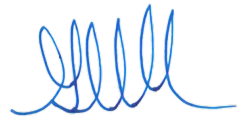
RESPONSE PLAN

Washington Military Department
Emergency Management Division

Promulgation

The Washington State Emergency Management Response Plan (Response Plan) establishes the framework for how Washington addresses response to a wide variety of disasters and emergencies that impact the people, property, economy, infrastructure, environment, and institutions of our state. Federal, Tribal, state, and local governments will take immediate action to save lives, mitigate the impacts of the incident, and initiate recovery actions. The Response Plan facilitates a coordinated process for planning and implementing initial and sustained response efforts that are essential to protecting life and minimizing the impacts of the incident in affected communities.

Successful implementation of the Response Plan requires direct and extensive collaboration and information sharing across all levels of government, between public and private sectors, and with all people, the Whole Community, throughout Washington.



Gent Welsh
Major General
The Adjutant General
Washington Military Department

Record of Changes

Change Number: YR-XXX	Date of Change: MM/YYYY	Change Summary/Sections Affected

Record of Distribution

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Table of Contents

Promulgation 2
Record of Changes 3
Record of Distribution 4
Table of Contents 5
Overview 7
- Introduction 7
- Purpose… 7
- Scope…… 7
- Situation Overview 8
- Planning Assumptions 10
- Whole Community Involvement 10

Concept of Operations 14
Direction, Control, and Policy Coordination 16
- General State Response 16
- Policy Coordination 18

Integrated Coordination 28
- Emergency Operations / Coordination Centers 28
- Horizontal Integration 28
- Vertical Integration 32

State Emergency Operations Center (SEOC) 34
- Emergency Operations Center Overview 34
- State Emergency Operations Center (SEOC) 35
- Responsibilities 36
- SEOC Activation 40

Emergency Support Functions (ESFs) 49
- General.. 49

ESF Roles and Responsibilities 61
- Core Capability to Emergency Support Functions Matrix 66

Public Information 66
Joint Information Center/Joint Information System (JIC/JIS) 67
Incident Information Management Systems 67
Limited English Proficient (LEP) Communications 67
Interoperable Communications Plans 68
Logistics 69
Resource Request Process and Resource Demobilization 69
Staging Areas and Community Points of Distribution 74
Resource Gaps 74
Emergency Declaration and Proclamation Processes 75
Local Jurisdiction Emergency Declaration Process 75
Tribal Emergency Declaration Process 75
State Emergency Proclamation Process 75
Presidential Emergency or Major Disaster Declaration 76
Federal Disaster Declarations 77
Request for a Proclamation of Emergency 77
Determining the Need for and Requesting a Presidential Declaration 78
Finance 78
Administration 83
Documentation procedures 83
Development and Maintenance 84
Promulgation 85
Evaluation and Revision 86
Authorities 86
Glossary 89

Overview

Introduction

The Response Plan is part of the Washington State Comprehensive Emergency Management Plan (CEMP). It describes how the Washington State Emergency Management Division (EMD) responds to disasters and incidents by using the 15 Response Core Capabilities.

The Emergency Support Function (ESF) structure is one way to organize response resources that this plan utilizes, but it also focuses on building a framework with the Core Capabilities. These capabilities guide how the state builds, maintains, and sustains the safety and well-being of Washington's residents and contributes to national resilience.

Purpose

The Response Plan describes how Washington state and its partners will respond to a wide variety of threats and hazards that may impact state and Tribal communities. The Response Mission Area includes those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the state of Washington can effectively respond to any threat or hazard, including those with cascading effects. Response emphasizes saving and sustaining lives, stabilizing the incident, rapidly meeting basic human needs, restoring basic services and technologies, restoring community functionality, protection of property and preservation of economy providing universal accessibility, and establishing a reduction of impact to the environment. This plan has been developed in accordance with the principles and concepts outlined in the National Response Framework (NRF).

Scope

This All-Hazards Response Plan is a scalable and flexible document for any type of event/incident, intended to save lives, protect property and the environment, and meet basic human needs in the aftermath of an incident in Washington. The Response Plan applies to all state agencies including its offices, departments, institutions of higher education (as defined in RCW 28B.10.016), commissions, boards, and councils, as the state's framework for response to an incident impacting the state and leading to an activation of the Washington State Emergency Operations Center (SEOC). The Response Mission Area includes 15 Core Capabilities:

- Planning
- Public information and warning
- Operational coordination
- Critical transportation
- Environmental response/health and safety
- Fatality management services

- Fire management and suppression
- Infrastructure systems
- Logistics and supply chain management
- Mass care services
- Mass search and rescue operations
- On-scene security, protection, and law enforcement
- Operational communications
- Public health, healthcare, and emergency medical services
- Situational assessment.

Planning, Public Information and Warning, and Operational Coordination are the three Core Capabilities that apply to all five mission areas. The objective of the Planning Core Capability is to conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives. The Public Information and Warning capability is intended to deliver coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken, and the assistance being made available. Operational Coordination establishes and maintains a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.

Situation Overview

As stated in the Washington State Enhanced Hazard Mitigation Plan (SEHMP), Washington's hazards and their effects on communities are increasing in frequency and severity. These changes are caused by two primary factors: steady population growth and urban development combined with the impacts of climate change.

In recent years, Washington has faced more frequent and intense heatwaves, wildfires, storms, and floods. These events often cause additional problems such as landslides, poor air quality, coastal erosion, and shifting river channels.

From 2017 to 2022, Washington's population grew by 7.3 percent, adding more than half a million people in just five years.[1] As more people live and build in high-risk areas, more widespread disasters resulting in severe damage are becoming more likely.

[1] *Total Population and Percent Change Data*. Washington Office of Financial Management. https://ofm.wa.gov/washington-data-research/statewide-data/washington-trends/population-changes/total-population-and-percent-change

Washington State Hazards

Washington faces many types of hazards, with the most common natural hazards being extreme weather, flooding, landslides, and wildfires as noted in the SEHMP. Human-caused hazards to the state include events like dam failures and cyberattacks.

This Response Plan aligns with the SEHMP, which looks at how these and additional natural and technological hazards faced in Washington could affect the state and local communities. The SEHMP also identifies strategies and actions to reduce potential losses from these hazards.

Per the 2023 SEHMP, Table 1 shows how likely it is for each hazard to lead to a disaster declaration in a given year, based on past events.

Hazard	Annual Probability
Extreme Weather	72%
Wildfire	70%
Flood	60%
Landslide	44%
Drought	24%
Earthquake	2.5%
Volcano	2.5%
Avalanche	<1%
Tsunami	<1%

Table 1: Washington State Hazard Profile

Hazard and Threat Analysis, Capability Assessment Summary

The Washington State Threat and Hazard Identification and Risk Assessment (THIRA) outlines the state's most significant threats and hazards. Both the THIRA and the SEHMP offer detailed information about these risks through threat analysis.

The THIRA process follows FEMA's Comprehensive Preparedness Guide (CPG) 201. Washington uses capability targets from FEMA's National Preparedness Goal to measure how well the state can respond to emergencies, identify areas for improvement, and track progress over time.

Each year, the Washington Stakeholder Preparedness Review (SPR) evaluates the state's current capabilities against the capability targets set in the THIRA. The SPR includes state priorities, performance metrics, and progress updates to show how Washington continues to strengthen its preparedness capabilities. The County Emergency Preparedness Assessment (CEPA) is the methodology the state currently uses to gather data for the SPR.

Gaps in Capabilities

To identify capability gaps, Washington uses the THIRA capability targets as a guide during the assessment process. Details about this process are available in the Base Plan of the CEMP.

The state uses FEMA's 32 Core Capabilities to evaluate where improvements are needed and to set strategic goals for closing those gaps.

Planning Assumptions

Protecting lives is the state's top priority during any incident response. Other important objectives include continuing essential government functions, protecting public and private property, and reducing economic and environmental impacts. The governor and Policy Group, or their designees, decide how to prioritize these objectives and allocate limited critical resources during a response.

Incidents are normally managed at the local level, by geographic area, organization, or jurisdiction. Local governments, Tribes, and state agencies are responsible for preparing to respond to local emergencies and disasters. This preparation includes developing their own CEMPs and training their personnel. Each Authority Having Jurisdiction (AHJ) exercises command or delegates it as needed based on the situation.

State and local laws define response and recovery roles. Local governments (political subdivisions) carry out their responsibilities under Chapter 38.52 of the Revised Code of Washington (RCW) and Title 118 of the Washington Administrative Code (WAC).

Some state agencies and officials have specific authorities and responsibilities during certain types of emergencies, and/or authorities and responsibilities that must continue no matter the state of the emergency. These agencies are expected to maintain plans and capabilities to carry out their missions and coordinate with the SEOC to request resources or assistance as needed.

Although local governments and Tribal nations typically lead most response operations, communities differ in their resources, capabilities, and levels of preparedness. All preparedness, response, and recovery efforts must consider the specific needs of each community. Any AHJ will request mutual aid from neighboring jurisdictions and coordinate through the SEOC to obtain information, resources, and support to fulfill their responsibilities.

Counties, Tribes, and state agencies may request state resources from the SEOC when their own resources are, or are expected to be, insufficient for responding to the situation. Before requesting state assistance, counties and Tribes are expected to use all available local, mutual aid, and emergency contracting options. Cities and other political subdivisions may also request state help, but those requests should go through their county Emergency Operations Center (EOC) first to ensure resources are used efficiently statewide.

During large-scale disasters, the state may not be able to meet every resource request. In these situations, the governor and Policy Group are expected to provide direction to the Unified Coordination Group (UCG) and SEOC on how to prioritize and allocate scarce critical resources.

Federal assistance may be provided under the National Response Framework and the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (42 U.S.C. 5121 et seq.). Federal agencies can supply additional resources and expertise to support state and local response efforts when their capacity is exceeded.

State agencies, Tribes, and local jurisdictions are expected to maintain the administrative and financial readiness needed to manage emergency contracts and agreements and cover response-related costs. Each AHJ is financially responsible for carrying out its legal duties and for obtaining and supporting the resources necessary to do so.

The state supports local response operations in various ways, depending on the incident. Support can range from maintaining situational awareness to locating resources or sending SEOC staff to local EOCs to help with coordination.

State resources may also support private organizations or businesses when doing so serves a "fundamental purpose of government." Because this term is not clearly defined in law, legal guidance would be needed in each case where the private sector requires support.

State agencies will provide executive, policy, and operational representatives, as well as subject matter experts (SME), to the state Policy Group, UCG, SEOC, and ESFs as needed during emergencies and disasters.

Effective two-way information sharing between all partners and levels of government is essential to a successful response. All entities are expected to share information as openly as possible during response while protecting confidentiality and sensitive need-to-know data.

For a successful response, equity is required throughout the entire response process to ensure those with access and functional needs receive the necessary support. Every person in Washington should have equal access to services and resources during a response operation. Each state agency, Tribe, and local government must take steps to ensure information and services are delivered in ways that meet the needs of all community members.

Public perception of an incident may not always reflect its actual severity, so coordinated and inclusive communication with the public is vital during response operations.

The Response Plan is flexible and scalable to provide structures and processes that can be adjusted based on the size and complexity of an incident. As response operations expand or contract, this plan can integrate with existing or newly formed task forces, teams, or coordinating groups as needed.

Recovery begins at the start of response operations. As conditions stabilize, response efforts shift toward recovery. Recovery efforts may continue for weeks, months, or even years after response is complete. Response and recovery often overlap, with some response activities

continuing while others transition to recovery. New or worsening conditions can require a return to response operations even after recovery has begun.

Whole Community

Whole Community Approach

The Whole Community approach brings together Washington residents, businesses, nonprofit organizations, community and faith-based groups, emergency managers, and government officials at every level. Together, they identify community needs and determine the best way to organize and strengthen local resources and capabilities.

In Washington, this approach seeks to engage the full capacity of public, private, and nonprofit sectors. It includes businesses, faith-based and disability organizations, and the public—including people with Access and Functional Needs (AFN); individuals covered under the Americans with Disabilities Act (ADA); people with Limited English Proficiency (LEP); children and their caregivers; and culturally diverse populations. These groups work in partnership with local, Tribal, state, and federal governments.

Governance and Operational Roles

Cities, towns, special-purpose districts, counties, and the state each have distinct responsibilities and legal authorities. They are primarily responsible for response activities within their jurisdictions.

The SEOC generally does not have direct authority to conduct tactical or operational responses. However, it may take on more direct tactical responsibilities when a local jurisdiction's capacity is exceeded. The SEOC's main role is to support response operations by sharing information, coordinating activities, communicating across agencies, managing resources, and maintaining situational awareness.

Coordinating Whole Community Involvement

To ensure Whole Community participation during response, ESFs are organized around state agencies that have the appropriate legal authority to coordinate the function. These agencies work closely with their primary and supporting agencies to share information, maintain situational awareness, coordinate response efforts, and provide resource support to local jurisdictions.

Mutual aid frameworks help extend response capabilities when local and/or state resources are insufficient. These include:

- **Washington Intrastate Mutual Aid System (WAMAS):** Allows participating local jurisdictions and federally recognized Tribes to share resources within the state.
- **Emergency Management Assistance Compact (EMAC):** Enables states to share resources when another state's capabilities are exceeded.

- **Pacific Northwest Emergency Management Arrangement (PNEMA):** Supports coordination and resource sharing among regional partners.

The SEOC coordinates with FEMA and, during federally declared emergencies or disasters, works directly with federal partners to integrate response structures for more effective operations. This includes close coordination on information sharing, situational awareness, and resource management.

Nondiscrimination and Accessibility

All state and local governments must comply with nondiscrimination laws when responding to emergencies or providing disaster assistance. These include:

- **RCW 49.60 – Discrimination: Human Rights Commission**
- **Americans with Disabilities Act (ADA) of 1990**, as amended (42 U.S.C. 12101 et seq.)
- Other applicable nondiscrimination laws

Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency (August 11, 2000) requires federal agencies to provide their grant recipients with instruction on their requirements around language access. Providing meaningful language access to those with LEP may include oral interpretation and written translation services. The Department of Homeland Security (DHS) issued the required grant recipient guidance in 2011 (DHS Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons, 76 Fed. Reg. 21755–21768, April 18, 2011), which outlines how organizations can assess their language service obligations and create effective language access plans.

Access and Functional Needs (AFN)

The term AFN replaces older terms such as “special needs,” “vulnerable,” or “high-risk.” People with AFN may need additional assistance before, during, or after an incident in areas such as communication, maintaining health, independence, support, safety, self-determination, and transportation.

This group may include people with disabilities; those in institutional settings; older adults; children; people from diverse cultures; individuals with limited English proficiency or who are non-English speaking; and people with limited transportation access. (National Preparedness Goal, September 2015)

Household Pets and Service Animals

The Pets Evacuation and Transportation Standards (PETS) Act of 2006 (42 U.S.C. 5170b, 5196, and 5196b) amended the Stafford Act to ensure that state and local emergency plans address

the needs of individuals with household pets and service animals after a major disaster or emergency.

Concept of Operations

The Concept of Operations provides an overview of support, coordination, and assistance to Tribes, state agencies, and elements of local government, which in turn assists disaster-affected residents and visitors of Washington in a comprehensive, coordinated, and expedited manner. This is particularly essential during major and catastrophic incidents that demand immediate action to preserve, protect, and save lives and minimize losses to public and private property in any stricken community overtaken by such occurrences. The two elements of focus in statewide response efforts that influence the success of any emergency response are:

- Support:
    - Resources; the right people, equipment, and other special resources
    - Advice and access to technical expertise to assist authorities with jurisdiction in the formation of appropriate strategies, tactics, and action plans in the way in which the resources are applied
    - Delivery of services in a manner that meets the needs of the whole affected community
- Coordination:
    - Management of the operation, including leadership, cooperation, and communication
    - Clear policy and decision-making
    - Facilitation of open two-way information sharing to gain situational status and awareness that provides necessary content to inform effective strategy, tactics, and resource application
    - Guidance of all involved state agencies and impacted local jurisdictions and Tribes toward a well-defined desired end state

To reach the desired end state where impact assessments indicate the incident has stabilized, meaning that conditions are no longer declining but are on an improving trajectory, thus prompting the initiation of the transition from response to recovery, the Washington SEOC and ESFs are prepared to support state agencies and local partners (i.e., local jurisdictions, Tribes, and other impacted entities), as appropriate, during a disaster when their resources have been exhausted and/or assistance is requested. Since emergency response at the local level or political subdivision, as described in RCW 38.52.070, is the first layer of disaster management, the state may not become actively involved in the incident until the impacted jurisdiction has exercised mutual aid as needed and as available and has requested assistance due to the expectation that resources will be exhausted. When this critical point in an emergency has been reached, or is expected, the SEOC becomes actively engaged in the incident response. Despite the state not being involved at a level that warrants a change in SEOC activation level prior to

resource engagement, the SEOC passively maintains situational awareness, supports operational coordination, provides advice and technical assistance as requested, and public information and warning throughout incidents managed at a local level.

The Adjutant General (TAG), as the State Emergency Manager, delegates the authority for decision making to raise and lower the SEOC activation level to the EMD Director and State Coordinating Officer (SCO). The EMD Director, or their delegate, has the final authority within the SEOC to change the activation level and does so in consultation with the SCO, Response Section Manager, and SEOC Supervisor. When changing the activation levels, or throughout an activation, should the need to activate or deactivate an ESF be determined, the SEOC coordinates with the designated ESF Lead from the ESF coordinating agency. The SCO then makes the decision to activate or deactivate the ESF. ESF coordinating or primary agencies may also identify reasons for which their ESF and/or others should be activated (or deactivated) to effectively execute that function and/or the statutory responsibilities of certain state agencies. In these instances, the SEOC expects that the ESF Lead alerts the SEOC to their recommendation to activate (or deactivate), so the decision can be made and coordinated with the SCO. ESF activation and deactivation by the SEOC or by the ESF coordinating and primary agencies, requires two-way communication and coordination. ESF and SEOC activation decisions are made based on the span of control, nature, size, complexity, and the current and anticipated resource requests to support emergency response.

From this point forward, throughout response and into the transition to recovery, the SEOC and activated ESFs will work with impacted local jurisdictions, state agencies, and Tribal governments to provide information coordination and resource support. Following SEOC standard operating procedures, if needed resources are not available in-state, the SEOC works with other states, the federal government, and Canadian provinces (British Columbia and the Yukon Territories) to acquire those resources as appropriate.

Resources may be sourced (i.e., leased, rented, obtained) through lead, coordinating, or supporting agencies of activated ESFs, mutual aid, federal resource requests, or purchased from private entities. The resulting cost of obtaining the resource is incurred by the authority having jurisdiction, which includes, but is not limited to, the National Guard and/or EMAC resources. From the time a resource request is received to the time the resource is demobilized, each resource must be tracked and accounted for. Throughout response, the Operations Section and activated ESF Group Supervisors coordinate with the impacted jurisdictions to anticipate potential resource needs as far in advance as possible.

As the incident stabilizes, ESFs and SEOC positions will be deactivated based on the reduced need for assistance at the local level, as well as the reduced need for additional interagency coordination among state and federal agencies and nongovernmental organizations (NGO). Once it has been determined that the incident has stabilized and no longer requires response focused efforts, often indicated by community lifelines in the green (stable) condition, the SEOC

will transition from a response stance to recovery with the support of ESF 21 – Recovery, and Recovery Support Functions (RSF). The SEOC Operations Section will support the transition from response to recovery by working with involved state agencies, NGOs, other authorities having jurisdiction, and key resource providers to identify the lines of effort that must continue to occur and the responsible parties as recovery efforts progress. The required documentation and coordination activities will be transitioned to those responsible parties. The SEOC Planning Section supports the transition from response to recovery through the continued production and publication of situation reports, incident action plans (IAP), and essential elements of information (EEI) data collection, analysis, and dissemination. This ensures that lines of communication and information sharing continue to exist and are functioning well to support continuity through the transition of responsibilities into recovery.

Direction, Control, and Policy Coordination

All disasters and emergencies start and are managed at the local level when initial response begins through everyday systems, such as a call to 911. When needed, local jurisdictions coordinate with county emergency management offices and neighboring agencies to provide additional support. Local incident commanders lead tactical operations and direct on-scene activities. Tribal governments respond to incidents within their own lands and jurisdictions, exercising command and control under the law of the Tribe.

Incident commanders report through their established chain of command and request resources through their local EOC, Emergency Coordination Center (ECC), or other designated resource coordination points. If local capabilities are exceeded, and public, private, and mutual aid or inter-local agreement resources are fully used, the EOC or ECC may request assistance from the SEOC. State agencies may also request SEOC assistance if an incident overwhelms their ability to carry out their legal duties.

Under the governor's authority, the SEOC can coordinate the procurement and delivery of requested resources and may use state funds appropriated for disaster response and recovery efforts. Although cities that are formally recognized as independent emergency management jurisdictions may request assistance directly from the SEOC, the state strongly recommends that these requests first go through the county EOC or ECC. This helps ensure faster coordination and more efficient use of resources at the local level. Tribal nations may request resources and coordinate assistance directly through federal, state, county, and/or local channels, depending on their needs and preferences.

In major or catastrophic disasters or when state resources are exhausted, the state may request additional assistance from the federal government, other states, or Canadian provinces of British Columbia and the Yukon Territories, through mutual aid.

