

**Coordinating Agency:**

Emergency Management Division

**Primary Agencies:**

Washington Military Department  
Emergency Management Division

**Support Agencies:**

Washington Technology Solutions	Office of the Chief Information Officer
Department of Agriculture	Office of Financial Management
Department of Commerce	Office of the Governor
Department of Corrections	Office of the Insurance Commissioner
Department of Ecology	Office of the Lieutenant Governor
Department of Enterprise Services	Office of the State Auditor
Department of Financial Institutions	Office of the Secretary of State
Department of Fish & Wildlife	Office of Superintendent of Public Instruction
Department of Health	Office of the State Treasurer
Department of Labor and Industries	Parks and Recreation Commission
Department of Licensing	State Board for Community and Technical Colleges
Department of Natural Resources	State Conservation Commission
Department of Retirement Systems	Washington Military Department
Department of Revenue	National Guard
Department of Social and Health Services	State Guard
Department of Transportation	Washington State Patrol
Department of Veterans' Affairs	Utilities & Transportation Commission
Employment Security Department	Energy Facility Site Evaluation Council
Governor's Office of Indian Affairs	American Red Cross
Liquor and Cannabis Board	
Office of the Attorney General	

**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) 5 – Emergency Management is responsible for supporting the overall activities of state government in domestic incident management. ESF 5 provides the core management and administrative functions supporting Washington State Emergency Operations Center (SEOC), Recovery Task Force (RTF), Washington Restoration Organization (WRO) and, in collaboration with the Federal Emergency Management Agency (FEMA), Joint Field Office (JFO) operations.

**Scope**

ESF 5 serves as the coordination ESF for all state departments and agencies and non-governmental organizations across the spectrum of domestic incident management including prevention, protection, response, recovery, and mitigation. The support agencies listed above are the principal state agencies engaged in this process; however, all state agencies, departments, commissions, boards and institutions of higher education, tribal and local governments are required to provide communication, situation reports, information,

documentation and updates when they are affected by or provide support and resources to any emergency or disaster. ESF 5 coordinates information collection, analysis, planning, operations, requests for Federal assistance, resource management, deployment and staffing, mutual aid, facilities management, financial management and other support required to prevent, protect, respond to, recover from, and mitigate an emergency or disaster.

## **Policies**

Emergency management means the preparation for and the carrying out of all emergency functions, other than functions for which the military forces are primarily responsible, to prevent, protect against, respond to, recover from, and mitigate emergencies and disasters, and to aid victims suffering from injury or damage, resulting from disasters caused by all hazards, whether natural, technological or human caused, and to provide support for search and rescue operations for persons and property in distress. Revised Code of Washington (RCW) 38.52.010.

The Washington Military Department administers the emergency management program for the state of Washington as provided for in Chapter 38.52 RCW.

The Adjutant General/Washington Military Department Director, subject to the direction and control of the Governor, coordinates the activities of all organizations for emergency management within the state and maintains liaison and cooperation with emergency management agencies and organizations of others states and the federal government. RCW 38.52.030(2).

The SEOC, unless otherwise stipulated by proclamation or executive order, acts as the Governor's executive agent in managing and coordinating the state's response to an emergency or disaster.

The SEOC's primary mission is to provide supplemental assistance and coordination for state agencies, tribal governments and local jurisdictions to facilitate their efficient response to emergency or disaster incidents. In addition, the SEOC coordinates the transition to recovery and restoration activities.

The SEOC is the hub of emergency management activities supporting state agencies, tribal governments, local jurisdictions and the private sector; however, the scope and nature of the emergency or disaster may dictate the conduct of emergency management activities from alternate operating locations or the EOCs of ESF Primary Agencies.

The alternate operating locations and agency EOCs engaged in the emergency or disaster response will submit situation reports through their counterparts in the SEOC upon request and will coordinate activities with counterparts in the SEOC to ensure the broadest possible, statewide, coordinated effort in accordance with the priorities of the SEOC Multi-Agency Coordinating Group or Disaster Manager.

The SEOC supports short and long-term planning, operations and logistics activities, based on the incident and priorities established by the SEOC Multi-Agency Coordinating Group or Disaster Manager.

SEOC staff will not release internal information directly to the public. The SEOC staff will provide timely and relevant information to ESF 15, the Governor's Communication Office or Joint Information Center (JIC) for release to the public or the media. The SEOC ensures preservation of public and private records essential to documenting the emergency or disaster.

The Adjutant General, Emergency Management Division (EMD) Director or SEOC Disaster Manager may request state agency executives to report to the SEOC to assist in the decision-making process during an emergency or disaster.

