mission and operation of DCPA was to provide an effective and viable National Civil Defense Program, in accordance with the Federal Civil Defense Act of 1950, as amended (50 U.S.C. app 2252 et seq.), Executive Order 10952 of July 20, 1961, and Executive Order 11795 of July 11, 1974; and to provide planning, guidance, and assistance to local governments in their achievement of total disaster preparedness.

Functional activities of DCPA included coordinating and providing direction to the activities of federal, state,

and local governments in the development and execution of the following:

- (a) A shelter program including evacuations and movement to shelter.
- (b) A chemical, biological, and radiological warfare defense program.
- (c) Steps to alert the population of enemy attack upon the United States.
- (d) All efforts pertaining to civil defense communications including an appropriate warning network and radiological monitor reporting capability.
- (e) Emergency assistance to state and local governments in a post-attack period.
- (f) Protection and emergency operational capability of state and local government agencies in keeping with plans for continuity of government.
- (g) Programs for making financial contributions to the states for civil defense purposes.
- (h) Efforts toward a nationwide post-attack assessment of the nature and extent of the damage resulting from enemy attack and surviving resources.
- (i) Arrangements for the donation of federal surplus property for civil defense purposes.

- (j) Use of a civil defense communications system for warning the affected population of impending natural disasters.
- (k) Providing planning assistance to state and local governments in their development of preparedness plans and capabilities.
- (l) Supporting programs including training and education, research and development, emergency public information, participation by industry and national organizations, and foreign civil defense liaison.

DCPA provided planning, technical training, and financial assistance, and donated federal property to state and local governments for civil preparedness purposes.

Financial assistance includes matching funds with state and local governments up to 50% of the costs for, among other things, constructing emergency operating centers, procurement of communications and warning and other emergency equipment, personnel and administration costs of state and local civil defense programs, student travel and per diem expenses for training in civil defense management skills at the DCPA Staff College, and education and training courses conducted by local governments for their emergency personnel. Emergency type equipment is loaned for five-year periods when this procedure is more economical and appropriate than cash grants.

DCPA fully funded development of community shelter plans (which show locations of public fallout shelters and tells citizens where to go and what to do in a civil defense emergency); funded state government planning to incorporate civil defense instruction in school curriculum; funded educational seminars for local civil preparedness personnel; and simulated emergency operation exercises for local officials.

In actual emergencies, DCPA loaned, upon request, personnel to state and local civil preparedness organizations for liaison and operations purposes.

This division of responsibility at the federal level had many disadvantages in the emergency management process. The reasons for this were as follows:

DCPA was the only agency which provided matching grants for personnel and administration of Emergency Services agencies at the local level. DCPA's mission and purpose were pro-nuclear. But the agencies at the state and local level were all-hazards oriented and dealt with day-to-day problems. This caused a dichotomy.

The state and local governments, which had the primary responsibility to respond to the emergencies, had a great problem afterwards because they had to direct the public to different agencies for aid and had to go themselves to different agencies for reimbursement.

In the fall of 1977, the governors of all the states became increasingly concerned about the lack of a comprehensive national emergency policy, as well as the dispersion of federal responsibilities among numerous federal agencies which hampered state's ability to manage disasters.

The President set up a reorganization study in late 1976 to reorganize and consolidate the federal emergency preparedness and response. On June 19, 1978, the President submitted Reorganization Plan #3 to Congress. This was enacted into law on September 19, 1978, and the new Federal Emergency Management Agency (FEMA) became effective in July 1979. The new agency consolidated all the agencies responsible for emergency management, fire prevention, flood matters under Housing and Urban Development, and the emergency broadcast systems.

FEMA is set up in ten regions and all these functions are consolidated in these regions also.

(4) Impact of Federal Reorganization on the Study

The study was not greatly impacted by the reorganization because even at the time of inception of the study, there was a move towards reorganization. The study took an all-hazards approach and did not concentrate on just natural disasters or nuclear disasters. Further, while the study was definitely

trying to outline a prototype model for other states to follow, it was primarily doing this based on extensive research at the grass roots level and local and state government level.

Therefore, the study proceeded in the direction of federal reorganization and did not need to change its methodology based on reorganization. The main emphasis of FEMA is comprehensive emergency management, more responsibility, and effective response and mitigation at the local level. The project is a very strong effort in this direction and complements all the goals and the mission of FEMA.

b. State Organization

The National Governor's Association identified five basic types of state emergency organizations with authorities either mandated by state legislation or evolved through historical precedents:⁹

- . Governor delegated to civilian department.
- . Governor delegated to adjutant general or paramilitary division.
- . Governor to council overseeing department.
- . Governor delegated to state police.
- . Adjutant general.

The organization of Emergency Services in the state of Washington is a civilian department in the executive branch of the government under the governor. There is also an Emergency Services Council

⁹1978 Emergency Preparedness Project, National Governors Association Final Report, Section 1, p. 8.

overseeing the Department of Emergency Services. The enabling legislation for the Department of Emergency Services is the Revised Code of Washington Chapter 38.52.

Most of the operational and financial decisions during emergencies are made by the governor under advice from the director of the Department of Emergency Services and the Office of Fiscal Management. Once a gubernational declaration of emergency or disaster is made, most of the decision-making is delegated to the director of the Department of Emergency Services. The state of Washington has not had a large emergency fund in the past few years. Most of the funding for disasters is now appropriated from the governor's contingency fund, the agency budget, or by special legislative appropriations.

In the past, a sizable emergency fund existed. But because of past misuses of this fund for creation of new departments and commissions instead of emergencies, the Legislature reduced the size of the fund considerably.

The Department of Emergency Services is not an operational agency but primarily a coordinating agency which coordinates federal, state, local, and private-sector resources in conjunction with local governments. The agency administers post-disaster federal aid programs and assists in setting up one-stop centers for emergencies. It is an all-hazards planning agency. The state of

Washington is one of the pioneering states in planning for, response to, and recovery from hazardous materials incidents. The program areas under the agency include search and rescue, plans and preparedness, fiscal, and administration.

c. Local Government Organization

There are 39 counties in the state of Washington, and all these counties and most major cities have an organization for emergency preparedness, planning, and response. Every county is different, however, in terms of how this organization is set up, manned, and how it relates to the power structure in the local government.

There is still a misconception in many quarters that there is a vertical chain-of-command between federal, state, and local organizations of Emergency Services and that state and federal governments have control over the selection of personnel and policy for local Emergency Services organizations. This is not true at all. Decision-makers and elected officials in the local governments have complete control over who they appoint and how this organization is set up, depending on how they perceive the importance of the organization to be.

The local emergency directors, once appointed, do follow federal guidelines for programs and planning because of requirements for federal matching funds, and because of this, they are

sometimes viewed by the local government officials as federal people.

While it is not the purpose of this project to study power structures within county governments or to attempt to change the posture of Emergency Services organizations locally, in studying the feasibility of involving a new variable to the disaster response process, the attitudes and capabilities of local governments, which are ultimately responsible in emergencies, becomes a very integral part. While no set responses may ensue from a particular type of government or organization, reasonable conclusions and recommendations can be arrived at as to what types of structures and attitudes are responsive to innovative projects and studies, and may utilize such plans and policies when dictated by federal and state governments.

The position of a local Emergency Services director in many instances is very precarious because:

- . Being seen as a person answerable to and appointed by local government and elected officials, any actions carried out by him or any cost figures compiled by the local Emergency Services people are not considered credible by federal and state governments since local governments have a habit of financing rebuilding programs with federal monies after disasters, and
- . Because local elected officials perceive the position as federally funded and also because they feel that this organization

is run on federal and state policy guidelines, they don't give the local directors much authority or responsibility, and they don't have very good accessibility to their elected officials during peacetime periods.

Further, in many counties, responsibilities for emergency response is divided between public work, engineering departments, law enforcement, and Emergency Services. In only a very few counties and cities, do the Emergency Services organizations coordinate the entire response in times of an emergency.

The project worked with 13 counties in the state of Washington. Out of these two counties, King and Snohomish were designated as pilot-test counties, and structures of these were researched in detail along with the organization of Emergency Services, plus attitudes of the Emergency Services Directors towards involving labor.

There are basically two types of county government structures in the state of Washington: (1) the county commissioner form of government, or (2) the county executive form of government with the county council functioning as the legislative body. King and Snohomish Counties were chosen as the pilot-test counties because they represented two different local government structures.

(1) King County

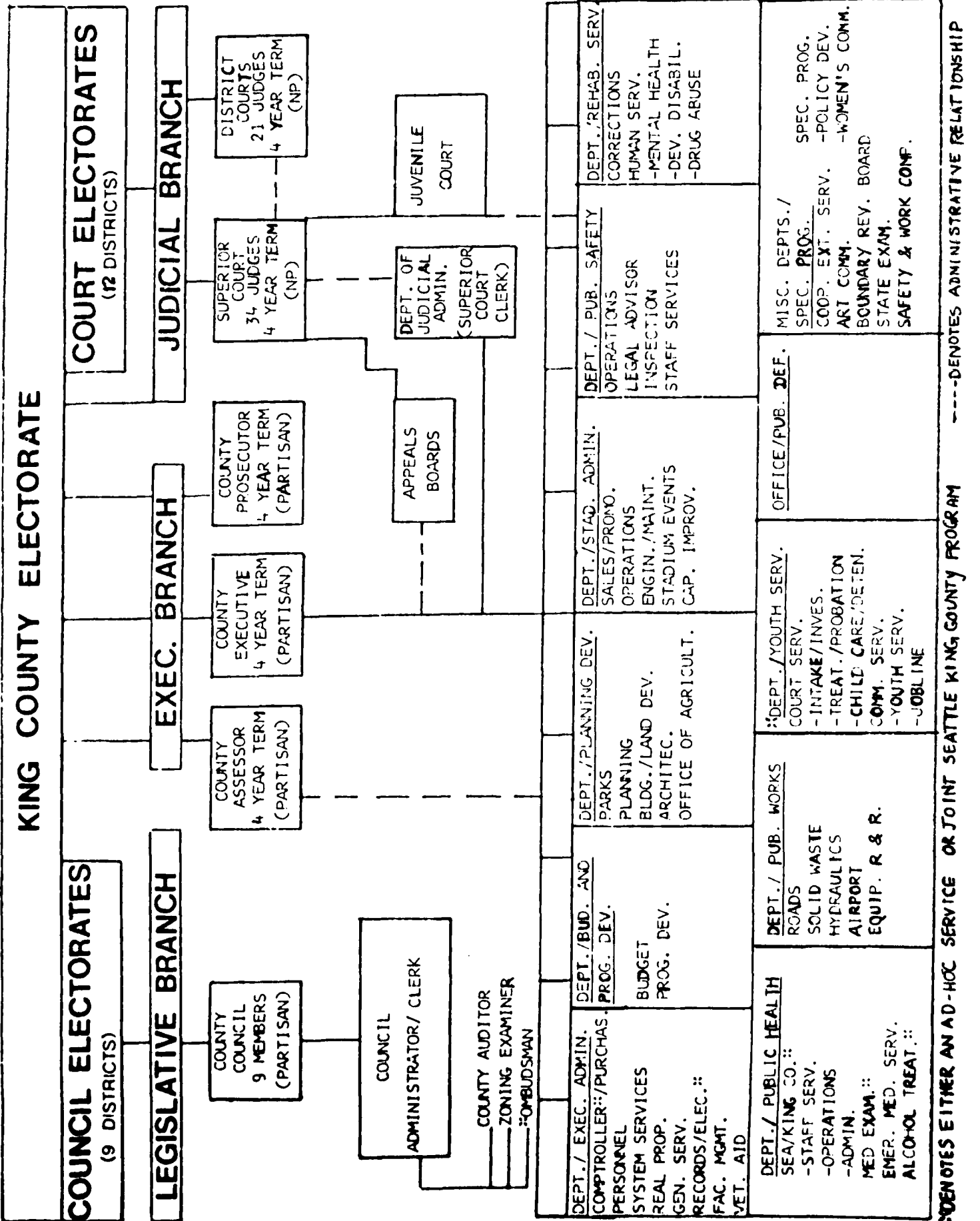
King County, until recently, had a very unique county government structure in Washington State. King County operates on a charter form of government which was adopted by the voters in November of 1968, pursuant to the twenty-first amendment of the Washington State Constitution. The charter established an executive council form of government. The county council is the legislative branch and policy-determining body of the county. It consists of nine members who are elected by districts for staggered four-year terms. The county executive, elected at large for a four-year term, is the chief executive officer and exercises all executive powers.

Of the other county officials, only the assessor, prosecuting attorney, and the judges are now elected. The other officials are appointed by the county executive and confirmed by the council. Chart 6 explains the structure of King County government.

The county executive heads various departments, one of which is the Department of Public Safety. The King County Emergency Services is located in the Department of Public Safety which is again very unique to the whole state. The county executive, is by law, the chief law enforcement officer and the county sheriff. He in turn delegates this responsibility to the sheriff director of the Department of Public

CHART 6

KING COUNTY ELECTORATE



---DENOTES EITHER AN AD-HOC SERVICE OR JOINT SEATTLE KING COUNTY PROGRAM

----DENOTES ADMINISTRATIVE RELATIONSHIP

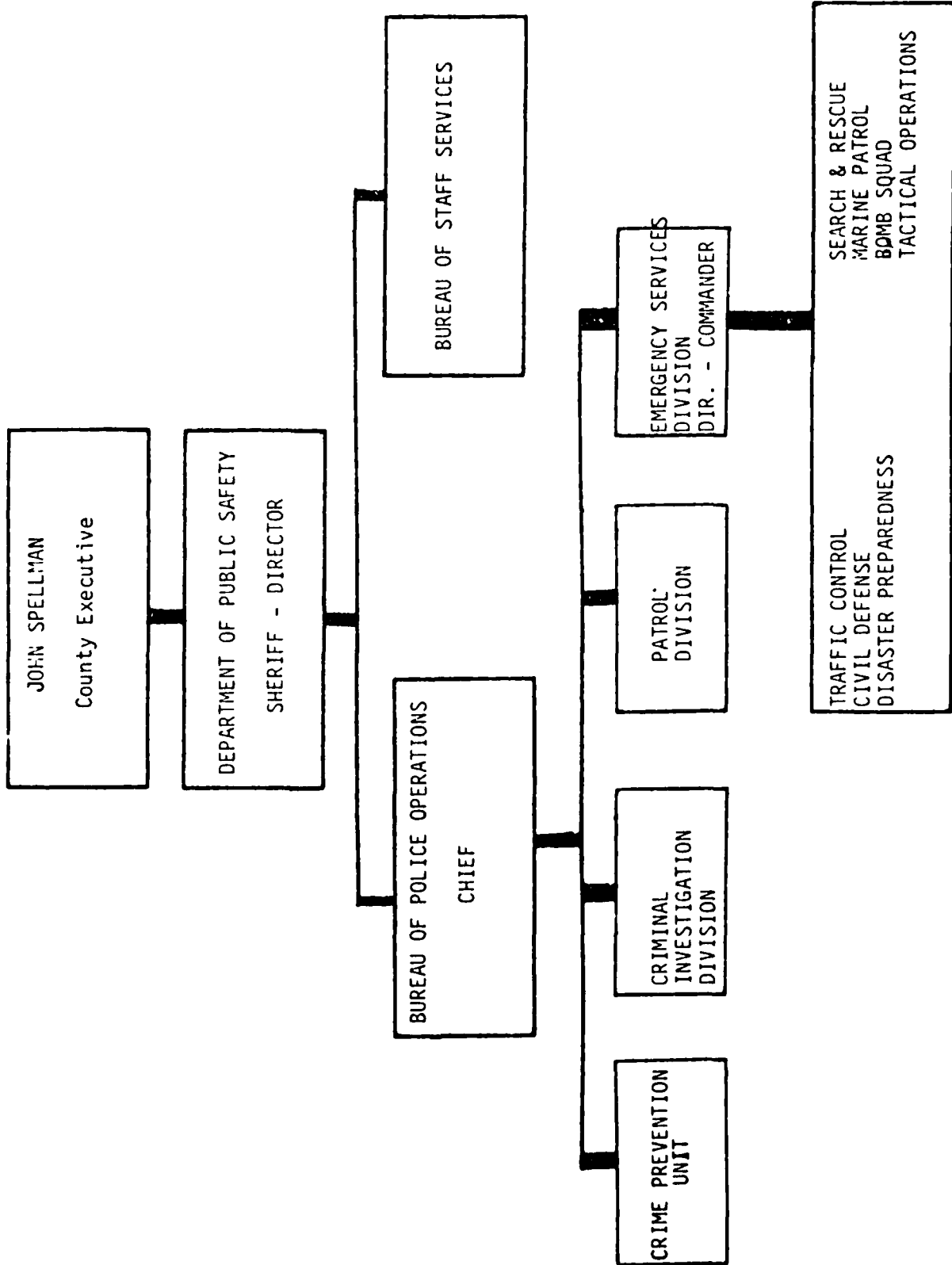
Safety whom he appoints. The Department of Public Safety has two bureaus: (1) The Bureau of Police Operations, and (2) The Bureau of Staff Services. The Bureau of Police Operations is headed by a chief, as is the Bureau of Staff Services. Under the Police Operations Bureau, there are four divisions: (1) Crime Prevention Unit, (2) Criminal Investigation Division (detectives), (3) Patrol Divisions, and (4) Emergency Services Division. The Emergency Services Division is headed by a director commander who is responsible for a variety of functions. These include civil defense, disaster preparedness, search and rescue, marine patrol, bomb squad, tactical operations, and traffic control.

The Director of Emergency Services Division is officially appointed by the sheriff--director of the Department of Public Safety, with the approval of the county executive, upon recommendation by the chief of the Bureau of Police Operations. The Emergency Services director--commander in turn appoints an office manager who handles just civil defense and natural disaster preparedness and response with a staff of four coordinators and two clerical. Chart 7 explains this structure.

(2) Snohomish County

Snohomish County, until recently, had a county commissioner form of government. Three county commissioners performed all

CHART 7
ORGANIZATION OF KING COUNTY EMERGENCY SERVICES



executive and policy-making functions of the county. They were nominated by their districts and elected by the entire county. The commissioners either appointed or approved the appointment of all heads of departments not covered by elections. The elected officials of the county are the county treasurer, assessor, auditor, coroner, sheriff, prosecuting attorney, clerk, and the judges. All other department heads were appointed.

The Emergency Services Department is a joint organization for all the municipalities in Snohomish County and for the county itself. There is an Emergency Services Council which was composed of the three county commissioners, mayors of 18 cities, and the director of the Department of Emergency Services. The director of Emergency Services is the ex-officio non-voting member of the council who also acts as vice-chairman. The chairman of the council is elected by a majority vote. Apart from the council, there is also a management/finance committee consisting of five persons--two county and three city-elected officials, one of which is the council chairman with the director of Emergency Services as an ex-officio member. The director of Emergency Services is selected by majority vote of the members of the Emergency Services Council subsequent to the recommendation of the management committee. As such, he serves at the pleasure of the council.

The Department of Emergency Services is treated as a separate agency independent from the county government, and its officials are answerable only to the council. Chart 8 represents the graphics of the structure as it existed.

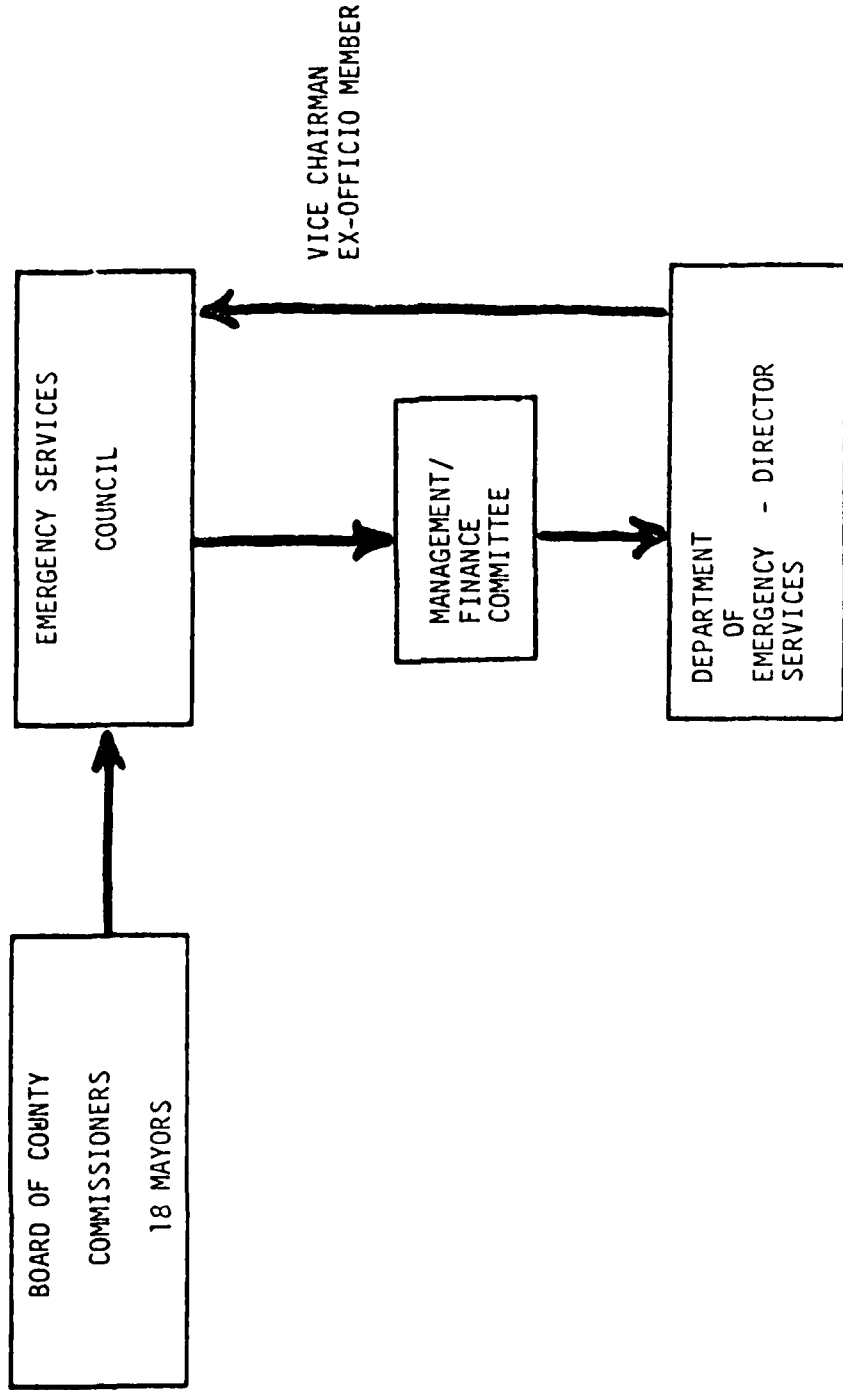
In late fall of 1977, the Snohomish County voters elected freeholders and voted on a charter which set up a county executive form of government with a county council instead of a county commissioner form of government which takes effect on May 1, 1980. The Emergency Services Director's position will remain essentially the same with the new form of government, but the composition of the Emergency Services Council may change.