General State Response

Pursuant to RCW 38.52.030(2) and RCW 38.52.010(12), the Director of the Washington Military Department (also known as The Adjutant General or TAG), subject to the direction and control of the governor, is responsible for carrying out all emergency functions of the state to mitigate, prepare for, respond to, and recover from emergencies and disasters, including coordination of all state and local resources and the activities of all state and local emergency management organizations. The State CEMP reflects these responsibilities. When the governor proclaims a state of emergency, the proclamation will direct that the plans and procedures in the State CEMP be implemented. TAG carries out these responsibilities in cooperation and collaboration with state agencies, local jurisdictions, volunteer organizations, and the private sector. The governor, through TAG, can provide liaisons to federal agencies. An Agency Representative of the SEOC (referred to as an SEOC Representative or SEOC Rep) may be provided to local jurisdictions, Tribal nations, neighboring states, and other entities based upon the scope of the disaster or emergency and available resources. The purpose of deploying an SEOC Representative is to enhance coordination and information sharing, and to generate appropriate requests for assistance to aid the affected local jurisdiction, Tribe, or state agency. The state agencies with coordinating agency responsibility for each ESF will arrange the appropriate involvement of other primary and supporting agencies for that ESF to ensure that each agency's statutory responsibilities are appropriately addressed and each agency's resources are optimally engaged.

Figure 1, Emergency Management Operational Structure-Local & State Incidents, depicts the control and coordination channels used during incidents and emergencies in Washington that do not have federal assistance or a Presidential Disaster Declaration.

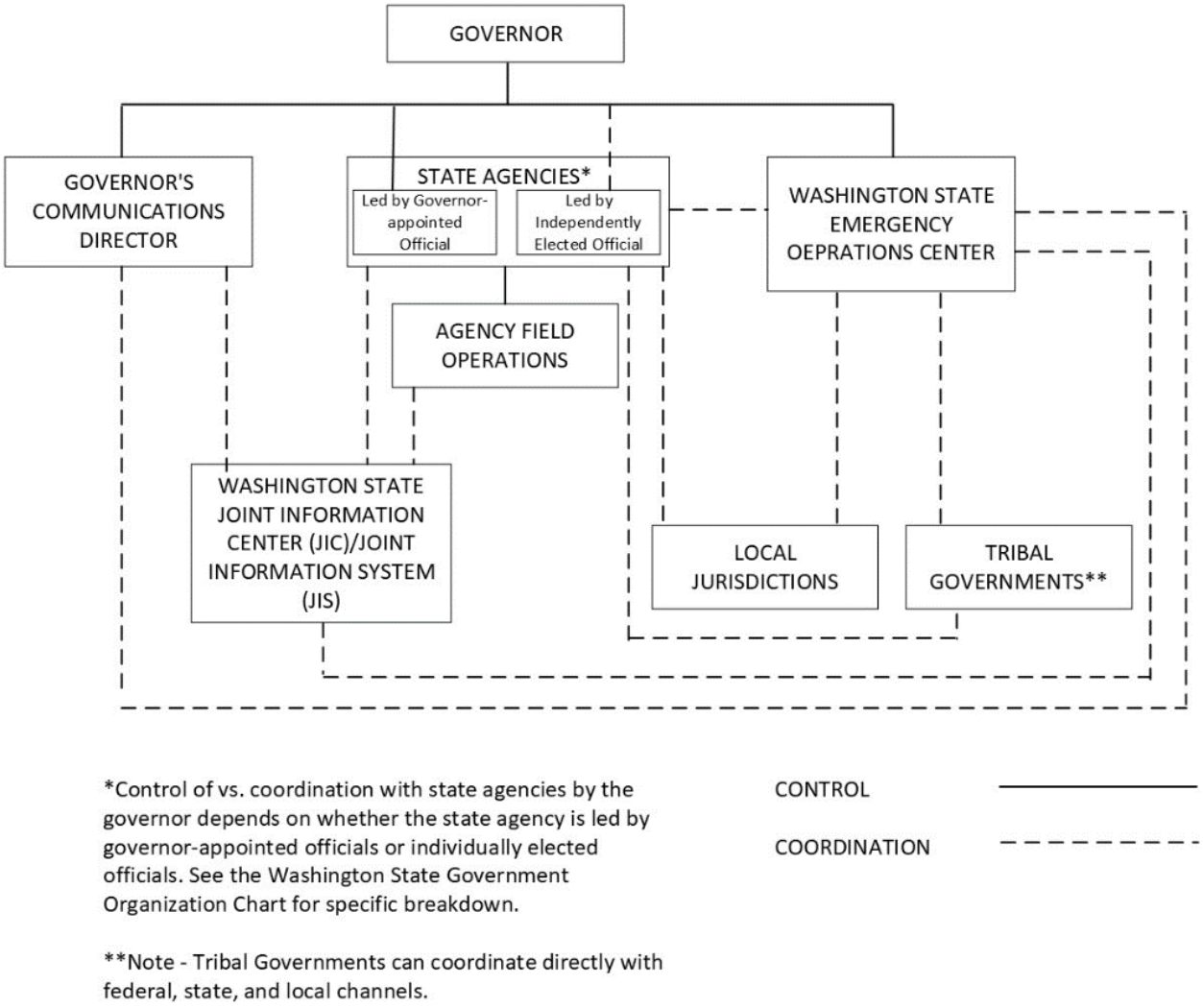

Figure 1: Emergency Management Operational Structure Local and State Incidents (No Federal Assistance)

Policy Coordination

A Policy Group (PG) is established to provide policy direction to the UCG when needed during a major event if:

- The governor determines it a necessity, and/or
- The UCG requires guidance regarding:
    - Incident priorities,
    - The governor's desired end-state, and/or
    - The governor's preferred approach to prioritization of scarce critical resources

The PG could include the governor or their designee (often Chief of Staff), along with any state agency heads and/or cabinet officials whom the governor or their representative needs

involved to determine incident priorities and desired outcomes and provide guidance on scarce critical resource allocation. All members of the Policy Group must have the authority to make policy decisions on behalf of their represented organization. Technical specialists may also be asked to advise the PG as needed.

The PG provides direction to the UCG in the form of high-level priorities and descriptions of desired end states. The PG provides the UCG characterization of the desired end-state to guide the response, along with priorities for focus of response efforts and resources, particularly when resource needs exceed those available, creating scarcity of critical resources.

The UCG relies on the PG to provide specific direction, with respect to how to allocate scarce critical resources, and to address the governor's priorities. The UCG takes the PG's guidance and turns it into operational objectives for the SEOC [and Joint Field Office (JFO) if established] for each operational period.

The SEOC team, through the operational period planning cycle, takes these objectives and develops strategies and lines of effort to operationalize the objectives according to the priorities. All the while, the SEOC also gathers, analyzes, aggregates, and presents situational awareness information pertaining to the outlay of resources, local lines of effort, status and stability of community lifelines, and progress toward lifeline stabilization, sharing that amongst jurisdictions and upward to the PG and UCG to inform effective decision making and objective formation.

This guides effective response prioritizing resource allocation to execute the lines of effort which bring stability to the priority lifeline impacts. This is an iterative process – policy direction from the PG is generally more durable and unlikely to change every operational period, but the UCG operates on the same operations-tempo as the SEOC to keep the SEOC equipped with the most timely and relevant objective-based guidance. A PG may not be established for every activation as it will depend on the complexity of the event.

UCG – Stafford Act Incidents

During an emergency or disaster declared under the Stafford Act (i.e., a presidentially declared emergency or major disaster), the UCG is composed of, at minimum, an SCO and a Federal Coordinating Officer (FCO).

The SCO, or appointee is the ranking state official having responsibility for the state-level response who partners with the FCO. The FCO is appointed by FEMA and serves as the ranking federal official for the response and recovery effort.

In the event that significant Department of Defense resources are used to support civil authorities, the UCG is also expected to include a Defense Coordinating Officer (DCO) who is appointed by the Department of Defense and serves as the ranking defense official for the response.

In the event the state or joint state-federal response and recovery are cooperating with one or more federally recognized Tribal nations, the UCG may also include a Tribal Coordinating Officer (TCO) from each of the cooperating Tribes. There are also circumstances in which local jurisdictions may be invited to participate in a UCG, or in which other state officials having authority or jurisdiction are represented in the UCG. The UCG is intended to coordinate efforts in a manner where all authorities having jurisdiction can satisfy their responsibilities by law, and is comprised based on those needs, with the exception of agencies with major financial involvement in resource support which may be included in the UCG as needed.

UCG – Non-Stafford Act Incidents

For non-Stafford Act declared incidents, a UCG may be formed involving appropriate state, local, and Tribal representatives, or the SCO may individually provide operational direction to the SEOC Supervisor and SEOC in the form of operational objectives.

When appropriate for the incident, ranking officials from state agencies with authority/responsibility related to the incident may join a UCG. TCOs and/or ranking local officials may also be included to provide joint operational direction to the SEOC in instances where direct policy coordination is required.

Members of the UCG must have the authority to make or commit resources and decisions on behalf of their represented organization. The SCO may, as needed, request the participation of any technical specialist or other individuals as required to provide appropriate policy guidance into SEOC operational objectives, or to achieve the necessary level of coordination, while limiting the UCG to the fewest number of members necessary for the purposes of efficient decision making.

Federal Agencies with Independent Authorities

A number of federal agencies and officials have their own authority to act independently of FEMA and outside of the Stafford Act to declare an emergency or take specific response actions in certain situations where they have clear authority.

Some instances that may take this shape include a public health emergency that the Secretary for the Department of Health and Human Services (HHS) may declare, an agricultural or drought emergency that the Secretary of the Department of Agriculture (USDA) may declare, a disaster causing economic injury that the Small Business Administration (SBA) may declare.

Additionally, incidents relating to terrorism, and other law enforcement led situations, fall into the primary purview of federal agencies outside of FEMA. In these instances when federal agencies and officials have their own authorities to act and declare an emergency outside the scope of FEMA and the Stafford Act, the federal agencies may assume command as per their statutory authority, direct some or all response operations, and/or coordinate directly with

affected political subdivisions and involved state agencies, thus creating a circumstance existing beyond the confines of this plan.

For an incident falling within this set of circumstances, please consult the lead federal agency's response plan.

Emergency Management Operations Roles

Figure 2, Emergency Management Operational Structure for Presidential Declarations, depicts the control and coordination channels used during incidents and emergencies in Washington that receive federal assistance through a Presidential Disaster Declaration. Note: Some federal assets such as the FBI will coordinate directly with the affected political subdivision.

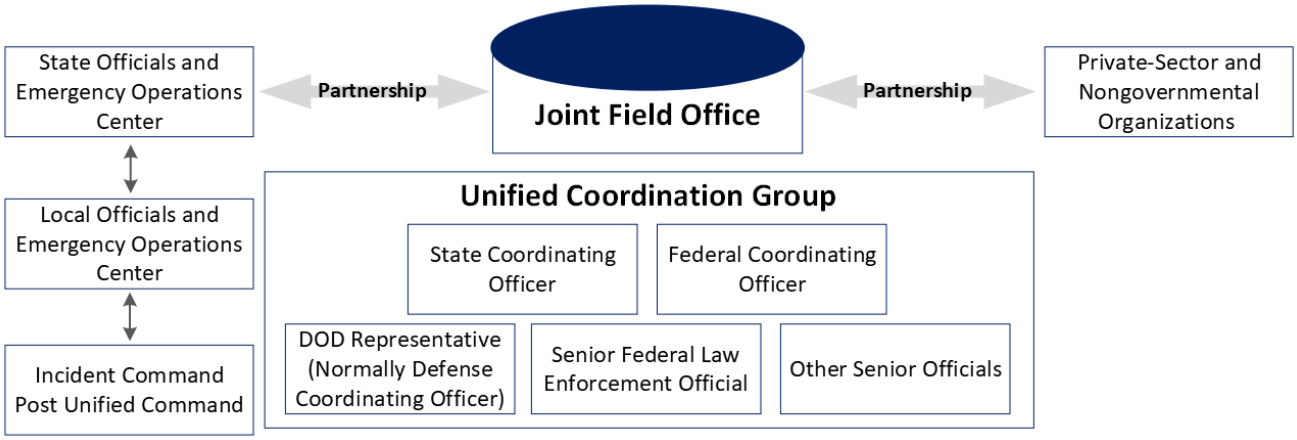

Figure 2: Emergency Management Operational Structure-Presidential Declaration (Federal Assistance)

The Joint Field Office (JFO) is a temporary location that is stood up locally when activated by the FCO and SCO for joint (federal multi-agency coordination) disaster response and recovery operations to be coordinated in the case of federal declaration.

Field-level domestic incident management activities related to response and recovery are typically facilitated from the JFO. The JFO is the unified command center of the disaster for coordination of federal [FEMA and other federal agencies (OFA)], Tribal, state, local, nongovernmental, and private-sector organizations with primary responsibility for activities associated with threat response and incident support. If there is a federal response, the JFO takes on a federal role, with state coordination.

The Governor is responsible for providing general supervision and control of the emergency management functions of the Washington Military Department, carrying out the provisions of the Emergency Management Act (RCW 38.52) and, in the event of disasters beyond local control, assuming direct operational control over all or any part of the emergency management functions within this state, as described in RCW 35.52.050(1). The governor delegates authority

for emergency management supervision, strategic guidance, and overall direction to the Director of EMD via TAG [WAC 118-30-03(2)].

The governor is authorized to cooperate with the federal government, with other states, and with private agencies in all matters pertaining to the emergency management of this state and of the nation, as provided in RCW 38.52.050(2). The governor is further authorized and empowered:

- To make, amend, and rescind the necessary orders, rules, and regulations to carry out the provisions of RCW 38.52 within the limits of the authority conferred upon them in the Emergency Management Act, with due consideration of the plans of the federal government (RCW 38.52.050(3)(a));
- On behalf of this state, to enter into mutual aid arrangements with other states and territories or provinces of the Dominion of Canada, and to coordinate mutual aid inter-local agreements between political subdivisions of this state (RCW 38.52.050(3)(b)); and
- To cooperate with the President and the heads of the armed forces, the emergency management agency of the United States, and other appropriate federal officers and agencies, and with the officers and agencies of other states in matters pertaining to the emergency management of the state and nation (RCW 38.52.050(3)(e)).

The Adjutant General (TAG) may employ personnel and make expenditures that are necessary for the purposes of emergency management within the appropriation provided for these functions or from funds made available for purposes of emergency management, as authorized by RCW 38.52.030(1).

Pursuant to RCW 38.52.030(2), the Director (TAG) is responsible to the governor for carrying out the program for emergency management of this state, coordinating the activities of all organizations for emergency management within the state, maintaining liaison with and cooperating with emergency management agencies and organizations of other states and the federal government, and performing such additional functions, duties, and responsibilities under the Emergency Management Act as may be prescribed by the governor.

TAG is required by RCW 38.52.030(3) to develop and maintain the CEMP for the state and is responsible to the governor for carrying out the program for emergency management of the state.

This includes the procedures to be used during emergencies for coordinating local resources, as necessary, and the resources of all state agencies, departments, commissions, and boards, as authorized by RCW 38.52.030(3).

Pursuant to RCW 38.52.030(9), this also includes preparing and administering a state program for emergency assistance to individuals within the state who are victims of a natural, technological, or human-caused disaster, as defined by RCW 38.52.010(13)(a).

The emergency assistance to individual programs is to "be integrated into and coordinated, to the extent possible, with federal disaster assistance plans and programs providing the state or, through the state, any political subdivision of the state, services, equipment, supplies, materials, or funds by way of gift, grant, or loan for purposes of assistance to individuals affected by a disaster." (RCW 38.52.030(9)).

The Director of EMD is responsible for preparing the state, to the extent possible, to deal with any disaster or emergency by administering the program for emergency management defined by TAG.

The EMD Director also coordinates the state's response in any disaster or emergency. The EMD Director's primary duty is responsibility for effective and collaborative response to and recovery from incidents and disasters.

Additionally, the EMD Director:

- Maintains outward facing interaction with state, Tribal, federal, and local elected officials, including the media and the public;
- Supports local and Tribal emergency managers;
- Maintains coordination and consultation with federal officials;
- Serves as primary PG Coordinator or delegates responsibility; and
- Provides the PG's intent, direction, and priorities to the SCO.

The Governor's Authorized Representative (GAR) is appointed by the governor and executes all the necessary documents, particularly agreements with the federal government, on behalf of the state and the governor.

The GAR administers federal disaster assistance programs on behalf of the state and local governments and other grant or loan recipients. The GAR is responsible for state compliance in accordance with the FEMA/State Agreement.

The State Coordinating Officer (SCO) is appointed by the governor for federally declared emergencies and by the EMD Director for non-federally declared events.

The SCO is responsible for the coordination of state disaster assistance efforts. In circumstances when federal coordination is not required, the SCO, or designee, coordinates the UCG and state response and/or recovery efforts.

The SCO determines the need for and membership of the UCG, provides coordination of the group, and oversees and delegates the group's administrative duties. They establish the state's priorities and provide executive co-leadership for the UCG and JFO state staff.

The SCO provides operational oversight and direction of the disaster or emergency to JFO and SEOC operations, directing and coordinating with the SEOC Supervisor. The SCO is also

responsible for the direction and coordination of all state disaster staff, state agency executives, SEOC supervisor, and state technical representatives.

The SCO takes strategic guidance passed from the Policy Group, if one is convened, or the EMD Director, if there is not a Policy Group for the incident, and executes on behalf of the governor and other policy officials. The SCO may or may not be designated as the GAR.

The SCO is responsible for:

- Providing executive oversight and direction of the disaster or emergency response and recovery on behalf of the governor;
- Ensuring the execution of the priorities established by the governor and/or the Policy Group;
- Providing operational objectives to the SEOC to direct response efforts;
- Interfacing with the FCO in the case of a declaration of a major disaster or emergency under the Stafford Act and with the DCO in the case of application of defense support for civil authority or Defense Support of Civil Authorities (DSCA) resources under a Stafford Act declaration;
- Directing activities for state departments and agencies;
- Integrating state, federal, local, and voluntary agencies' actions; and
- Coordinating response and recovery operations.

The Federal Coordinating Officer (FCO) is appointed by the President to coordinate federal assistance in the designated area following the declaration of a major disaster or emergency under the Stafford Act.

The FEMA FCO, in coordination with the UCG, may establish a JFO for the duration of the emergency and work with the SCO (and DCO if assigned) to coordinate the federal response. The FCO will be in unified coordination with the SCO throughout the incident to coordinate delivery of federal assistance according to state priorities.

The Defense Coordinating Officer (DCO), a Title 10 Active Duty officer, is assigned to each FEMA region and may work at the Regional Response Coordination Center (RRCC), at the FEMA regional office, or may pre-deploy to an incident command site.

A DCO will generally be involved in DoD's response to DSCA. If federal military forces deploy, the DCO will normally deploy to the JFO or SEOC and participate in the UCG alongside the FCO and SCO.

The DCO coordinates DoD support to the Primary Agency and FCO for ESFs. The DCO provides subject matter expertise for all state and federal emergency response plans, coordinates with FEMA staff, state emergency responders, TAGs, and Joint Force Headquarters (JFHQ)-State staff.

The DCO also assigns military liaisons as appropriate and coordinates with all military installations regarding Base Support Installation (BSI) operations. These responsibilities are subject to modification based on the situation.

The Tribal Coordinating Officer (TCO) is assigned by a Tribe and is designated as part of the FEMA Tribe Agreement.

The TCO coordinates Tribal disaster assistance efforts with those of the federal government and state partners, as applicable. The Tribe may choose to coordinate with the state or not, whether within or outside of a Stafford Act declaration.

The SCO would include TCOs in the UCG, at the TCO's discretion in cases when the Tribe elects to coordinate with the state.

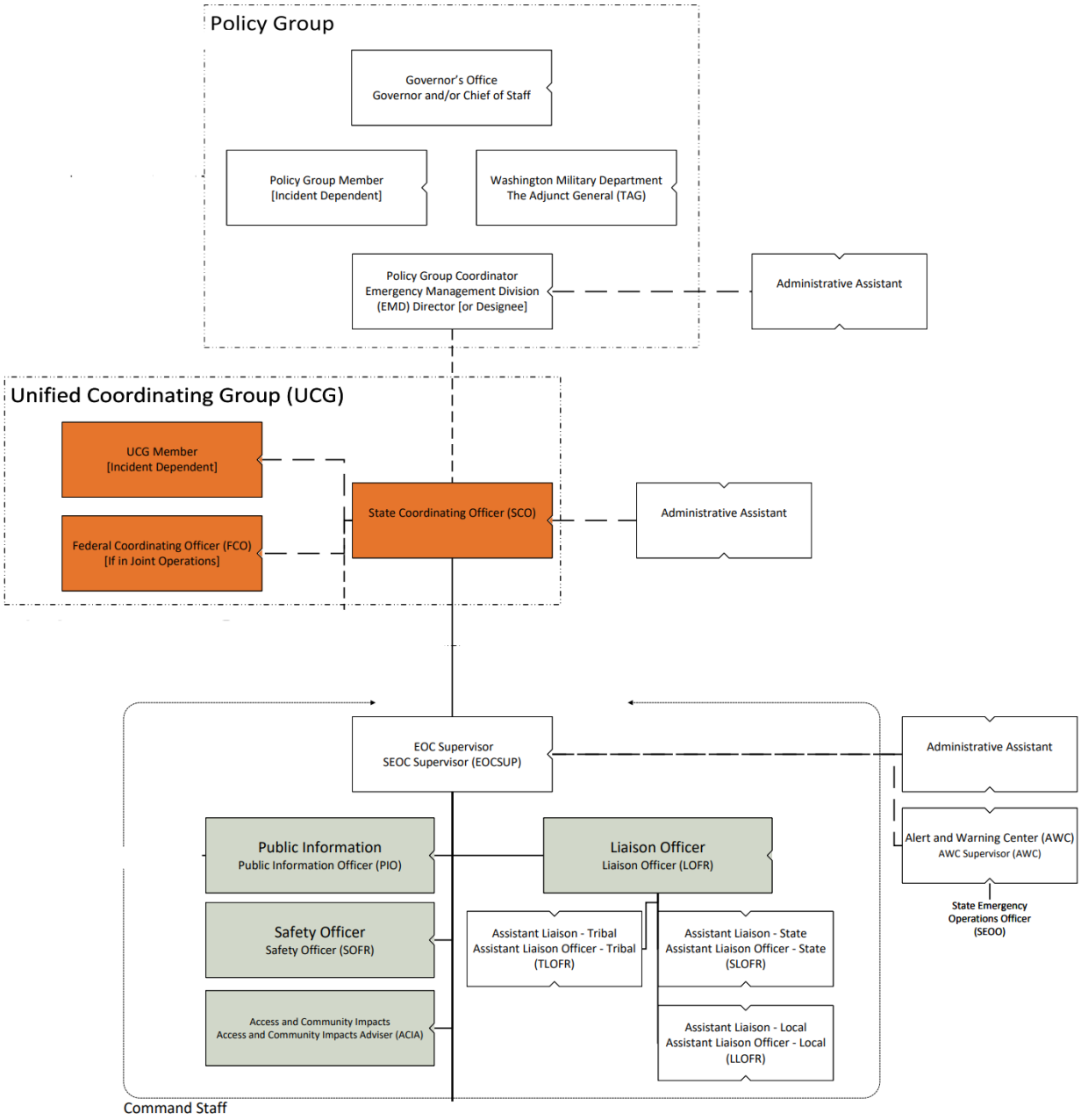

Figure 3: Washington State Emergency Operations Center Organization Chart

Policy Group

The Policy Group is responsible for coordinating state policy level decision making during an incident. The Policy Group, when active, is the highest level of incident decision-making.