## **SITUATION & ASSUMPTIONS**

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### **Situation**

See Situation overview in Section I of the Basic Plan.

### **Assumptions**

The SEOC is activated 24-hours a day, 7 days a week, 365 days a year at various levels of response based on the size and complexity of an incident or event.

ESF 5 is activated when the SEOC is activated at Levels 1 or 2.

The SEOC makes every reasonable effort to provide satisfactory assistance and service during emergencies or disasters but there is no guarantee perfect assistance and service will be practical or possible.

Notification or communication from the SEOC could be delayed or disrupted due to the extent of an emergency or disaster.

The state may be unable to satisfy all emergency resource requests during a major emergency or disaster. Requests are prioritized based upon safety of responders, preservation of life, incident stabilization and preservation of property. Considerations, including availability, transportation and location of the resources, will also be taken into account.

Major highways, overpasses, bridges, roads or SEOC facilities may be damaged. Alternate routes or methods of transportation may be needed for key personnel to respond to the SEOC. An alternate SEOC may be established when different location(s) and communication network support for these facilities are available.

Each state agency and local jurisdiction has a comprehensive emergency management program, which may include a plan and a Continuity of Government Plan, in accordance with Chapter 38.52 RCW and Title 118 WAC. Tribal governments are encouraged to develop similar comprehensive emergency management programs.

Participating agencies and local and tribal governments will develop their own internal procedures, train personnel to perform the duties and responsibilities described therein, identify and acquire the resources required to perform these activities and develop their portion of other emergency planning elements.

State agencies, businesses and citizens should be self-sustaining for the first 72 hours of any emergency or disaster at a minimum.

Local and tribal governments have the primary responsibility for emergency operations within their jurisdiction and will use all available resources at their disposal, including commercial/private sector resources, volunteer organizations, and mutual aid agreements, prior to requesting assistance from the state.

Some state and federal agencies will respond directly to an incident based on their own authorities. State agencies may respond prior to or without a request for assistance from a local jurisdiction or tribal government or receipt of an SEOC Mission Assignment.

**CONCEPT OF OPERATIONS**

**General**

The nature and extent of the response to any given incident by the SEOC will vary with the size and complexity of the emergency or disaster or if multiple incidents are occurring. The functions carried out in any response phase are similar and will follow the ICS concept. The primary functional areas within the SEOC are the Operations, Planning, Logistics and Finance/Administration Sections comprising the General Staff.

The SEOC coordinates all state actions during an emergency or disaster. The SEOC provides support to local jurisdictions, tribal governments and state agencies when an incident is beyond their capabilities and resources. The overall ESF 5 operational structure is depicted in Figure 1.