(3) Other Counties

The project also worked with eleven other counties and three cities in the state of Washington. The counties included: Spokane, Pierce, Mason, Kitsap, Lewis, Cowlitz, Clark, Yakima, Benton, Walla Walla, and Island, and the cities included Spokane, Tacoma, and Seattle.

The governmental structure of these counties and cities are as follows:

CHART 8
ORGANIZATION OF SNOHOMISH COUNTY EMERGENCY SERVICES



County	Structure of Government	Emergency Services	Council for Emergency Services	Hazard Potential
Island	County commissioners	Part-time Emergency Services appointed by county commissioners.	None	Low risk
Spokane County	County commissioners	Full-time director appointed by county commissioners.	None	Low to moderate for natural disasters & high risk for nuclear hazardous materials.
Pierce County	County commissioners	Full-time director appointed by the county commissioners.	None	Moderate to high risk.
Clark County	County commissioners	Joint Department of Emergency Services for city of Vancouver & Clark County with a full-time director appointed by the county commissioners in concurrence with the Vancouver City Council.	Not active	Moderate to high hazard for nuclear (Trojan Power Plant) Moderate natural hazard potential.
Kitsap County	County commissioners	Full-time, serves at the pleasure of the Emergency Services Council.	A very active Emergency Services Council with 3 county commissioners, mayors of 4 major cities, & director of Emergency Services.	Low natural hazard potential & high nuclear hazard (Bangor Submarine Base)
Benton County	County commissioners	Full-time appointed by county commissioners.	Not active	High hazard both in terms of natural & nuclear hazards. (Hanford Reservation)
Yakima County	County commissioners	Full-time director appointed by the Emergency Services Council.	Active Emergency Services Council composed of reps from 14 municipalities along with the board of commissioners.	High hazard

County	Structure of Government	Emergency Services	Council for Emergency Services	Hazard Potential
Mason County	County commissioners	Full-time director appointed by the commissioners	Not active	Low hazard
Cowlitz County	County commissioners	Full-time director appointed by the Emergency Services Council and is answerable to the council.	Active Emergency Services Council	High hazard
City of Spokane	Mayor, City Council & City Manager System	Full-time director of Emergency Services appointed by the assistant city manager	Not a very active Emergency Services Council	Moderate risk for natural hazards and high risks for nuclear & technological hazard.
City of Tacoma	Mayor, city council, city manager system	Full-time Emergency Services director appointed by the city manager.	None	High hazard
City of Seattle	Mayor, city council system	Full-time director under the Fire Chief, city of Seattle.	Disaster Council	High hazard
Walla Walla	County commissioners	Half-time appointed by commissioners	Working team of government and non government	Low natural hazard potential & moderate nuclear risk because of closeness to Hanford

3. Hazard Potential in the State of Washington

The state of Washington, compared to other states in the union, is a relatively borderline disaster zone in terms of damages and impacts, but based on the topography of the state, it is exposed to a variety of hazards.

A risk identification study undertaken by the state of Washington Department of Emergency Services identified the following as the primary hazards in the state of Washington:

a. Natural disasters

- (1) Floods
- (2) Mud flows
- (3) Avalanches
- (4) Blizzards or snow storms
- (5) Hurricanes
- (6) Tidal waves
- (7) Drought
- (8) Earthquakes
- (9) Volcanic eruptions
- (10) Tsunamis
- (11) Erosion
- (12) Epidemics

b. Man-made disasters

- (1) Accidents

- (a) Explosions
 - . Chemical
 - . Industrial
 - . Gas line
 - (b) Fires
 - . Forest
 - . Urban
 - . Local
 - (c) Hazardous materials accidents
 - . Handling
 - . Transportation
 - (d) Communication failures
 - (e) Dam failures
- (2) Energy emergencies
 - (a) Supply depletion
 - (b) Energy systems failures
 - (3) Nuclear emergencies
 - (a) Fixed nuclear facility incidents
 - (b) Incidents involving transportation of nuclear materials
 - (c) Nuclear war
 - (4) Search and rescue emergencies
 - (5) Civil disturbances, riots, bombing, arson, sabotage of key facilities.

A very good idea of the hazards that the state of Washington is exposed to can be obtained by the following incident report logs in the state of Washington, Department of Emergency Services. This does not include unreported minor and major localized instances handled by local governments or private organizations. Since the inception of this project, the following incidents have been reported:

1977 October - Floods affecting 15 counties.

1978, early summer - Localized flooding in Eastern Washington.

1978 - Statewide drought.

1979 February - Flooding in the town of Mesa and eight or nine Eastern and Western Washington counties.

1979 March - Localized flood in the two or three counties in Eastern Washington.

1979 December - Flooding in nine counties in Western and Eastern Washington.

1980 February - Flooding in 15 counties.

1980 March - Volcanic eruption of Mt. St. Helens

From the above, one can surmise that the floods are the most frequent natural hazard in this state. The state office estimated 100 hazardous materials accidents since October 1977 to date, comprising of tank explosions, overturned gas tanks, and pipeline incidents. There was an overturned railroad car in Everett with toxic material which resulted in evacuation of the area.

The state of Washington has seven fixed nuclear facilities, and there have been seven to ten incidents of release and minor core problems in the past years. An indication of high winds is the washing away of the Hood Canal Bridge in February 1979. The transportation of low level and high level radioactive waste from all over the United States to the state of Washington has been an area of high concern to the state officials, and the state of Washington is one of the pioneers in the area of hazardous materials legislation and planning.

4. Functional Linkages Between Government & Labor and Other Private Sector Groups Such as Associated General Contractors, National Defense Transportation Association, and United Way Agencies

One of the main objectives of this project was to ascertain whether there is a role for labor and other private-sector groups such as Associated General Contractors, National Defense Transportation Association, and the United Way in all-hazards preparedness, response, and recovery.

The project identified basic functional linkages as part of preliminary research between resources of labor and the above-mentioned groups and the needs of government. In researching previous case studies of such linkages and the process of interaction between these

groups and government, it was extremely clear, regardless of how much the private sector and labor can perform to assist government in planning for and responding to emergencies, the linkages and interest cannot be maintained unless an effective, ongoing communication base is established to bridge the gap between government and these private-sector groups. Once such a communication base and conditions of interaction are established, labor and other relevant private-sector resources can be tapped for any type of emergency.

Specifically, labor and the above-mentioned private-sector groups can assist government in the following ways:

a. Planning and Preparedness Phase

(1) Nuclear, Man-made Disasters.

This phase is also known as the peacetime period in a nuclear war situation.

- (a) Publications of labor can be used to disseminate general civil defense information, and also define what labor can do to augment government efforts.
- (b) Apprenticeship and vocational training programs of labor and contractors can be used as a medium to also provide civil defense program information, shelter management, construction of shelter, and radiological monitoring information.

- (c) Unemployed skilled members in the area of construction and building trades can be utilized for construction of shelters and strengthening already-built shelters. Drivers and transportation workers could be utilized to assist in transporting supplies to shelters.
- (d) In resource management areas, labor and business can assist in planning for maintenance and distribution of essential resources during wartime situations and in planning for recovery and rebuilding.
- (e) One of the major increasing problems in the nuclear area is the dangers involved in transportation of hazardous materials, toxic liquids, gases, etc. Labor and Industries, as enforcers of occupational safety, can enhance the training and knowledge among employees regarding the packaging and transporting of such materials, as well as the prevention of accidents and how to respond if such an accident should occur.

(2) Natural Disasters

- (a) Labor and business representatives can assist government agencies in planning for natural disasters by training their rank and file members in disaster preparedness programs, by signing agreements and memoranda of understanding with government agencies, and by providing lists of contact names that government can

utilize to access skilled manpower and resources during immediate response situations.

- (b) Government may need assistance in undertaking mitigation measures such as strengthening dikes and building flood control devices. Almost every skill required for such passive mitigation exists in the labor movement and among the contractors.
- (c) Labor can serve along with other groups in the private sector as a political force and a constituency for civil defense. At present, credibility of government agencies in disaster planning and response, even with their own elected officials is very low.

b. Crisis-Expectant or Active Mitigation Phase

(1) Nuclear, Man-made, and Technical Disasters

- (a) Contacts established with labor and labor publications can be utilized to warn a large number of people quickly during an impending nuclear attack situation, or for evacuation of an area following a fixed nuclear facilities incident of a leak of a gas tank or hazardous materials spills, and also for disseminating survival and movement information.
- (b) Skills in the construction building trades and laborers can be utilized for hardening equipment and industrial

hardware to protect them from direct and indirect blasts.

These skills can also be used for construction and hardening of shelters in the phase.

- (c) Evacuation of people and families from a high risk to a low risk area may be essential. Teamsters and drivers from Amalgamated Transit Union can be utilized to assist in this. The same resources could be utilized in a fixed nuclear facilities incident, or a gas leak, or a spill of hazardous materials.
- (d) The above resources can also be utilized for transportation of essential supplies to shelters and for stocking of shelters during an impending attack situation.

b. Natural Disasters

- (1) In a warning phase of impending natural calamity, government needs assistance with warning and evacuation. Labor unions have the mechanism to disseminate the warning and also to assist in transportation of supplies and people.
- (2) In this phase, government can, by performing active mitigation measures, reduce damage to lives and property. Almost every resource in the labor movement and contractor can be utilized for shoring up dikes, building temporary dikes, strengthening dams, sandbagging, construction of temporary accesses, etc.

- (3) Union halls can be utilized for congregate care.
- (4) In addition, the resources (skills) available in the culinary and bakers unions can be used to augment Red Cross efforts in mass feeding and shelter.

c. Crisis, Response, and Immediate Recovery Phase

(1) Nuclear, Man-made, and Technological Disasters

- (a) During an immediate post-attack period, it is essential to restore communication lines and basic necessities. With the contacts established already with the private sector, government can utilize them as resource managers to assist in restoration of the economy.
- (b) During the crisis, with sufficient pre-training in civil defense and survival, business, industry, contractors, and labor unions can congregate their respective people and move them to safety; thereby reducing some of the burden on government agencies to assist the entire community.
- (c) Technological disasters, such as communication breakdowns, need to be resolved by stringing electrical lines and telephone lines, and the communication workers and electrical workers can be of tremendous assistance in this area.

- (d) Truckers are also a good source of an alternative communication network, since almost all of them are equipped with CB radios and hams in case of a breakdown of telephone lines.
- (e) With sufficient warning during the peacetime phase, labor and industry members can assist government in the area of shelter managing and radiological monitoring during the crisis period.

(2) Natural Disasters

- (a) Labor and contractors in the private sector can assist in debris clearance, reestablishing of immediate essential services, and restoring necessary structures.
- (b) Retired skilled workers from unions can assist elderly people and private citizens with temporary home repairs and minor repairs to help them in reestablishing themselves in their homes. This is one area where government can save a lot of money.
- (c) In cases of snowstorms, almost all of these people are equipped with chain saws and four wheel-drives and can assist in preventing trees from falling on phone and power lines.

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WASHINGTON STATE DEPT OF EMERGENCY SERVICES
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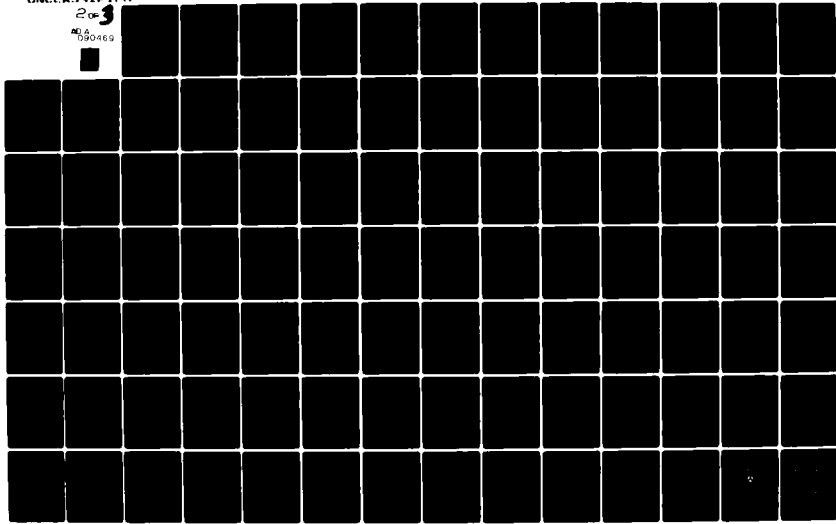
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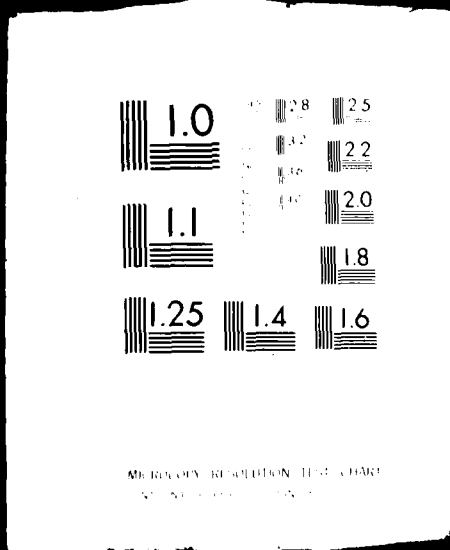


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d. Long-term Recovery

(1) Nuclear War.

Task forces of labor, business, and government can be of great assistance for reconstruction and rebuilding of the economy after a nuclear war situation.

(2) Natural Disaster

Government has to follow normal bidding processes in rebuilding from natural disasters, but where entire communities are wiped out, labor and other private-sector groups can be of tremendous assistance in reconstructing the community. Good examples of such efforts are the Plaquemines Parish after Hurricane Camille and the rebuilding of Johnstown, Pennsylvania after the floods.

Basically, there are five main general functional areas in which labor and the private sector can assist government in preparing for and responding to all hazards. All the above specific roles fall under one or the other of these general areas:

- . Obtaining insurance for both industrial equipment and personal property for disasters.
- . Dissemination of civil defense education and training.
- . Planning for economic recovery, crisis relocation, and industrial relocation.

- . Assisting government with skilled manpower and equipment resources during and after emergencies--functional assistance.
- . Establishing a constituency for emergency managers and a strong outreach base.

5. Case Studies of Past Linkages, if Any, With Labor and Private Sector Groups in the State of Washington.

The project, in this phase, researched the existing linkages between the State Department of Emergency Services and the private sector, if any, and also the existing linkages between local Emergency Services and the private sector. This was essential in order to learn from past studies the basis for such interaction and its success and failure, and also to apply some of these studies to the project's research rather than reinvent the wheel.

The very first case study in the research of existing linkages with the private sector was the "Plan Bulldozer" with the Associated General Contractors (AGC).

"Plan Bulldozer" was formulated by the national Associated General Contractors in 1957. Based on this, many local chapters formulated their own plans. These plans are generally implemented and organized through "disaster relief committees" of the chapters. The chapters are divided into areas for this purpose. According to

"Plan Bulldozer," Associated General Contractors will provide emergency use of construction equipment and personnel to aid governmental authorities during all types of disasters. The Seattle Northwest Chapter has had a plan since the 50's with the State Department of Emergency Services and Seattle-King County Department of Emergency Services. A sample contract form outlining details of cost and hours of work is to be negotiated and preassigned by the government and the Associated General Contractors, but the same has never been done in the state of Washington.

Research and interviews revealed that the plan had never been activated, even once, in the state of Washington, and the Associated General Contractors, when contacted by the project staff, were reluctant to update the plan or be involved as they had never been utilized by government before. But Mr. Bender's influence was able to provide us with entree into the hierarchy of the Associated General Contractors despite some turf problems and ideological differences between management and labor.

The reasons listed by local government Emergency Services organizations and by the state as to why the "Plan Bulldozer" was never activated were:

- . The main question was one of funding, and they were reluctant to presign a contract to pay them at cost for emergency work when they were not aware of where the money was going to come from. They were also concerned about liability and insurance.

- . Secondly, in most of the disasters, the state and local governments were able to handle the situation with their own resources, and when it was beyond their capability, the Corps of Engineers took over and contracted to the private sector.
- . There is basically a lack of communication between AGC and the government agencies. Government did not have the manpower to maintain liaison with the AGC and update the contacts, and the AGC was reluctant to update their plans because they had never been used. Local governments, therefore, were not aware of the functional linkages that could exist between AGC and the government, and the plan became a low priority of the Associated General Contractors.

The project was able to fulfill some of the communication gaps and get AGC to be a part of the Labor Mobilization Plan as explained in Chapter III of this report. They were also able to convince local governments of the advantages of maintaining communication with the AGC and be able to tap their contact lists rather than try to create resource inventories of their own and update them.

Another previous similar effort undertaken in the state of Washington, which was not used because of a lack of an ongoing, effective linkage, was a comprehensive study done in 1966 by the Washington State Department of Civil Defense under an executive order from Governor Evans. The outcome of this study was the Emergency Resource

Management Plan of March 1966. The plan has never been used and efforts have not been made to update the plan.

The 365th Civil Affairs Unit of the United States Army undertook a similar study in the state of Washington in 1975. This study was conducted in response to a request from Rosco Brown, who was then the director of King County Emergency Services, to provide a survey of all the resources in the area that would be available to the county in the event of a disaster. The outcome was a resource inventory in five volumes designed only to show local civil defense what might be available at any given time. Payment for services and usage agreements were to be worked out at the time of the emergency, and it was "understood" that the local director would need to update his list to make it workable. No mechanism for incorporating this into local emergency response plans was included, or any linkage with the private sector for the Emergency Services manager to utilize their resources except phone numbers of multitudinous contact persons in each individual business were provided, which became obsolete in time.

Similar studies were requested by Yakima, Cowlitz, and Pierce Counties, and the city of Tacoma. King County has rarely used this inventory or updated it; Cowlitz and Yakima have utilized it but not updated it. Pierce County has occasionally thumbed through it, and the city of Tacoma has rarely utilized it but has kept the list updated with the help of their MOBDES (Mobilization Designee) people.

The fact that time and again such studies have been done but have not been put to effective use shows that either government officials are reluctant to use them or private sector has been reluctant to cooperate. The lack of use of such resources or insufficient utilization of such resources does not, however, negate the feasibility of using them or the advantages of utilizing them to augment government response.

Our study has revealed that there is willingness on the part of labor and private sector to cooperate, but there is a tremendous hesitation on the part of government, given their present system to utilize labor and the private sector, especially in the state of Washington. In order to establish a more effective communication system to bridge the gap between the two different sectors in this area, the project has developed a decision-making team involving the three levels of government and the major ideologies of the private sector, labor, business, and community services. This is explored in the sections following. From our study of past linkages, this seemed like the missing essential element in order to make such an interaction a long-term one and not have this project's recommendations fall on the wayside like previous studies.

B. Research - Methodology of Research, Assumptions, and Hypothesis Underlying the Project and Some Guidelines

The project operated under no assumptions except one basic major one that labor and the private sector have a role to play in augmenting government response in all hazards. This was the very basis of the project. Barring that, the project has chosen to document attitudes and responses and observations as they exist. The project did not even assume that the government system as it exists today is the best, but in outlining a preferred means of involving labor and private-sector resources, has tried to outline an alternative effective system of preparedness, response, and recovery.

As mentioned earlier, feasibility of involving labor involved three different areas:

- . Willingness on the part of labor and the private-sector groups with resources to be involved.
- . Willingness on the part of government and a necessity on the part of government agencies to involve them.
- . Given the present system of government planning and response, it is feasible to involve outside resources and skills.

The project felt that if the present system proved to be not conducive to innovation or involvement of private-sector resources, then it was incumbent upon them to devise an alternate, more effective system of response.

1. Methodology of Research

The project adopted a very realistic methodology of experimental research rather than conceptual research. Research was based on interaction of government with labor and private-sector groups, and attitudes were documented as they exist. At every stage of the research, input was sought from both government agencies and private-sector groups to make the plan usable in both directions.

This methodology was flexible enough to include all elements that were relevant and willing to participate. The prototype model was developed based on the above interaction and the responses received and exhibited, with the idea of involving labor and the project's recommendations. Therefore, even though the model is not theoretically very sound, its applicability to somebody wanting to utilize it or be guided by this study is very good as documented in our next section on developmental research.