The Policy Group is convened and facilitated by the Policy Group Coordinator who is responsible for the organization and coordination of the Policy Group and its Agency

Representatives. The Policy Group is headed by the governor or their designee, oftentimes the governor's chief of staff.

Policy Group Agency Representatives provide agency expertise for policy coordination of response and recovery actions under the responsibility or authority of their parent organization. Agency Representatives act on behalf of their executive management.

The Policy Group is comprised of the standing members – the governor or designee, TAG, and Policy Group Coordinator – and rotating members depending on the type of incident and needed response.

Rotating members would be the state agency heads or their designees, state agency officials with distinct legal authority or responsibility in the response efforts (e.g., State Health Officer, State Veterinarian), and senior most SMEs whose input and advice is required to make appropriate decisions for the situation.

The Policy Group may ask for additional briefers and/or SMEs that are not part of the Policy Group to attend and brief at meetings. However, Policy Group meetings are exclusive and kept to the fewest number of people possible in any given situation to enable expedient decision making.

The purpose of the policy group is to:

- Provide incident priorities to the UCG;
- Provide direction on how to allocate scarce critical resources;
- Recommend (or develop) the promulgation, amendment, or suspension of certain orders or regulations associated with response and recovery efforts;
- Consider informed recommendations to determine how to best implement policies that execute state level statutory authorities to support incident response to achieve priorities that ensure public safety and welfare of the state's residents;
- Coordinate with primary and supporting agencies regarding legal authorities, potential legislative action, and/or emergency actions;
- Guide and coordinates with the UCG through policy decisions; and
- Provide strategic direction to the information and communication provided to the public to support people, businesses, and organizations in coping with the consequences of the incident.

Unified Coordination Group

The UCG provides leadership and objectives for SEOC operations during both state level and joint federal responses. The UCG and SEOC provide support for Tribal/local response efforts and conduct broader support operations that may extend beyond the incident site.

During a SEOC activation the SCO determines the need for a UCG. In the absence of a UCG, the SCO provides the decision-making functions of the UCG.

The UCG, which functions as a multi-agency coordination entity (as defined by the NIMS), is composed of senior leaders representing state and federal interests, and as appropriate in certain circumstances, local and Tribal interests.

The composition of the UCG varies from incident to incident, depending on the scope and nature of the disaster, as UCG members must have significant jurisdictional responsibility and relevant functional authority. The SCO identifies state agency policy level officials that need to be involved in the UCG based on the given situation. The state agencies included will be those with primary legal authorities and responsibilities associated with the situation and/or those with an outstanding level of financial or resource commitment to the incident response efforts.

UCG membership and meeting participation is kept to the minimum number of people necessary to achieve incident priorities, allocate resources, and create objectives for the SEOC for the given situation.

The purpose of the UCG is to:

- Set and/or update operational objectives for each operational period with the SEOC Supervisor, Operations and Planning Chiefs, based on the incident priorities and policy direction provided by the Policy Group;
- Determine and prioritize state response and recovery objectives to support stakeholders (local jurisdictions, Tribes, state agencies, and federal partners);
- Provide multi-agency coordination at the executive level for state government for collaborative high-level problem solving;
- Provide multi-agency coordination to prioritize and allocate constrained resources and/or recommendations according to the priorities and direction given by the Policy Group;
- Coordinate among agencies to provide input to the Joint Information Center/System (JIC/JIS) on effective messaging strategies to support the execution of incident priorities and objectives;
- Coordinate state policy with federal policy when federal resources are involved and resolve conflict if necessary; and
- Evaluate long-term impacts on the people, property, environment, and economy of Washington and identify related and relevant policy decisions surrounding such extended impacts to be escalated to the Policy Group for awareness and decision.

Integrated Coordination

Emergency Operations / Coordination Centers

State, Tribal, and local emergency management organizations typically coordinate their response activities from a central location that has the communications tools needed to manage operations. These facilities are called EOCs or ECCs. Coordination can also take place

virtually or through a hybrid approach. Each organization maintains procedures to ensure its EOC or ECC is properly staffed, equipped, and ready to activate when needed.

During disasters and emergencies, the governor or a designated representative, along with directors or designees from key state agencies, may operate from the primary SEOC, an alternate state EOC identified in the Washington Military Department Continuity of Operations Plan, or another location designated by TAG.

Local EOCs and ECCs should be activated, staffed, and managed according to local procedures. Tribal governments operate their EOCs or ECCs according to their own laws and policies. State agencies may also manage response operations from their internal coordination centers or other facilities as needed to meet their specific responsibilities. Many agencies maintain their own EOC/ECC capabilities, Incident Management Teams (IMTs), mobile response units, and virtual coordination tools.

Horizontal Integration

Emergency Support Function (ESF) Leads and Group Supervisors

Each ESF has a designated Lead and Alternate, appointed by the ESF's Coordinating Agency. The ESF Lead is responsible for managing and coordinating the representatives from the coordinating, primary, and supporting agencies during normal, non-response periods. They also serve as the SEOC's main point of contact with the ESF at any time, day or night.

The ESF Lead helps ensure their ESF can carry out its mission as described in CEMP Base Plan and its respective ESF Annex. They do this through information sharing, resource coordination, and planning activities during "blue-sky" (non-emergency) periods. ESF Leads are also responsible for ensuring their ESF members are properly equipped and trained in advance of any activation. They should regularly communicate with their primary and supporting agencies to confirm that everyone understands their responsibilities, remains prepared to respond to different types of incidents, and maintains an up-to-date inventory of available resources.

When the SEOC is activated, an ESF Group Supervisor is assigned by the ESF Coordinating or Primary Agency to manage that ESF's operations. This position only exists during SEOC activation, and the individual filling it may change between incidents to best meet the specific needs of each situation. This position may be filled by the ESF Lead or another qualified person, depending on the type of incident, its impacts, and the agencies involved. When an ESF is activated to support the SEOC's response operations, the ESF Group Supervisor coordinates the ESF's response by sharing information, overseeing assigned activities, and directing resources as needed.

State Agency Liaison (SAL)

Each state agency has an appointed primary and alternate State Agency Liaison (SAL) to serve as the main points of contact for their agency for emergency management matters, as outlined

in the CEMP Base Plan and RCW 38.52.030(2)-(4). SALs have the authority to make decisions on behalf of their agency, including assigning personnel and resources when needed. They represent their agency in emergency management coordination and communication with EMD and other state agencies. SALs also take part in the monthly statewide SAL meetings.

Mutual Aid Agreements

Mutual aid agreements are arrangements to lend assistance across jurisdictional boundaries due to an emergency response that exceeds local resources. Within emergency management, mutual aid has come to mean the specific legal mechanisms by which governments, non-governmental organizations, and private sector entities share resources. The WAMAS is used by many local jurisdictions across Washington. Refer to the Logistics section of this document for further details on WAMAS.

Local jurisdictions, particularly counties, can integrate with one another by working with neighboring jurisdictions to use mutual aid to obtain resources and response support. Although not expected or required, Tribes may also choose to integrate with their neighboring local jurisdictions by entering into agreements with and requesting mutual aid assistance from counties and other political subdivisions. Additionally, Tribes may request support and mutual aid from the state or FEMA directly.

Horizontal Integration with Tribal Governments

If Tribes choose, they can integrate government-to-government with the state. The level of integration and coordination between the SEOC and the involved Tribe(s) is dependent on the level of impact experienced by the Tribe and the level of support needed by the Tribe. A Tribe may also choose not to coordinate with the state in any way. The level of integration differs with the situation and how the Tribe chooses to approach it.

Business and Infrastructure Branch

The Business and Infrastructure Branch serves as the main connection between the SEOC and Washington's network of infrastructure owners and operators. Its primary role is to coordinate communication and collaboration between the SEOC and critical infrastructure partners. During a Level 1 SEOC activation, when the SEOC is fully expanded in response to a large or catastrophic incident, the Branch's main responsibility is to coordinate the response priorities of ESFs 1, 2, 3, 11, and 12. This coordination helps the Operations Section and SEOC develop clear, actionable objectives for critical infrastructure response.

However, many private sector organizations that play an important role in response do not fall neatly under one of the ESFs that make up the Business and Infrastructure Branch. To fill this gap and strengthen the efforts of the Business and Infrastructure Branch, the state is developing a new ESF 14 – Cross-Sector Business and Infrastructure. ESF 14 will provide a formal framework for coordination with private sector partners that do not align elsewhere

(e.g., Washington-based corporations, grocery store chains, “mom and pop” shops, etc.). ESF 14 will also be the coordinating entity for the vertical integration of the state Business Emergency Operations Center (BEOC) with local BEOCs and the national BEOC. The nature of the new ESF will allow it to support Business Re-Entry (previously ESF 5 – Emergency Management, Appendix 1) and supply chain disruption response.

Continuity of Government

The Washington State Constitution, Article III, Section 10, provides the line of succession for the Office of the Governor should the office become vacant: "In case of the removal, resignation, death, or disability of the governor, the duties of the office shall devolve upon the lieutenant governor; and in case of a vacancy in both the offices of governor and lieutenant governor, the duties of governor shall devolve upon the secretary of state." The provisions of RCW 42.14, Continuity of Government Act, shall apply if necessary. Executive directors of state agencies will designate successors to ensure continuity of leadership and operations. Successors should be aware of their emergency responsibilities. Directors are responsible for their agency having a continuity of government or continuity of operations plan in place, exercise of the plan, and, if necessary, updating the plan on an annual basis (RCW 38.52.030(12)). Plans should clearly specify alternate business locations, emergency response procedures, and alternate means of communication. State elected officials and appointed directors of government and governmental agencies will identify, preserve, and adequately protect essential records in accordance with RCW 40.10.010, Essential Records, in order to provide for the continuity and preservation of civil government. Under Article XI, Section 11 of the Washington State Constitution, any county, city, or town "may make and enforce within its limits all such local police, sanitary, and other regulations as are not in conflict with general laws." They are also charged with the responsibility for ensuring provisions are made for continuity of government during emergencies within their respective jurisdictions.

Continuity of operations and continuity of government (COG) are closely linked, supporting the functionality of one another, and supporting the execution of incident response efforts at the state level. State agency continuity feeds into the SEOC continuity and response capability, as state agency continuity of operations are necessary for the agencies to fulfill their legal requirements and authorities and essential functions. An agency’s ability to complete such obligations enables it to perform its ESF coordinating, primary, or supporting roles. Continuity at the state agencies feeds into the state’s continuity of government, as an aspect of the SEOC’s mission is to activate and support a COG mission independent of or concurrent with other issues. The SEOC can also be called on to coordinate among ESFs and agencies for the delivery of services and support to execute and assist in state agency continuity missions, as the SEOC is the point of incident escalation for state agencies in the same way it is for the counties and Tribes.

Vertical Integration

Local Integration

Vertical integration by the SEOC with local jurisdictions connects the SEOC directly with the counties to provide support. The SEOC works with state agencies to provide assistance and resources to help local jurisdictions manage response operations.

The Director of Emergency Management for a political subdivision, appointed by the executive head of the political subdivision, is responsible for organizing and managing emergency management activities within their jurisdiction and, when needed, outside their boundaries when required as allowed under RCW 38.52.

Under RCW 38.52.070(2), counties, cities, and towns can enter into contracts and take any actions needed to protect lives, property, and public health during an emergency. In extreme emergencies, they are allowed to bypass normal legal procedures and timelines (except for constitutional requirements) to respond quickly. This may include hiring temporary workers, renting equipment, purchasing supplies, and spending public funds as necessary to meet urgent needs.

The response system follows a clear hierarchy. It starts at the local level, where incidents occur, and moves upward to the state, and then to the federal level if needed. Counties are responsible for coordinating response efforts among cities and other local jurisdictions within their borders. Cities and smaller political subdivisions should request resources from their counties first. Counties, in turn, are expected to share resources within the county and use mutual aid agreements before asking the state for help. When requests are sent to the SEOC, it is assumed that local resources are already exhausted or will soon be. This ensures that state assistance is provided only when truly necessary.

At the local level, incident command is usually established at an Incident Command Post (ICP), where responders, typically from the city or fire district, direct tactical operations. In some cases, county agencies may take on this role and/or it may occur in a shared EOC. The ICP is generally supported by a local EOC, operated by the city or county where the incident is happening.

During response operations, the SEOC Supervisor, Section Chiefs, and activated ESFs provide situational and activity updates from across the state to local jurisdictions and Tribes. The SEOC may coordinate with Tribes alongside local jurisdictions or work separately with the Tribes, depending on the Tribe's preferences and the needs of the situation. (See Horizontal Integration with Tribal governments.)

Information sharing and coordination occur through multiple methods, including conference calls, situation reports, and geospatial data using GIS applications. During coordination calls,

local and Tribal partners can share their own updates and ask questions directly to SEOC staff, Section Chiefs, and ESFs.

After each coordination call, a meeting summary is created. This summary highlights key updates, outstanding information requests, and any issues that require follow-up, either directly with the requester or during the next scheduled call.

Federal Integration

For any incident, even those without a Stafford Act declaration, the SEOC may request a FEMA representative to join operations at the SEOC. This helps improve information sharing and coordination between state and federal partners. The SEOC may make this request early in response if the situation is expected to worsen and federal support is likely to be needed.

Throughout an incident, whether or not a Stafford Act declaration is made, the SEOC maintains regular communication with FEMA Region 10's Mobile Emergency Response Support (MERS) Operations Center, which also serves as the FEMA Region 10 Duty Office. The office coordinates with the FEMA National Watch Center and FEMA Region 10 leadership to share information and updates.

If the state anticipates needing federal assistance from the FEMA Regional Incident Management Assistance Team (IMAT), the SEOC informs the FEMA Region 10 Administrator. When an IMAT deploys to Washington, the SEOC and IMAT operate together in a joint command structure. Their command and general staff work side by side to manage the response, follow a unified planning process, and produce a single Incident Action Plan (IAP) for each operational period. The SEOC may also request incident management assistance from FEMA Region 10 outside of a Stafford Act declaration. In these cases, the approach to coordination and integration will depend on the specific needs of the incident and the level or type of support FEMA can provide.

Please refer to the Policy Coordination section for additional information on federal integration via the UCG and FCO.

Mutual Aid Agreements

Interstate and international mutual aid agreements connect counties and local jurisdictions in Washington, through the SEOC, to other states, the federal government, and in some cases, Canadian provinces. Washington participates in the EMAC, an interstate mutual aid system, and is a member of the PNEMA, an international mutual aid system. Both EMAC and PNEMA allow the state to locate, secure, and obtain requested resources when they are unavailable through WAMAS. Refer to the Logistics section for further details on EMAC and PNEMA.

Counties integrate vertically with the state when in need of support to locate and secure needed resources for the county or its subcounty political subdivisions. When this need arises, the state of Washington seeks to integrate horizontally with other states or provinces via the EMAC and/or PNEMA to obtain the requested resources. If both paths are exhausted of the resources being sought, then the state will integrate vertically with the federal government

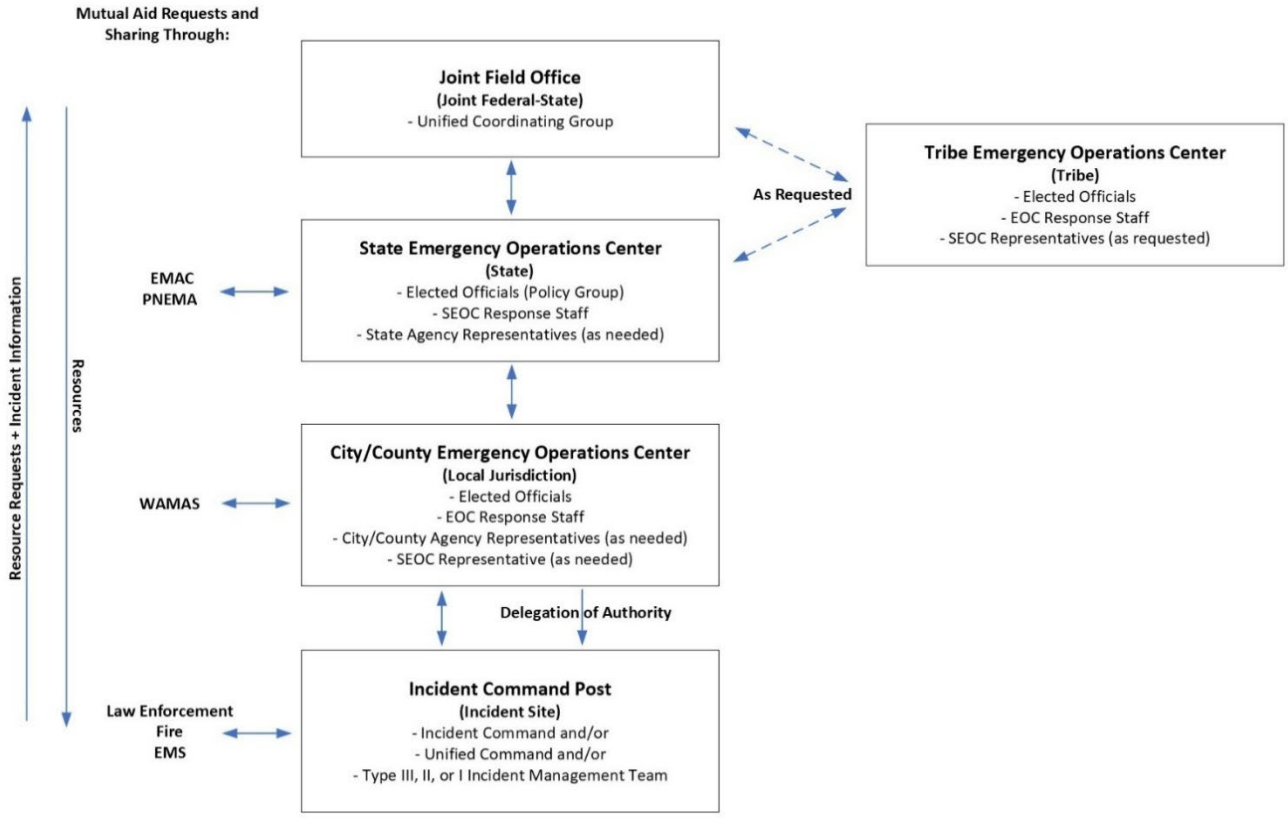

Figure 4: Emergency Response Integration Hierarchy

through FEMA to identify and acquire the necessary resources. Additionally, Tribes may request support and mutual aid from the state or FEMA directly.

State Emergency Operations Center (SEOC)

Emergency Operations Center Overview

EOCs are places where staff from multiple agencies come together to manage forthcoming threats and hazards and coordinate support to on-scene responders, incident command, and other EOCs. EOCs can be permanent facilities, temporary locations, or virtual spaces where staff participate remotely.

The main functions of EOC staff, whether working in person or virtually, are to:

- Collect, analyze, and share information;
- Support and track resource needs and requests;
- Coordinate plans and identify current and future needs; and
- Provide overall coordination and policy guidance.

Many agencies and departments also operate their own coordination centers, known as Departmental Operations Centers (DOCs). Unlike EOCs, DOCs focus on managing their agency's internal activities and resources. DOC staff coordinate within their own organization but may also communicate or exchange liaisons with EOCs and other agencies as needed. In some situations, an agency may operate both an EOC and a DOC at the same time to ensure its internal coordination effectively supports broader EOC operations.

State Emergency Operations Center (SEOC)

General Operations

The Washington SEOC serves as a single point of contact for the authorization and coordination of state resources or actions in response to and recovery from natural, technological, or human-caused emergencies or disasters. It operates following the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS) and includes representation from all appropriate state agencies.

The SEOC is a permanent facility located in Building 20 on Camp Murray. Pursuant to RCW 38.52.030(2), the SEOC will include representation from all appropriate state agencies.