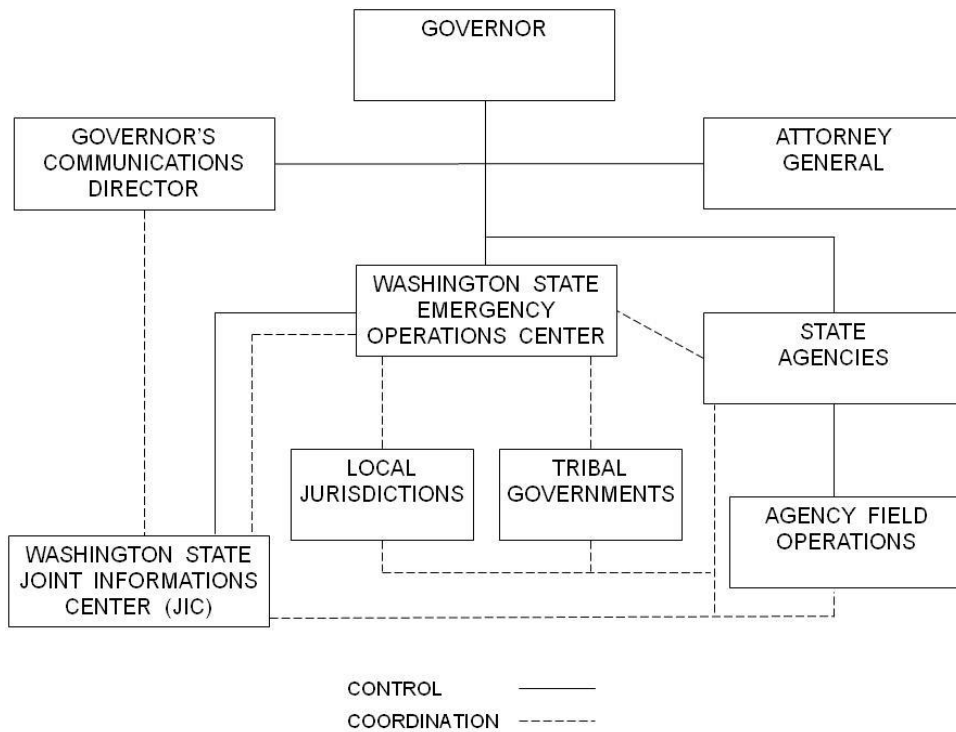


Figure 1 - Emergency Management Operational Structure

The SEOC establishes lines of communication with the EOCs of affected local jurisdictions, tribal governments and/or state agencies for the exchange of emergency declarations and

proclamations, situation reports, and other applicable information. The SEOC also conducts periodic teleconferences between EOCs to enhance communication and coordination.

The state’s expectation is that when local jurisdictions and tribal governments need supplemental resources they will check on the availability of the needed resource(s) with their adjacent cities and counties prior to asking the state for assistance. State agencies, local jurisdictions or tribal governments requesting state assistance are asked whether they have exhausted or committed their resources; whether they have exercised their mutual aid agreements; whether they have considered acquiring the resources from the private sector and whether they understand there will be costs involved when requesting assistance through the SEOC. Even though the agency’s, local jurisdiction’s or tribal government’s answers to these questions will be recorded at the SEOC, it is advisable the agency, local jurisdiction and tribal government further document their attempts to meet resource needs through mutual aid first.

State Emergency Operations Officers (SEOOs) are on duty in the SEOC Alert and Warning Center to receive and process incident reports and notifications on a 24/7 basis. The Alert and Warning Center utilizes multiple and redundant information technology and telecommunication capabilities to notify local jurisdictions, tribal government, state and federal agencies, provincial governments and private sector stakeholders of incidents statewide. The specific nature and extent of the incident will dictate whether the Washington Military Department activates the SEOC beyond Phase I Operations.

EOC Activation Levels:

<b>LEVEL 3</b>	<b>MONITORING ACTIVATION</b>
Level 3 reflects the routine activation level in which state agencies conduct their daily emergency management responsibilities. The State Emergency Operations Officers (SEOOs) in the SEOC Alert and Warning Center (AWC) manage and coordinate incidents in cooperation with local, state, and federal agencies. The AWC operates 24 hours a day, including weekends and holidays.	
<b>LEVEL 2</b>	<b>PARTIAL ACTIVATION</b>
When an incident exceeds the capability or capacity of the AWC, the SEOC activates to a level 2 Partial Activation. In a Partial Activation, one or more of the SEOC functions (Operations, Planning, Logistics, or Finance/Administration) activate to support the incident or the impacted jurisdictions from the SEOC or Joint Field Office (JFO). State agencies activate to fill Emergency Support Functions (ESFs) as dictated by the incident.	
<b>LEVEL 1</b>	<b>FULL ACTIVATION</b>
In a Full Activation, all the SEOC functions (Operations, Planning, Logistics, and Finance/Administration) activate to support the incident or the impacted jurisdictions from the SEOC or Joint Field Office (JFO). State agencies activate to fill Emergency Support Functions (ESFs) as dictated by the incident. In a catastrophic incident, SEOC staffing will expand to include representation from other states, federal agencies, local representatives, the private sector, and volunteer staff as required by the incident.	

The Washington Military Department is responsible for managing and maintaining the SEOC facility and infrastructure. This infrastructure includes a supplemental communications capability allowing remote or alternate SEOC operations. ESFs with specialized information system and telecommunication needs coordinate their requirements with ESF 2 to ensure the necessary resources and capabilities are available in the SEOC 24/7.

### **Direction and Control**

The Governor provides overall direction and control for emergency actions, in accordance with RCW 38.52.050, through a Multi-Agency Coordinating Group (MACG). A MACG will be established, in whole or part, to assess the situation and oversee state agency actions. The MACG makes recommendations to the Governor on actions for consideration. The MACG is comprised of:

- The Governor's Chief of Staff
- The Governor's Press Secretary
- The Adjutant General
- Director, Emergency Management Division
- Disaster Manager

In addition to the members listed above, the Governor's cabinet and state agency directors, as appropriate, will be represented. The SEOC Command Staff also includes the EOC Supervisor, Assistant EOC Supervisor, ESF 14 Recovery Advisor and ESF 15 External Affairs staff.