Efforts were made by the project to make the study as comprehensive as possible. The mandate for this project was to involve organized labor in all-hazards mitigation, response, and recovery, but the needs of government extend beyond just skilled manpower. It is not logical to include manpower resources without including equipment resources. In the state of Washington, a linkage already existed with the Associated General Contractors.

So, using labor as a conduit and as a partner in the research, the project also worked with the Associated General Contractors. Very early in the course of the study, the project was able to establish some other areas in the private sector where tremendous resources existed that government could utilize in response and recovery of all hazards.

One such resource was United Way, which in almost every county is involved in day-to-day crises and people services and has a tremendous base in its referral agencies. Like community services, ideally, disaster planning and response should be a joint effort of labor, business, community services, and government, rather than a total effort of government. Government neither has sufficient manpower nor the resources to handle all the emergencies. United Way already has a marriage of labor, business, and community services on their boards as a working partnership, which can be utilized by government as a conduit to the community.

Another resource was the National Defense Transportation Association which represents the transportation resources. They already have working arrangements with the Department of Emergency Services in King and Snohomish Counties. Under a subcontract from the project, the National Defense Transportation Association, Seattle Chapter, compiled a transportation resources inventory to be included in the Labor Mobilization Plan.

2. Developmental Research

This phase of the project involved:

- a. Studying the interaction process between labor, business, and private non-profit agencies and government.
- b. Developing a prototype model based on such interaction and attitudes of all groups involved.

a. Organization Interaction Process.

The essential component for government to involve labor and other private-sector resources in all-hazards response and recovery is if there is a voluntary willingness on the part of these groups to interact, or the existence of strong incentives which can motivate these groups. There are basically three sets of circumstances which motivate organizations to interact.

- (1) Compatability of goals.
- (2) Mutual benefit from interacting.
- (3) Power-dependency relationship.

Compatability of goals is defined as that situation where organizations are existing and working towards a similar mission or purpose.

Mutual-benefit is defined as when organizations perceive a benefit to themselves by interacting with other organizations. In this situation, it is assumed that both organizations

complement each other for survival, but neither has the controlling hand.

Power-dependency relationship is where an organization is pressured to interact with another because of an external stimuli; for example, by legal mandate, because of political pressure and coercion in subtle or explicit forms.

In this organizational interaction process, we have two groups of organizations--the private-sector group and the public-sector group. Within these major groups, there are suborganizations that have their own special interests. Every organization is influenced by its environment which includes the following variables:

- . The organizational structure.
- . The legal structure.
- . The political structure.
- . The posture and influence of the key actors in the organization.
- . The goals, purposes, and special interests of the organization.

The private-sector group does not have any single interest or ideology. While it is not wrong to say that the private sector is, in general, profit motivated, it is nevertheless misleading to claim that this is their only motivation. Very early in the course of this study, government realized that they did not have a thorough understanding of the

workings of these different organizations in the private sector in order to establish if (1) they can be motivated to interact with government, and (2) if so, how? Their strategy was to approach the major interests in the private sector, i.e., labor, management, and community services, which have contrasting interests but functional relevance, to seek their input, utilizing the King County Labor Council as the conduit.

Ideally, it can be discussed that there is compatibility of purpose between government agencies involved in all-hazards planning, response, and recovery, and labor, management, and community-service groups. To some extent, mutual benefit can also be established.

An emergency or disaster affects the entire community where it strikes. Therefore, labor and management, who are interested in jobs and the reestablishment of the community and industry, in order to sell their products, should work with government in order to reduce property damage and loss of lives. Similarly, in areas where labor has a very poor image, involvement in public service such as this will enhance the image of labor. Basically, families of labor and management members make up the affected community.

Despite these common purposes, until now, labor and private-sector groups have been reluctant to interact with government and respond to them because of general attitudes towards government and ideological differences.

On the other hand, there was no resistance or hesitation on the part of labor and private sector when the project initially approached them because these initial contacts were made with the help of Mr. James K. Bender, Executive Secretary of the King County Labor Council, who was from their own group. Some minor turf problems were, however, witnessed between labor and management and between the community services agencies. However, all these groups agreed that they could assist government in making emergency response and recovery better.

As identified in the private sector, government organizations perform activities within their own sets of rules and statutes. They also have their own established "special interests." It is assumed that these "special interests" are a function of personalities in elective and appointive decision-making positions of the government and the organizational, legal, and political structures. These variables lead governmental organizations to demonstrate precise attitudes and conditional behavior directly restricting

interaction and involvement. The finding of the project was that despite the fact that government agencies are mandated to provide for the most effective and efficient response system and work for the public interest, they were not very motivated to interact because they perceived a conflict and no mutual benefits.

Basically, government is also a large employer. There are also many public-sector unions. This creates a great sense of competition for jobs. The long-term solution that a quick and an efficient response in any emergency will result in an overall advantage to all is often forgotten before the short-term realism of who is going to do the job.

Secondly, government agencies are highly conscious of the problem of turf because emergency response is their domain. Not only does the turf problem arise between government and the private sector, it is very evident among the three levels of government and also between different government agencies at the local level.

Thirdly, there is a dichotomy between what the government agencies at the local level are mandated to do and what they can realistically do given their resource and funding situation. According to the law in the state of Washington, government agencies can do everything to plan for and respond to the

emergency and worry about paying for them later. But the political reality is that the local governments do not have infinite resources of money, equipment, and people. They cannot tax the people because, at least in the state of Washington by law, they are limited to how much they can tax the people. Also, it is politically suicidal for the elected officials in counties to run up heavy bills for the county.

Another important question is that of liability and insurance. Even if agreements are made so that the private sector can volunteer during the emergency, the local and state governments are still liable to cover them for loss of lives and equipment, and the counties are reluctant to use them for fear of being sued into bankruptcy.

The problem, then, is that even though the private sector is willing to interact and assist government, the motivations for government agencies to interact at the local level are not very strong. The only way such agencies will try to interact with every group in the community and set up an effective community response is by being forced by external stimuli.

The federal government has, by legislation and by not releasing the purse strings, tried to get the local and state governments to do more for themselves. They have mandated

in every guideline that local governments should provide for the most effective utilization of community resources, but because local governments fear that when they do perform mitigative work that may not be reimbursed for costs, these sanctions have not served as incentives but disincentives. The local governments do not want to overextend themselves, and the entire verification process by the state and federal governments has created a feeling of distrust.

The project has, therefore, had to deal with the problem of not only motivating the private-sector groups to interact with government agencies in responding to disasters, but also in motivating government agencies to interact with the private sector and to utilize them, by exploring for them the advantages of doing so, and how to best interact. The choice to the project was very limited: (1) to convince state and local governments of the advantages of utilizing labor and private-sector resources and proving the usefulness of the Labor Mobilization Plan as recommended by the project and emphasize that local governments should continue such interaction on an ongoing basis, and (2) to candidly document all findings and provide conclusions and recommendations to the Federal Emergency Management Agency in order to enable them to mandate such efforts and plans on state and local

levels. The project has attempted both.

b. Prototype Model

The project developed a basic environmental model which explains the responses of labor and local government organizations in emergency response and recovery to the idea of interacting with each other as the cumulative influence of the variables conditioning their environment. It is a basic, flexible, model which also helps understand the general profile of the organizations before developing plans for their interaction. There are basically four variables which condition the profile of any organization that is already involved in or to be involved in emergency planning response and recovery:

- . The organizational structure.
- . The political environment--key players, their ideology and influence, and the politics of interaction.
- . The physical environment comprising of the hazard potential and the frequency of hazards.
- . Legal and statutory environment.

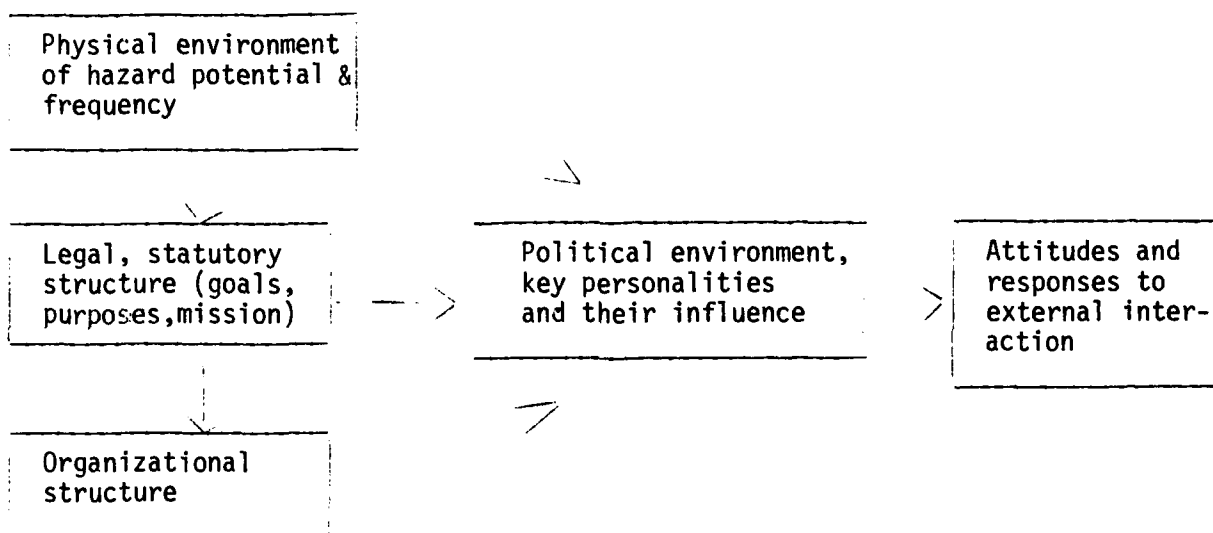
The organizational structure, legal and physical environments are fixed variables, and the political variable is a constantly changing one. The project applied the model to the private sector and labor organizations in the state

of Washington, especially those in King and Snohomish Counties. The reaction to the project was very positive in the pilot-test counties of King and Snohomish. The key influencing variable that resulted in positive reactions and very good cooperation from labor unions' rank and file to the project and also other private-sector groups such as the Associated General Contractors (AGC), National Defense Transportation Association (NDTA), and United Way agencies, Red Cross, and Salvation Army was the strong commitment, involvement, and influence of powerful actors such as Mr. James K. Bender. Mr. Bender's involvement and commitment to the project provided the project with tremendous credibility and easy access to the labor rank and file and to the other private-sector groups mentioned above.

The model was applied to also obtain a thorough understanding of the labor organizations, the structure of NDTA and the AGC. Because of the differences in the structures of every one of these organizations, the project decided to work within their respective structures by contacting the effective focal points of interaction in the organizations; for example, the business agents of the local unions, the president of the local chapters of the NDTA and the AGC. By working within the existing structures of these groups, they were more amenable to incorporating the

project's training programs than they would have been if such an interaction required a change in their structure or daily activity.

Prototype Model



The differences in reaction to the project by different counties were determined by applying the model to the local governments and Emergency Services organizations in King and Snohomish Counties. The differences in the governmental structures in these two counties have already been outlined in the preliminary research section preceding to this one.

Very early in the course of the study, the project set up two advisory groups: a public-sector advisory group and a private-sector advisory group. The public-sector advisory group consisted of representatives of the local government from King County and Snohomish County with responsibility for emergencies, state and federal representatives, representatives of the Washington Association of Cities, Association of Counties, and Association of County Engineers. While the project was able to keep representatives of the latter three groups informed, not much interest was evidenced on their part even though the elected officials comprising these groups were the ones ultimately responsible for responding to emergencies. In smaller counties, local Emergency Services directors complained of lack of visibility and influence with the county commissioners. In every county the professionalism of the Emergency Services directors and his influence was directly correlated to the hazard potential in the area and the metropolitan nature of the county. This accounts for the degree of confidence and trust which the elected officials put in their Emergency Services directors.

Both King and Snohomish Counties have very strong professional Emergency Services organizations, and King County has a very unique organization because the Department of

Emergency Services is under the Office of Public Safety. Until recently, Snohomish County had a county commissioner form of government. The director of the Department of Emergency Services worked for the Emergency Services Council and not for the commissioners.

The reactions of both these counties to the project and to the public-sector advisory group were different. King County nominated almost ten representatives to this group. This was the result of turf and sensitivity problems and the way the Emergency Services organization is set up in the county. Even though the Emergency Services organization has a very good working relationship with the other organizations, such as the Public Works Department, the Road Department, and the sheriff's office, the organization still has to work under the county executive with whom the entire authority exists in an emergency. The King County executive appointed a representative and so did the city council and the mayor's office. They also did not want to do anything without including the city of Seattle which has an autonomous city government operating under a charter with a mayor and the city council. King County also appointed another mayor of the city of Duvall to represent the smaller cities.

On the other hand, elected officials in Snohomish County, through their Emergency Services Council, composed of commissioners and mayors, delegated all the responsibility to one man, the director of Emergency Services, to represent them and provide input. Chart 9 describes the relationship between the environmental variables and response in these two counties. The project was never able to bring these groups together after the initial meetings because this was not a priority for the elected officials and their representatives. Efforts were made by the project, however, to keep these people informed on a one-to-one basis and seek their input and reactions.

The project forwarded to all county directors of Emergency Services a fact sheet on the project and a questionnaire with a specific request to include the project in their program papers and provide input to the development of the plan since the local governments will be ultimately the ones to use such a program.

Only eleven counties opted to include the project in their program papers. These counties, however, represented a very good spectrum of population, risk, and hazard potential and professionalism of the Emergency Services organizations. The questionnaires were primarily directed at ascertaining previous contacts with private sector and

Chart 9

RELATIONSHIP BETWEEN VARIABLES AND RESPONSE

	<u>KING COUNTY</u>	<u>SNOHOMISH COUNTY</u>
Type of Government:	Charter form Executive Council	Commissioner form
Posture of Emergency Services:	Under Department of Public Safety. Headed by a full-time professional manager City of Seattle has an autonomous charter form of government and an autonomous one man Emergency Services organization under the fire chief which is very professional and efficient.	Under an Emergency Services Council composed of all commissioners and mayors. Headed by a full-time and extremely professional director. The Emergency Services Council is a joint city-county organization.
Response to our program:	<ol style="list-style-type: none">1. Turf/sensitivity problems between county-city.2. The county cannot get agreements with the fire districts, how can we?3. Problems between county council, county executive, city council/city executive.4. Cannot have King County as a pilot area and just get input from city of Seattle without allowing representation of all other cities.5. As a result, the advisory group consists of ten people.	<ol style="list-style-type: none">1. Great trust and confidence in the Emergency Services director. All authority delegated to him.5. All authority is delegated to Mr. Brownson.

labor groups, some of the positive and negative attitudes, and major considerations of local directors in involving labor and private-sector resources in emergency planning and response. The reactions received from every one of these ten counties were unique and different. These are outlined in the next chapter on development of the Labor Mobilization Plan.

The environmental model was also applied to some of the successful interaction between government, labor, and the private sector in other cities and states such as Kansas City. Kansas City has agreements drafted with labor and contractor's groups. This program is very successful because of the dedication to it by the Associated General Contractors and the Department of Labor.

In initially involving the labor and private-sector resources, dedication and involvement of key personalities in the hierarchy of their respective organizations seems to be a must for setting up an entree and to provide credibility and impetus for government groups in approaching these organizations.

Chapter III

Development of the Labor Mobilization Plan

This phase involved the following steps:

A. Union Input

1. Identifying the unions with the needed skills and researching the structure of the Associated General Contractors, National Defense Transportation Association, and United Way.
2. Conducting introductory meetings with all the unions and obtaining three contact names, business and home addresses, and business and home telephone numbers from each union in King and Snohomish Counties for the call-out mechanism.

B. Public-Sector Input

Working with the Emergency Services directors in King and Snohomish Counties, talking to elected officials and their representatives in these areas, and in ten counties around the state to get their input and considerations in involving labor and private-sector resources.

C. Disaster Response Process

Examining the above considerations and studying the disaster response process to come up with a preferred means to involve labor and the private sector. Examining legal authorities to do so.

D. The Labor Mobilization Plan

1. Developing a preferred means to involve labor and other private-sector

resources and an alternative better way for government to respond to all hazards.

- b. Developing the Labor Mobilization Plan in two parts: the assessment team concept and the call-out mechanism.

E. Obtaining Reactions of Local Governments to the Assessment Team Concept

The above-mentioned steps are explained in more detail on the following pages.

A. Identification of Unions With Skills

The project outlined a list of trades and skills needed by government in case of emergencies. These fell under the three main categories of Building Trades, Transportation Trades, and Maritime Trades. A list of unions under these trades in King and Snohomish Counties was compiled.

The project established systematic contacts with these unions and their business agents. In these introductory meetings, the purpose of the project was explained, they were asked to voice their considerations, if any, about assisting government during emergencies. Once they expressed their willingness to be a part of the call-out mechanism of the Labor Mobilization Plan, a list of three contact names, phone numbers, and addresses of these contact persons per union were compiled.

The office bearers of these unions are elected. Therefore, before the project conducted training sessions, the labor liaison had to update the names on the call-out list due to turnover.

There was not a single instance where any negativism or lack of cooperation was witnessed. There was almost a surprising amount of willingness to be a part of the mechanism and cooperate. In these meetings, very relevant questions were voiced such as (1) we have been very willing to assist but we have never been asked, and (2) what are the arrangements for costs of equipment, time, liability, and insurance? There were a few questions on crossing of jurisdictional boundaries between unions. When the project developed the plan, these questions were satisfactorily answered.

The project, in conducting introductory meetings with these groups, found out that previous linkages between some groups of workers and the government already existed. These were the Communication Workers, the Electrical Workers, and the Nurses Associations. The Communication Workers and the Electrical Workers already had plans to be called out during the emergencies through the utility and power companies. In order to avoid duplication, the project did not bring them into the mechanism as a primary resource, but as a secondary system to tap them if the above plans do not work. Similarly, the Washington Nurses were already incorporated into the system through the hospital plans and the emergency medical councils in every county.

In order to develop a comprehensive Labor Mobilization Plan, the project decided very early to bring on board the Associated General Contractors to represent heavy equipment and construction personnel, the United Way agencies in King and Snohomish Counties to augment the Red Cross and Salvation Army in the area of people services, and the National Defense Transportation Association which already has an excellent system to tap all the transportation equipment. These groups already had the resources accessible to them, and the project had to provide a linkage so that these resources could be tapped instead of trying to inventory them again.

1. Associated General Contractors

The Associated General Contractors of America is a national trade association representing contractors engaged in heavy engineering, and highway, building, municipal, and utilities construction. The Associated General Contractors is divided into chapters nationally on a geographic basis. The National Associated General Contractors formulated the "Plan Bulldozer" in 1957. Based on this, many local chapters formulated their own plans. These plans are implemented and organized through the "disaster relief committee" of the chapters. The chapters are divided into areas for this purpose.

The Seattle Northwest Chapter of the Associated General Contractors have had a "Plan Bulldozer" since the 50's. This plan was not updated because it has never been cranked into action or used by

government. Very early in the course of this project, the Associated General Contractors were brought on board the private-sector advisory group of the project. The project provided the link between the Associated General Contractors and the State Department of Emergency Services. The project attempted to convince the Associated General Contractors to update the "Plan Bulldozer." Because of previous apathy on the part of government to utilize "Plan Bulldozer" and because of inhouse problems and priorities, the project was unable to get favorable responses from the AGC until recently. Some problems of turf were also evidenced because of the labor involvement in the project, and AGC was reluctant to go along with the agreements between labor and the State Department of Emergency Services. But once they were convinced that the Labor Mobilization Plan only outlines the front-line contacts to tap the resources available in the contractor's organizations and that it would be done through the "Plan Bulldozer" as already outlined, they were willing to be a part of the plan.

They have provided contact names and back-ups, and they will provide for the emergency use of construction equipment and personnel to aid governmental authorities.

2. The National Defense Transportation Association (NDTA)

The National Defense Transportation Association is a non-profit organization founded in 1955. One of the main objectives of NDTA, as an organization of transportation industries and carriers around the

world, is to provide a major channel of cooperation and communication between its members and governmental agencies that rely on these services during natural and man-made emergencies.

NDTA is organized into chapters that are located in most of the major metropolitan areas within the United States, Europe, the Far East, and Central America. The state of Washington has a very active NDTA organization in its three chapters: Kitsap County, Seattle, and Tacoma. These chapters come under the Pacific Northwest Region. A linkage between NDTA and Emergency Services already exists in King County, since the regional vice president for the Pacific Northwest Region is also a coordinator of Emergency Services for King County. A comprehensive transportation resources inventory was compiled by the National Defense Transportation, Seattle Chapter, under a subcontract from the King County Labor Council, as part of the project (Appendix 1). This is also a part of the Labor Mobilization Plan for King and Snohomish Counties. NDTA will be the conduit for accessing the transportation resources during emergencies. Since the Teamsters and the Washington Trucking Association are already a part of the NDTA inventory, the project was able to avoid reinventing the wheel and just had to make introductory contacts with the Teamsters local for King County and the Trucking Association.

3. United Way

United Way is a non-profit community services coordinating agency that has branches in all counties and major metropolitan areas of the

country. United Way, in any area, has a very good working marriage of business, labor, and other community groups. They also have many referral agencies under them including the Red Cross and the Salvation Army.