A detailed description of SEOC procedures and organization is maintained in the Washington State Emergency Operations Center Standard Operating Procedures Manual, published separately.

Primary/Alternate Location

- Primary: 20 Aviation Drive, Building 20, Camp Murray, WA 98430.
- Alternate location – Western Region: Building 91, Camp Murray, WA 98430.
- Alternate location – Eastern region: Spokane Community College. The FEMA Interim Operating Facility (IOF) is also co-located on this campus.

For additional facility details, please refer to the EMD Continuity of Operations Plan.

Alert and Warning Center

The Alert and Warning Center (AWC) is a function of the State Emergency Operations Center (SEOC) which provides 24-hour, 7 days a week coverage for notifications, alerts, and warnings of emergency incidents affecting Washington. The AWC represents the SEOC's capabilities that are utilized when at Level 3-Enhanced Monitoring. It is the primary point of resource and search and rescue coordination while the SEOC is at Level 3. The AWC is the state's Primary Warning Point, serving as a single point for disseminating information and warnings to government

officials (federal, Tribal, state, local) when a hazardous situation threatens or could threaten the general welfare, health, safety, or property of the state's population or environment. Federal, Tribal, state, and local officials are then responsible for further dissemination or action as needed.

The AWC is the point of notification for an emerging or evolving situation that impacts state agencies and/or local jurisdictions. In this capacity, it conducts the coordination functions of the SEOC until the required level of response and staffing in the SEOC for the incident escalates. Prior to the level of SEOC activation being escalated to Level 2 or Level 1 – Partial or Full Activation respectively, the AWC handles the multi-jurisdictional notification and coordination of entities affected by the incident and/or involved in the response. The AWC has the ability to secure and mobilize some resources, including volunteer search and rescue teams, search and rescue aircraft, and other similar resources. At the same time, the AWC notifies the Response Manager and the SCO to alert them to the developing situation and recommend, as the AWC Standard Operating Procedures (SOP) instruct, appropriate next steps for the activation of the SEOC to address the needs of the incident. In all cases, whether the AWC believes a change in SEOC activation level is warranted, the AWC provides situational awareness up the Washington State EMD chain of command. Some situations result in an automatic SEOC activation, including a site area emergency at the Columbia Generating Station or a tsunami warning.

The AWC provides continuous situational monitoring during non-emergency periods as well as during emergencies and disaster incidents. Daily actions include 24-hour, 7 days a week monitoring of communications and information technology systems and media events. Continuous information flow also comes from a variety of sources such as emergency management officials, regional coordinators, county warning points, National Weather Service, National Warning System (NAWAS), fixed nuclear facilities, private industry, etc. The collected information is assessed by the State Emergency Operations Officers (SEOO), also referred to as Duty Officers, on duty in the AWC for state, regional, national, and international threats. The AWC maintains back-up dedicated voice and data systems which are linked to each county warning point, the four National Weather Service forecast offices serving Washington state, the Emergency Alert System, local primary television and radio stations, each nuclear facility in Washington, and the Washington Military Department Joint Operations Center. These systems are tested at least weekly to ensure operational readiness.

Responsibilities

Command & General Staff

The following positions are defined in more detail in the SEOC Standard Operating Procedures (under separate cover):

- The **Command Staff** includes the EOC Supervisor, Deputy EOC Supervisor, Safety Officer, Liaison Officer, and Public Information Officer.

- The **General Staff** consists of the Section Chiefs from the SEOC including but not limited to Operations, Planning, Logistics, Finance/Admin, and Intelligence Sections.
- The **Operations Section** coordinates response and recovery activities between federal, state, and local agencies. The Operations Section processes requests for assistance and assigns missions to state resources. All ESFs except for ESF 5 – Emergency Management and ESF 15 – External Affairs reside within the Operations Section. The SEOC also directly engages with the National Guard, as necessary, through the Operations Section via the National Guard Domestic Operations (DOMOPS) Group.
- The **Planning Section** collects, compiles, evaluates, and displays information and documents to establish and maintain situational awareness and develops and shares a common operating picture. The Planning Section assesses the current situation and looks ahead to anticipate and prioritize projected needs and actions. This includes intelligence and information collection to facilitate analysis and forecasting. The Planning Section prepares the SEOC Incident Action Plan (IAP), the SEOC Situation Report (SITREP), Governor's Emergency Proclamations, and maintains documents and documentation from the incident.
- The **Logistics Section** provides support to enable the functioning of the SEOC through travel, facility, supply, food, lodging, and technology services. The Logistics Section also supports mutual aid for resources not available through ESFs. Additionally, the Information and Communications Technology (ICT) Branch within the Logistics Section is responsible for response technology, communication support between local EOCs and the SEOC, and WebEOC, the primary software used for response coordination. processes all resource requests that cannot be filled by state agencies through ESFs.
- The **Finance/Administration Section** is responsible for comptroller services, such as tracking time and costs, executing purchases, and compiling financial records.

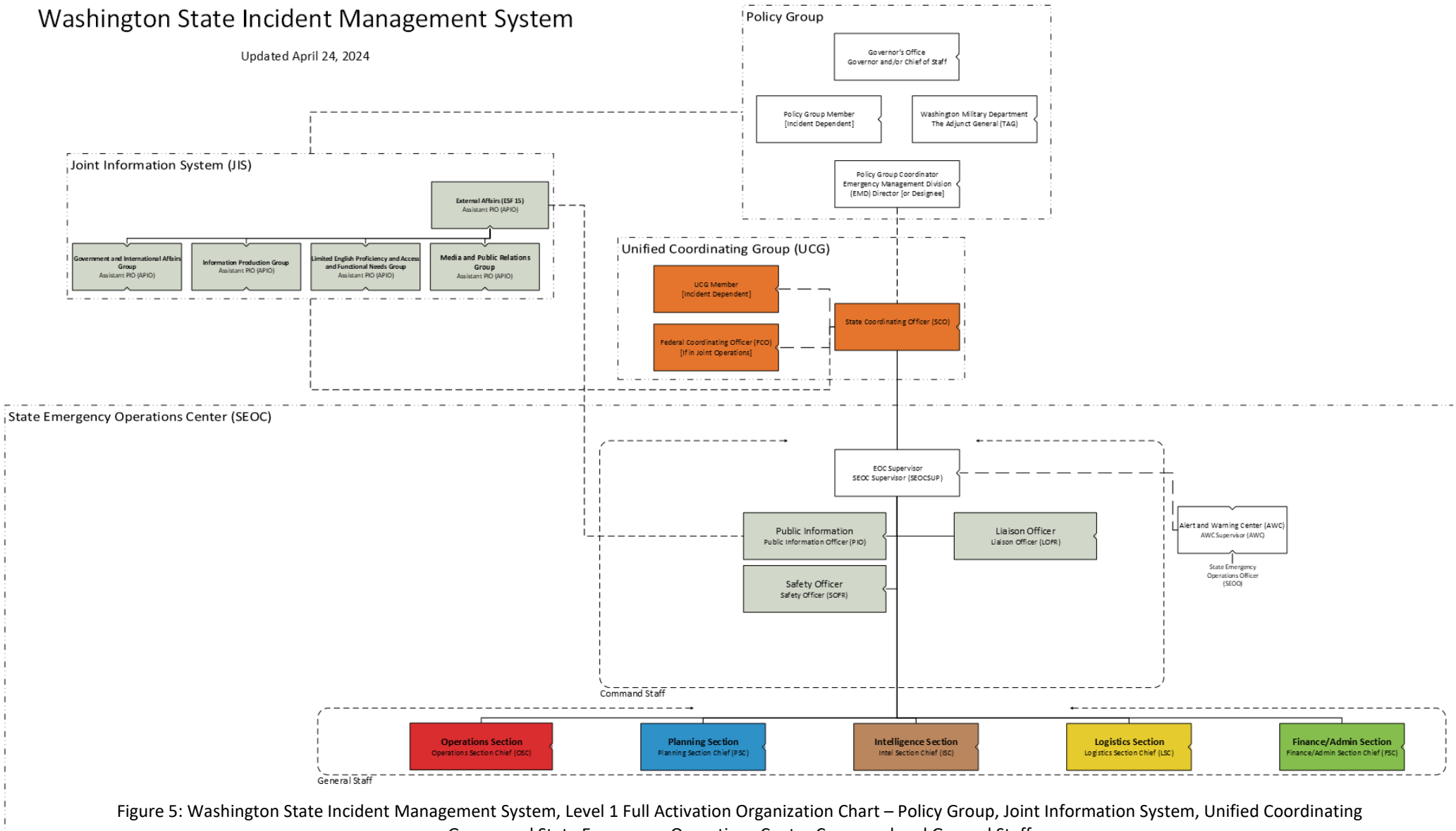

Figure 5: Washington State Incident Management System, Level 1 Full Activation Organization Chart – Policy Group, Joint Information System, Unified Coordinating Group, and State Emergency Operations Center Command and General Staff

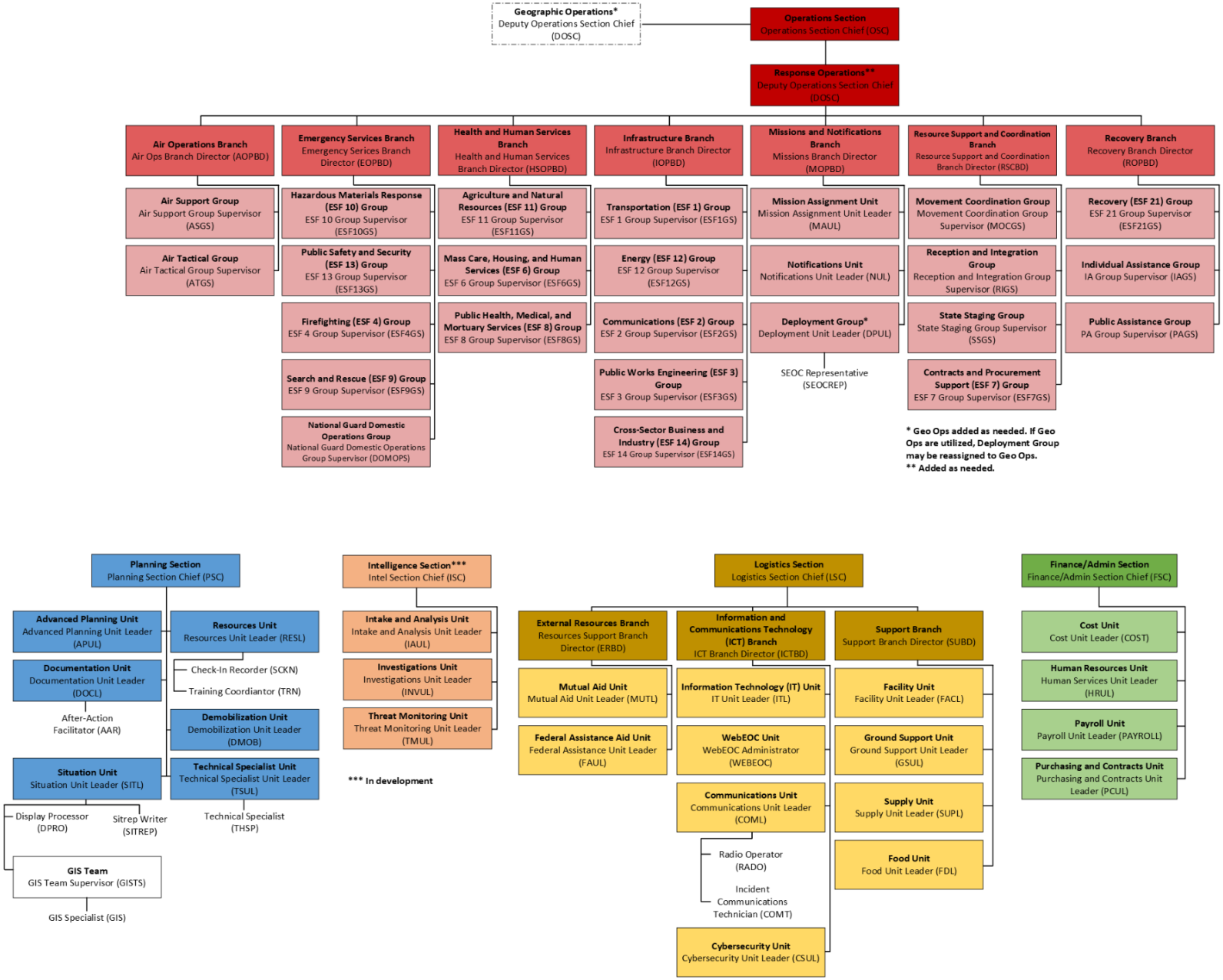

Figure 6: Washington State Emergency Operations Response Sections (Please note that the organization chart is a living document that will shift depending on the incident needs.)

SEOC Activation

Activation Levels

SEOC Operations are dictated by the nature, size and complexity of an event or incident and generally categorized into the following three activation levels, which may be modified as the situation dictates:

LEVEL 1 Full Activation
Major Incident In a Full Activation, all primary SEOC functions activate to support the incident or the impacted jurisdictions from the SEOC or JFO. Supplemental staffing may be utilized for the SEOC and ESFs as dictated by the incidents.
LEVEL 2 Partial Activation
Significant Event When an incident exceeds the capability or capacity of the AWC or requires specialized incident support, the SEOC activates to a level 2 Partial Activation. In a Partial Activation, one or more of the SEOC functions activate to support the incident or the impacted jurisdictions from the SEOC or JFO. State agencies activate to fill SEOC positions and ESFs as dictated by the incident.
LEVEL 3 Enhanced Monitoring Activation
Routine Activation Level The routine activation level in which state agencies conduct their daily emergency management responsibilities. The SEOOs in the SEOC AWC manage and coordinate incidents in cooperation with local, state, and federal agencies. The AWC operates 24 hours a day, including weekends and holidays.

Table 2: Washington State Emergency Operations Center Activation Levels

The State Emergency Operations Center activates and deactivates functions, while resources are mobilized and demobilized. At a minimum, the SEOC is always activated at a Level 3 – Enhanced Monitoring posture. When an incident or event requires coordination, situational awareness, or resource support above that provided by the Level 3 activation, the SEOC may change to a Level 2 – Partial Activation or a Level 1 – Full Activation. When a change in activation level is warranted, following SEOC SOPs, the EMD Response Manager or designated SEOC Supervisor coordinate with the SCO who has the delegated authority to authorize changes in SEOC activation level. SEOC functions such as ESFs, SEOC sections, and units are activated and deactivated to meet the increasing or decreasing demands of the activation. The designated SEOC supervisor, following SEOC SOPs, coordinates with the SCO, who has the authority to authorize the activation or deactivation of SEOC functions. Personnel Performance

Evaluation and Management documentation should be done in accordance with the SEOC Standard Operating Procedures and SEOC Credentialing Plan.

Steady State

Steady state is a cycle of development, maintenance, updates, and rehearsal of response concepts, plans, and procedures to develop operational capabilities in advance of an incident and SEOC activation. This is the routine stance of the Washington EMD and the SEOC when they conduct their daily emergency management responsibilities, while the AWC manages and coordinates incidents in cooperation with local, state, and federal agencies. Activities that occur during steady state include:

- Train and exercise to develop familiarization with plans, systems, and procedures;
- Identify and document response and recovery roles and responsibilities, operational procedures, and continuity plans;
- Conduct resource inventory;
- 24/7 monitoring by the AWC.

Activation Process

EOCs are activated for various reasons based on the needs of a jurisdiction, organization, or Incident Commander; the context of a threat; the anticipation of incidents; or in response to an incident. Circumstances that might trigger State EOC activation could include, but are not limited to:

- More than one jurisdiction is involved in an incident and/or the incident involves multiple agencies;
- A local jurisdiction, Tribe, or state agency has requested assistance;
- A Washington state agency's ability to perform its statutory responsibilities or authorities has been impaired, affected or otherwise degraded due to an emergency or disaster and require additional support or resources. This may include impacts to its workforce or facility, or an increased demand in services that exceed the agency's capabilities, etc.;
- The Incident Commander or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources;
- A similar incident in the past resulted in SEOC activation;
- The SEOC Supervisor, or an appointed or elected official, directs that the SEOC be activated;
- An incident is imminent, or a threat exists that requires urgent preparation;
- Threshold events described in the Emergency Operations Plan occur;
- Significant impacts to the population are anticipated;

- A planned special event is occurring or will soon occur that requires significant multi-agency coordination and/or resource sharing and readiness to respond to potential incidents within the event.

The Alert and Warning Center is authorized to automatically activate the State EOC to Level 1 or Level 2 in certain rare, specific cases where a severe or catastrophic incident is imminent or has occurred, as per the AWC Standard Operating Procedures. These situations include but are not limited to emergencies of certain classifications affecting fixed nuclear facilities, tsunami watch, advisory, and warning, earthquakes of high magnitude, certain volcanic hazards, and similar. In such cases, SCO authorization for SEOC activation has been documented pre-incident in the approved and finalized AWC SOPs.

In the event of an imminent or actual emergency or disaster that threatens the state, TAG, the EMD Director, SCO or their designee, will initiate the activation of the SEOC. They will gather and assess pertinent factual information regarding the incident, and as appropriate, recommend to the governor the proclamation of a state of emergency. They may also, as appropriate, recommend to the governor the request for an emergency declaration or major disaster declaration by the president under the Stafford Act, as deemed appropriate.

The SCO will work with the FCO to establish a FEMA/State JFO following issuance of an Emergency or Presidential Disaster Declaration (PDD) to facilitate federal and state coordination and collaboration to provide assistance to affected local jurisdictions.

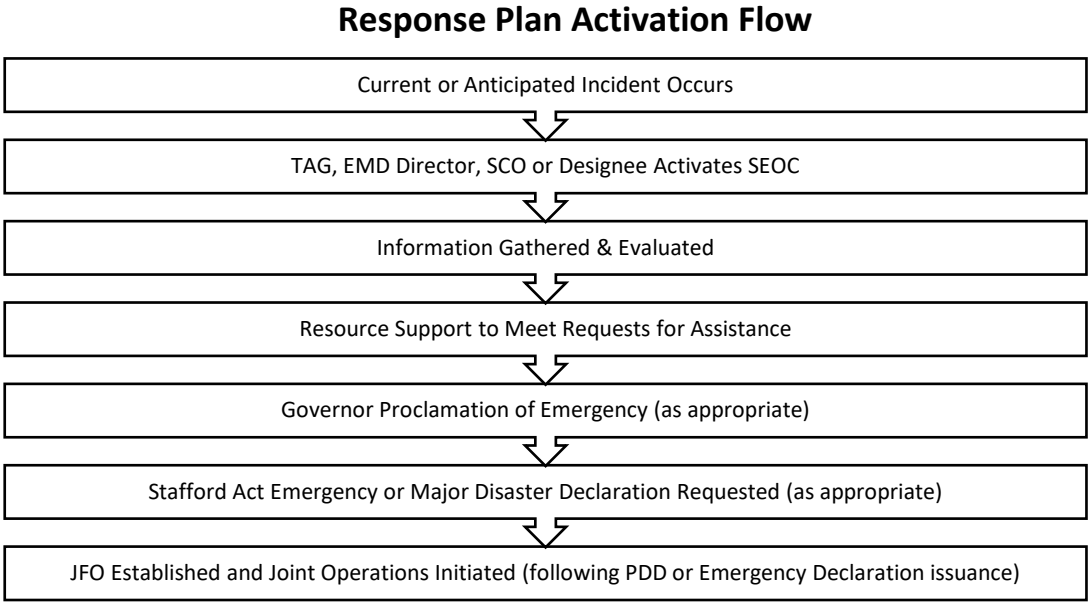

Figure 7: Washington State Response Plan Activation Flow

Initial Response

Initial response begins when an incident exceeds the capability or capacity of the AWC, and the SEOC activates to a Level 2, Partial Activation, or Level 1, Full Activation. During initial response, one or more of the SEOC functions (operations, planning, logistics, finance/administration, intelligence) are activated to support the incident or impacted jurisdiction(s). (Please refer to the SEOC Activation section for additional details on activation levels and the shift between levels.) State agencies also activate to fill ESFs as needed for the incident. Activities that occur during initial response include:

- Determining activation level, activated ESFs, and initial staff requirements following SEOC Activation Levels procedure, and contacting and activating the first call or lead command and general staff positions as required for the incident;
- Coordinating with the SCO to determine UCG or Policy Group needs and support requirements;
- Coordinating with the governor's office, TAG, and/or EMD Director to receive initial incident priorities;
- Conducting initial response setup activities: create incident in WebEOC, define operational period and shifts, develop/verify initial incident objectives and priorities;
- Completing ICS-201 to guide initial response activities;
- Coordinating time of and conducting hand-off from AWC to SEOC once Command and General Staff are operational;
- Command and general staff huddle – share incident information obtained so far and assign section tasks and due outs;
- Conducting initial incident briefing using ICS-201 or initial incident objectives and information;
- Arranging for and ensuring proper coordination with affected and involved local jurisdictions, Tribes, and state agencies (as described in the Horizontal and Vertical Integration sections).

Once the initial stages of response – activation and notification of appropriate staff, AWC to SEOC handoff, ICS-201 development, and incident briefing – have occurred, initial response is complete, triggering extended response.