Activated ESFs are authorized to directly communicate and coordinate with their respective ESF counterparts at the local, tribal, state and federal levels.

### **ORGANIZATION**

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ESF 5 is organized in accordance with the National Incident Management System (NIMS) and supports the Incident Command Structure (ICS) described in NIMS. ESF 5 actions are carried out in the SEOC using the following operational structure.

Day-to-day ESF 5 actions are performed by the SEOOs from the SEOC Alert and Warning Center. The SEOOs carryout ESF 5 actions during Level 3 operations and, while ESF 5 actions are carried out by the SEOC General and Line Staffs during Level 2 and 3 operations, the SEOOs continue to perform ESF 5 actions for small scale incidents and events which are not specific to the emergency or disaster requiring the Level 2 or 3 activation.

When appropriate, each ESF primary and support agency(s) may establish their own EOC type entity to support ESF activities in coordination and collaboration with their applicable ESF Lead in the SEOC.

### **ACTIONS**

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#### **Response Activities**

- Coordinate the state's emergency response with federal, tribal, public and private organizations.

- Communicate and coordinate with local jurisdiction and tribal government EOCs to monitor the situation, gather essential elements of information and identify jurisdictional and tribal needs and requirements.

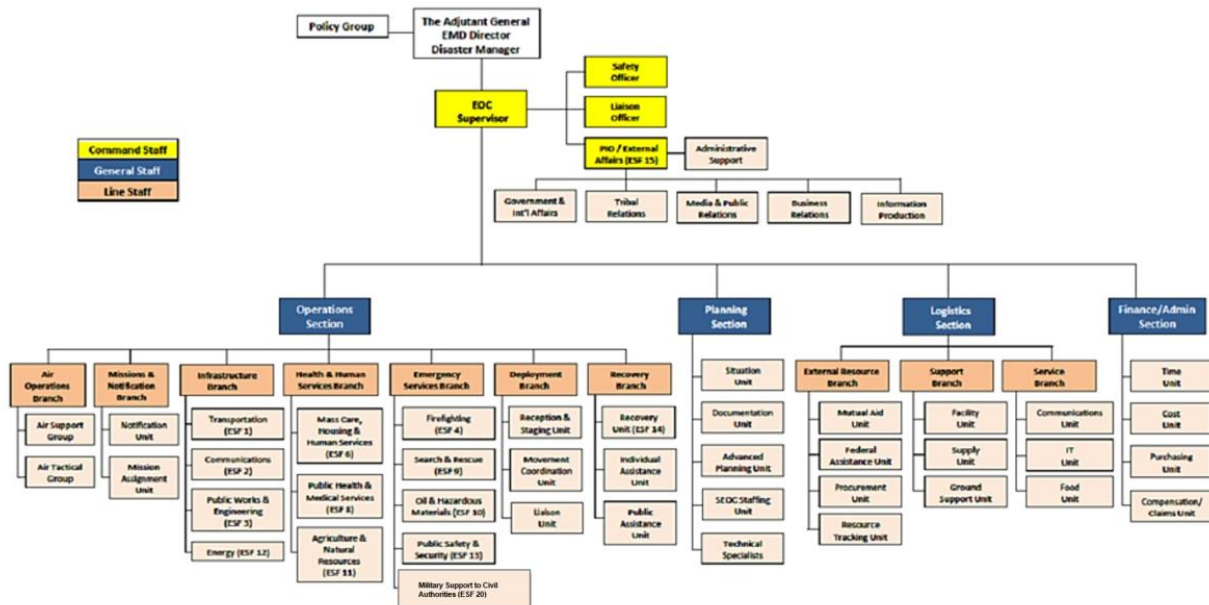


Figure 2 - Washington State EOC Organization Chart

- Staff SEOC Command, General and Line Staff positions as dictated by the emergency or disaster and the resource needs of state agencies, local jurisdictions or tribal governments.
- Compile and collate situation information, preliminary damage assessment (PDA) data and other relevant information on the emergency or disaster for the SEOC Situation Report (SITREP) and disseminate as needed.
- Prepare the Governor’s Proclamation of a State of Emergency in accordance with statutory authorities and the dictates of the emergency or disaster for the Governor’s approval.
- Develop Incident Action Plans, as required, during Level 2 and 3 operations.
- Prepare the request for a Presidential Disaster Declaration at the Governor’s decree.
- Coordinate Decision Packages for critical functions through the SEOC General and Line Staff prior to presentation to the Multi-Agency Coordinating Group for approval and/or endorsement by the Governor or their designee.
- Coordinate state external affairs activities.
- Establish communication with the U.S. Department of Homeland Security (DHS) and Federal Emergency Management Agency (FEMA).