When the project started working with United Way in King and Snohomish Counties, some displeasure was expressed by the Red Cross representatives. The project has tried, in the entire study, to work with resources that exist and have not been tapped. While the Red Cross and Salvation Army have already been incorporated into government plans for emergency response, the other referral agencies have not been so far. So the project has incorporated United Way of King and Snohomish Counties into the Labor Mobilization Plan in order to augment Red Cross and Salvation Army efforts. One of the United Way agencies is the Labor Agency, which provides another link between labor unions and people service agencies.

Our above research showed that transportation, communication, and equipment resources are already tapped. A very obvious gap where the labor resources and skills have not been tapped and the area on which the project concentrated throughout the study is the Building and Construction Trades.

B. Public-Sector Input

As already outlined in earlier sections of this report, federal, state, and local governments have varying degrees of responsibilities

and authorities relative to emergency services functions. The entire authority and the primary responsibility for preparing for, responding to, and recovery from all hazards is in the realm of local governments. The main responsibility of the State Department of Emergency Services is to coordinate resources. The federal government generally comes in after the fact of the emergency, unless the magnitude is very great as to warrant a presidential declaration or a national emergency. The federal government also holds most of the purse strings.

In conducting this study, the project had to consider both the reactions of the government agencies and the private sector, to the idea of interacting with each other during an emergency. Two essential components for the project in considering the feasibility of labor and private-sector resources to be involved in all-hazards response and recovery are:

- . Willingness on the part of labor, management, and non-profit organizations in the private sector to involve themselves in all-hazards mitigation, preparedness, response, and recovery, and
- . Since all existing responsibilities and programs for such actions are essentially a public-sector domain, there should be effective response from communities and public-sector agencies to this idea.

The project assumed that when the federal government required this pilot study, that they required the project to not only research the willingness of private-sector groups to be involved, and outline what

role they can play, but also whether state and local governments are willing to utilize them once the basis is established by the project and secondly, can they utilize them given the present system of government response.

Parallel to working with the private sector, the project also started working with the local Department of Emergency Services and seeking their input and documenting some of their concerns in utilizing the labor and the private-sector resources.

Preliminary research of the past linkages with the private sector in the state of Washington clearly revealed that nothing had been done in this state to include labor in disaster emergency plans. A few resource inventories had been studied and conducted of what was available in the private sector as already pointed out in the earlier sections, but these were not used at all because:

- . These did not provide an effective communication linkage within the hierarchy of these private-sector groups for government to use as catalysts to task these resources.
- . There is no mechanism in the local government processes and no state commitment to pay for these resources and to guarantee liability payments even though legally the state and local governments are required to respond to the situations and worry about paying for them later.

- . These studies were made by government personnel, and the Emergency Services organizations did not have the resources or the personnel to keep these lists updated.
- . The county is also an employer and has its own special interest in using its force account people in emergency response and recovery.

The project staff had to also work on convincing the local government officials and Emergency Services directors that this study is attempting to involve labor and private-sector resources to augment the efforts of government and not to supplant them and to quell some of their concerns, doubts, and fears, so that local government officials would use these resources effectively and keep up the contacts with the private sector.

The first step in the process of seeking input from the public-sector groups was the setting up of a public-sector advisory group to work with the project staff in developing the plan in the pilot test-counties. This advisory board consisted of a representative from the following:

- . King County executive's office.
- . King County council.
- . Mayor's office, city of Seattle.
- . Mayor of the city of Duvall, as representative of the Association of Washington cities.
- . Emergency Services directors of King County, Snohomish County, and the city of Seattle.

The project had tremendous difficulties in commanding the interest of the elected officials in this group. The Seattle City Council showed absolutely no interest. The King County executive's office did not show any positive interest, and it was difficult to get them to participate in the meetings or discussions. Good cooperation was received from the representatives of the King County council and the Mayor's office.

The project consistently worked with the King County Department of Emergency Services and Snohomish County Department of Emergency Services in developing the plan and the exercises. The reactions of these organizations were very skeptical in the beginning, more so in the case of Snohomish County than King County. Even though directors of both these organizations saw the merits of developing such a plan, they wanted labor and private sector to respond to them and be able to utilize these resources through their emergency operating centers. Labor was, in the beginning, unwilling to respond to local governments because of their general impressions of the inefficient workings of some of the county governments. But once they were educated on the fact that the legal authority and responsibility lies with the local governments and were exposed to the efficiency and professionalism of the Emergency Services organizations in King and Snohomish Counties, labor and private-sector representatives were amenable to setting up contacts with local Emergency Services organizations.

The second step in the process of seeking public-sector input was to send out fact sheets to all county Emergency Services on the project with

a request for the counties to include the project in their "program papers" and thereby provide input and work with the project. Only eleven counties and cities included the project in their program papers. The project consistently worked with them throughout the study. A questionnaire was set out to the counties that had included the project in their program papers to ascertain:

- . If there were already established contacts between the Emergency Services organizations and labor groups in the area, and
- . To get some of their reactions and concerns in involving labor and private-sector groups in planning response and recovery.

The responses to the questionnaires revealed that there were very few unofficial contacts made with labor and the private-sector groups by local government and most of these were not formally kept up or maintained via training or constant communication.

The third step was personal interview with the Emergency Services organizations of the counties that included the project as a part of their program papers around the state: city of Spokane, city of Tacoma, Spokane, Pierce, Clark, Kitsap, Benton, Mason, Cowlitz, Yakima, and Island Counties.

Out of these, five were high hazard potential counties, two moderate risk areas, and the rest were low risk areas. There were only three counties that had an active Emergency Services council. Most of them functioned under a county commissioner form of government.

Our findings from the personal interviews about the attitudes and concerns of local Emergency Services directors were as follows:

1. Only a couple of counties apart from the test counties have a good integrated system of emergency response where one agency, such as the Emergency Services organization or the sheriff, has central coordinating responsibilities in an emergency. In other counties, there is no such coordination. Most of the responsibilities are under the county engineer or the Public Works. In these counties, there are a lot of turf problems among their departments. Time and again, concerns were voiced by the Emergency Services organizations about their lack of credibility within their own power structure, which made incorporating outside resources very difficult.
2. The reactions of most of these counties were favorable to involving the private-sector resources and to the project setting up a tested mechanism for them to utilize. But they had questions on the following lines:
 - a. Who is going to pay for all this? Only two directors said that they would do what is needed and then worry about how to pay for these services later. Another important question was insurance and liability coverage for people and equipment.
 - b. What guarantee did the counties have that unions would not be on strike or demand overtime wages?

- c. Would the labor representative work out of the local emergency operations center and be under the direction and control of local government representatives?
- d. Would this mechanism be set up so that local governments can activate it? In other words, will labor respond to local governments?

Because of some of the hesitancy on the part of local governments, such as the above, the project designed the assessment team concept as not only a means of involving the private sector and labor resources but also as a good communication base and a better alternative system of response which would increase the credibility of local governments and the Emergency Services directors, thereby giving them more incentives to use it. This is explained and outlined in the following sections of this chapter.

Fourth, it was not just sufficient for the project to seek input of the local Emergency Services directors. In a disaster or an emergency, the total authority for responding is in the elected officials of a county or a city, and so the project tried to get the input of the Washington Association of Counties, Association of County Emergency Services Directors of the state of Washington, Association of County Engineers, and Washington Association of Cities. Even though presentations given by the project in the regional and statewide conferences of these groups were favorably received, the elected officials were generally apathetic and uninterested.

The project met with representatives of the Association of Counties and the Association of Cities. Facts and information about the project were included in the newsletters of the above organizations.

Concerns voiced by individual members of these groups were that fear of liability suits on the part of counties will prevent this type of a plan from being used. The county engineers reacted to it negatively because of turf problems. Apathy on the part of elected officials to civil defense issues and emergency planning seems to be very widely prevalent in local areas. The project has tried to set up a plan which, if even implemented by the local Emergency Services organizations, might force the commissioners to act because their entire constituency will be involved.

The project also tried to meet individually with the elected officials in the ten counties that were working with the project. The project was only able to meet with commissioners from Lewis County and Cowlitz County. The reactions from these commissioners, once they were aware of the intent of such a project and the Labor Mobilization Plan, were very favorable.

Fifth, the project staff also realized that the federal government, by virtue of its control of the purse strings, is an integral part of the emergency relief and recovery process. The government liaison sought input from the Federal Disaster Assistance Administration and the Corps of Engineers, Seattle Chapter.

Both agencies were very favorable to the state and local governments doing more for themselves and responding to their maximum capability before asking for federal assistance. Concern was expressed that because of (1) lack of funds, (2) political reasons, and (3) the emphasis of federal reimbursement for recovery after emergencies, that local governments have adopted the attitude of doing the least and letting the situation get worse and thereby increasing the chance of getting federal dollars. Concern was also expressed that there was a greater tendency towards shifting the burden on the federal government rather than doing everything possible in a timely manner.

In order to encourage state and local governments to do more for themselves, the federal government passed strict laws of reimbursement which required verification of state and local government actions. These procedures resulted in cumbersome documentation requirements which were not very well understood by local governments. Therefore, in some deserving cases, local governments were not fully reimbursed, because of lack of proper documentation. As a result, local governments have become cautious and are discouraged from committing excessive monies for immediate response and mitigative efforts.

Further, the federal statutes do not provide for reimbursement for mitigation efforts of local governments to reduce or prevent damages to property and save lives during an emergency. This prevents local governments, who do not have sufficient funding, from engaging in

mitigative efforts, especially since doing more for themselves would prevent getting federal dollars. The reimbursement procedures need to be overhauled to provide more incentives for state and local governments to undertake more active mitigative efforts during emergencies.

Again, while disaster relief provisions provided for public sector to be reimbursed for damages, private individuals did not always get reimbursed, and programs, such as the project, when implemented at state and local levels would be of tremendous assistance to private individuals.

The representatives from federal government also felt that in the state of Washington, a major problem has been that of very little commitment and backing from the state government in assisting local governments to respond effectively to disasters.

The federal officials saw this project as very essential and as a tool that would:

- . Bring home to local elected officials the fact that they have the ultimate responsibility to plan for all emergencies and effectively respond to them through the training sessions designed by the project, and
- . Call for more state commitment to respond to disasters effectively by using labor and the private sector and all available community resources.

Sixth, the project staff worked with DCPA Region 8 and tried to coordinate with their crisis relocation planning, but as they have not

yet completed this planning, it is not feasible to integrate the Labor Mobilization Plan into it.

C. Disaster Response Process and Some of the Gaps That Need to be Filled

The disaster response process, as it exists today, commences with the warning of an impending disaster to the local government area where the emergency is going to impact. The immediately impacted local government responds to the emergency to the best of their ability and tries to mitigate it. According to the enabling legislation of the State Department of Emergency Services, every county is required to have an emergency fund for responding to the initial phases of the emergency and mitigating the effects of an emergency. But only major metropolitan areas can afford to set aside some monies for emergencies.

When the resources and the financial capabilities of the counties are overwhelmed, they declare a state of emergency and ask for a governor's declaration and activation of state resources to assist them. It is then incumbent upon the governor and the State Department of Emergency Services to coordinate state resources and obtain sufficient documentation of damages and seek a presidential declaration, if necessary.

According to the revised code of Washington Chapter 38.52 as amended, The Departments of Emergency Services at state and local levels are to undertake comprehensive planning efforts to effectively utilize all available resources in the public and private sector to

respond to disasters. But for all reasons discussed above, while such efforts have been undertaken in the planning phase, because of lack of communication and training, the utilization of all available resources has not been accomplished.

This disaster response process has the following drawbacks:

1. When local governments are up to their necks in water, they do not have sufficient manpower to send out to the field to obtain a comprehensive picture of the situation and lack the ability to get a quick idea of the resources needed to resolve the problems.
2. Because higher levels of government are not involved right from the beginning of a disaster, they do not have the picture of what the local governments have done to alleviate or lessen the impact of the problems. So, they end up sending teams to verify the damages and cross-checking the figures given by the local governments.
3. Local governments do not have the time to document their efforts and therefore are unable to provide accurate assessments of needs, responses already made, and damages to the state officials for purposes of declaration.
4. Lower levels of government do not always have the funds to undertake mitigative efforts and the liability and insurance for the equipment and personnel resources requested by them even though they are by law required to do it. So they are hesitant to use additional resources to resolve the problems.

5. Because of previous efforts by local governments to finance re-building efforts and to obtain as much federal funding as possible, the federal government undertakes its own damage assessment survey to verify the figures provided by the lower levels of government. There are essentially three assessment and verification processes.

D. Labor Mobilization Plan

1. Developing a Preferred Means of Involving Labor and Private-Sector Resources.

The project developed the following criteria for the preferred means to involve labor and private-sector resources:

- a. The preferred means should be one which not only bridges the communication gaps between labor and private-sector groups and the government agencies in disaster response and recovery, but also one that bridges the communication gaps between the three levels of government.
- b. An effective, ongoing communication linkage can only be maintained between government and the labor and private-sector groups if a few representatives from their hierarchies are included in the decision making and planning processes of federal, state, and local governments. This will enable the government agencies to disseminate the training information through them to their hierarchies and also be able to tap the updated resources and skills inventories of these groups by using the decision making group as

the front-line contacts. This is very essential to keep the interest of these groups and provide them with a feeling of involvement in the planning process by which they will be used and from which they will benefit.

The necessity for this is further reiterated because previous attempts by government to catalog inventories of resources available in the private sector have been outdated because of their inability to update them and a conspicuous lack of use. It is more economical and effective to keep continuous communication with front-line contacts from these groups rather than to try to compile and update resource inventories.

- c. Since this project functioned at the state level and regulations and provisions existed at the state level to resolve questions of liability funding, etc, the preferred means was designed at the state level, and recommendations were made that the state use it at the onset of a disaster in order for it to be effective, but the mechanism should be designed so that local governments can utilize it at their level if necessary.
- d. The preferred means should also be one that will assist the local and state governments in making their response process quicker and better and fill the gaps in communication and streamline duplication of efforts.

2. Developing the Labor Mobilization Plan

After having developed the criteria which the preferred means of involving the labor and private-sector resources in the state of Washington should meet, the project developed the Labor Mobilization Plan as the preferred means of involving all available community resources in preparing for and responding to emergencies and also to suggest a better and more effective way of government response during emergencies.

Labor was insistent that before they are called upon to respond to an emergency, that there should be a needs assessment team comprised of labor, contractors, and people services representatives from the private sector and government representatives who should be able to assess the manpower and equipment needs to handle the problems arising during the emergency. This way the professionals, who will be called upon later to do the work, will be able to assess the situation and prevent further damages, if they can be prevented, and undertake mitigative efforts.

The project developed the assessment team concept as the preferred means of involving labor and private-sector resources. This concept best fulfilled the required criteria for the preferred means and was the best alternative way to make disaster response quicker and efficient.

The Labor Mobilization Plan is comprised of two parts: the assessment team concept and the call-out mechanism.

a. Assessment Team

The assessment team is a key component of the Labor Mobilization Plan. This team should not be confused with a damage assessment team for after-the-fact recovery assessments sent by the federal governments after disasters. But this is a "needs assessment" team which is preassigned and pretrained. This team should consist of one representative from the federal, state, and local governments and from labor, contractors, and community services. When mobilized at the onset of a disaster, this team offers the following advantages:

- (1) This team provides a natural checks and balances, and therefore the recommendations of the team will have considerable credibility with decision makers at all levels of government.
- (2) This team is comprised of professionals from every area of the community who can provide accurate assessments of the situations and also, in a timely manner, obtain a comprehensive picture of the damages while the counties grapple with immediate problems. This provides for a cost-effective and an efficient response to disasters.
- (3) A past problem in using the resources has been the lack of communication between government and the private sector and between various levels of government. The assessment team bridges this communication gap.

During non-disaster times, government can use the members on the team to provide training and information to their groups. During disaster situations, requests for manpower and resources from these respective groups assures response and attention which may not be the case if government alone calls them up. Because all three levels of government are involved on the team, the recommendations of the team cut down on the verification process.

- (4) The team facilitates getting the needed manpower and equipment resources from the private-sector groups more quickly.
- (5) Because all levels of government are involved in this assessment process, it cuts down on time, documentation, and the necessity for verification of what the lower levels of government have done.
- (6) The broad representation on this team will ensure that elected officials give their recommendations credibility and act upon them.

Activation of the Plan:

When a local government is overwhelmed by an emergency, it generally asks the state government or the governor for help. An assessment team, comprised of representatives from government, labor, Associated General Contractors, and community services (such

as United Way, Red Cross, or Salvation Army), is then dispatched to the local emergency operations center from where it will be dispatched to the emergency site. The team will then go out and obtain a reconnaissance of the field situation and assess the manpower and equipment needs. Upon completing their assessment of the situation, they would advise the governor and recommend what action the governor should take. These recommendations would include the types of manpower (skills), equipment, and materials needed to handle the disaster.

These resources can be generally located as close to the disaster site as possible in order to save time and reduce costs. The plan enables resources to be obtained from any part of the state.

Under Washington State law governing disaster services, the Revised Code of Washington 38.52.060, the governor has the authority to create such mobile support units and to pay the members at the rate paid by the state for similar work. Insurance for workers and equipment and costs for equipment are also covered by the state under this law.

The number of assessment teams have not been considered by the project. The project envisions setting up a preassigned team at the state level and one for each region, i.e., Eastern Washington, Central Washington, Western Washington, and Puget

Sound Basin. Local governments can set up their own assessment teams and mobilize the call-out mechanism on their own. In these instances, they will have to provide the funding for liability and equipment. If these people are registered as "emergency services workers," then the law in the state of Washington provides for reimbursement of travel expenses, liability, and insurance coverage for them and their equipment. Local governments also have the option of drafting agreements and memorandum of understanding with these groups in this area to cover questions of funding, liability, and insurance. According to the law, these units are placed under a commander appointed by the governor.

Once "mobile support units" are dispatched by the governor to the stricken area, they are under the direction and supervision of the county officials. Some counties, such as Snohomish County, have field representatives who supervise and sign time sheets on the field. They are responsible for documentation of the time and work of these units.

b. Call-out Mechanism

The project has developed a call-out mechanism for the private-sector resources in King and Snohomish Counties. It involves (1) listing of all the manpower and equipment needs of government during disasters and matching them up with labor and private-sector groups with these skills and equipment, and

(2) contacting each of these unions and private-sector groups following these introductory meetings, and obtain "three" contact names from each of these groups, their home and business addresses and telephone numbers. The three names provide for sufficient backups.

The system is designed so that these front-line contacts can be continually trained and informed about the programs of civil defense and disaster agencies, and these people will be contacted first during the emergency. They will then mobilize their people for assisting government response. When the assessment teams recommend the needed manpower and equipment to handle situations, either to reduce damage and save lives or respond to a disaster or emergency, these recommendations will be forwarded to a labor liaison or a private-sector liaison person in the state or local emergency operations center. The liaison will be able to then contact the front-line contacts or the respective unions to call them out using this call-out list.

It is very essential that the person calling the contacts on the list is one that is able to translate the requests in terminology as can be understood by labor and private-sector groups rather than a non-technical person from government who is unable to give precise requests.

There is a turnover in these contact positions because they are elective offices. But government can keep these front-line contacts easily updated by constant communication with the central councils, or state labor councils, or by establishing the position of a single labor and private-sector liaison who will provide continuous training and information to their groups and updating the lists.

E. Reactions of Government Agencies to the Assessment Team Process

The staff sought reactions from local Emergency Services directors and elected county government officials on the Labor Mobilization Plan and, in particular, the needs assessment team concept. In the beginning, some hostile reactions were evidenced because the local government officials were not going to relinquish their authority to the assessment team and insisted the team has to work under the authority of the local Emergency Services organizations. It was brought home to them that they would be a part of this team and that the team would only be activated when the local government could no longer handle the situation. Further, the team would only make recommendations upon obtaining a proper and comprehensive picture of the situation for the responsible levels of government and officials to make decisions upon. Thereafter, there was less antagonism, and they were able to see the advantages of having such a team concept.

Chapter IV
Training and Education

This phase of the project involved two steps:

- A. Developing training and education materials to be shown to federal, state, and local government groups and local unions in King and Snohomish Counties, and
- B. Conducting introductory training sessions before rank and file and leadership of local unions with relevant skills, listed and contacted by the labor liaison in introductory meetings.

The training and education materials developed by the project dealt with the following:

- A. An introduction to disasters and emergencies in the state of Washington.
- B. A brief description of the existing system of planning for and responding to emergencies at the federal, state, and local government level.
- C. Introduction to the purpose and intent of the Labor Mobilization Project and description of the Labor Mobilization Plan and recommendations developed by the project.
- D. Examples of the role that labor can play in an emergency and conditions of payment, liability, and insurance.

Two types of training materials were prepared. A brochure which explained the project in a narrative form was prepared and distributed to every member

attending a briefing session on the project. (Appendix 2.)

Secondly, a very brief seven minute slide and tape presentation incorporating the above subject was prepared. The purpose of the slides was to make the presentation more interesting. Brief presentations were given at membership meetings of every local union with relevant skills in King and Snohomish Counties by the labor liaison along with the slide and tape show. These were followed by a period of questions and answers and discussion.

In preparing the presentations, the following guidelines were very strongly emphasized because of the audience:

- A. Briefness of narration, simple and crisp language, and direct expression. This is very important because labor unions have members coming to meetings after a day's hard work and the attention span of the audience is fairly short at this point. A major problem in communication between government and private sector has been one of language. Government generally has a tendency to elaborate on details, but in order to get across messages to a particular audience such as labor groups, it is imperative that presentations be made with the specific audience in mind and the type of approach.
- B. Audio and visual techniques were used to keep the attention of the audience, and these were also designed to be quick and fast moving. Professional help was sought on the audio part in order to make the presentation forceful.