Extended Response

Extended response is the cycle of work that occurs throughout incident response as long as is needed for the incident to stabilize and the local jurisdiction(s) impacted by the incident to be prepared to transition to recovery. During extended response, the activation level may shift between Levels 1 and 2 depending on changes in the severity of and resources needed for incident response. The duration of operational periods may be adjusted to meet the rate of change of impacts resulting from the incident. If an incident is rapidly changing, the operational

period will be shorter to push out more frequent updates and adjust tactics as needed to meet the changing needs of the incident. As the incident begins to stabilize, the operational period may become longer because changes are occurring with less frequency, so status updates and tactical revisions are not needed at the same speed. The cycle of Level 1 extended response begins at the start of each operational period and consists of the objectives meeting, command and general staff meetings, tactics meeting, planning meeting, and operational brief. During this cycle, an IAP is developed for the upcoming operational period. Level 2 activations do not require this cycle but do allow for it. Depending on the frequency with which situational updates are needed, additional products may also be developed including operational updates and lifeline updates. Activities that occur during extended response include:

- Conducting regular objectives meetings to update, add, delete, and/or reprioritize operational objectives and EEI at the direction of the SCO and/or UCG, as appropriate;
- Conducting command and general staff meetings as needed to achieve the proper and appropriate level of coordination and operational efficacy for the SEOC;
- Conducting strategy and/or tactics meetings to update the operational strategies and lines of effort being employed by ESFs and state agencies currently and throughout the next operational period to address the most up-to-date incident objectives;
- Conducting planning meetings to review and approve the draft IAP for the upcoming operational period;
- Finalizing, approving, and distributing the IAP for the upcoming operational period;
- Conducting an operational briefing to share with staff coming on for the next operational period the strategies they will be employing to meet their objectives.

This cycle repeats (with changes in cadence as appropriate) until the incident stabilizes and the affected and involved local jurisdictions, Tribes, and/or state agencies are prepared to transition to recovery. When it is determined that the incident conditions are on a trajectory of improvement and the appropriate level of coordination is in place to support ongoing and upcoming short-, mid-, and long-term recovery activities, the decision to begin the transition from response to recovery is made jointly by the SEOC Supervisor, SCO, Deputy SCO (DSCO), SEOC Command and General Staff, Recovery Branch Director, key participants from the involved Recovery Support Functions (RSF) for the specific recovery lines of effort being discussed, and SEOC Unit Leaders. ESF coordinating agencies and other state agency officials having statutory responsibility or authority relevant to the incident will be included in the decision as appropriate.

Transition to Recovery

Transition to recovery is performed when the incident stabilizes, primary incident impacts are no longer on a worsening trajectory, and emergency protective and stabilization measures are completed such that secondary and tertiary effects/impacts will not immediately worsen, as

demonstrated through the lessening of lifeline impacts and the achievement of stabilization targets/benchmarks for the specific incident. However, recovery planning is initiated with response activities early in each significant incident which could be through the activation of ESF 21 – Recovery to ensure uninterrupted response and recovery support to local jurisdictions during the period of transition. ESF 21, throughout the course of the initial and extended response, is expected to be coordinating with local, state, federal, and Voluntary Organizations Active in Disaster (VOAD) partners to understand the situation, its impacts, and impacted communities and populations through a recovery lens. ESF 21 should also begin identifying thresholds for when recovery efforts can start, and then plan for and initiate those efforts alongside and while assuring appropriate involvement of the various local and supporting agencies. When there is a Presidential Declaration, the state typically initiates the transition of staff from response activities at the SEOC to recovery operations at the multi-agency JFO. In a catastrophic incident, both response and recovery activities will be coordinated concurrently for an extended period from the JFO and will likely involve other incident facilities. Catastrophic planning is addressed in the Catastrophic Incident Annex. If there is no Presidential Declaration, recovery activities continue to be coordinated through the SEOC until the recovery capabilities or support functions can be operated or sustained without continued coordination from the SEOC and organized handoff of responsibility of each response line of effort to appropriate recovery partner agencies/entities is complete. During the transition to recovery, damage assessments are conducted, requests are prepared and submitted for federal assistance/disaster declarations, and the continuity of essential services, among other activities, is overseen to support the recovery of impacted jurisdictions.

During this time the SEOC Supervisor, Planning Section, Operations Section Chief (OSC), and ESF 21 can develop an SEOC Response to Recovery Transition Plan, which includes determining the timeline for transitioning SEOC response and recovery operations to a new recovery operational structure and when the formal transition should be made. In smaller, less complex incidents, all lines of effort are likely to be transitioned from response to recovery at the same time. However, transition to recovery can be a tiered process in which different lines of effort might be in different stages of stability and transition at different times. This is more likely during larger, more complex disasters. For this reason, lines of effort associated with addressing each set of impacts to community lifelines are assessed on an ongoing basis for stability and readiness for recovery efforts. The Recovery Branch and ESF 21 also work with the Logistics and Planning Sections to ensure appropriate infrastructure is in place to handle the transition from response to recovery, including staffing needs, operational support, identification and access to a field facility, and telecom/IT needs. The SEOC does not discontinue its involvement and support for recovery efforts until all parties are in clear agreement that SEOC support is no longer needed.

During the transition to recovery, the Planning Section provides support to the Recovery Branch by working with agencies that are supporting response activities through activated ESFs to identify recovery responsibilities. Readiness for the transition of any given line of effort to the agencies responsible for recovery activities can begin to occur at any time during incident response. A key factor in the success of the transition to recovery is the identification of the responsible parties and lines of effort that need to be carried forward through the recovery process for an appropriately timed direct handoff from the stakeholders and partners handling the response line of effort to those that will sustain the recovery line of effort. The identification and closeout of remaining open lines of effort and unresolved recovery responsibilities of participating agencies should be part of the response demobilization process. As critical tasks are achieved within the Response Mission Area, ESF agencies can begin addressing critical tasks within the recovery mission area organized by the Recovery Support Functions (RSF). One or more of the eight RSFs, outlined in the Washington Restoration Framework (WRF), build on many of the measures taken by ESFs to effectively support the community and move beyond lifesaving and property preservation activities. Recovery priorities established by local and Tribal governments are driven by local damage assessments. Note that disasters and the ensuing response and recovery efforts are dynamic, so there may be times when due to the fluctuating nature of an incident and its trajectory, additional response efforts may be needed even after the transition to recovery has been initiated. The SEOC will not return to Level 3 until it has confirmed there are effective strategies for sustaining the recovery efforts and the appropriate recovery functions and supporting agencies are involved.

Long-term Recovery

A transition meeting is held to formally hand-off SEOC response and recovery operations to long-term recovery operations. The SEOC Supervisor, SCO, DSCO, and the SEOC Command and General Staff should be in attendance in addition to ESF 21, activated RSFs, state-level recovery partners, and SEOC Unit Leaders. Long-term recovery includes returning economic and business activities to a healthy state, developing new business and employment opportunities, restoring and improving health and social services capabilities, implementing housing solutions to support the needs of the whole community, permanent repair of critical public infrastructure and protecting natural and cultural resources.

Long-term recovery for the local jurisdictions impacted by the incident can be a multi-year process that the EMD Recovery Team engages in. However, internal to the SEOC, reconstitution from incident response is considered complete once the SEOC is fully re-equipped and prepared for the next incident, including assembly of a complete documentation package for the incident and after-action reporting of strengths and lessons learned. The activities for incident closeout include:

- The Logistics Section ensuring the SEOC has been restocked, cleaned, and restored to a state compatible with future incident response activities;
- The Documentation Unit and Finance Section having assembled a comprehensive incident closeout package, completed all incident cost, tracking, and time keeping documentation, and packaged those for recovery finance purposes if appropriate;
- Conducting an incident hotwash and publish an after action report;
- Implementing corrective action items;
- Validating corrective action items through exercise;
- Finance having reconciled all costs associated with the activation.

Once these actions are complete, response for the incident is complete, and Washington EMD and the SEOC return to steady state.

Deactivation Process

The SEOC Supervisor, in coordination with the SCO, deactivates SEOC functions as circumstances allow, and the SEOC returns to its normal operations/steady state conditions. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the SEOC staff or those functions can be managed by individual organizations or by steady-state coordination mechanisms. SEOC leadership may phase deactivation depending on mission needs. A Demobilization Unit Leader, assigned to the Planning Section, will facilitate a demobilization plan along with the SCO and the command and general staff. This plan will include the responsibilities of each SEOC section chief, along with the Safety Officer and SEOC Supervisor. Demobilizing personnel will return borrowed equipment, submit any remaining documentation, participate in a formal handoff with onboarding personnel where applicable, and submit feedback to the After-Action Report. The plan will also include procedures for personnel leaving the incident, such as documenting the method of travel, estimated time of travel to destination, check-in procedures, etc. Personnel Performance Evaluation and Management documentation is completed in accordance with the SEOC Standard Operating Procedures and the SEOC Credentialing Plan.

After-Action Reporting Process

An After-Action Report (AAR) summarizes key findings from exercises or incidents. It includes an overview of what happened, how objectives and core capabilities were met, and where improvements are needed. While AARs are often developed after exercises, they can also be used to document and analyze performance throughout the different phases of a real incident. Each AAR should describe performance for every exercise objective and related core capability, identifying both strengths and areas for improvement.

EMD follows the Homeland Security Exercise and Evaluation Program (HSEEP), a federal standard under the National Preparedness System. Local jurisdictions are also required to use

HSEEP when designing, conducting, and evaluating their emergency management exercises. Under HSEEP, all exercises and activations must be documented in an After-Action Report, and any corrective actions must be listed and tracked in an Improvement Plan.

When conducting AARs following emergencies or disasters, local agencies and regional partners must evaluate how effectively life safety information was communicated. They must also notify the EMD of any technological challenges that limited communication efforts, and provide recommendations and resource needs to address those issues.

Corrective Action Program

EMD maintains a formal Corrective Action Program on behalf of the SEOC. All SEOC Command and General Staff sections, along with state agencies that lead or support ESFs, are participants in this program. The SEOC Corrective Action Program identifies areas for improvement and may recommend updates to the CEMP. The CEMP is updated as described in this plan, or when there is a major change to the NRF or its successor documents, a change in Washington State law (such as revisions to applicable RCWs or WACs), or when directed by the governor.

Each year, EMD's Corrective Action Program and Planning Team review the CEMP and gather suggested updates from local, state, and federal partners for inclusion in the next revision. The EMD Response Section also reviews the plan to ensure it remains fully aligned and compliant with NIMS.

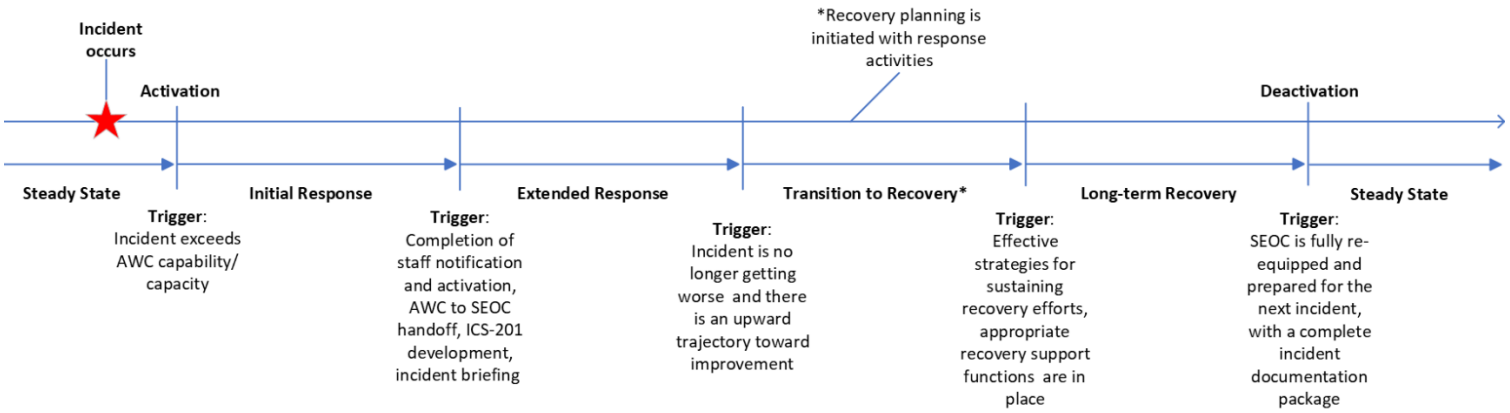

Figure 8: Washington State Response Flow: Steady State to Long-term Recovery

Emergency Support Functions (ESFs)

General

ESFs provide the structure for coordinating interagency support response during emergencies and disasters. They help state and federal agencies work together to assist local jurisdictions and Tribal nations impacted by a disaster.

An ESF may be activated when an incident—or the threat of one—requires monitoring, information sharing, or resource coordination in that specific functional area to meet the needs of the response efforts in stabilizing and resolving impacts. ESFs are activated as needed based on the type, size, and complexity of the incident. Coordinating or primary ESF agencies can also recommend activating SEOC when a situation warrants it.

Sometimes, ESFs are activated before an event if there is an anticipated threat. In large-scale, no-notice incidents such as a major earthquake or tsunami, all ESFs may automatically activate. When the SEOC activation level changes, the EMD Director or SCO (or their designee) works with the ESF coordinating agency to determine the need for an ESF based on the scope and impact of the situation.

Each ESF includes:

- One **coordinating agency** responsible for managing that ESF's activities,
- One or more **primary agencies** responsible for leading specific missions, and
- Multiple **supporting agencies** that provide expertise, personnel, and resources.

ESF annexes outline the roles and responsibilities of state agencies, including departments, offices, institutions of higher education, commissions, boards, and councils, according to whether they serve as coordinating, primary, or supporting agencies.

Coordinating and primary agencies are responsible for developing plans, training, and maintaining readiness to carry out their roles during response. During normal operations, ESF coordinating agencies maintain regular communication with their primary and supporting agencies to ensure:

- Each primary agency understands its authorities and responsibilities;
- Identify supporting agencies' capabilities and available resources; and
- All agencies are prepared to carry out their duties during an activation.

Although most state agencies are assigned to specific ESFs, their personnel and resources can be reassigned to other ESFs or to Command and General Staff positions within the SEOC when appropriate.

ESF Activation Conditions

ESF	Activation Conditions
ESF 1 – Transportation	Impacts or threat of impacts to transportation infrastructure; enhanced coordination of alternate transportation routes, coordinating the restoration and recovery of the state transportation infrastructure, and disseminating coordinated transportation and traffic information; need for coordination of damage assessments to state transportation infrastructure; requests for resources to address transportation issues; and planned events causing major transportation impacts.
ESF 2 – Communications	Impacts or threat of impacts to communications infrastructure including voice and data for the public as well as public safety and emergency response agencies, requests for deployment of resources to replace and/or repair the function of damaged communications capability, requests for personnel support to support operational communications capabilities, impacts to the 911 system, and similar.
ESF 3 – Public Works and Engineering	Impacts related to public or private infrastructure requiring public works and/or engineering support. Impacts or expected impacts to drinking water systems requiring enhanced coordination with and/or resource support to the DOH drinking water program and local drinking water utilities and wastewater.
ESF 4 – Firefighting	Need for enhanced coordination of information regarding fire and/or firefighting resources in support of fire, wildland fire, and in support of all-hazards emergencies and disasters.
ESF 5 – Emergency Management	Need for enhanced information sharing and coordination among state agencies, local and Tribal jurisdictions during any emergency or disaster of statewide significance.
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	Impacts to access to food, water, shelter, and other basic human needs requiring mobilization of sheltering, commodity distribution, VOAD support, etc. to alleviate human suffering and meet the basic short-term needs of disaster impacted populations, also to specifically include AFN needs.
ESF 7 – Logistics and Resource Support	Need for enhanced resource coordination to potentially include procurement and/or contracting for commodities.

ESF 8 – Public Health, Medical, and Mortuary Services	Any impact or issue requiring enhanced coordination or resource support to prevent, mitigate, or address human health impacts through public health, support to Emergency Medical Services (EMS) and the healthcare system, major incidents causing stress and burden of the healthcare system, requests for assistance from local public health jurisdictions and/or healthcare coalitions to maintain the critical functions of those sectors, mass fatality incidents requiring mortuary services support, and major incidents requiring coordinated mass movement of patients.
ESF 9 – Search and Rescue	Requests for coordination of search and rescue (SAR) resources exceeding the capability of the AWC, requests for air SAR resources exceeding the capability of WSDOT Aviation Emergency Services, large and/or multi-jurisdictional incidents resulting in the need for mass and/or wide-area SAR, and complex SAR missions requiring advanced planning and management support.
ESF 10 – Oil and Hazardous Materials Response	Major or long duration spills of hazardous materials, exceeding locally available capabilities, hazmat spills or incidents requiring complex multi-jurisdictional coordination (such as oil spills), and significant needs for hazmat response resources requiring resource coordination.
ESF 11 – Agriculture and Natural Resources	Incidents which have or threaten significant impact to agricultural industries, endanger natural resources, endanger archaeological or cultural resources, require specialized resource coordination to address and/or stabilize impact to agriculture, natural resources, and/or archaeological, historical, or cultural resources.
ESF 12 – Energy	Impacts or potential impacts to energy generation and/or capabilities, impacts and/or potential impacts to refineries, enhanced resource coordination among energy utilities and infrastructure owners to address energy sector impacts.
ESF 13 – Public Safety and Security	Requests for law enforcement resources, needs for traffic control, security, etc., incidents involving actual or potential violence, unrest, civil disorder, etc.
ESF 14 – Cross-Sector Business and Infrastructure	(New ESF, under development.)
ESF 15 – External Affairs	Any all-hazard incident which requires coordination of external affairs/public information resources or

	capabilities among multiple agencies and/or multiple levels of government. Requests for external affairs resources, needs for LEP messaging or outreach support.
ESF 21 – Recovery	Any all-hazard incident which may involve any impact to individuals, families, communities, public infrastructure, and similar which might require any sort of short-, mid-, or long-term recovery support.

Table 3: Washington State ESF Activation Conditions

Coordinating

Coordinating agencies oversee the preparedness activities for a particular capability and coordinate with primary and supporting agencies. Responsibilities of the coordinator include:

- Working in steady state with the primary and supporting agencies to:
    - Understand the availability of operational resources needed to deliver the capabilities relevant to the ESF and address impacts pertinent to the responsibilities of the ESF.
    - Regularly validate resource inventory with all supporting agencies for awareness of what can be used or deployed.
    - Ensure all agencies and representatives are well prepared to support the ESF and the SEOC when needed.
- Working in steady state with federal and neighboring state partners to prepare for the use of mutual aid and federal resources when the need arises.
- Participating in regular coordination training and exercises with the SEOC during steady state and ensuring multi-agency engagement in such preparedness activities:
    - Identifying staffing needs for the ESF to integrate with the operations of the SEOC; tracking resource availability, response efforts, anticipated challenges; developing reports for decision makers.
- Maintaining resource awareness; tracking, and reporting of resource availability, capabilities, agreements, and call out procedures; supporting and updating any applicable systems and technologies; deployment of resources based on identified needs, prioritizing needs when resources are limited; minimizing duplication of efforts.
- Initiating verbal or written briefings and/or meetings with primary and supporting agencies during activations.
- Working with each primary agency to ensure that processes and structures exist for the agencies to fulfill their legal responsibilities and authorities in any situation that may reasonably occur.
- Monitoring incident impacts related to the function to develop, update, and coordinate specific lines of effort to address and stabilize the identified impacts.

- Identifying when incident impacts are stabilizing to arrange for and coordinate transition to recovery with agencies and entities involved in the relevant RSF.
- Assisting in the development of messaging and dissemination of information as it pertains to their area of response.
- Maintaining contact with primary and supporting agencies through meetings, reviewing and updating plans, training activities, and exercises.
- Coordinating response activities with the SEOC and with other ESFs as needed.
- Organizing after action reviews and supporting the implementation of corrective action plan findings.
- Supporting local agencies with their plan and ESF development, fostering collaboration and cooperation such as through mutual aid.
- Offering support, briefings, and assistance to Tribal nations while respecting Tribal sovereignty.
- Preparing ESF tactics for operationalizing SEOC objectives.
- Requesting activation of ESF.
- Ensuring engagement in appropriate planning and preparedness activities and evaluating performance documenting gaps.
- Working to maintain essential functions and services of respective sectors, advocating for funding or additional resources needed to meet projected needs.

ESF	Coordinating Agency
ESF 1 – Transportation	Department of Transportation
ESF 2 – Communications	Washington Emergency Management Division
ESF 3 – Public Works and Engineering	Department of Enterprise Services
ESF 4 – Firefighting	Department of Natural Resources
ESF 5 – Emergency Management	Washington Emergency Management Division
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	Washington Emergency Management Division
ESF 7 – Logistics and Resource Support	Department of Enterprise Services
ESF 8 – Public Health, Medical, and Mortuary Services	Department of Health
ESF 9 – Search and Rescue	Washington Emergency Management Division
ESF 10 – Oil and Hazardous Materials Response	Department of Ecology
ESF 11 – Agriculture and Natural Resources	Department of Agriculture
ESF 12 – Energy	Department of Commerce Energy Division • State Energy Office
ESF 13 – Public Safety and Security	Washington State Patrol
ESF 14 – Cross-Sector Business and Infrastructure	(New ESF, under development.)
ESF 15 – External Affairs	Washington Emergency Management Division

ESF 21 – Recovery	Washington Emergency Management Division

Table 4: Washington State ESF Coordinating Agencies

Primary

Primary agencies have significant authorities, roles, resources, and capabilities for a particular function within a capability. Primary agencies are responsible for:

- Working with the coordinating agencies during steady state to ensure the ESF is prepared to activate and respond when needed effectively and efficiently.
- Monitoring progress in achieving core capability and other missions and providing that information as part of situational and periodic readiness or preparedness assessments.
- Preparing agency heads and other key officials to participate in the UCG and policy group.
- Identifying resources within the agency and statewide, as well as with neighboring states, to support operational deployment and functional support to the ESF statewide.
- Supporting the SEOC and coordinating closely with the other primary and supporting agencies and departments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Providing staff for the operations functions at the EOC.
- Orchestrating support within their functional area for the affected area.
- Working with the coordinating agency to arrange for operational coordination that supports the execution of each primary agency's legal responsibilities and authorities.
- Monitoring incident impacts related to the function to develop, update, and coordinate specific lines of effort to address and stabilize the identified impacts.
- Identifying when incident impacts are stabilizing to arrange for and coordinate transition to recovery with agencies and entities involved in the relevant RSF.
- Notifying and requesting assistance from supporting agencies.
- Preparing agency heads and other key officials to participate in the UCG and policy group.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards or to validate and improve capabilities to address changing risks.
- Updating the Comprehensive Emergency Management Plan with supporting agencies.
- Conducting situational and periodic readiness assessments.