- Provide state agencies, local jurisdictions and tribal governments SEOC Liaison Officers upon request.
- Coordinate mutual aid activities, including EMAC, and utilization or acquisition of private organization resources.
- Initiate recovery activities with the federal government, state agencies, local jurisdictions, tribal governments and private organizations.
- Coordinate the designation of a State Coordinating Officer for deployment to the Joint Field Office (JFO) upon activation.
- Coordinate the designation of a Governor's Authorized Representative (GAR) to coordinate and supervise the state disaster assistance program.

### **Recovery Activities**

- Deploy appropriate resources as needed in support of recovery operations.
- Coordinate with federal, state agency, local jurisdiction and tribal government officials on short-term and long-term recovery planning and operations.
- Develop Incident Action Plans and SITREPs as appropriate.
- Coordinate state and federal resources to support state agency, local and tribal needs for supplemental emergency or disaster assistance.
- Distribute recovery information, plans and reports to SEOC Command, General and Line Staff.
- Recommend to the Governor activation of the Recovery Task Force (RTF) and/or Washington Restoration Organization (WRO) on the basis of essential elements of information and damage assessments.
- Conduct after-action critique of the overall response and recovery efforts and recommend operational, procedural or statutory changes to improve future efforts.
- Coordinate multi-state agency and private organization staffing/support for recovery activities such as the RTF, WRO and the JFO.

## **RESPONSIBILITIES**

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### **Primary Agencies**

Emergency Management Division, Washington Military Department

- Maintain the SEOC and the telecommunication and information technology systems required by all state agencies, volunteer organizations, business partners and federal agencies in the necessary state of readiness to facilitate the performance of emergency or disaster related activities from the SEOC.
- Maintain continuous notification and response capability through the SEOC Alert and Warning Center and State Emergency Operations Officer (SEOO) 24/7 staffing.
- Conduct thorough and comprehensive emergency management training and exercise programs for state agencies and stakeholders in order to provide qualified personnel to staff key SEOC Command, General and Line Staff positions and carryout the position's responsibilities during emergency or disaster related activities.



- Maintain procedures for the partial or full mobilization of emergency management organizations in advance of an actual emergency or disaster.
- Resource SEOC staffing, not specific to ESF responsibilities, through State Agency Liaisons and volunteer organizations.
- Provide training and exercise programs to support agency and non-governmental organization which enhance their capability to carry out emergency management activities in the SEOC.
- Identify and maintain an Alternate SEOC capability to support SEOC activities should the primary SEOC facility become incapacitated or uninhabitable.
- Develop, maintain and implement policies, procedures and forms for potential disaster recovery programs.
- Prepare documentation for federal emergency cost reimbursement and supplemental funding requests to cover emergency activity costs when required.
- Track disaster-related expenditures.
- Participate in after-action critiques.

### **Support Agencies**

All Departments, Agencies, Institutes of Higher Education, Boards, Commissions, Councils and Non-Governmental Organizations.

- Perform all roles and responsibilities identified in the CEMP Basic Plan and applicable ESFs in support of state response and recovery operations.
- Identify a State Agency Liaison (SAL) and two alternates and provide EMD with their 24-hour contact numbers. The SAL must be available for response to the SEOC during emergencies, disasters and exercises or to handle emergency requests by telephone or information technology during smaller incidents.
- Provide trained and experienced personnel to staff the SEOC and agency EOCs, as needed, to support state emergency management activities.
- Identify staff liaisons or points of contact to provide technical and subject-matter expertise, data, advice and staff support for operations falling within the domain of each applicable agency.
- Maintain current plans and procedures on how each agency will execute the support functions for which they are responsible and provide continuity of government during emergencies and disasters.
- Participate in and provide contributions to the Incident Action Plan. Implement roles and responsibilities identified in the Incident Action Plan.
- Collect, collate and report essential elements of information on staff activities, field operations and agency EOC activities supporting response and recovery activities to the SEOC Planning Section.
- Source and/or coordinate the resources (personnel and equipment) and capabilities necessary to satisfy state agency, local jurisdiction, tribal government and federal agency

request for assistance, to the extent possible, in coordination and collaboration with the SEOC Logistics and Operations Sections.

- Coordinate with the local jurisdictions, tribal governments, private sector, volunteer organizations and state and federal agencies in ESF activities.
- Participate in the damage assessment and recovery processes, as appropriate.
- Track disaster-related expenditures.
- Participate in after-action critiques.