The materials were used for similar presentations to government groups by the government liaison. These groups included federal personnel in DCPA Region X, Federal Disaster Assistance Administration, and other disaster related agencies, state government officials, and local Emergency Services directors, elected officials, and county officials with responsibilities during emergencies.

Reactions of labor to the briefing sessions:

Every presentation was very well received. Willingness to participate in the program was expressed by most of the rank and file members. Understanding and grasp of the program was very good, and in some cases, there was a tremendous awareness of disasters and emergencies in communities around them and how they could help.

Very salient and relevant questions in terms of jurisdictional lines of trades, costs, payment, and liability were brought out in almost every discussion and satisfactorily answered by the project in terms of the existing provisions of law and system of reimbursement, which had already been extensively researched by the project and included in the planning process.

Reactions of government:

This brief training session outlined for government how labor and private-sector resources could be utilized and what roles they could play in assisting government efforts in all-hazards response and recovery.

Just as questions of cost and liability have been raised by labor and private-sector groups, questions of funding for utilizing these resources

and covering their costs and insurance were raised by government officials. By researching the legal provisions involving these matters and pointing out through these presentations and through the Labor Mobilization Plan what these people can and cannot do, some of these doubts were quelled, and the local government groups were provided with a few alternative venues to cover themselves, the workers, and the cost of equipment and insurance.

Chapter V

Table-top Exercises and Hypothetical Case Applications

of

The Labor Mobilization Plan

Table-top exercises:

The staff conducted two table-top exercises in the pilot counties of King and Snohomish. These counties were designated as pilot counties at the inception of the project because of their high risk for potential hazards, density of population, atypical structure in the organization of Emergency Services, and high professionalism and efficiency of the Emergency Services directors. Because of the atypical nature of these counties, the project also picked a sample of eleven other counties. But funding and time constraints did not permit conducting training sessions and exercises in these areas because the staff had to conduct extensive training among the rank and file members of the unions in King and Snohomish Counties for the

exercise. It is very imperative that extensive training and exercises be conducted around the state in order to make this a viable statewide program.

The success of the exercises in King and Snohomish Counties established the following without doubt:

1. The plan, including the assessment team concept, can function successfully under any type of a governmental system.
2. The members called together for the team can operate with a minimum of training.
3. The resources of labor and other private-sector groups, such as the AGC and NDTA, can be accessed very quickly and as close to the site as possible by utilizing the call-out mechanism and having liaison people from labor and these groups call out these resources from the emergency operations centers.

If future exercises demonstrate the success of the concept in counties that are not as well equipped as the test counties and are outside the metropolitan areas with different risk levels and population types, then the viability of using the assessment team as a preferred means of involving labor and other private-sector resources will be clearly established.

The table-top exercises tested the Labor Mobilization Plan developed in two parts: (1) the comprehensive assessment team, and (2) the call-out mechanism as already explained in detail in Chapter III of this report.

Method for testing the plan:

The contract required field testing of the Labor Mobilization Plan in a simulated field test or actually in a disaster. The duration of the project did not witness any major disasters or emergencies which extended beyond the capabilities of local governments in King and Snohomish Counties. The very existence of the project led to a few instances where contacts were made with labor and private sector, and assistance was provided to state and local governments as needed. The project also made hypothetical applications of how the response could have been better had the state had the capability of implementing the Labor Mobilization Plan in some of these actual disaster situations after the fact by backtracking the events. This was done to also come up with the best time for the activation of the needs assessment team in the disaster preparedness and response process.

Because of the numerous players involved and the time necessary for labor and the private sector to take away from their jobs, it was considered impractical and uneconomical to move these people around in the field and conduct a hypothetical field test. So, it was decided to conduct table-top exercises to test the assessment team concept and the call-out mechanism, after obtaining permission to do so from the contracting technical officer and ascertaining the acceptability of this as a valid method of testing from regional officers in DCPA and FDAA. Detailed discussions were also held by the project staff with training and education staff in DCPA Region 8 and Werhman-Chapman Associates staff in the process of developing the exercises.

In preparing the scenarios and problem situations for the exercises, in order to make the situations as realistic as possible, the staff worked with the Seattle office of the Corps of Engineers, the King County Emergency Services office, the Snohomish County Emergency Services and their MOBDES people, and the King County Department of Public Works.

A. King County Table-Top Exercise, August 9, 1979

This exercise was conducted to just test the assessment team concept, to get reactions of the King County government officials to this, and to air some of the problems that people might see with this.

When the project outlined the proposed Labor Mobilization Plan to government agencies, there was generally a favorable reception and a general consensus that this would be a proper way to involve the community resources. There were some doubts expressed about how this group would interact given the basic ideological differences of the members on this team. The project had to, therefore, establish the following before recommending the assessment team concept: (1) whether the assessment team can work together and come up with a quick consensus, assessments, and recommendations of manpower and equipment needs in situations, (2) some of the advantages of utilizing the assessment team as a tool in assisting local governments in handling emergency response and recovery, and (3) the extent of pre-training necessary for these teams and the standard operating procedures necessary for the operation of the team.

The exercise itself was conducted on August 9, 1979. One week before the exercise, the participants were briefed on the rules of a table-top exercise and given two sample problems to handle. For purposes of objectivity, the exercise was moderated by Mr. Jim Thomas of the State Department of Emergency Services and not the staff members. The participants on the team included one representative each from labor, United Way Labor Agency, Red Cross, the National Defense Transportation Association, King County Department of Public Works, State Department of Emergency Services, and one from the Corps of Engineers. Observers included representatives from county government, from FEMA (DCPA & FDAA), and the private sector.

The assessment team was given four problems arising from a very potential flood scenario and asked to identify resources that may be necessary to resolve these problems and come up with a consensus recommendation to forward to the governor.

After the exercise itself, a time period was allotted for critique and evaluation by the observers.

Evaluations:

Most of the team members came in with very minimum training. The grasp of the concept, the process, and the disaster situations by the team members were excellent. They came up with a recommendation of resources necessary to handle the situation. Very relevant questions

were raised by the team members for more information needed to make decisions, and the answers to these were simulated by county representatives and Corps of Engineers.

The exercise established the viability of using the assessment team and the advantages of introducing it into the process of emergency response and recovery. For the first time, federal, state, and local government representatives saw the availability of a wealth of resources in the private sector and how the private sector can assist them in a decision making process. Similarly, labor and private-sector representatives were able to observe some of the constraints and rules and regulations under which government has to operate and that government most times does its best. Some of the problems between the different levels of government were also brought to light.

Most of the critique was centered on some of the procedural aspects of the team's operation such as time of activation of the team and question of payment and responsibility between the three levels of government. These were expected because the staff had not, at this time, outlined the standard operating procedures for such a team. The primary purpose of this exercise was to test if this team can work together and expose the availability and willingness of labor and private sector to cooperate in assisting government in emergency preparedness and response to responsible officials in federal, state, and local governments and to get them all to interact.

The critique was taken into account when the Snohomish County exercise was developed and the procedural questions resolved.

B. Snohomish County Table-Top Exercise, October 9, 1979

The Snohomish County table-top exercise was conducted on October 9, 1979. This exercise extended beyond the assessment team concept and included a testing of the call-out mechanism for labor resources. This exercise was developed and conducted in cooperation with the Snohomish County Emergency Services.

In King County, the exercise was conducted with team members who have been involved with our project from the beginning such as Mr. James K. Bender. In order to establish the viability of the concept of people with just introductory training being involved, a totally different group of team representatives from the local area were brought together. The salient aspects of this exercise were:

1. The team members had only an introductory briefing one week before the exercise and were chosen from the local area.
2. A representative from the Associated General Contractors was also able to attend this exercise.
3. The exercise was set up and organized through the emergency operations center at Snohomish County.
4. An executive emergency operations center and a state emergency operations center were simulated, and observers were invited from the governor's office.

5. The labor liaisons were given field phones to actually call out the unions and establish:
 - a. Availability of manpower.
 - b. Response time.
6. None of the unions were given any warning except a basic introductory training to the project.

The scenario was an earthquake situation. The team members were briefed by the local director, Mr. Brownson, and called into the emergency operations center. They were given four situations to handle. The team was to prioritize the situations in terms of life, property damage and impact, determine what equipment and manpower were essential to resolve them, and also indicate if they were aware of any jobs nearby that could provide this equipment and manpower.

During deliberations of the assessment team, they were contacted by the state emergency operations center by field phones who applied pressure on the team. The state representative on the team called in the request of manpower and equipment needed to resolve the situation to the state emergency operations center and also recorded the same on work sheets maintained by him.

The exercise commenced at 9 a.m. The simulated state emergency operations center collated the lists from the team and called in the requests for manpower and equipment by field phone to labor liaison people who were removed from the team's presence at 11:06 a.m.

The labor liaisons then collected the list, matched the requests with local unions that had the resources, and called the contact people from those unions whose names were provided on the call-out list compiled by the project. The first call was made at 11:14 a.m. By 11:35 a.m., they had received information on where the manpower is available, how much is available, and within how much time would they be able to go to the site. They were able to also get indications of equipment and jobs near the site that could be accessed.

In the critique that followed, all comments were indicative of surprise at the quickness by which this was accomplished and how well the mechanism can function even at the local level. Mr. Brownson summarized his position by saying that he clearly saw how such a team could help him and the decision makers by giving him a reliable reconnaissance of the field situation, advising him on what may be necessary to resolve the situation, and where this may be accessed. This, coupled with a labor liaison in his emergency operations center to make the contacts and get the people, would be a very valuable addition to his response capabilities.

Even procedural questions of payment were to some extent resolved between the state and the local government representatives given the current legal position on such things and in the absence of a declaration. It is left to the parties to spell out these by agreements between the private sector and government agencies. Labor also indicated their

willingness to participate and assist in emergencies and worry about being paid later. Procedural questions for registration and field supervisors were also resolved and clarified.

Alternate ways of registering the people as emergency services workers were explored, such as one-time registration, pretraining, and registering them during training sessions. Regarding field supervision, Mr. Brownson indicated that he generally had county people at every site in the field, who can supervise and authorize hours worked by the labor people and also the equipment used.

By conducting these exercises, some of the hesitancy of local government people to call for help because of preconceived ideas were eradicated. Communication between the groups is established, and both parties become comfortable after understanding the nature of the process and seeing the value of participating in it. This was clearly evidenced in the working of the team members who became more comfortable with each other as time progressed. No turf problem was evidenced. Periodical exercises such as these will get people in local areas talking to each other and establish a good communication base.

C. Hypothetical Applications of the Mobilization Plan to Actual Disaster Situations

In researching past case studies of linkages between government

and the private sector, one of the major reasons that kept cropping up for non utilization of these resources was the lack of effective ongoing communication between government agencies and labor, contractors, and other groups in the private sector. Since the commencement of the project, the project itself has acted as the communication link between the government agencies in emergency preparedness, response, and recovery, and also as the liaison for accessing needed resources in the private sector. The project was able to locate equipment within 20 miles of the disaster site to assist the local government in a flash flood in the little town of Dayton in Eastern Washington and another minor one in Sequim in the Olympic Peninsula and provide an intermediate link between the Associated General Contractors and the State Department of Emergency Services in spring of 1978, even when the research was just commencing.

Mesa, Washington

Another instance where the capability of an assessment team and a call-out mechanism to access private-sector resources could have been of tremendous value to the state of Washington is during the flooding of the little town of Mesa in Franklin County on February 9, 1979.

The federal, state, and local governments spent approximately \$50,000 to set up donated federal mobile homes for the displaced families in this town and house them after the flood.

When the water started flowing into the town, the immediate response by the local government was to pump out the water that was coming in. They had to pump the water for 36 hours before the water level started going down. After the fact, examination by the town's consulting engineer showed that no effort had been made to stop the water from coming into the town. This could have been very easily done by bulldozing a channel through a gravel pile that was diverting the water into the town, and plenty of private-sector equipment was available nearby to do this. No one locally knew where or how to get the authority to utilize it, nor was there a way to get an overall objective assessment to decide the correct course of action.

Had the state had the capability of an objective assessment team and had this team been activated at the onset of the emergency, the cause of the flooding could have been assessed and the water could have been prevented from coming into the city rather than trying to pump it out after it got in. By stopping the water from coming in, the flooded area would not have received the inundation it did and the damages to the houses could have been minimized or prevented.

These case studies document that there is an evident communication gap in the flow of information during emergencies and a lack of an accurate objective assessment of the situation. There is no linkage at present to utilize available expertise and resources in labor and other private-sector groups. The advantages that a preassigned assessment

team would have in the emergency preparedness and response process are many, as already pointed out earlier, and can very effectively bridge this gap.

Crisis Relocation Planning

The staff observed exercises conducted by Region X, FEMA, in Whitman and Spokane Counties for developing crisis relocation plans. The purpose of this was to define the areas of such planning, where organized labor and other private-sector groups can be integrated. Chart 10 outlines some of the areas where organized labor and other private-sector groups can be trained and integrated.

Chapter VI

Evaluation and Implementation

A. Evaluation of the Project

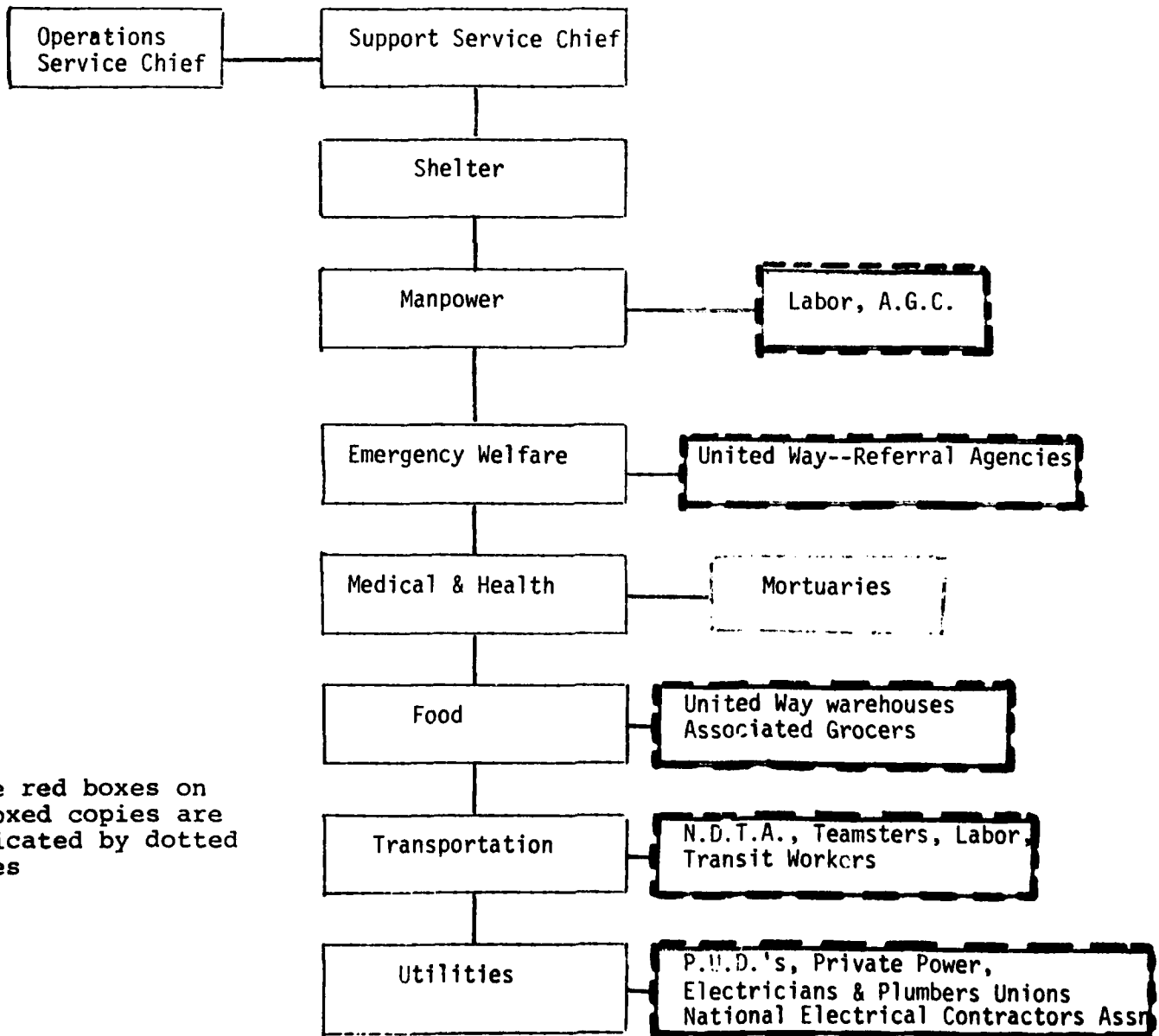
The project has achieved great strides in research and operations.

The success of the project can be measured by:

1. The effective inroads that the project has been able to make for the first time into labor and other private-sector groups.
2. The creation of awareness among local government agencies for the tremendous wealth of manpower, expertise, and equipment resources that exist in the private sector that can be utilized by government to

CHART 10

The following is an outline of the organizational chart as presented by federal and state planners for nuclear civil protection. The red boxes* represent the places where labor and other private sector groups can fit in. In the bottom there are a few observations and conclusions about the planning and some assumptions behind it.



* The red boxes on xeroxed copies are indicated by dotted lines

Observations:

Private sector groups (labor, contractors, etc.) can definitely play a role in the planning. The planning, however, doesn't really define "essential workers." It has been done independent of labor groups and other private sector groups. It has also provisions for utilization for plans such as "Plan Bulldozer" which haven't really been kept updated in this state.

Integration with our planning would be advantageous to National Civil Protection planners because they would not have to reinvent the wheel but apply our reserach and keep in touch with the current status of contacts with labor and other private sector groups.

augment their preparedness and response capabilities without in any way hampering their legal authority and responsibility.

3. The establishment of dialogue and communication between local government representatives in the pilot-test areas and labor and other private-sector groups.

It is not an exaggeration to state that the project has been able to achieve more than the requirements of the contract. The purpose of the project was to determine the feasibility of involving just organized labor in all-hazards response and recovery and to develop a preferred means and an operational plan to involve them. The project did not just stop with researching the feasibility of involving organized labor but extended the research to include the Associated General Contractors, private nonprofit agencies, such as United Way, and the National Defense Transportation Association, thereby developing a more comprehensive study.

The project evidenced a tremendous willingness on the part of labor and these above private-sector groups to participate in all-hazards response and recovery. Therefore, the staff immediately launched on a training program for the union rank and file in the test counties and disseminated information through the "Scanner," a publication of the King County Labor Council. But very early in the research, the project evidenced some hesitation on the part of local governments under their present system of response to utilize labor and other private-sector resources. The project, therefore, studied the gaps in the all-hazards

preparedness and response process and in developing a preferred means of involving labor and other private-sector resources; the project also came up with a better alternative system for government agencies to utilize in responding to emergencies.

The evaluation of the project's recommendations around the country has been very positive. Presentations were given in Kansas City and in Battle Creek, Michigan. The project was very well received, and in some cases, further information has been sought by people for application of the idea in their areas.

The project also worked with Boeing's industrial relocation study. The King County Labor Council reviewed their plan and offered suggestions for inclusion of labor in the planning process and to integrate them functionally. These were incorporated by Boeing, and they recommended a comprehensive planning process that would include labor as an integral element.

B. Endorsement by National Labor Groups

One of the greatest measures of success of the project has been the endorsement of the recommendations by national labor groups. A resolution was presented by the staff to the National Building and Construction Trades Convention in San Diego. This resolution was adopted unanimously. (Appendix 3).

The resolution called for an endorsement of the concept on involving organized labor in all-hazards response and recovery and the Mobilization Plan as developed by the project.

The uniqueness about the research aspects of this project is that the entire project was based on an experimental design that studied the actual attitudes of the people involved and candidly documents the problems in interaction and hesitancies.

C. Some Considerations

Even though the project has had a tremendous amount of success in getting cooperation from and cooperative interaction between labor and the private sector and government agencies, including successful exercises of the Mobilization Plan in the pilot-test areas of King and Snohomish, it is recognized that these are atypical counties. It is very essential that before the project recommends the plan as the prototype and preferred means, it should also be tested in areas with different types of population, different hazard potentials, and different structures of labor organizations. This will bring out the problems, if any with the plan, in its applicability around the state.