ESF	Primary Agency
ESF 1 – Transportation	Department of Transportation
ESF 2 – Communications	Washington Emergency Management Division
ESF 3 – Public Works and Engineering	Department of Ecology

	Department of Enterprise Services Department of Health
ESF 4 – Firefighting	Department of Natural Resources Washington State Patrol
ESF 5 – Emergency Management	Department of Corrections Washington Emergency Management Division
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	American Red Cross Department of Social and Health Services
ESF 7 – Logistics and Resource Support	Department of Enterprise Services
ESF 8 – Public Health, Medical, and Mortuary Services	Department of Health
ESF 9 – Search and Rescue	Department of Transportation Washington Emergency Management Division
ESF 10 – Oil and Hazardous Materials Response	Department of Ecology Washington State Patrol
ESF 11 – Agriculture and Natural Resources	Department of Agriculture Department of Ecology Department of Fish and Wildlife Department of Health Department of Natural Resources Department of Social and Health Services
ESF 12 – Energy	Department of Commerce Energy Division • State Energy Office
ESF 13 – Public Safety and Security	Washington State Patrol
ESF 14 – Cross-Sector Business and Infrastructure	(New ESF, under development.)
ESF 15 – External Affairs	Governor's Office Washington Military Department
ESF 21 – Recovery	Department of Agriculture Department of Archeology and Historical Preservation Department of Commerce Department of Ecology Department of Health Department of Social and Health Services

Table 5: Washington State ESF Primary Agencies

Supporting

Supporting agencies have specific capabilities or resources that support primary agencies in executing capabilities and other missions. The activities of supporting agencies typically include:

- Participating in planning for, and the development of, supporting operational plans, standard operating procedures, checklists, or other job aids.
- Preparing to support the general functions of the SEOC (i.e., Public Information, Command and General Staff, Planning Section, Finance/Admin Section, Logistics Section) and prior to an incident, identifying and assigning personnel within their agencies to those responsibilities so they can participate in training and exercises in preparation for an actual incident.
- Maintaining constant awareness of agency resources, contracted resources, and resources owned/operated by partner agencies that may be useful in emergencies and disasters to support the functions of the ESF. This includes managing administrative mechanisms, such as appropriate contracts and interagency agreements, to mobilize these resources.
- Providing input to periodic readiness assessments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

ESF	Supporting Agencies
ESF 1 – Transportation	Department of Commerce Department of Corrections Department of Enterprise Services Department of Licensing Department of Natural Resources National Guard Office of Financial Management Office of Superintendent of Public Instruction Utilities and Transportation Commission Washington Emergency Management Division Washington State Patrol Washington State Transportation Commission
ESF 2 – Communications	Department of Corrections Department of Fish and Wildlife Department of Health Department of Natural Resources Department of Transportation Energy Facility Site Evaluation Council National Guard Telecommunications Network Service Providers Utilities & Transportation Commission

	Washington State Patrol Washington Technology Solutions (WaTech)
ESF 3 – Public Works and Engineering	Department of Labor and Industries Department of Licensing Department of Natural Resources Department of Transportation National Guard
ESF 4 – Firefighting	Conservation Commission Department of Corrections Department of Fish and Wildlife Department of Transportation National Guard Office of Financial Management Parks and Recreation Commission Washington Emergency Management Division
ESF 5 – Emergency Management	American Red Cross Department of Agriculture Department of Commerce Department of Corrections Department of Ecology Department of Enterprise Services Department of Financial Institutions Department of Fish & Wildlife Department of Health Department of Labor and Industries Department of Licensing Department of Natural Resources Department of Retirement Systems Department of Revenue Department of Social and Health Services Department of Transportation Department of Veterans' Affairs Employment Security Department Energy Facility Site Evaluation Council Governor's Office of Indian Affairs Liquor and Cannabis Board Office of Financial Management Office of Superintendent of Public Instruction Office of the Attorney General Office of the Governor Office of the Insurance Commissioner Office of the Lieutenant Governor

	Office of the Secretary of State Office of the State Auditor Office of the State Treasurer Parks and Recreation Commission State Board for Community and Technical Colleges State Conservation Commission Utilities & Transportation Commission Washington Military Department • National Guard • State Guard Washington State Patrol Washington Technology Solutions
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	Department of Agriculture Department of Children, Youth & Families Department of Commerce Department of Ecology • Washington Conservation Corps Department of Enterprise Services Department of Health National Guard Northwest Tribal Emergency Management Council Office of Financial Management • Serve Washington Citizen Corps Program Office of Superintendent of Public Instruction Salvation Army Washington State Health Care Authority Washington State Independent Living Council • Coalition on Inclusive Emergency Planning Washington Voluntary Organizations Active in Disasters
ESF 7 – Logistics and Resource Support	American Red Cross Department of Agriculture Department of Corrections Department of Health Department of Labor and Industries Department of Licensing Department of Natural Resources Department of Transportation National Guard Office of Financial Management Office of the Attorney General Parks and Recreation Commission Volunteer Organizations

	Washington Emergency Management Division Washington State Patrol Washington Technology Solutions
ESF 8 – Public Health, Medical, and Mortuary Services	Department of Agriculture Department of Ecology Department of Enterprise Services Department of Fish and Wildlife Department of Labor and Industries Department of Licensing Department of Social and Health Services Department of Transportation National Guard Washington State Health Care Authority Washington State Patrol Washington State Pharmacy Association
ESF 9 – Search and Rescue	Department of Corrections Department of Fish and Wildlife Department of Health Department of Natural Resources Federal Emergency Management Agency Office of Financial Management • CERT • ServeWA Parks and Recreation Commission U.S. Coast Guard U.S. Department of Defense U.S. Department of Homeland Security Washington State Patrol
ESF 10 – Oil and Hazardous Materials Response	Department of Agriculture Department of Commerce • Trade and Economic Development Department of Corrections Department of Fish and Wildlife Department of Health Department of Labor and Industries Department of Natural Resources Department of Transportation Energy Facility Site Evaluation Council Environmental Protection Agency Federal Emergency Management Agency National Guard Office of the Attorney General

	Parks and Recreation Commission U.S. Coast Guard U.S. Department of Transportation Washington Emergency Management Division
ESF 11 – Agriculture and Natural Resources	American Red Cross Conservation Commission Department of Commerce Department of Enterprise Services Department of Labor and Industries Department of Transportation Energy Facility Site Evaluation Council Food and Drug Administration National Alliance of State Animal and Agricultural Emergency Programs National Animal Rescue and Sheltering Coalition National Guard Office of the Attorney General Parks and Recreation Commission U.S. Department of Agriculture Utilities and Transportation Commission Washington Emergency Management Division Washington State University
ESF 12 – Energy	Department of Enterprise Services Energy Facility Site Evaluation Council National Guard Utilities & Transportation Commission
ESF 13 – Public Safety and Security	Department of Corrections Department of Fish and Wildlife Department of Natural Resources Gambling Commission Idaho State Police Liquor and Cannabis Board National Guard Oregon State Police Parks and Recreation Commission Washington Emergency Management Division
ESF 14 – Cross-Sector Business and Infrastructure	(New ESF, under development.)
ESF 15 – External Affairs	Commission on Asian and Pacific American Affairs Commission on Hispanic Affairs Department of Agriculture Department of Commerce

	Department of Corrections Department of Ecology Department of Employment Security Department of Enterprise Services Department of Fish and Wildlife Department of Health Department of Labor and Industries Department of Licensing Department of Natural Resources Department of Retirement Systems Department of Revenue Department of Social and Health Services Department of Transportation Governor's Office of Indian Affairs National Guard Office of Superintendent of Public Instruction Office of the Attorney General Office of the Insurance Commissioner Office of the Secretary of State Parks and Recreation Commission State Board for Community and Technical Colleges State Gambling Commission State Liquor and Cannabis Board Washington State Lottery Washington State Patrol Washington Technology Solutions
ESF 21 – Recovery	Department of Enterprise Services Department of Fish & Wildlife Department of Labor and Industries Department of Licensing Department of Transportation National Guard Office of Financial Management Office of the Attorney General Office of the Governor Office of the Insurance Commissioner Washington State Patrol

Table 6: Washington State ESF Supporting Agencies

ESF Roles and Responsibilities

The following table provides the ESF scope of responsibilities aligned with the 32 National Core Capabilities as of 2016. Washington state Core Capabilities that span all five mission areas

(Prevention, Protection, Mitigation, Response, and Recovery) include: Planning, Public Information & Warning, Operational Coordination.

ESF	Scope of Responsibilities	Key Response Core Capability
ESF 1 – Transportation	• Situational awareness for highway, rail, aviation, and marine systems. • Transportation safety • Damage and impact assessment/restoration/recovery of state transportation infrastructure • Movement restrictions • Coordination of alternate transportation routes • Coordination with commercial transportation providers concerning significant interruptions of service (freight resiliency)	• Critical Transportation
ESF 2 – Communications	• Coordination with telecommunications and information technology industries • Coordination with cyber systems industries • Restoration and repair of telecommunications infrastructure • Protection, restoration, and sustainment of cyber systems and information technology resources • Oversight of communications within the incident management and response structures	• Operational Communications
ESF 3 – Public Works and Engineering	• Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services and construction management • Emergency contracting support for life-saving/sustaining services • Debris removal and disposal coordination	• Infrastructure Systems • Critical Transportation • Logistics and Supply Chain Management • Environmental Response/Health and Safety
ESF 4 – Firefighting	• Coordination of firefighting activities	• Fire Management & Suppression

	• Support to wildland, rural, and urban firefighting operations • State fire mobilization	
ESF 5 – Emergency Management	• Coordination of incident management and response efforts • Issuance of mission assignments • Resource and human capital • Incident action planning • Financial management • Operation of the SEOC	• Operational Coordination • Situational Assessment • Planning • Public Information and Warning
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	• Mass care • Emergency assistance • Temporary sheltering (including medical shelters) and intermediate disaster housing • Human services • Service animals and pets • LEP services • Volunteer and Donations Management	• Mass Care Services • Logistics and Supply Chain Management • Public Health, Healthcare, and Emergency Medical Services • Critical Transportation • Fatality Management Services
ESF 7 – Logistics and Resource Support	• Comprehensive incident logistics and planning, management, and sustainment capability; • Resource support (facility space, office equipment, supplies, contracting services, etc.)	• Logistics and Supply Chain Management • Critical Transportation • Infrastructure Systems • Operational Communications
ESF 8 – Public Health, Medical, and Mortuary Services	• Prevent and limit the spread of illness and injury • Support and coordinate healthcare and medical response • Behavioral health services • Mass fatality management • Support and coordinate EMS to include mass patient movement in catastrophic disasters • Response to Environmental Health and Safety threats including food, air, and water quality problems. • Protect and assess critical infrastructure including hospitals and healthcare facilities	• Public Health, Healthcare and Emergency Medical Services • Fatality Management Services • Environmental Response/Health and Safety • Logistics and Supply Chain Management

ESF 9 – Search and Rescue	• Life-saving assistance • Search and rescue operations (air, land, urban, and wilderness)	• Mass Search and Rescue Operations
ESF 10 – Oil and Hazardous Materials Response	• Oil and hazardous materials (chemical, biological, radiological, etc.) response • Environmental short and long- term cleanup	• Environmental Response/Health and Safety • Critical Transportation • Infrastructure Systems
ESF 11 – Agriculture and Natural Resources	• Nutrition assistance • Animal and plant disease and pest responses • Food safety and security • Natural and cultural resources; and historic properties protection and restoration • Safety and well-being of household pets and service animals	• Environmental Response/Health and Safety • Mass Care Services • Public Health, Healthcare and Emergency Medical Services • Critical Transportation • Logistics and Supply Chain Management • Infrastructure Systems
ESF 12 – Energy	• Energy infrastructure; assessment, repair, and restoration • Energy industry utilities coordination • Energy supply monitoring	• Infrastructure Systems • Logistics and Supply Chain Management • Situational Assessment
ESF 13 – Public Safety and Security	• Facility and resource security • Security planning and technical resource assistance • Public safety and security support • Support to access, traffic, and crowd control	• On-Scene Security and Protection • Access Control & Identity Verification • Physical Protective Measures
ESF 14 – Cross-Sector Business and Infrastructure	(New ESF, under development.)	(New ESF, under development.)
ESF 15 – External Affairs	• Emergency public information and protective action guidance • Media and community relations • Works closely with local officials to ensure outreach to the whole community (LEP, AFN, ADA, culturally diverse populations) • Congressional and international affairs	• Public Information and Warning

ESF 21 – Recovery	• Recovery Planning • Coordination of critical infrastructure systems • Economic recovery • Health and Social Services recovery • Housing recovery • Natural and Cultural Resources recovery • Individual Assistance Preliminary Damage Assessment coordination • Preparation of Presidential Disaster Declaration and other federal requests for assistance	• Operational Coordination • Situational Assessment

Table 7: ESF Roles and Core Capabilities Modified for Washington State from the National Response Framework

Core Capability to Emergency Support Functions Matrix

MISSION AREA	P – Primary S – Support CORE CAPABILITIES	ESF 1: Transportation	ESF 2: Communications	ESF 3: Public Works & Engineering	ESF 4: Firefighting	ESF 5: Emergency Management	ESF 6: Mass Care	ESF 7: Logistics and Resource Support	ESF 8: Public Health & Medical Services	ESF 9: Search & Rescue	ESF 10: Oil & Hazardous Materials	ESF 11: Agriculture & Natural Resources	ESF 12: Energy	ESF 13: Public Safety & Security	ESF 15: External Affairs	ESF 21: Recovery
RESPONSE	Planning	S	S	S		P	S	S	S	S	S	S	S	S	S	S
	Public Information & Warning	S	S	S		S	S		S		S	S	S	S	P	S
	Operational Coordination	S	S	S	S	P	S	S	S	S	S	S	S	S	S	P
	Infrastructure Systems	S	P	P	P						S		P			S
	Critical Transportation	P		P	S		S	S			S		S	S		S
	Environmental Response/Health & Safety			P	P		S		S		P	P		P	S	S
	Fatality Management Services						S	S	P	S		S		S		
	Fire Management & Suppression				P			S	S		S			S	S	
	Logistics & Supply Chain Management	S		P		S	S	P					S			
	Mass Care Services			S			P	P	S			S	S	S	S	P
	Mass Search & Rescue Operations				P					P				S		
	On-scene Security, Protection, & Law Enforcement				S									P		
	Operational Communications	S	P			S	S	S					S		P	
	Public Health, Healthcare, & EMS						S		p	S		S				
	Situational Assessment	S	S	S	S	P	S	S	S	S	S	S	S	S	P	P

Table 8: Assignment of Emergency Roles per Core Capability

Public Information

Leadership, at the incident level and in EOCs, facilitates communication through the development and use of a common communications plan, interoperable communications processes, and systems that include voice and data links. Integrated communications provide and maintain contact among and between incident resources, enable connectivity between various levels of government, achieve situational awareness, and facilitate information sharing. Planning, both in advance of and during an incident, addresses equipment, systems, and protocols necessary to achieve integrated voice and data communications.

ESF 2 – Communication, Information and Warning Systems (published separately) supports impacted local jurisdictions with regard to communications or cyber system issues.

ESF 15 – External Affairs (published separately) supports the communication of accurate, accessible, and timely information to the public and stakeholders during disasters and emergencies. ESF 15 provides information on the incident and the state's response to the

situation. ESF 15 also seeks to combat misinformation by addressing incorrect information that has been released to the public by other sources. This keeps the public accurately informed and helps keep confidence in the state's response efforts.

The principles of communications and information management, which support incident managers in maintaining a constant flow of information during an incident, are (1) Interoperability; (2) Reliability, Scalability, and Portability; (3) Resilience and Redundancy; and (4) Security. Information and intelligence management includes identifying EEI to ensure personnel gather the most accurate and appropriate data, translate it into useful information, and communicate it with appropriate personnel.

Joint Information Center/Joint Information System (JIC/JIS)

A JIC/JIS may be established when incident response involves multiple responding agencies that need to work collaboratively to disseminate unified messaging to the public and news media on the incident and response efforts occurring. A JIC is a physical central location where Agency Representatives, generally Public Information Officers (PIO), gather to work together to prepare, coordinate, and disseminate up-to-date, accurate, accessible information. The JIC may be a part of the SEOC, a JFO, or an incident or unified command post in the field.

The JIS is the collaborative method of coordinating information across multiple agencies, organizations, and jurisdictions if/when these entities are unable to co-locate in a JIC or a JIC has not yet been established but information still needs to be pushed out to the public. In these instances, coordination may occur via conference call, email, or other information sharing arrangements as determined by the response agencies.

Responding agencies participating in a JIC or JIS do not lose their autonomy to prepare and disseminate organization-specific messaging to their stakeholders and the public. The JIC/JIS ensures that general communication about the incident and response efforts to the public and media is accurate and consistent across all agencies.

Incident Information Management Systems

Washington uses information management systems such as WebEOC to manage disaster and emergency operations and improve the sharing of public safety information.

WebEOC provides the SEOC and local jurisdictions with a shared platform to receive, process, and manage information from county, city, state, Tribal, and federal partners. It serves as a collaborative tool that gives emergency managers and senior leaders a common operating picture of ongoing public safety operations and related sensitive information.

The system also acts as a gateway for communication between local and state EOCs, as well as between state, federal, and local public safety agencies. This shared information helps

authorized users make informed decisions during emergencies and enhances coordination and collaboration across all levels of government.

Limited English Proficient (LEP) Communications

The type and level of language services, such as translation and interpretation, will be determined on a case-by-case basis, depending on the LEP populations in the affected areas and the specific operational needs of the incident.

ESF 15 – External Affairs will use certified translators and interpreters whenever possible and practical during emergency response and disaster recovery operations.

More information about communicating with LEP populations, including the identification of LEP communities and how information is shared, can be found in ESF 15 – External Affairs, Appendix 1: Communicating with Limited English Proficient Populations.

Interoperable Communications Plans

Federal

National Emergency Communications Plan (NECP)

The NECP is the Nation's strategic plan for emergency communications that promotes communication and sharing of information across all levels of government, jurisdictions, disciplines, and organizations for all threats and hazards, as needed and when authorized.

State

State Telecommunications Service Priority (TSP) Planning Guidance

The State TSP Planning Guidance describes Washington's policy and procedures for the TSP system and summarizes the legal and regulatory basis and procedures for all non-federal government agencies in the state, including public medical facilities. It also aids potential users in determining eligibility for TSP, while outlining the procedures for submitting TSP applications in the state.

Statewide Communication Interoperability Plan (SCIP)

The SCIP details Washington's vision, mission, and goals for improving emergency and public safety communications interoperability for a one-to-three-year timeline through current governance mechanisms and identified improvements to be made, public safety technology and operations needed, and funding sources that do and can support the movement toward the outlined goals.

Primary, Alternate, Contingency, and Emergency (PACE) Plan

The PACE Plan, which is currently under development, provides alternate and additional communications resources that can be utilized when primary providers exceed their maximum capacity during an incident. The alternate, contingency, and emergency methods of communication may be employed in situations such as when there are single-point-of-failure challenges or communications services are experiencing outages.

Washington Statewide AMBER Alert Plan

The Washington Statewide AMBER Alert Plan solely governs and authorizes the use of Emergency Alert System (EAS) and other methods available for public notification for AMBER Alerts throughout the state of Washington to enhance the public's ability to assist in recovering abducted children.

Appendix: Communicating with Limited English Proficient Populations; Washington State CEMP - ESF 15

The Appendix to ESF 15 describes how ESF 15 will communicate state-level vital information to individuals with LEP during emergencies and disasters impacting the state of Washington. This plan, which follows guidance from the U.S. Department of Homeland Security on how to best communicate with LEP populations during various incidents, does not relieve local jurisdictions or other state agencies of their responsibilities in communicating with LEP populations during times of emergency or disaster. However, it does address how ESF 15 will work collaboratively with impacted communities to follow this or similar LEP communications plans.

Logistics

Logistics plays a crucial role in offering resource assistance to state agencies, Tribal communities, and local jurisdictions in the aftermath of an emergency or disaster. The provision of resource support becomes necessary when these entities deplete their own resources or capabilities, or when they can accurately anticipate future requirements. Activities address resource needs analysis, evaluation, planning for future needs requirements, procurement, distribution, and other coordination of resources, all of which are vital for facilitating emergency operations.

Resource Request Process and Resource Demobilization

Resource support is triggered when state agencies, Tribal and/or local jurisdictions exhaust their resources and capacity or can accurately forecast future needs for the provision of services, personnel and commodities during the response and recovery phases of an emergency or disaster. This may include emergency relief supplies, office equipment, office supplies, facilities, transportation services and personnel required to support emergency activities.

Below is a flow chart that depicts what each level of government has as possible resource providers to use at their own level prior to escalating to the next higher level of government.

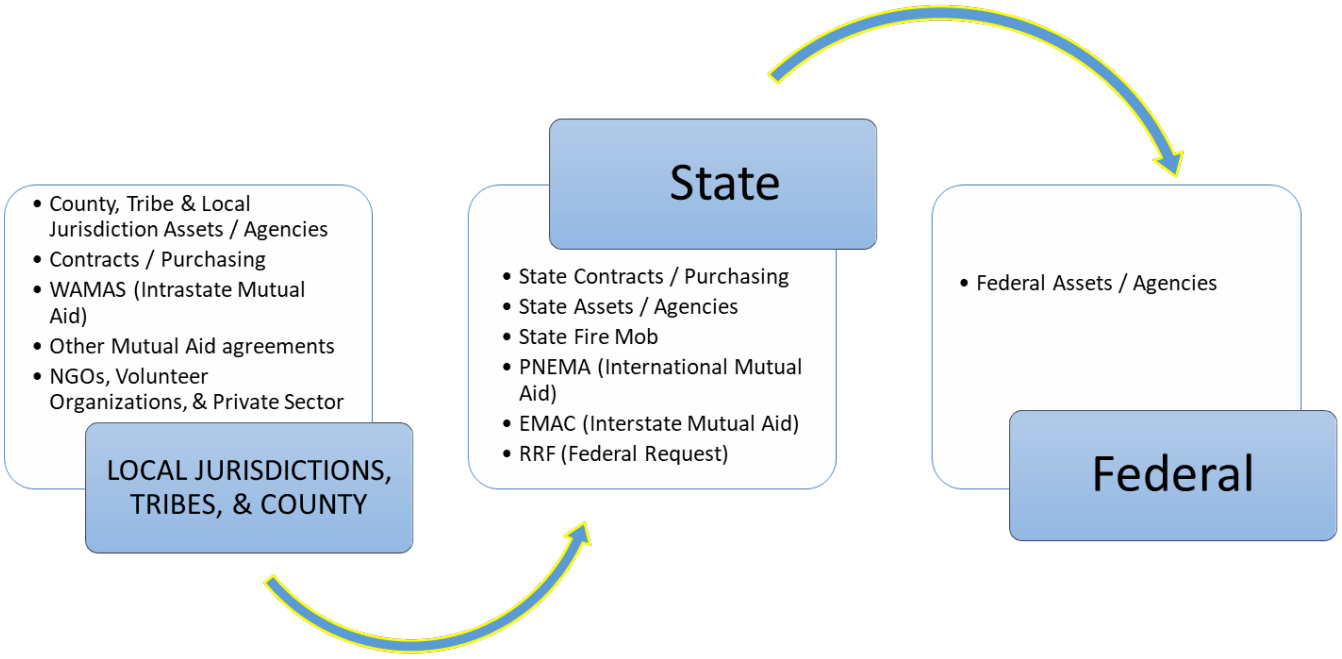

Figure 9: Resource Request Process

Mutual aid is written into state law for local government only and should be considered prior to making a request to the next higher level of government.

Intrastate mutual aid is referred to as the WAMAS. Established in RCW 38.56 for mutual assistance among member jurisdictions, it applies to emergencies and drills/exercises (RCW 38.56.030). Prior to requesting assistance, a member jurisdiction:

- Determines an emergency exists within its territorial limits consistent with applicable legal authority; or
- Anticipates undertaking drills or exercises in preparation for incident response.

Members are political subdivisions of Washington state (automatically enrolled) and any federally recognized Tribe located within the state that has declared their intention to be a member (not automatically enrolled).

Note: State agencies and special purpose districts [e.g., fire, port, public utility districts (PUD), diking districts, etc.] are not members of WAMAS. However, legislative updates taking effect in July 2024 will expand membership to include special purpose districts as defined in RCW 36.96.010 and junior taxing districts as defined in RCW 84.52.043 in the Washington Mutual Aid System.

It is important to note that WAMAS:

- DOES NOT replace existing mutual aid agreements or prevent the ability to enter into future agreements.
- IS local jurisdictions or federally recognized Tribes who have declared membership, working together.
- IS NOT making requests to the state.

Below is a diagram of an Intrastate mutual aid request:

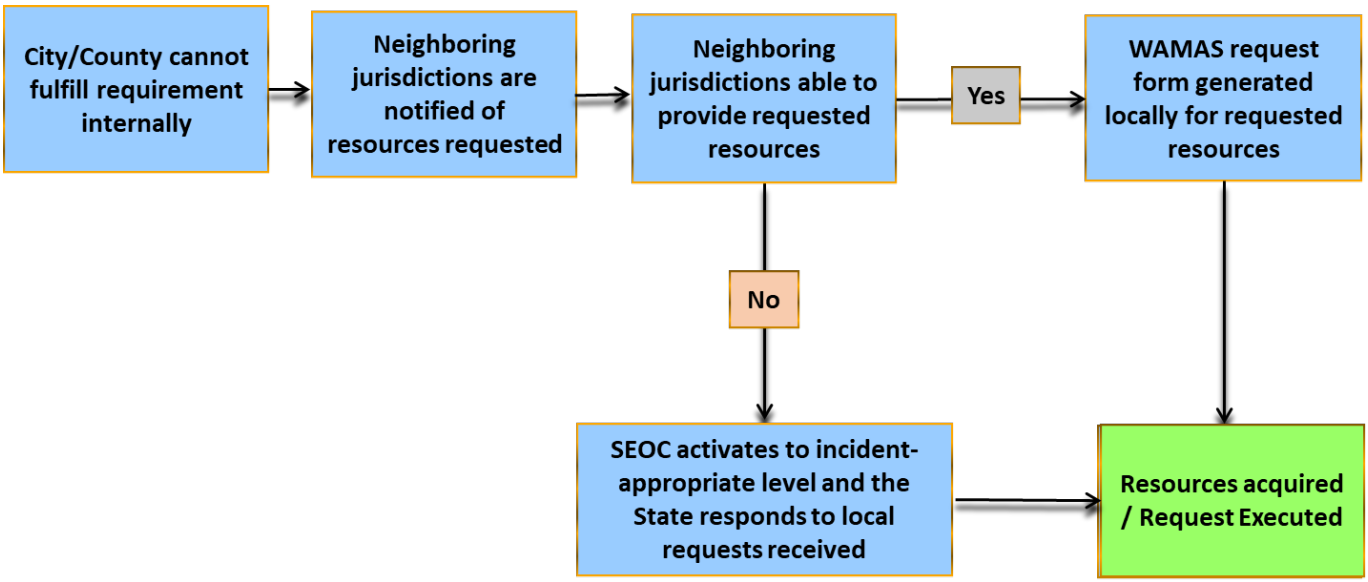

Figure 10: Washington Intrastate Mutual Aid Request Process

The use of EMAC and/or PNEMA is governed by policies and procedures under the purview of the Logistics Program and State Mutual Aid Coordinator.

Once it is determined that a resource request should be elevated to the SEOC, then the request will be formatted to address the capability needed or the desired end result rather than specific equipment, supplies, or personnel and will be transmitted using the following four methods (in the order listed):

1. WebEOC
2. ICS 213 RR (State Request Form) emailed to operations or the AWC
3. Phone
4. ICS 213 RR via WinLink (radio signal transmission)

The SEOC will fulfill requests in the following order:

1. Request resource from a state agency (if not completed here OPS assigns to Logistics)
2. Utilize state contracts
3. The rental or purchase of commercial resources (not under contract)
4. Washington National Guard resources
5. Request resources through international PNEMA or interstate EMAC* mutual aid systems
6. Request federal resources**

***EMAC requires the governor to proclaim an emergency**
****Situational dependent response; requests may be authorized by using Mutual Aid Agreements, Direct Response Authority, or require a Presidential Declaration**

Figure 12 illustrates a standardized method for SEOC staff to analyze and assign Requests for Assistance. All resource requests will be received and processed through the SEOC Operations Section. Requests will be evaluated by Operations and will be assigned to the appropriate ESF if the request can be filled using state resources or contracted or procured. If the request requires resources beyond the capability or capacity of state agencies and the Department of Enterprise Services (DES), then Operations will assign the request to the Logistics Section.

Once assigned to Logistics the Logistics Section Chief or External Resource Branch Director (if staffed) will assign the request to the appropriate unit within the External Resource Branch. Within this branch any request will be completed whether the resource must be purchased, leased, rented, obtained through mutual aid or a federal resource request.
The Logistics Section Chief monitors the status of resource requests assigned to the External Resource Branch from assignment to completion. Requests assigned to any ESFs are tracked by the Operations Section.

Resources will be requested, assigned, mobilized, dispatched and demobilized using the SEOC WebEOC Resource Tracker and the SEOC SOP.

ESF 7 describes the concept of operations as well as the roles and responsibilities of the lead and support state agencies during the mitigation, preparedness, response, and recovery phases. The reception and integration, state staging areas, and movement coordination elements of the emergency supply chain are described in detail in the Distribution Management Plan (DMP). When operationalized, they will be units organizationally structured within the Operations Section of the SEOC.

Out-of-state mutual aid resources are requested through the EMAC, established in Public Law 104-321, or the PNEMA, established in Public Law 105-381, both coordinated through Washington Emergency Management Division.

Resources should be deployed only when appropriate authorities request and dispatch them through established resource management systems. Resources that authorities do not request should refrain from spontaneous deployment to avoid overburdening the recipient and compounding accountability challenges.

Resource requests are tracked throughout their entire life cycle, from the time submitted, until filled (if consumable) or until the resource is demobilized and returned (if non-consumable). Supply chain elements, such as state and local staging areas, reception and integration centers, movement coordination centers, and movement control points activate as appropriate to the situation. State and local staging areas serve as temporary storage areas for the movement of resources to affected areas. Reception and integration centers provide reception, integration, onward movement, and accountability for out-of-state resources.

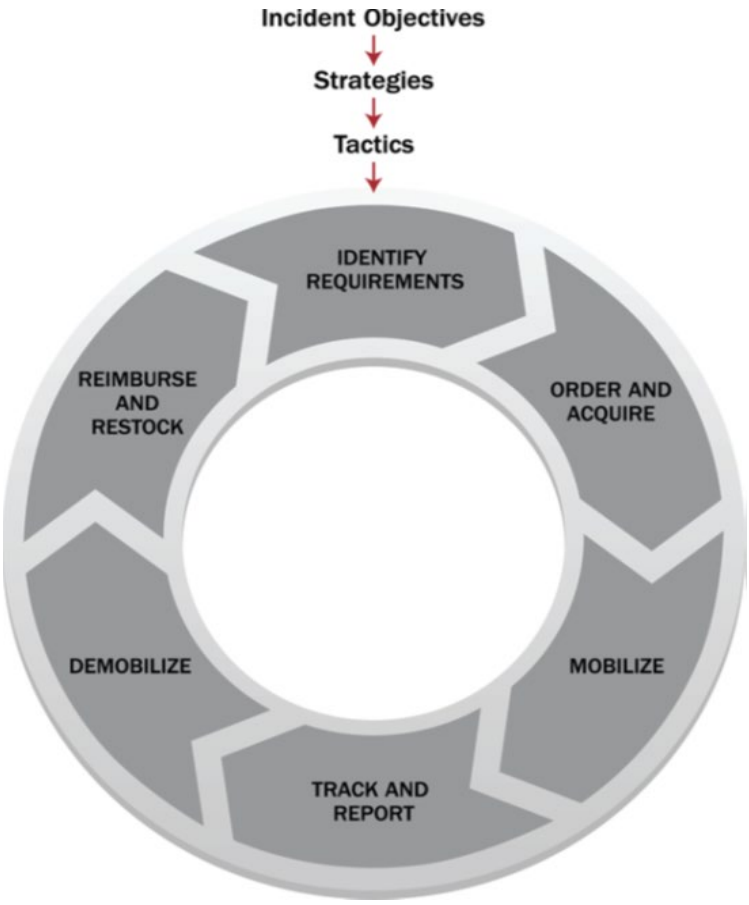

Figure 11: Resource Request Lifecycle

Staging Areas and Community Points of Distribution

Following an emergency or disaster, it may be necessary to coordinate staging areas for resources. Upon notification of an imminent or occurring major emergency or disaster, the SEOC Operations Section Chief may activate State Staging Areas. The primary objective of each staging area is to furnish essential resources within 12 hours of receiving a request. State Staging Areas will be synchronized with local jurisdictions and Tribal emergency managers.

Resources positioned at a State Staging Area can be directly allocated to the designated point of utilization or to a County Staging Area or Community Point of Distribution (CPOD) sites. The consolidation of state, Tribal, and/or local authorities will facilitate a smoother transfer of ownership, enhancing overall efficiency. As the existing structure (civilian, government, municipality etc.) becomes self-sufficient and local resource supply systems resume operations, staging areas will be demobilized.

The state staging area serves as the central hub in the supply chain for delivering resources to survivors in a community. These resources come from various sources, including federal resources from FEMA incident support bases or federal staging areas, state inventory from state distribution centers or state partners, and private sector resources from commercial contracts or donations. Once gathered, these resources are then transported from the state staging areas to county staging areas or commodity points of distribution.

The Distribution Management Plan, an Annex of ESF 7 – Logistics and Resource Support, outlines tactics, functional plans, and strategic guidance for state, local, Tribal, and territorial (SLTT) logistical response operations. Its primary objective is to guarantee the timely provision of life-sustaining resources after a catastrophic incident. These plans encompass staging sites and operations, logistical support such as services and personnel, information management, transportation of resources to the required location, CPOD, inventory management, resource acquisition, and demobilization. This will enhance, create, foster, and maintain supply chain resilience.

Resource Gaps

There are many types and kinds of specialized resources that may be needed for both emergencies and disasters (e.g. USAR, specialized health professionals, disaster housing inspectors, mobile telecommunications equipment, HAZMAT teams, etc.). Some of these resources may be coordinated through collaboration with SLTT partners, private sector, the EMAC, and nonprofits who can bridge gaps until normal supply chain systems are restored.

Emergency Declaration and Proclamation Processes

Local Jurisdiction Emergency Declaration Process

After an incident occurs, affected counties, cities, or towns will coordinate their emergency response effort to an emergency or disaster within their respective jurisdictions. Local jurisdictions have the ability to declare or proclaim a state of emergency in accordance with their local codes, charters, or ordinances. When the incident exceeds the capacity of the local government, its emergency management agency may request state assistance through the SEOC. Local jurisdictions may choose to declare an emergency for the purposes of expediting resource assistance, overcoming administrative barriers to procurement and contracting, access to emergency funds, etc. Although requests for assistance from cities, independently recognized by the state as separate emergency management jurisdictions, can be made directly to the SEOC, the state strongly recommends that requests are coordinated through the county EOC/ECC to determine if more timely and efficient assistance may be coordinated through the local county EOC/ECC.

Tribal Emergency Declaration Process

The Sandy Recovery Improvement Act of 2013 (SRIA), Public Law 113–2, an amendment to the Stafford Act, acknowledges Tribal self-determination and FEMA's government-to-government relationship with Tribes by providing federally recognized Tribal governments the option to request a major disaster or Presidential emergency declaration directly or submit under the state. After an incident occurs, the Tribal government will activate their emergency plan and perform an Initial Damage Assessment. Should a Tribal government find that the situation is beyond available capability, and that supplemental federal emergency assistance is necessary, the Tribal Chief Executive may request a Joint Preliminary Damage Assessment (PDA) with the FEMA Region 10 Regional Administrator within 30 days of the incident. A Joint PDA will estimate damages and the potential need for Stafford Act assistance. The Tribal government will then evaluate the assessment to determine if Stafford Act assistance is needed to save lives and protect property, public health and safety, or to lessen or avert the threat of a disaster. A request may be submitted as part of the state declaration request, or separately.

State Emergency Proclamation Process

The governor may, after finding a public disorder, disaster, energy emergency, or riot exists within the state affecting life, health, property, or the public peace, proclaim a state of emergency in the area affected. The powers granted to the governor during a state of emergency are only effective within the area described in the proclamation in accordance with RCW 43.06.010(12). The proclamation by the governor is a prerequisite for access to the full range of federal disaster recovery programs available to the state. Interstate mutual aid requests through the EMAC also require a proclamation from the governor. The governor's

authority to proclaim a state of emergency and issue related orders and proclamations under RCW 38.08, 38.52, and 43.06 provide a host of tools to the governor to help manage in times of emergency. A governor's proclamation is not required to activate the SEOC or coordinate response efforts. The PNEMA, which is an international in addition to interstate mutual aid agreement, does not require a proclamation of emergency from the governor and can be used at any time including for planned events.

All proclamations shall indicate the nature of the emergency, the threatened area or areas, and the conditions that caused the emergency or may lead to its termination. The state of emergency shall cease to exist upon the issuance of a proclamation of the governor declaring its termination. The governor must terminate the proclaimed state of emergency when order is restored in the area affected in accordance with RCW 43.06.210. The Office of the Attorney General will assist in the preparation of the proclamation to ensure all legal and other requirements are met.

Presidential Emergency or Major Disaster Declaration

Pursuant to Title 44, Code of Federal Regulations (CFR), Part 206, Subpart B, the governor may request the President of the United States issue an emergency or a major disaster declaration. Before making a request, the governor must proclaim a state of emergency and ensure all appropriate state and local actions have been taken.

The governor's request for a disaster declaration may result in one of the following three outcomes: a Presidential declaration of a major disaster, a Presidential declaration of an emergency, or denial of the governor's request. If the President declares an emergency or major disaster, the governor and the FEMA Regional Administrator will execute a FEMA-State Agreement which states the understandings, commitments, and conditions for federal assistance, and describes:

- The incident and incident period for which assistance will be made available.
- The areas eligible for federal assistance.
- The type and extent of federal assistance provided.
- The commitment of the state and local governments with respect to the amount of funds to be expended in alleviating damage and suffering caused by the major disaster or emergency.

With the declaration, the President appoints an FCO, and the governor designates an SCO and a GAR. The FCO is responsible for coordinating all declaration related federal disaster assistance programs administered by FEMA. The SCO is the authorized representative of the governor to manage and coordinate state and local emergency response and recovery efforts following a Presidential emergency or major disaster declaration. The FCO and the SCO will work together to ensure all assistance is provided in accordance with the Stafford Act. In cases where

Department of Defense resources are being employed, the DCO will likely be assigned and part of the UCG.

Federal Disaster Declarations

Whenever a federal disaster declaration is received or whenever it is appropriate for the incident, a UCG can be established to incorporate direction from the governor's Policy Group and set objectives. The UCG may make recommendations to the governor via the Policy Group on actions for consideration. The UCG is comprised of the SCO, FCO after a federal declaration has been received, the DCO (as appropriate), and principal and supporting agencies, as appropriate for the incident.

The SCO is the authorized representative of the governor to manage and coordinate state and local emergency response and recovery efforts. The SCO is authorized to commit any and all state resources necessary to cope with the emergency or disaster. The SCO also has the authority to direct all state, regional and local agencies to identify personnel needed from those agencies to assist in meeting the needs created by this emergency.

The GAR is empowered by the governor to execute all necessary documents for disaster assistance on behalf of the state, including certification of application for public assistance and individual assistance. The GAR can, on the governor's behalf, enter into binding agreements with the federal government for response and recovery efforts. The GAR also coordinates and supervises the state disaster assistance program to include serving as its grant administrator. The GAR is designated in the FEMA-State Agreement. In general, the SCO is the designated GAR. The exception is in the case of the FEMA State Fire Assistance Grant Program when the State Forester is designated as the GAR.

Request for a Proclamation of Emergency

For general purposes, a governor's proclamation does not release funding, however it may allow the state to mobilize additional assets for impending or existing disasters and emergencies and facilitates response activities. Many resources and capabilities can be utilized without a Governor's Proclamation of Emergency. The governor proclaims a state of emergency pursuant to RCW 43.06.010(12) to meet a variety of response and recovery needs, such as:

- Deploying response assets to include activating the National Guard and State Active Duty.
- Allowing emergency contracting and procurement
- Prohibiting activities to help preserve and maintain life, health, property, or public peace.
- Waiving or suspending certain state laws, rules, and regulations to facilitate response and recovery operations.

- Providing assistance to disaster survivors, including state programs that provide support to specific subsections of the population.

The executive heads of government at the local level (mayor, city manager, or board of county commissioners) may declare or proclaim a local state of emergency in accordance with the provisions of their local codes, charters, or ordinances. The governor's authority to proclaim a state of emergency is identified in RCW 43.06.010(12).

Determining the Need for and Requesting a Presidential Declaration

To determine if a federal disaster declaration or state emergency proclamation is warranted, the Recovery Lead for ESF 21 , if activated, works closely with EMD Recovery Section to determine if the known disaster impacts, based on local Initial Damage Assessments (IDA), sitreps, social media, other sources of information supporting situational assessments have met the state and local indicators to necessitate a joint-FEMA-State Preliminary Damage Assessment. ESF 21 and the Recovery Branch will coordinate damage assessments for homes and businesses. The EMD PA program coordinates damage assessments for all public infrastructure related damages in close coordination with ESF 21 for the purposes of information sharing, operational coordination, and situational assessment. ESF 21 and EMD Recovery Staff lead the drafting of the presidential disaster declaration requests for public assistance, and/or individual assistance as determined appropriate based on the findings of initial and preliminary damage assessments often in consultation with the FEMA Region 10 recovery staff.