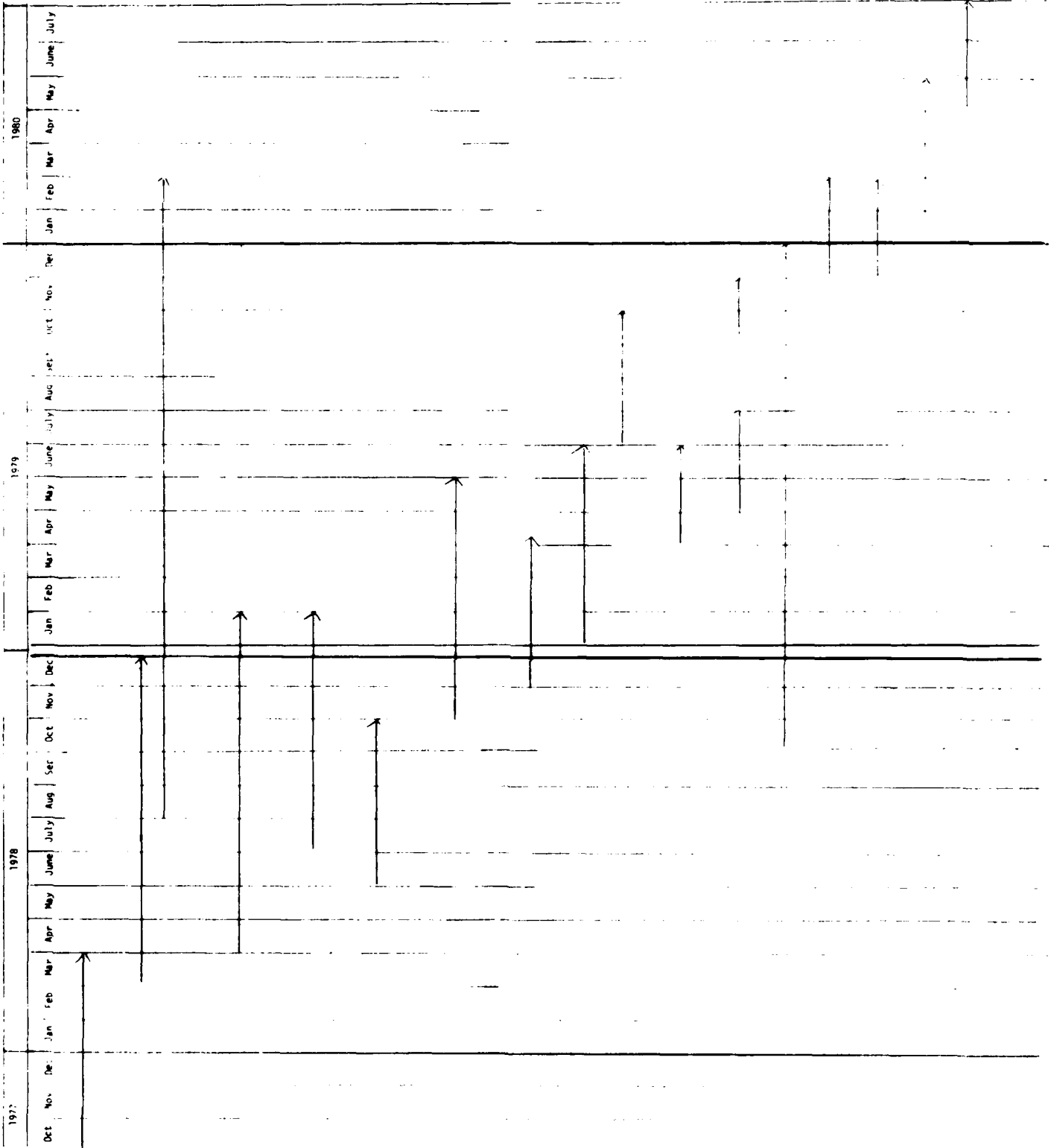
Chart 11 describes the achievements of the project by time lines.

D. Implementation of the Project

The key to the implementation of this project is that the government agencies at the state and local level have to take the initiative to

CHART 11

LABOR MOBILIZATION PROJECT
 WORK ACCOMPLISHMENTS BY TIME PERIOD (under DCPA 01-C-77-0257)



page 138 a

1. Initial contacts with labor unions, introducing them to the project, negotiating sub-contract proposal for modification
2. Preliminary research
3. Developmental research
4. Contacts with labor unions, introductory meetings with them and with private sector groups such as Associated General Contractors, National Defense Transportation Association, United Way in King County & obtaining names for call-out lists.
5. Contacts with government agencies, state and local, King and Snohomish Counties.
6. Setting up public & private sector advisory groups & meeting with members.
7. Contacts with eleven sample counties around the state, federal disaster agencies, DOE, DCPA Region. Presentations in district meetings & conferences of labor, local government agencies, public interest groups.
8. Development of the Labor Mobilization Plan, training materials
9. Training sessions for labor in King and Snohomish Counties on the plan
10. Tabletop exercises in King and Snohomish Counties
11. Contacts with local, state, and federal government agencies for their reactions to labor mobilization plan
12. Resolutions for endorsement from national labor organizations
13. Evaluation
14. Publication of handbook for further training and as guidelines for government & the private sector
15. First draft of final report
16. Review and second draft of final report
17. Projected review of final report by DCPA & final publication

integrate the Mobilization Plan into their planning process, touch base continually with the labor leaders and the private-sector groups in their areas after the project has provided the introductions, and utilize the plan. If this is not done, like any other study, this will also become antiquated. One of the efforts of the project has been to convince the state and local governments in the pilot areas to utilize this plan and give it a try. To a very great extent, the project has been able to convince and reduce the hesitation of the local directors in these counties. The bottom line for the hesitation on the part of the local governments has been the question of funding and who is going to pay for it.

Since the project is operating on the state level, the project set up the Mobilization Plan to be activated by the state and the governor once the counties' resources are exhausted. But for the plan to be effective, the activation should be at the onset of the disaster when the assessment team can help local governments with a reconnaissance of the situation. While the local government officials that the project has worked with have accepted this and are convinced of the advantages of it, they are aware that given the present response system of this state, they will have to pay for it, if they activate it, and therefore are hesitant to do so.

Labor and representatives of the other groups that we have worked with have clearly agreed that they would not require any payment for assisting governments in making assessments, but the question is one when the resources

are actually called out. Even if labor and other private-sector groups, by agreement, agree to volunteer for a certain period of time during the emergency, a dichotomy arises because the county and state employees doing the same work will be getting paid, and then there is always a question of the liability and insurance. Technically, the state of Washington should underwrite this; but this state because of a limited Emergency Fund and a very strong constitutional limitation on lending the state's or local government's credit to private individuals, has not had a strong history of doing a whole lot during emergencies. Even though by law the governor can tax the private-sector resources and pay them in an effort towards the most efficient system of response, due to turf problems and questions of responsibility between the state and local governments, it is very doubtful if the governor will activate such a plan for minor or borderline disasters.

The major task ahead of the project is to draft agreements between the state of Washington, labor, and private-sector groups at the state level and lay down the conditions of interaction and encourage local governments to adopt similar agreements. This will encourage governments more to utilize the private sector, and once the plan is actually tested a few times, the effectiveness of it will be proved, and some of the bugs in its operations will surface and be resolved.

The project, in conducting the training sessions around the state, will encourage local governments within their powers to draft individual

agreements with labor and other private-sector groups in their area to keep up an effective, ongoing communication.

Chapter VII

Conclusion & Recommendations

A. Conclusions

After extensive research, the project has concluded that:

1. There is a tremendous wealth of skilled manpower, expertise, and equipment resources in the private sector. Not much has been done to utilize these resources in a systematic and a comprehensive manner. Some manpower has been obtained in the past through contractors, but it is most efficient to call on labor unions and other groups as well.
2. Not only can the above resources be used functionally by government to augment its response capabilities, but these groups can be utilized by government in planning and dissemination of information through their individual inhouse publications and training programs. This will provide government with a good outreach base during crisis times.
3. Almost every major central labor council has an active community services agency which incorporates a large number of United Way agencies. These are a tremendous resource base.

4. Even though by law and by policy of federal emergency related agencies, state and local governments are required to plan most effectively for disaster response and recovery by utilizing all available community resources, they have generally failed to involve labor and contractors in the private sector because of the following reasons:
 - a. Instead of obtaining front-line contacts with these groups, maintaining an effective communication with them, and accessing the resources through them, government tried to make inventories of resources without help from the private sector. These were often incomplete and had the tendency to become outdated.
 - b. Protective of their own turf and authority, state and local governments mistakenly believed that they would have to relinquish control to labor and private sector if these resources were tasked. They have also been concerned about the cost of using labor and private-sector resources even though, if approached, these groups are very willing to cooperate with government. The relationship between labor and private-sector resources to government disaster efforts can be worked out by agreement only if they interact.
 - c. State and local governments are also large employers and like to keep accounts in house and also not jeopardize federal funding by doing more for active mitigation.
5. There is no standard organization of local government agencies in disaster response and planning. These responsibilities are divided

- at the local level between Emergency Services organizations, Public Works, and sheriff's department. This makes it very difficult for the project to design a prototype that can be applied everywhere, but the project has outlined guidelines which every local area can adapt to its condition.
6. It is very essential that the Federal Emergency Management Agency revise its policy guidelines to provide for incentives for local and state governments to establish an effective system of planning for and response to emergencies by utilizing all available resources and to also be rewarded for taking active mitigation efforts to reduce the impact of damages.
 7. There is very low credibility and visibility for Emergency Services directors for the most part in the local power structures, and their contacts with private-sector groups will give them tremendous political clout in their dealings with their elected officials.
 8. It is very feasible for government to involve labor and private-sector groups in all-hazards response and recovery because there is a tremendous willingness on their part to be involved and they can definitely play a role in augmenting government efforts. But given the attitudes of government and the current disaster response and planning process, at least in the state of Washington, government has to be either coerced by federal sanctions or convinced very strongly of the merits and advantages of using the private sector.

A greater emphasis on the legal requirements that governments respond most efficiently and act in public interest may be required to encourage their willingness to utilize this plan.

Some of the turf problems between the three levels of government have also to be resolved before outside groups can be brought into the system. But the project feels that once local governments can be convinced to utilize this plan in their local areas, the turf problems will not be of much consequence, and to a great extent, this plan will assist local governments in dealing with higher levels of government.

B. Some Recommendations and Guidelines Based on the Study

1. One of the most important elements of this pilot study was the appointment of a labor liaison person who was familiar with labor and other private-sector groups. This made communication and initial contacts easier, and the project was able to win the cooperation of these groups. It is recommended that to keep the contacts updated, government appoints a full-time labor liaison person familiar with labor and the other private-sector groups.
2. Although the law, in the state of Washington made it easier to mobilize disaster-response teams at the state level and because this project was conducted at the state level, the project recommended a state system, this plan can also be adopted by local governments, and they can set up and train their own assessment teams.

3. The Labor Mobilization Plan is designed so that its two parts are not mutually dependent. Even though the assessment team is recommended as an ideal way to mobilize resources and resolve disaster problems effectively, if law or custom does not allow such a team to be mobilized rapidly, the government can still use the call-out mechanism through front-line contacts in each union and in the contractor's associations. As a part of their daily jobs, the contractors and business agents know where their men and equipment are, and they will be able to provide immediate access to them. It is necessary, however, to update these lists of contacts and to keep them informed.
4. A key element in keeping up these contacts with unions, contractors, and the rest of the private sector is to give brief training programs frequently. The programs should be more operational than academic.
5. It is extremely essential that all levels of government understand their laws pertaining to questions of liability and insurance and draft agreements with labor and private-sector groups to cover questions of liability, hours of work, and compensation. It is also the responsibility of state and local governments to register the workers as "emergency services workers" and provide for supervision and documentation for equipment used and time worked.

6. Last but not least, for this Mobilization Plan to be effective, local and state governments must take the initiative to involve the private sector. Just setting up the plans and not implementing them will not keep the interest of these groups.

C. Proposal for Further Research

Recommendation was made by the project for a time extension and funding to conduct statewide training among labor groups, contractors, and private nonprofit agencies, such as United Way, set up meetings between local governments and unions around the state, and also conduct exercises to determine the applicability of the Labor Mobilization Plan statewide. The Federal Emergency Management Agency has, based upon the success and progress of the project so far, extended the project for a year and provided additional funding for expansion of the study statewide.

APPENDICES

APPENDIX 1

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NATIONAL DEFENSE TRANSPORTATION ASSOCIATION, SEATTLE CHAPTER
EMERGENCY TRANSPORTATION RESOURCES
For KING And SNOHOMISH COUNTIES, WASHINGTON

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INTRODUCTION

SEATTLE CHAPTER, NDTA
Emergency Transportation Plan

INSTRUCTIONS

QUADRANT MAP

TRANSPORTATION RESOURCES
By Mode, Quadrant and Firm

KING COUNTY PARTICIPANT LOCATOR FORM
By Quadrant

SNOHOMISH PARTICIPANT LOCATOR FORM
By Quadrant

07/31/79

INTRODUCTION

The King County Labor Council and the Washington State Department of Emergency Services have been working on a research study since October, 1977, which is funded by Pentagon's Defense Civil Preparedness Agency.

The project is a pilot study designed to bring labor and other segments of the private sector into the battle against disasters along with government. Apart from being a pilot study, the project is also setting up a resources mobilization plan to involve these groups operationally during an emergency.

This study performed by the Seattle Chapter, National Defense Transportation Association, is a part of the Resource Mobilization Plan for King and Snohomish Counties which are the primary test areas. It includes a comprehensive transportation resources inventory for the area under the Seattle Chapter of the N.D.T.A. The study is funded by a subcontract with the King County Labor Council under DCPA 01-C-77-0252.

NATIONAL DEFENSE TRANSPORTATION ASSOCIATION

SEATTLE CHAPTER

Emergency Transportation Support Plan

I. GENERAL

A. PURPOSE

Establish an effective procedures and action plan to provide when requested, transportation equipment and facilities to the City of Seattle, King County, Snohomish County, and the State of Washington disaster service agencies and Seattle-King County Chapter of the American Red Cross, in the event a national emergency or a major natural disaster should occur.

B. AUTHORITY

1. National Defense Transportation Association's Constitution and Bylaws - September 25, 1977.
2. National Defense Transportation Association, Memorandum of Understanding with the Defense Civil Preparedness Agency, Department of Defense - September 26, 1973.
3. Co-operative disaster relief understanding between the National Defense Transportation Association and the American National Red Cross - December 10, 1974.
4. Seattle Chapter, National Defense Transportation Association's Constitution and Bylaws - January 11, 1979, as amended.
5. Goals and Objectives, 1978-79-80, Seattle Chapter, NDTA - March 8, 1979.
6. Memoranda of Understanding between Seattle Chapter, NDTA, and
 - a. Department of Emergency Services, State of Washington, dated March 30, 1979.
 - b. King County Office of Emergency Services - March 8, 1979.
 - c. Seattle Office of Emergency Services - March 8, 1979.
 - d. Seattle-King County Chapter, American Red Cross - March 8, 1979.

II. RESPONSIBILITIES AND DUTIES

A. ORGANIZATION

The activities of the Emergency Transportation Support Plan will be implemented, co-ordinated and directed by the emergency transportation committee consisting of

1. Chairman (preparedness co-ordinator) appointed by the Chapter president;
2. First Vice-Chairman, Chapter First Vice-President and liaison with King County Office of Emergency Services;
3. Second Vice-Chairman, Chapter Second Vice-President and liaison with the Seattle-King County Chapter, American Red Cross.
4. Modal Transportation Co-ordinators - elected members of the Chapter board of directors representing the various modes of the transportation industry or their designated representatives.

B. DUTIES - EMERGENCY TRANSPORTATION COMMITTEE

1. Chairman

- a. Direct and co-ordinate operations under this plan.
- b. Establish and maintain a skeletal organization which can be activated on short notice by listing on cards the names, addresses and telephone numbers of key personnel who will be on call.
- c. Supervise and co-ordinate the maintenance of emergency transportation resources inventories and contact information on a current basis. Verified by periodic testing and input from modal transportation co-ordinators.
- d. Provide for representation and participation in emergency exercises conducted by emergency services organizations.
- e. Insure that all committee members or their designated representatives are trained in operating procedures.
- f. Distribute to members of the committee the following:
 - (1) Emergency Transportation Support Plan
 - (2) Roster of the Committee and their designated representatives

- (3) A copy of the pyramid telephone alert system.

2. First and Second Vice-Chairmen

- a. Establish and maintain liaison with emergency services organizations and the Seattle-King County Chapter American Red Cross especially during time of emergencies.
- b. Acting for and in the absence of the chairman.

3. Modal Transportation Co-ordinators

- a. Notify the chairman of changes regarding key personnel, telephone numbers and equipment locations of participating transportation organizations, in order to maintain on a current basis the transportation resources inventories.
- b. Assist in emergency exercises, actual emergencies and disasters.
- c. Designate an alternate if co-ordinator is unable to respond at any given time.

III. IMPLEMENTATION AND OPERATION

A. IMPLEMENTATION

On request from any Emergency Service Agency listed in Section I, Paragraph 2f, for emergency transportation support, the Chairman of the Emergency Transportation Committee will implement the provisions of this plan by alerting or activating committee personnel as may be needed and will proceed to the Emergency Operating Center of the agency requesting assistance and direct operations from that location.

B. OPERATIONS

1. Specific requests for transportation and other related facilities will be accepted only from responsible representatives previously designated by the emergency service agency or from the Washington State Governor's office under the same procedures.
2. Select the participating firm from the Transportation Resources Inventory whose equipment or facilities will be required and provide them with the following information:
 - a. Name of agency making request;

- b. The type and quantity of items to be moved;
 - c. Specific time and place for pickup and destination for delivery.
 - d. Approximate length of time equipment or facility will be required.
7. Establish transportation motorpools if required.
8. Maintain records to support dispatch tickets and other fiscal information from participating firms as follows:
- a. Date, time, and activation of request;
 - b. Personnel, equipment and kind of goods to be moved;
 - c. Approximate number of personnel to be moved;
 - d. Time equipment departed and returned to Transport Motorpool or controlling firm.
9. Consider identifying vehicles with markings such as flags or windshield placards when equipment operations are conducted in restricted areas.
10. Be prepared to make appropriate reports to the Emergency Services Agencies that requested the support.
11. When the need no longer exists, release personnel of the Emergency Transportation Committee and those who were alerted.

INSTRUCTIONS

1. Check map to determine quadrant nearest to area equipment is required.

EXAMPLE: K-18

2. Check resources spread sheet for equipment needs and identify company by quadrant number and page.

EXAMPLE: K-18-6

3. Refer to quadrant number and page for contact information.

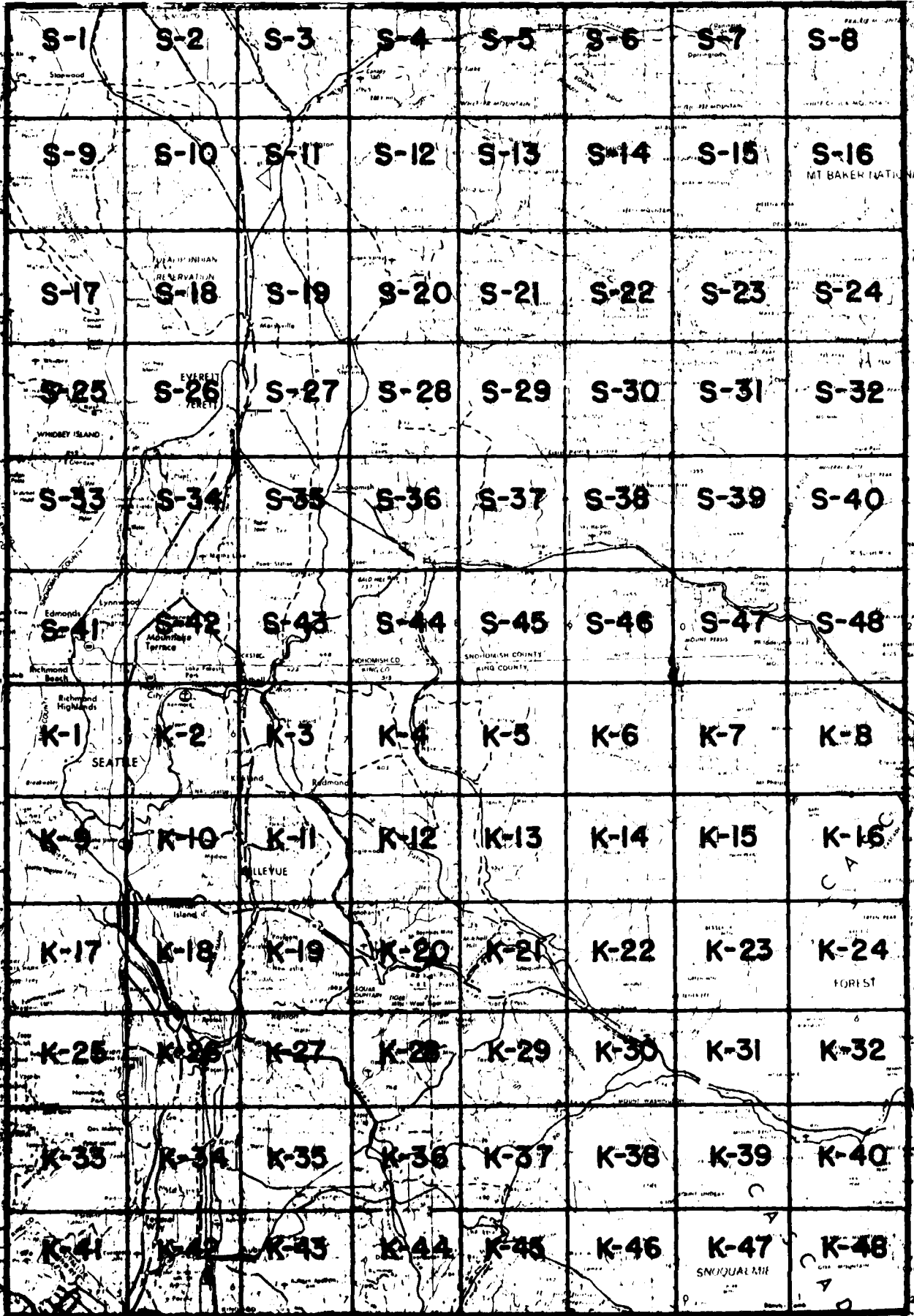
EXAMPLE: K-18-6

LEGEND

S = SNOHOMISH COUNTY

K = KING COUNTY

SCALE: 1:250,000



LOCATOR FORM

Date _____

COMPANY NAME: UNIVERSITY TRANSFER CO., INC.STREET ADDRESS: 905 N. 128thCITY, STATE, COUNTY: Seattle, WA. (King)TELEPHONE NO.: 362-0508 RADIO CALL LETTERS: _____KIND OF BUSINESS: Moving/Storage FREQUENCIES: _____
Household_____
24-hour Dispatching
No. days per week: _____