During SEOC activations, the proclamation process is led by the planning section, in coordination with SEOC Supervisor, EMD PA staff, state agencies, and, if necessary, EMD Human Services program staff. The governor may proclaim a state of emergency when a disaster, public disorder, energy emergency or riot exists in the state that affects life, health, property, or public peace pursuant to RCW 43.06.010(12). This state of emergency is proclaimed for and is only effective within the affected area, which may be all or part of the state. State agencies may informally request EMD to develop a governor’s proclamation or to include language in the proclamation which allows them to implement certain programs or access federal resources. The governor’s proclamation is developed by the planning section in the SEOC with guidance from superiors and legal counsel, signed by the governor and filed with the secretary of state pursuant to RCW 43.06.210.

Finance

The Federal Emergency Management Agency (FEMA) requires that state and local governments receiving federal financial assistance under the Stafford Act comply with FEMA’s rules prohibiting discrimination, as provided in 44 CFR § 206.11. As a result of this federal requirement, state and local governments seeking to receive federal disaster assistance will

follow a program of non-discrimination and incorporate FEMA's Whole Community approach. This requirement encompasses all state and local jurisdiction actions to the federal/state agreement.

All personnel carrying out federal major disaster or emergency assistance functions, including the distribution of supplies, the processing of applications, and other relief and assistance activities, shall perform their work in an equitable and impartial manner, without discrimination on the grounds of race, religion, sex, color, age, economic status, physical and sensory limitations, LEP, or national origin.

As a condition of participation in the distribution of assistance or supplies under the Stafford Act, government bodies and other organizations shall provide a written assurance of their intent to comply with regulations relating to nondiscrimination promulgated by the President or the administrator of FEMA, and shall comply with such other regulations applicable to activities within an area affected by a major disaster or emergency as the administration of FEMA deems necessary for the effective coordination of relief efforts.

The Pets Evacuation and Transportation Standards (PETS) Act amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The PETS Act is operational when a federal disaster declaration is made and can provide reimbursement for allowable, documented services used in the declared emergency. Eligible costs related to pet evacuations and sheltering are in FEMA's Public Assistance Program and Policy Guide (PAPPG).

Incurred Costs Tracking

Emergency expenditures are not normally integrated into the budgeting process of state and local jurisdictions. Nevertheless, incidents occur on a periodic basis requiring substantial and necessary unanticipated obligations and expenditures. State agencies will follow emergency procedures outlined in RCW 43.88.250, Emergency Expenditures.

Whenever an emergency needs expenditures for the preservation of peace, health, or safety, or for carrying on the necessary work required by law of any state agency for which insufficient or no appropriations have been made, the head of such agency shall submit to the governor duplicate copies of a sworn statement setting forth the facts constituting the emergency and the estimated amount of money required. If the governor approves such estimates, in whole or in part, the governor shall endorse each copy of the statement, together with a statement of the amount approved as an allocation from any appropriation available for allocation for emergency purposes and transmit one copy to the head of the agency thereby authorizing the emergency expenditures.

Local jurisdictions requesting assistance should assume that the resources asked for will need to be paid out of local funding. Local jurisdictions may incur disaster-related obligations and expenditures in accordance with the provisions of RCW 38.52.070(2), applicable state statutes

and their local codes, charters, and ordinances, which may include but are not limited to the following:

- Emergency expenditures for cities with populations less than 300,000. RCW 35.33.081.
- Emergency expenditures for towns and cities with an ordinance providing for a biennial budget. RCW 35.34.140.
- Emergency expenditures for code cities. RCW 35A.33.080 and RCW 35A.34.140.
- Emergency expenditures for counties. RCW 36.40.180.

Records will be kept in such a manner to separately identify incident related expenditures and obligations from general programs and activities of state agencies and local jurisdictions or organizations. Complete and accurate records are necessary to document requests for assistance, for reimbursement under approved applications pertaining to declared emergencies or major disasters, and for audit reports.

Cost Recovery

Disaster-related expenditures and obligations of state agencies, local jurisdictions, and other organizations may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work performed in the restoration of certain portions of critical infrastructure after a major disaster declaration by the President of the United States under the statutory authority of certain federal agencies.

Public Assistance (PA) Program

Federal:

Following a Presidential Major Disaster Declaration, FEMA's Public Assistance (PA) grant program provides federal assistance grants to state, Tribal, territorial, and local governments, and certain types of private nonprofit (PNP) organizations so that communities can quickly respond to and recover from major disasters or emergencies. Through the program, FEMA provides supplemental federal disaster grant assistance for debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain PNP organizations. The PA program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.

State:

The PA State Administrative Plan (SAP) provides procedures used by the Military Department, Emergency Management Division staff to administer the PA Program. Audits of state and local jurisdiction emergency expenditures will be conducted in the normal course of state and local government audits. Audits of projects approved for funding with federal disaster assistance funds are necessary to determine the eligibility of the costs claimed by the applicant.

Further details on the Federal and State PA Program can be found in the Washington Restoration Framework (WRF).

Individual Assistance (IA)

Other Needs Assistance (ONA) awards are available under FEMA IA to qualified individuals and families to meet serious, disaster-related needs and necessary expenses for which assistance from other federal, state, or voluntary agency disaster assistance programs is unavailable or inadequate. Typically, these needs fall into the categories of medical, dental, and funeral expenses, as well as personal property, transportation, and other necessary expenses or serious needs resulting from a major disaster.

Federal:

FEMA provides assistance to individuals and households through the IA Program, which includes all of the following:

- Mass Care and Emergency Assistance (MC/EA);
- Crisis Counseling Assistance and Training Program (CCP);
- Disaster Unemployment Assistance (DUA);
- Disaster Legal Services (DLS);
- Disaster Case Management (DCM); and
- Individuals and Households Program (IHP).
    - IHP is comprised of two categories of assistance: Housing Assistance (HA) and Other Needs Assistance (ONA).

State:

Individual Assistance (IA) and Other Needs Assistance (ONA) Programs

The IA SAP for the ONA Program is used by the Washington EMD staff to administer FEMA's IA program during an IA disaster. The IA SAP sets forth the organization, staffing, and procedures for administration of the IHP ONA in Washington state subsequent to a major disaster declaration by the President.

The Washington state IA program is authorized under RCW 38.52.030(9), guided by the Washington State Disaster IA Program Plan, and administered by EMD.

The Washington state IA program is designed to provide financial support to Washington disaster survivors for temporary housing assistance and limited basic needs assistance. It is not intended to fully restore or recover all uninsured disaster-caused losses or unmet needs. It is intended to fill gaps in disaster assistance to promote improved disaster recovery.

The Washington state IA program operates via reimbursement to counties and Tribal nations.

The Washington state IA program may be activated following a gubernatorial disaster proclamation that is not eligible for FEMA IA. Alternatively, following a disaster that causes sufficient damages to warrant a state request for FEMA IA, and whereby the federal assistance is subsequently approved, the Washington state IA program may also be activated to provide supplemental assistance to individuals with remaining disaster-caused unmet needs.

Assistance under the program will be delivered across three phases: Initial Needs and Extended Sheltering Assistance, Housing and Other Survivor Needs Assistance, and Long-Term Recovery Support.

Further details on the Federal and State IA Program can be found in the Washington Restoration Framework.

The Small Business Administration (SBA) Disaster Loan Program

SBA provides low-interest disaster loans to help non-farm businesses and homeowners recover from federally declared disasters. Businesses of all sizes located in declared disaster areas, most private nonprofit organizations, homeowners, and renters affected by declared disasters, including civil unrest and natural disasters such as severe winter storms, flooding, and wildfires are eligible to apply. SBA disaster loans can be made available without a Presidential Disaster Declaration such as when the governor makes a written request to SBA with supporting economic injury loss or Preliminary Damage Assessment information that meets the SBA threshold for declaring a disaster. In the event the President declares a major disaster, the SBA automatically makes its low-interest loan programs available to qualifying businesses and private non-profit organizations that have suffered damages. An SBA loan can be used for losses not covered by insurance or funding from FEMA for both personal and business purposes, including business operating expenses that could have been met had the disaster not occurred.

Further details on the SBA Disaster Loan Program can be found in the Washington Restoration Framework.

Disaster Response Account (DRA) Usage

The Disaster Response Account (DRA/05H) is created in the state treasury. Moneys may be placed in the account from legislative appropriations and transfers, federal appropriations, or any other lawful source. Moneys in the account may be spent only after appropriations. Expenditures from the account may be used only for support of state agency and local government disaster response and recovery efforts, including response by state and local government and federally recognized Tribes. The Washington Military Department can utilize the account during disaster response and recovery in the event the local jurisdiction is unable to adequately carry out lifesaving or life-safety measures. While some costs may be eligible for Public Assistance or Individual Assistance grants, they will only be reimbursed to the state in

the case of a Presidential Declaration. When no declaration is received, the costs will be absorbed by the agency or the DRA. The Washington legislature, the Adjutant General of Washington, the Washington Military Department Chief Financial Officer, or the State Coordinating Officer/Governor's Authorized Representative, are authorized to allocate funds from the DRA for Response, Recovery and Mitigation activities. Contingent on legislative appropriations the DRA funds are also utilized to pay a portion of the non-federal grant cost share for FEMA authorized grants to include the Public Assistance Program, Individual Assistance Program, Fire Management Assistance Grants, Hazard Mitigation Assistance Grants, Building Resilient Infrastructures and Communities Grants, Pre-Disaster Mitigation Grants, and Flood Mitigation Assistance Grants.

Administration

Documentation Procedures

RCW 38.52 authorizes the use of emergency workers as outlined in state law. "Emergency Worker" is defined in RCW 38.52.010(17), while provisions addressing the registration, use, classification and coverage of emergency workers are addressed by, among others, RCW 38.52.180, RCW 38.52.310, and WAC 118-04. The SEOC may issue mission numbers (Disaster Incident, Search and Rescue, or Evidence Search Number Series) to local jurisdictions for emergency management incidents, disasters, or search and rescue operations. The mission number is used by each local jurisdiction for the duration of the incident and the recovery period. Equipment and vehicles should only be used by trained, qualified personnel. Personal property which is not relevant to the mission will not be considered for compensation coverage. When state agencies or local jurisdictions engage in repair or restoration of damaged facilities as part of their emergency response, some of the normal bidding, contracting, permitting, and regulatory requirements may not apply or may provide for a streamlined process. Examples include:

- Emergency work impacting waters of the state, such as bridge repairs, triggers an expedited process for hydraulic project permits. RCW 77.55.011(7) - (8) and RCW 77.55.021(12) – (15).
- Emergency work within shorelines may be exempt from shorelines permits. RCW 90.58.030(3)(e)(iii) and WAC 173-27-040(2)(d).
- Emergency work may be exempt from environmental review under Department of Ecology rules carrying out the State Environmental Policy Act. WAC 197-11-880.

Even when regulatory statutes or rules provide exemptions for emergency work, those exemptions may apply only to repair of existing facilities or restoration of facilities to their pre-disaster condition. Emergency construction of new facilities or expansion of or addition to an existing facility may require regulatory permits and environmental review. Many structures,

archaeological sites, or properties of historical significance are protected by law. Statutes protecting Native American Indian cultural resources do not contain clear exemptions for emergency work that could impact such resources. Consult RCW 27.53 for additional guidance on this subject. Non-time critical missions and recovery actions affecting such protected areas will be coordinated with the Department of Archaeology and Historic Preservation.

Records will be kept in such a manner to separately identify incident related expenditures and obligations from general programs and activities of local jurisdictions or organizations. Complete and accurate records are necessary to document requests for assistance, for reimbursement under approved applications pertaining to declared emergencies or major disasters, and for audit reports.

Documentation Retention

Washington EMD must retain all SEOC records for seven years after the close of a mission.

- Level 1 activation records are transferred to the State Archives after the seven-year hold period.
- Level 2 and Level 3 activation records may be destroyed after seven years.
- Any documentation related to an active Public Records Act request or litigation must be retained until the request is completed or the litigation has ended.

Situational Analysis Procedures

For a detailed description about situational analysis procedures, see the Washington SEOC SOP, Section 5 – Planning Section.

Damage Assessment Procedures

For a detailed description about damage assessment procedures, see the Washington SEOC SOP, Section 4 – Operations Section and Section 9 – PIO. Additional guidance on damage assessments during recovery is available in the Washington Restoration Framework.

Situational Reporting Procedures

For a detailed description about situational reporting procedures, see the Washington SEOC SOP, Section 5 – Planning Section.

Incident Action Plan Procedures

For a detailed description about incident action plan procedures, see the Washington SEOC SOP, Section 5 – Planning Section.

Development and Maintenance

The development of the Response Plan was a statewide effort that brought together input and feedback from multiple state agencies and partners. Drafting, writing, and reviewing the plan

depended on the interagency Response Plan Working Group, which ensured broad participation, information sharing, and agreement on agency roles and responsibilities during plan activation.

The following list includes the state agencies and stakeholders that participated in the Response Plan Working Group.

Lead

- Washington Military Department
    - Emergency Management Division

Additional Contributors

- Department of Agriculture
- Department of Children, Youth, and Families
- Department of Commerce
- Department of Ecology
- Department of Health
- Department of Licensing
- Department of Natural Resources
- Department of Revenue
- Department of Transportation
- Federal Emergency Management Agency
- Grays Harbor County Emergency Management
- Lewis County Emergency Management
- Office of the State Treasurer
- Redmond Emergency Management
- Washington State Patrol
- Washington Technology Solutions

Overall, the planning and development efforts of the Response Plan Working Group were coordinated and led by the Washington EMD Planning Team. Additional internal review and contribution was provided by the following Washington EMD teams.

- Emergency Communications
    - State 911 Team
- Mitigation Section
    - Hazard Mitigation Team
    - Hazards and Outreach Team
- Preparedness Section
    - Continuity Team

    - Planning Team
- Recovery Section
    - Human Services Team
- Response Section
    - Alert and Warning Center
    - Logistics Team
    - Search and Rescue Team
    - State EOC Core Team

Both internal Washington EMD teams and external state agencies and stakeholders contributed to the Response Plan in several ways. Participants supported the plan's creation by taking part in Response Plan Working Group meetings, responding to surveys that gathered feedback on specific sections of the plan, such as confirming or updating information and suggesting new or expanded language, and reviewing the final draft. When clarification was needed, the Washington EMD Planning Team reached out directly to state agencies or stakeholder organizations to discuss and refine their recommendations.

Promulgation

The promulgation process sees Washington EMD plans go through several levels of review, revision, and approval. This process confirms that all procedures and responsibilities in the plan are accurate, consistent, and approved by those designated to carry them out.

Base Plans are promulgated by the governor, while annexes and appendices, including the Response Plan, are promulgated by TAG.

Before TAG signs the Response Plan, it goes through a full review process. This includes:

- Alignment with the stakeholder working group representing multiple state agencies;
- Legal review and approval by the State's Assistant Attorney General; and
- Final approval by the Washington EMD Preparedness and Response Section Managers, Assistant Director for Operations, and Director.

Once the EMD Director confirms the plan is complete and accurate, it is forwarded to TAG for final promulgation and signature.

Evaluation and Revision

The CEMP Response Plan will be updated at least once every five years from the date of its last publication. The Washington EMD Planning Team develops the final draft and shares it with relevant organizations for review and feedback. The plan is then reviewed to ensure it meets federal and state requirements and remains practical for use during emergencies. Once validated, the Planning Team submits the plan to the appropriate officials for signature and

official publication (see Promulgation). After approval, the All-Hazards Planner distributes the plan to stakeholders responsible for implementing it and makes it available to the public through the Washington EMD website.

The Response Plan will continue to evolve as new information becomes available, lessons are learned, and priorities change. The plan's effectiveness is evaluated through training, exercises, and real-world incidents to determine whether the goals, objectives, and actions outlined in the plan lead to successful response outcomes.

Authorities

This plan is developed, promulgated, and maintained pursuant to the following state and federal statutes, regulations, and directives.

Revised Code of Washington (RCW)

- 35A.33.080, Emergency Expenditures for Code Cities
- 35.33.081, Emergency Expenditures for Cities with Populations Less than 300,000, and Emergency Expenditures for Towns and Cities with an Ordinance Providing for a Biennial Budget
- 35A.34.140, Emergency Expenditures for Code Cities
- 36.40.180, Emergency Expenditures for Counties
- 36.96.010, Dissolution of Inactive Special Purpose Districts
- 38.52, Emergency Management
- 38.52.070 (2), Local Organizations and Joint Local Organizations Authorized – Establishment, Operation – Emergency Powers, Procedures – Communication Plans
- 38.56.020, Intrastate Mutual Aid System – Established
- 38.56.030, Intrastate Mutual Aid System – Member Jurisdiction may Request Assistance from Other Member Jurisdictions - Provisions
- 39.26.130, Public Contracts and Indebtedness, Emergency Purchases
- 43.06, Governor's Emergency Powers
- 43.376, Government-to-Government Relationship with Indian Tribes
- 43.88.250, Emergency Expenditures
- 49.60, Discrimination – Human Rights Commission
- 84.52.043, Levy of Taxes – Limitations Upon Regular Property Tax Levies

Washington Administrative Code (WAC)

- 118-04, Emergency Worker Program
- 118-30, Military Department (Emergency Management)

Federal Laws & Authorities

- Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121)
- Public Law 110-325, American with Disabilities Act (ADA)
- Title 44, Code of Federal Regulations (CFR), Emergency Management and Assistance

Other Important Policies

- Centennial Accord between the Federally Recognized Indian Tribes in Washington State and the State of Washington
- Washington Military Department, Department Policy No. HR-216-04, Disaster Reservist Program

Glossary

- AAR – After Action Report
- ADA – Americans with Disabilities Act
- AFN – Access and Functional Needs
- AHJ – Authority Having Jurisdiction
- AWC – Alert and Warning Center
- BSI – Base Support Installation
- CCP – Crisis Counseling Assistance and Training Program
- CEMP – Comprehensive Emergency Management Plan
- CEPA – County Emergency Preparedness Assessment
- CFR – Code of Federal Regulation
- COG – Continuity of Government
- CPG – Comprehensive Preparedness Guide
- CPOD – Community Points of Distribution
- DCM – Disaster Case Management
- DCO – Defense Coordinating Officer
- DHS – Department of Homeland Security
- DLS – Disaster Legal Services
- DMP – Distribution Management Plan
- DOC – Departmental Operations Center
- DRA – Disaster Response Account
- DSCA – Defense Support of Civil Authorities
- DSCO – Deputy State Coordinating Officer
- DUA – Disaster Unemployment Assistance
- EAS – Emergency Alert System
- ECC – Emergency Coordination Center
- EEI – Essential Elements of Information
- EMAC – Emergency Management Assistance Compact
- EMD – Emergency Management Division
- EMS – Emergency Medical Services
- EOC – Emergency Operations Center
- ESF – Emergency Support Function
- FCO – Federal Coordinating Officer
- FEMA – Federal Emergency Management Agency
- GAR – Governor's Authorized Representative
- HA – Housing Assistance
- HHS – Department of Health and Human Services

- HSEEP – Homeland Security Exercise and Evaluation Program
- IA – Individual Assistance
- IAP – Incident Action Plan
- ICP – Incident Command Post
- ICS – Incident Command System
- IDA – Initial Damage Assessment
- IHP – Individuals and Households Program
- IMAT – Incident Management Assistance Team
- IMT – Incident Management Team
- IOF – Interim Operating Facility
- JFHQ – Joint Force Headquarters
- JFO – Joint Field Office
- JIC – Joint Information Center
- JIS – Joint Information System
- LEP – Limited English Proficiency
- LSC – Logistics Section Chief
- MC/EA – Mass Care and Emergency Assistance
- MERS – Mobile Emergency Response Support
- NAWAS – National Warning System
- NECP – National Emergency Communications Plan
- NGO – Nongovernmental Organization
- NIMS – National Incident Management System
- NRF – National Response Framework
- OFA – Other Federal Agency
- ONA – Other Needs Assistance
- OSC – Operations Section Chief
- PA – Public Assistance
- PAPPG – Public Assistance Program and Policy Guide
- PDA – Preliminary Damage Assessment
- PDD – Presidential Disaster Declaration
- PETS – Pets Evacuation and Transportation Standards
- PG – Policy Group
- PIO – Public Information Officer
- PNEMA – Pacific Northwest Emergency Management Arrangement
- PNP – Private Nonprofit
- PSC – Planning Section Chief
- PUD – Public Utility District
- RACES – Radio Amateur Civil Emergency Services

- RCW – Revised Code of Washington
- RRCC – Regional Response Coordination Center
- RSF – Recovery Support Function
- SAL – State Agency Liaison
- SAP – State Administration Plan
- SAR – Search and Rescue
- SBA – Small Business Administration
- SCIP – Statewide Communication Interoperability Plan
- SCO – State Coordinating Officer
- SEHMP – State Enhanced Hazard Mitigation Plan
- SEOC – State Emergency Operations Center
- SEOO – State Emergency Operations Officer
- SITREP – Situation Report
- SLTT – State, Local, Tribal, and Territorial
- SME – Subject Matter Expert
- SOP – Standard Operating Procedure
- SPR – Stakeholder Preparedness Review
- TAG – The Adjutant General
- TCO – Tribal Coordinating Officer
- THIRA – Threat and Hazard Identification and Risk Assessment
- TSP – Telecommunications Service Priority
- UCG – Unified Coordination Group
- USDA – United States Department of Agriculture
- VOAD – Voluntary Organizations Active in Disaster
- WAC – Washington Administrative Code
- WAMAS – Washington Intrastate Mutual Aid System
- WaTech – Washington Technology Solutions
- WDFW – Washington State Department of Fish and Wildlife
- WRF – Washington Restoration Framework
- WSDA – Washington State Department of Agriculture