Responsible persons to be contacted in case of disaster:

1. NAME: L. H. Rose TITLE: PresidentHOME ADDRESS: 18804 Densmore N.
Seattle, WA. 98133HOME PHONE: 542-54412. NAME: L. Dee Rose (Mr.) TITLE: SecretaryHOME ADDRESS: 18228 59th Ave. S.E.
Snohomish, WA. 98290HOME PHONE: 486-13643. NAME: Lunetta A. Rose TITLE: TreasurerHOME ADDRESS: 18804 Densmore N.
Seattle, WA. 98133HOME PHONE: 542-5441

4. NAME: _____ TITLE: _____

HOME ADDRESS: _____

HOME PHONE: _____

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APPENDIX 2

LABOR MOBILIZATION PROJECT

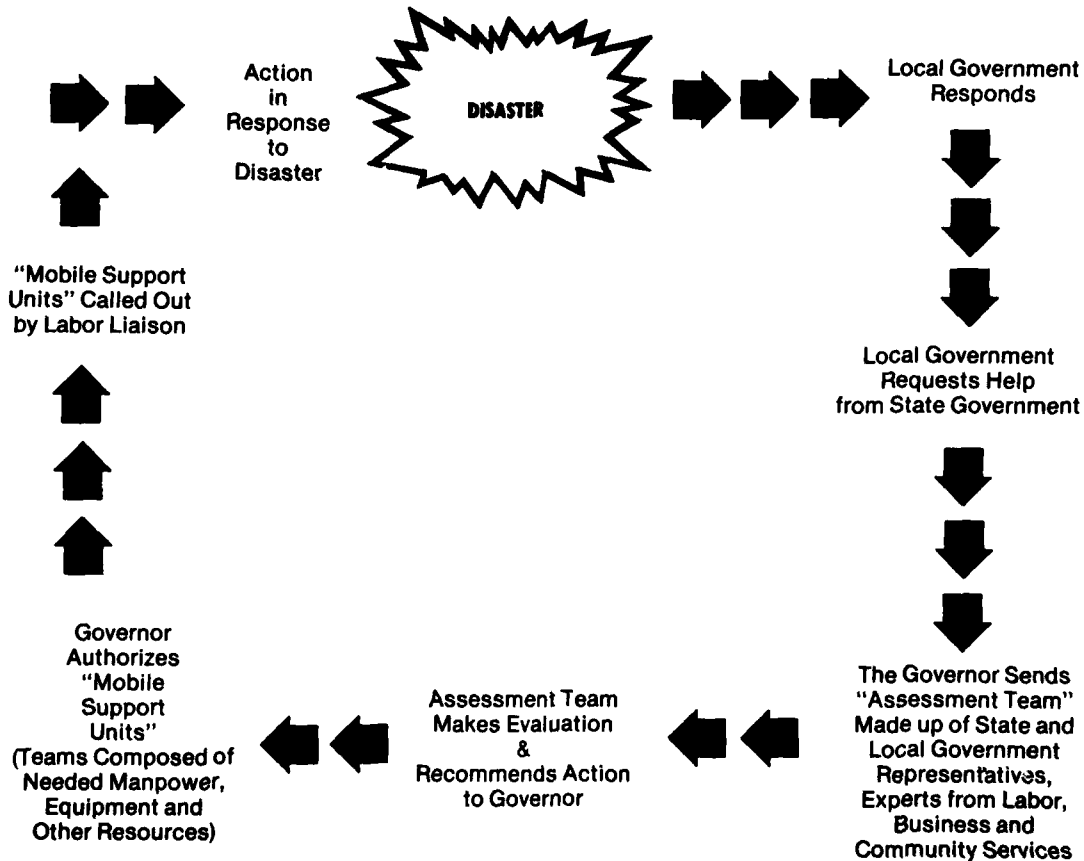


**Washington State
Department of
Emergency Services**



**King County Labor
Council
AFL-CIO**

DISASTER FLOW CHART



If the energies and resources of a community are prepared, the potential for survival is much greater in any emergency.

AD-A090 469

WASHINGTON STATE DEPT OF EMERGENCY SERVICES
LABOR MOBILIZATION PROJECT (1980). (U)
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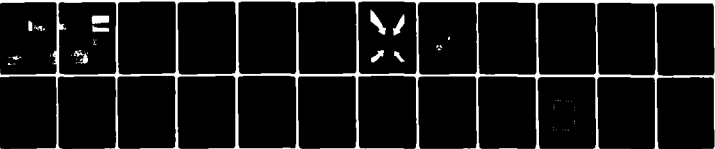
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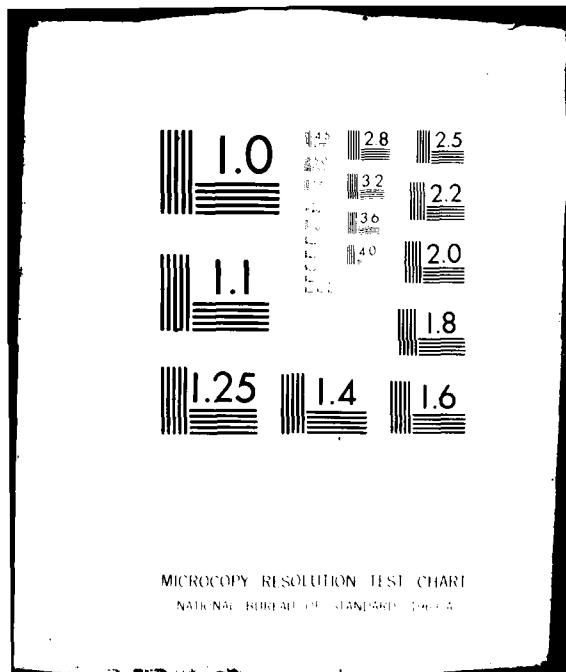
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MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS 1963-A

The Labor Mobilization Project

PURPOSE

The best way to be fully prepared for combatting disaster is for a community to be ready to respond with all available resources . . . both government and private. The resources (manpower, equipment, and expertise) in the private sector have not been fully and effectively utilized to assist government. The Labor Mobilization Project is a study for this purpose.

BACKGROUND

Disasters such as tornadoes, floods, earthquakes, and tidal waves have and will affect citizens of Washington State. Government agencies such as fire, police, public works, and emergency services have plans to respond to these disasters. Growth of population and industry have increased the impact of disasters on life and property. Government agencies do their best, but they sometimes need help to respond quickly and cost effectively. Many skills exist in the labor movement that can provide this assistance to government.

In a typical disaster, electrical workers may be needed to repair power lines. Plumbers may be needed to repair water mains. Teamsters and transit workers may be needed to evacuate victims. Heavy equipment operators may be needed to reopen roads and clear debris. Almost every resource that the labor movement has to offer may be needed in disasters.



THE PROJECT

The Labor Mobilization Project is a pilot study designed to bring labor and other segments of the private sector such as Associated General Contractors, National Defense Transportation Association, and community services into the battle against disasters with government. The project is managed by the King County Labor Council and the Washington State Department of Emergency Services and is funded by Federal Emergency Management Agency. The project was started in October 1977 and will conclude in December 1979. A resource mobilization plan has been set up with King and Snohomish Counties as the primary test areas.

THE PLAN

After extensive research, the project has come up with a means to mobilize the wealth of manpower, equipment, and expertise available in the labor movement and the private sector.

Lack of communication between government and labor and business has been the main problem in involving labor and other private sector resources in emergencies. The project is proposing a plan to bridge the communication gap. The keystone of this plan is the "assessment team."

Assessment Team

This team is made up of professionals from labor, business, community services, and various levels of government. When a local government requests assistance from the state, this team will be dispatched by the governor. The team makes an assessment of manpower and

equipment necessary. Recommendations are made to the governor that are accurate, and quick that a rapid response can be made to save lives and reduce

Resource

After assessment, "appropriately equipped units," to be recommended at a local level. Manpower mobilized rapidly for through the labor

The liaison private organization

- Manpower of a list of compiled for councils and The
- Equipment Contractors and equipment
- People services Cross, and S
- Transportation National Defense

The law provides payment for equipment and materials.



equipment necessary to handle the disaster and prioritizes the action to be taken. These recommendations are reported to the governor. Thus the governor can take action based on a credible, accurate, and quick evaluation. The basic idea is that a rapid response to an emergency can save lives and reduce damage and cost of recovery.

Resource Mobilization Plan

After assessment, the governor will authorize appropriately equipped teams or "mobile support units," to the stricken area. The project recommends a labor liaison position at the state level. Manpower and equipment will be mobilized rapidly for these "mobile support units" through the labor liaison.

The liaison person will contact the appropriate organizations for the following resources:

- **Manpower** through labor unions by means of a list of contact people. Such lists will be compiled for all 22 AFL-CIO central councils and The Joint Council of Teamsters.
- **Equipment** through Associated General Contractors which has a list of contractors and equipment available.
- **People services** through United Way, Red Cross, and Salvation Army, etc.
- **Transportation resources** through the National Defense Transportation Association.

The law governing "mobile support units" provides payment for workers. Insurance for equipment and manpower is covered under state law.



NUCLEAR & TECHNOLOGICAL HAZARDS

The project is also studying how labor can help in the event of a nuclear attack on the United States, utility failures, chemical spills, and other such emergencies. Labor publications can be an excellent medium through which preparedness and survival information during a crisis period can be rapidly transmitted to people. Labor may be needed for evacuation, mass feeding, stocking shelters with food and water, and transportation in responding to nuclear power plant leaks and failures or chemical explosions and spills.

JECT

Project is a pilot or and other segments such as Associated General Defense Trans-community services centers with government funded by the King Washington State Services and Emergency Management started in October December 1979. A has been set up with as the primary

the project has mobilize the wealth of expertise available in private sector. between government been the main problem private sector The project is promoting communication gap. the "assessment

eam

professionals from services, and various a local government from the state, this the governor. The of manpower and

**WASHINGTON STATE DEPARTMENT
OF EMERGENCY SERVICES**

Betty J. McClelland
Director

KING COUNTY LABOR COUNCIL

James K. Bender
Executive Secretary

* * *

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Telephone (206) 623-2116

2700 First Ave., Suite 211

SEATTLE, WASHINGTON 98121

CARL E. ROBERTS, President

WILLIAM E. CROAKE, Executive Secretary

September 10, 1979

R E S O L U T I O N

WHEREAS, one major disaster, ranging from natural disasters such as tornadoes, earthquakes and floods to man-made technological and nuclear disasters, occurs every eleven days in the United States causing tremendous damage to lives and property. Such damage is increasing because of growth in population and industry. The best way for combatting such disasters is for a community to be ready to respond with all available resources--both government and private, and

WHEREAS, presently government agencies such as Fire, Police, Public Works and Emergency Services have plans to respond to these disasters. These agencies do their best but do not always have the manpower, equipment and resources needed to respond quickly and cost effectively, and

WHEREAS, numerous skilled and specialized craftsmen exist within the organized labor movement who can play an important role in augmenting government efforts in disasters and assist in making disaster response more efficient and cost effective, and

WHEREAS, these resources in the organized labor movement and in the private sector have not been fully and effectively utilized to assist government in mitigating disasters and saving lives and property, and

WHEREAS, the King County Labor Council and the Washington State Department of Emergency Services have nearly completed a pilot study funded by the Federal Emergency Management Agency to bring labor and other segments of the private sector into the battle against disasters and have set up a Labor Mobilization Plan which includes manpower, equipment and skills available in the Labor movement, and

WHEREAS, this plan can more effectively be implemented by the full participation of the Building and Construction trades, and

WHEREAS, this unique plan in order to be effective is comprised of two major concepts:

-more-

Page 159

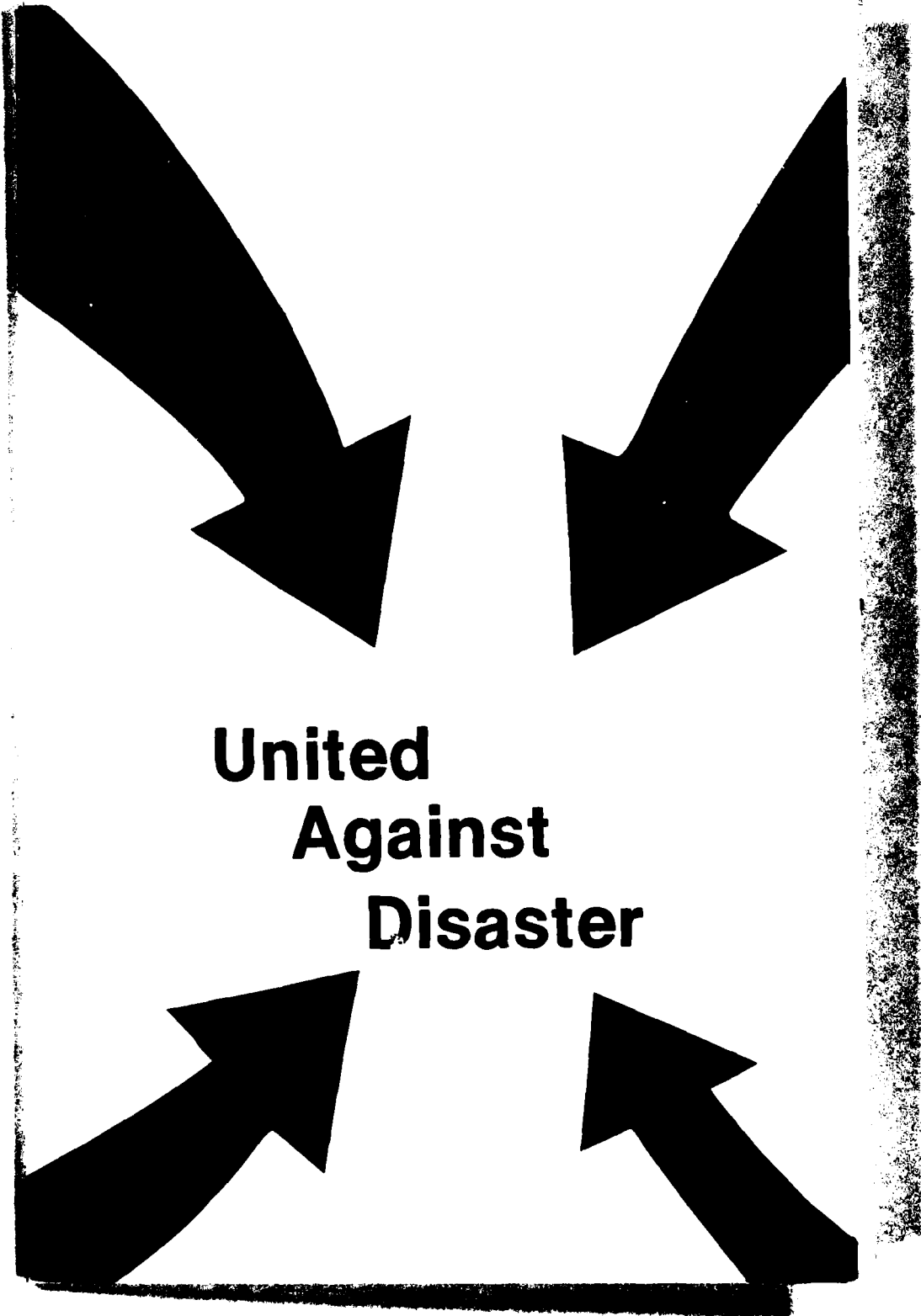
Resolution -- Page two

1. An "assessment team" made up of representatives from labor, business, community services, and various levels of government. The team makes an assessment of manpower and equipment needed to handle the disaster and establishes priorities for action, and
2. A call out mechanism comprised of lists of contact people in labor, management and government agencies who can activate the manpower and equipment resources needed in a disaster, and,

NOW, THEREFORE, BE IT RESOLVED: That the National Building and Construction Trades Council, and its affiliates endorse and be a part of the Manpower Mobilization Plan for the purpose of emergency preparedness, response and recovery. Be it further resolved that this resolution be sent to the National AFL-CIO for their concurrence at their meeting in Washington, D. C. on November 15, 1979.

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APPENDIX 4



**United
Against
Disaster**

UNITED AGAINST DISASTER



**WASHINGTON STATE
DEPARTMENT OF
EMERGENCY
SERVICES**

Ed Chow Jr.,
Director



**King County Labor
Council**

James K. Bender
Executive Secretary

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March 1980

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Printed in the United States of America

UNITED AGAINST DISASTER

How to Involve Business and Labor in Emergency Response

This booklet explains a study by the Washington State Department of Emergency Services and the King County Labor Council to identify the private-sector resources available to assist government in disaster response.

The study demonstrates that there are ample private-sector resources and skills to cope with any kind of emergency, and it outlines the best way to mobilize these resources and skills to save lives and reduce property damage.

Information gained by Washington State's "Labor Mobilization Project," as it is called, is offered in this booklet as a prototype suitable for adoption in other areas.

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Introduction

The United States is hit by many natural and man-made disasters every year — on the average of one major disaster every 11 days. These have resulted in the loss of many lives and millions of dollars in damages over the years. In 1978, \$264 million were spent by the federal government on disasters. This figure does not include costs incurred by state and local governments and private losses. In 1979, this reimbursement was to the tune of \$478 million.

The number of such natural calamities and technical and man-made failures are also on the upswing. Charged with the primary duty of responding to emergencies, governments do their best through their own Departments of Emergency Services; but to act quickly and cost effectively, government needs help from the private sector.

On a limited scale, private-sector resources such as the Red Cross and Salvation Army have long been used by the government to help deal with disasters. But specialized skills are needed to perform emergency repairs on houses and buildings, to repair power lines and water mains, to evacuate victims, to move workers to the disaster site, etc. These skills are available from labor unions such as the Bricklayers, Carpenters, Operating Engineers, Transit Workers, and Teamsters. Government also needs specialized heavy equipment to mend dikes and reopen roads. That equipment is available through the general contractors. In fact almost every skill or resource in the labor movement and other private-sector groups is needed when disaster strikes.

For a long time, government was unable to tap these resources in a comprehensive and effective manner. Now efforts are underway in various parts of the country to recruit the wealth of manpower, equipment, and expertise of the private sector to help government combat any emergency.

An experimental Labor Mobilization Project was begun in late 1977 when the Pentagon's Defense Civil Preparedness Agency (now the Federal Emergency Management Agency) granted money to the state of Washington for a pilot study. The Washington State Department of Emergency Services then contacted the King County Labor Council in Seattle for assistance.

These groups worked together to research, develop, and test an operational plan that other states can use as a prototype.

The Study Process

The pilot project involved 9 steps:

1. Preliminary research was conducted on the structure of labor, structure of government, and the laws affecting emergency response and recovery. (Appendices 1, 2, & 3 — Structure of Labor.)
2. The project identified governmental needs in times of a disaster. The staff then identified the relevant labor unions with skills to meet these needs. They also identified the relevant contracting organizations (such as Associated General Contractors) and transportation organizations (such as the National Defense Transportation Association and the Teamsters). (Appendix 4.)
3. King and Snohomish Counties were chosen as the pilot counties to test the plan.
4. A labor liaison person contacted the executive secretaries of the AFL-CIO Central Councils in King and Snohomish Counties, the business agents of the individual unions, and representatives of the other groups to tell them about the intentions of the project, labor's role in emergency services, and generally about basic civil defense.
5. Three contact names were obtained from each union, along with telephone numbers and addresses (office and home) to compile a call-out list. When an emergency strikes, these people serve as the front-line contacts and will provide the needed manpower from their unions. (Appendix 5.)
6. While contacts were being made with labor, a government liaison person contacted and worked with the Departments of Emergency Services in King and Snohomish Counties (the largest metropolitan counties of the state) and with a sample of ten other Washington counties. The contacts were made to get reactions of government to the project and to get their input into the development of the plan.
7. The staff developed a plan for mobilizing the above resources by utilizing the assessment team and the call-out list of unions. (See next section.)
8. A brochure was prepared for distribution and a seven minute slide and tape presentation was prepared to acquaint the rank and file of the unions with the program. The slide presentation explains how the Labor Mobilization Plan works, the need for it, and how private-sector resources fit into government emergency response.
9. To test the plan, exercises were conducted in King and Snohomish Counties. Disaster scenarios were prepared for

both counties. The assessment team (consisting of government and private sector representatives) surveyed damage caused by a hypothetical flood and earthquake, then determined the needed manpower and equipment. Labor liaisons then established response time by calling key contacts for manpower resources. The exercise in King County tested the assessment team concept. The exercise in Snohomish County tested both the assessment team concept and the call-out mechanism. Both exercises were very successful.

How the Labor Mobilization Plan Works

When a local government is overwhelmed by an emergency, it generally asks the state government and the governor for help. An assessment team (comprised of representatives from government, labor, Associated General Contractors, and community services such as United Way, Red Cross, or Salvation Army) is then dispatched to the emergency site. This team advises the governor on what manpower and equipment are needed to handle the disaster.

In Washington State, the governor has the authority to send appropriately equipped mobile support units to the stricken area. Equipment is obtained through "Plan Bulldozer" of the Associated General Contractors. Manpower is obtained through the call-out lists of all the unions. People services are obtained through United Way, Red Cross, and Salvation Army.

These resources are generally located near the disaster site. However, the plan enables resources to be obtained from any part of the state.

Under Washington State law governing disaster services, the Revised Code of Washington 38.52, the governor has the authority to create such mobile support units and to pay the members at the rate paid by the state for similar work. Insurance for workers and equipment and equipment costs are also covered by the law.

The Assessment Team — The Key

An assessment team is a key component of the Labor Mobilization Project. Such a team is a unique concept in emergency response. To be effective, team members should be preassigned and pretrained. The team should consist of one representative from federal, state, and local governments and from labor, con-

tractors, and community services. This ensures a democratic "checks-and-balances" flavor to the team's recommendations. A region or state may set up as many teams as necessary.

The assessment team fills numerous gaps that now exist in the emergency response process and offers the following advantages:

1. Responsible levels of government need accurate information to best respond to an emergency. An assessment team, if mobilized from the onset of the disaster, can provide appropriate levels of government with information that is
 - a. **Accurate** because professionals from the private sector are working along with the government.
 - b. **Credible** because labor, business, community services, and government are represented on the team.
 - c. **Timely** because the team is preassigned and pretrained and members obtain a comprehensive picture of the damage while counties grapple with immediate problems.

An assessment team could ensure a cost-effective and efficient response to disasters.

2. A past problem in using the resources available in labor and other private-sector groups has been the lack of communication between government and the private sector and between the various levels of government. The assessment team bridges the communication gap.
3. The team facilitates getting the needed manpower and equipment resources from the private-sector groups more quickly.
4. At present, a separate assessment is made by every level of government. When one consolidated team, composed of all three levels of government and the private sector, makes an assessment, it reduces the time and cuts down on duplication of efforts.

Recommendations

Here are the conclusions and recommendations of the Washington State Labor Mobilization Project.

1. There is a tremendous wealth of skilled manpower and expertise in the private sector. Not much has been done to utilize these resources in a systematic and a comprehensive manner. Some manpower is obtainable through contractors, but it is more efficient to call on labor unions and other groups as well.

2. Labor has publications in which information about basic civil defense and emergency services can be disseminated to its members.
3. Almost every major Central Labor Council has an active community services agency which incorporates a large number of United Way agencies. These are again a tremendous resource base.
4. In the past, government agencies have generally failed in attempts to involve labor and contractors in disaster-response planning. There are two reasons for these failures:
 - a. Government has tried to make inventories of resources without help from the private sector. The government inventories were often incomplete and had the tendency to become outdated.
 - b. Protective of their own turf and authority, local and state governments mistakenly believed that they would have to relinquish control to labor and the private sector if these resources were tasked. They have also been concerned about the cost of using labor and private-sector resources even though if approached, these groups are very willing to cooperate with government. The relationship of labor and private-sector resources to government disaster efforts must be worked out for each governmental jurisdiction.
5. One of the most important elements of this pilot study was the appointment of a labor liaison person who was familiar with labor and other private-sector groups. This made communication and initial contacts easier, and the project was able to win the cooperation of these groups.
6. Although the law in the state of Washington made it easier to mobilize disaster-response teams at the state level, this plan can also be adopted by local governments, and they can set up and train their own assessment teams.
7. Even though the assessment team is an ideal way to mobilize resources and resolve disaster problems effectively, if law or custom does not allow such a team to be mobilized rapidly, the government can still use the call-out mechanism through front-line contacts in each union and in the contractors' associations. As a part of their daily jobs, the contractors know where their men and equipment are and they will be able to provide immediate access to them. It is necessary, however, to have a liaison person update these lists of contacts and keep them informed.
8. Another key element in keeping up these contacts with unions, contractors, and the rest of the private sector is to give brief training programs frequently. The programs should be more

operational than academic.

9. All levels of government should study their laws pertaining to disaster response, particularly questions of liability and insurance. Agreements might be necessary between groups involved in disaster response to cover questions of compensation, liability, and hours of work.
10. Under Washington State law, if the workers are registered as "emergency services workers," questions of liability and insurance are covered by the state. Other areas of the country might want to consider adopting similar provisions.
11. For this disaster-relief plan to be effective, local and state governments must take the initiative to involve the private sector. Just setting up plans and not implementing them won't keep the interest of these groups.

Conclusion

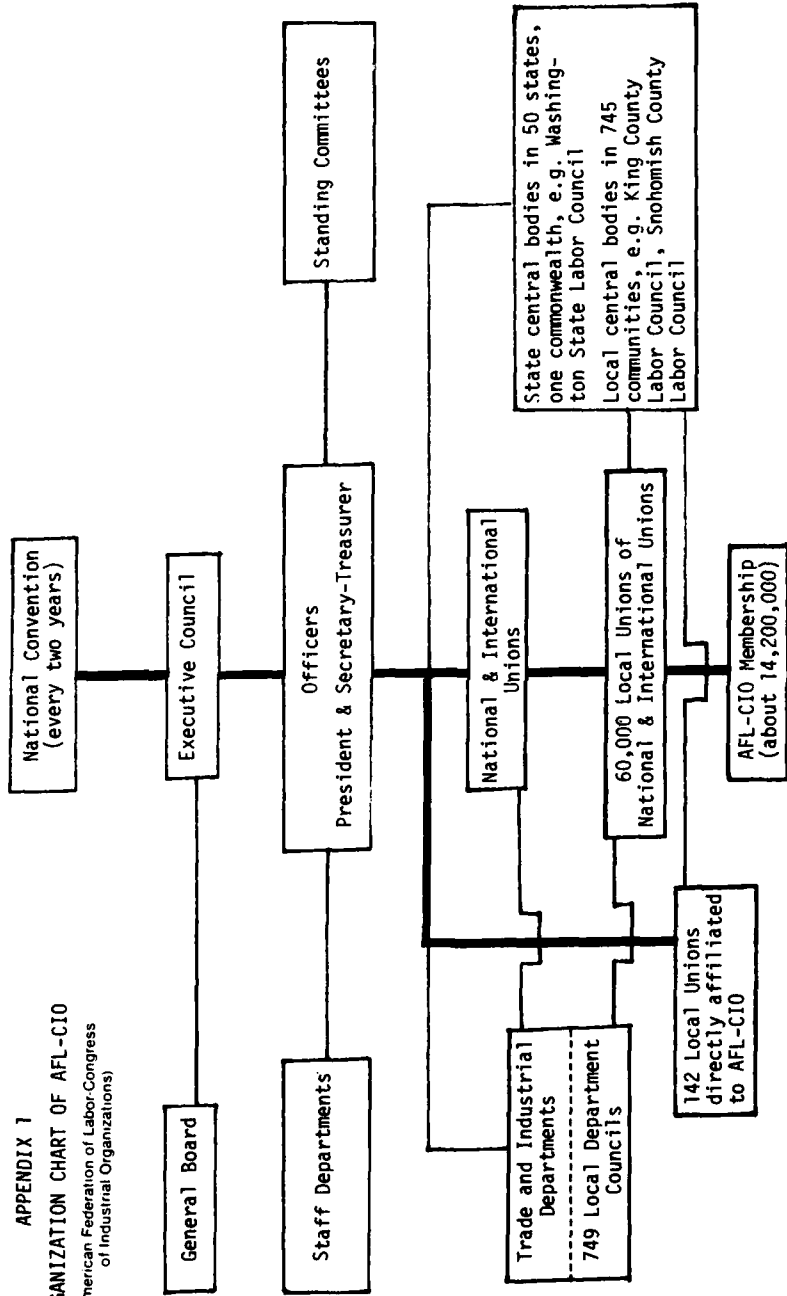
This operational handbook condenses the results of two years of intensive research, development, and testing of a plan to involve private-sector resources in emergency response. It is a guide for government, labor, and business to use for setting up state and local programs.

Nationwide support for the project is growing. In November 1979, for example, the National Building Construction Trades Council and its affiliates voted to endorse the work of the Labor Mobilization Project.

The community and the country are best served if the private sector cooperates with government in responding to emergencies. The Labor Mobilization Plan is one way this can be done effectively.

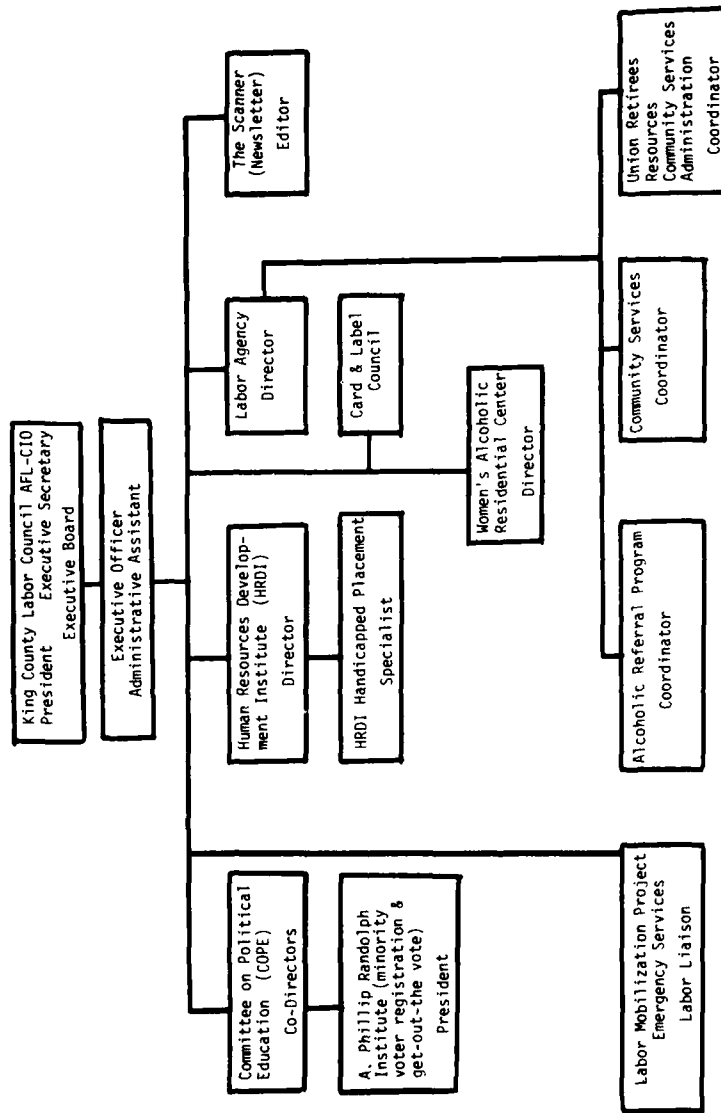
If such a plan is adopted, members of any community can take pride in knowing that they will be ready to serve family, friends, and neighbors when disaster strikes.

APPENDIX 1
 ORGANIZATION CHART OF AFL-CIO
 (American Federation of Labor-Congress
 of Industrial Organizations)

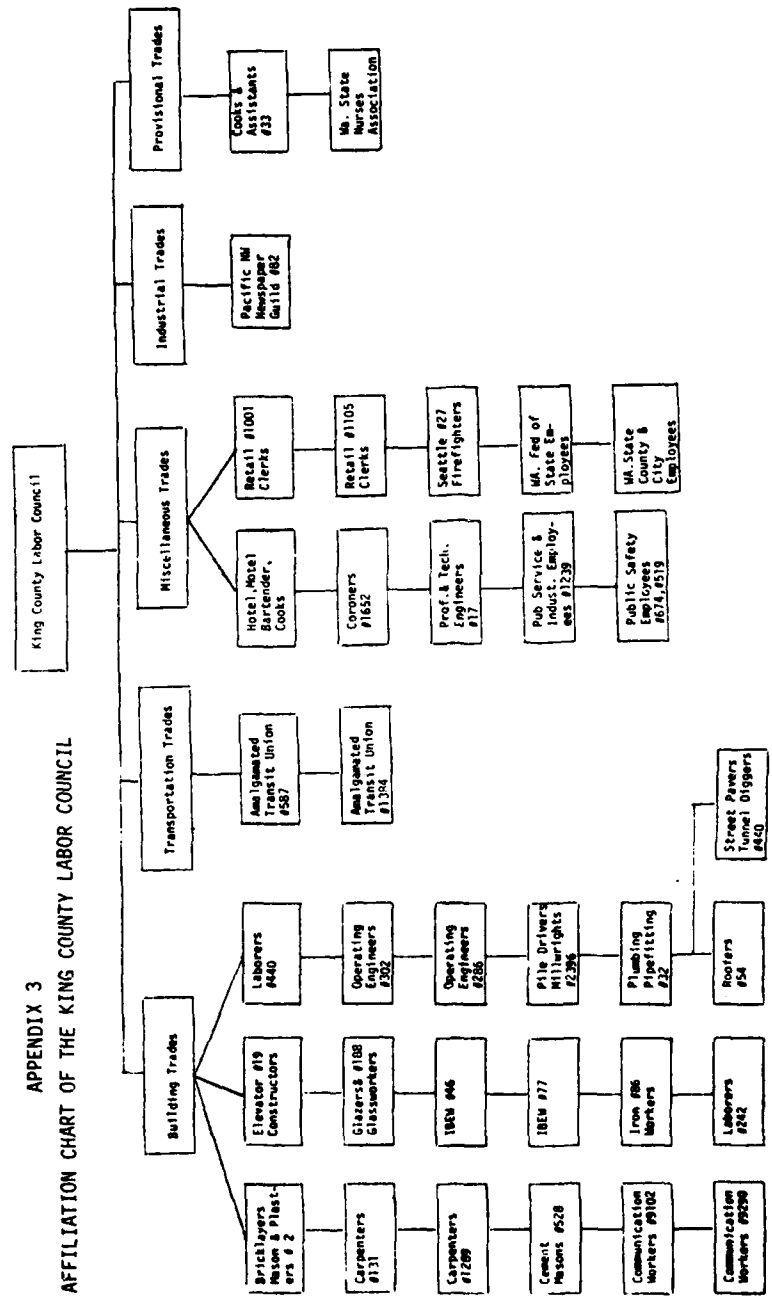


APPENDIX 2

ORGANIZATION CHART OF THE KING COUNTY LABOR COUNCIL (LOCAL CENTRAL COUNCIL)



APPENDIX 3
 AFFILIATION CHART OF THE KING COUNTY LABOR COUNCIL



APPENDIX 4

ASSOCIATED GENERAL CONTRACTORS

The Associated General Contractors of America is a national trade association representing contractors engaged in heavy engineering, and highway, building, municipal and utilities construction. The Associated General Contractors is divided into chapters nationally on a geographic basis. The national Associated General Contractors formulated the "Plan Bulldozer" in 1957. Based on this, many local chapters formulated their own plans. These plans are implemented and organized through "disaster relief committees" of the chapters. The chapters are divided into areas for this purpose. In some areas, the "Plan Bulldozer" has been utilized for disaster relief and response and kept updated on a regular basis.

This project worked with the Seattle Northwest Chapter of the Associated General Contractors, and they have been included in the Resource Mobilization Plan, for the state of Washington. They, as part of the "Plan Bulldozer" and through the Resource Mobilization Plan, will provide for the emergency use of construction equipment and personnel to aid governmental authorities during all types of disasters.

NATIONAL DEFENSE TRANSPORTATION ASSOCIATION

The National Defense Transportation Association is a non-profit organization founded in 1944. One of the main objectives of NDTA, as an organization of transportation industries and carriers around the world, is to provide a major channel of cooperation and communication between its members and governmental agencies that rely on these services during natural and man-made emergencies.

NDTA is organized into chapters that are located in most of the major metropolitan areas within the United States, Europe, the Far East, and Central America. The state of Washington is divided into three chapters — Kitsap County, Seattle, and Tacoma. These chapters are under the Pacific Northwest Region. The project worked with the Seattle Chapter. This chapter, under a subcontract from the King County Labor Council, has compiled a comprehensive transportation resources inventory which is a part of the Resource Mobilization Plan for King and Snohomish Counties. NDTA will be the conduit for accessing the transportation resources during emergencies.

UNITED WAY

United Way is a non-profit community services coordinating agency that has branches in all county and major metropolitan areas of the country. United Way, in any area, has a very good working marriage of business, labor, and other community groups. They also have many referral agencies under them for various community services including the Red Cross and Salvation Army.

While the Red Cross and Salvation Army have already been incorporated into government plans for emergency response, the other referral agencies have not been so far. So the project has incorporated the United Way of King County and Snohomish County into the Resource Mobilization Plan. The Labor Agency is one of the referral agencies of United Way and provides the link between labor unions and United Way.

APPENDIX 5

Call-Out Mechanism

The following chart is an example of the call-out mechanism set up by the Labor Mobilization Project for King and Snohomish Counties. It involves (1) listing of all the manpower and equipment needs of government during disasters and matching them up with labor and private sector groups with these skills and equipment and (2) contacting each of these unions and private sector groups and after introductory meetings with them, obtaining **three** contact names from each of these groups, their home and business addresses and telephone numbers. The three names provide for sufficient backups. The system is designed so that these front line contacts can be continually trained and informed about the programs of civil defense and disaster agencies, and these people will be contacted first during the emergency. They will then mobilize their people for assisting government response.

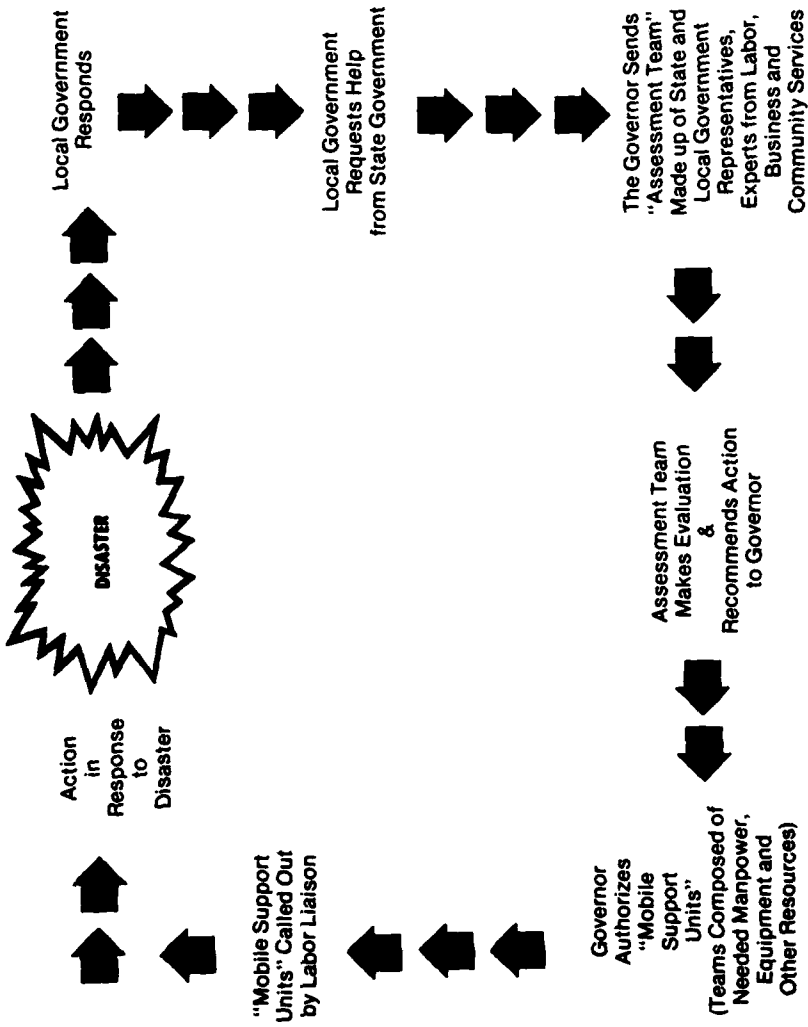
There is a turnover in these contact positions because they are elective offices. But government can keep these front line contacts easily updated by constant communication with the central councils, or with the state labor councils, or appointment of a single labor and private sector liaison for continuous training and information of these groups and updating the lists. This is certainly more economical than government trying to update all the equipment and manpower resources lists which they have tried to do in the past and failed because of the time, money, and effort involved.

APPENDIX 5

Example of the Call-out Mechanism

Needs of Government	Labor and private sector groups with skills and equipment	Contact names, home and business addresses and telephone numbers
<p>TRANSPORTATION:</p> <p>Drivers</p> <p>Equipment</p>	<p>Amalgamated Transit Union AFL-CIO</p> <p>National Defense Transportation Association</p>	<p>President, Business Agent, Secretary, Treasurer</p> <p>Regional Vice President President--Seattle Chapter, Secretary--Seattle Chapter</p>
<p>ENGINEERING SERVICES:</p> <p>Manpower</p> <p>Building Trades AFL-CIO</p> <p>Equipment</p>	<p>Bricklayers, Carpenters, etc.</p> <p>Associated General Contractors</p>	<p>Business Agent, Secretary, and one more backup.</p> <p>Disaster Services Coordinator-- Seattle Chapter and two more backups.</p>

DISASTER FLOW CHART



APPENDIX 7

STRUCTURE of GOVERNMENT DISASTER AGENCIES

Government agencies involved in coordinating emergency preparedness, response, and recovery.

FEDERAL: The Federal Emergency Management Agency
(National and Regions 1 through 10).

STATE: State Department of Emergency Services
coordinating with other state agencies.

LOCAL: Local Department of Emergency Services
(county/city).
Local Public Works Department (county/city).
Local Engineering Department (county/city).
Local Law Enforcement

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"Unclassified Final Report of the Labor Mobilization Project jointly conducted by the Washington State Department of Emergency Services and the King County Labor Council of Washington, AFL-CIO, under DCPA Contract 01-C-77-0252 and Work Unit 4831 F dated May 15, 1980. No. of pages 163.

The report summarizes the findings of the Labor Mobilization Project which includes: (1) roles that organized labor and groups, such as Associated General Contractors, United Way agencies, and the National Defense Transportation Association, can play in all hazards response and recovery and (2) the Labor Mobilization Plan to include these groups using a comprehensive assessment team (three levels of government and private sector) and a call-out mechanism which were successfully tested by table-top exercises in King and Snohomish Counties.

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