ESF #15: External Affairs

ESF Coordinating Agency: Washington Military Department

Primary Agencies:

- Governor’s Office
- Washington Military Department

Support Agencies:

The following state government agencies provide support to ESF 15:

- Department of Agriculture
- Commission on Asian and Pacific American Affairs
- *Office of the Attorney General*
- Department of Commerce
- State Board for Community and Technical Colleges
- Consolidated Technical Services (WaTech)
- Department of Corrections
- Department of Ecology
- Department of Employment Security
- Department of Enterprise Services
- Department of Fish and Wildlife
- State Gambling Commission
- Department of Health
- Commission on Hispanic Affairs
- Governor’s Office of Indian Affairs
- *Office of the Insurance Commissioner*
- Department of Labor and Industries
- Department of Licensing
- State Liquor and Cannabis Board
- Washington State Lottery
- Washington National Guard
- *Department of Natural Resources*
- State Parks and Recreation Commission
- Department of Retirement Systems
- Department of Revenue
- *Office of the Secretary of State*
- Department of Social and Health Services
- Washington State Patrol
- *Office of Superintendent of Public Instruction*
- Department of Transportation
• Utilities and Transportation Commission
• Department of Veterans Affairs

Note: Agencies listed in italic text are led by a separately elected state official.

The following non-state government agencies provide support to ESF 15:
• American Red Cross
• Federal Emergency Management Agency

I. Introduction

A. Purpose

The purpose of Emergency Support Function 15 – External Affairs (ESF 15) is to communicate accurate, accessible, and timely information to the public and various stakeholders during emergencies and declared disasters. ESF 15 provides information about the incident, state response activities, and available recovery programs. It also addresses information on state activities and programs that is incorrect or that could potentially undermine confidence in state emergency efforts.

B. Scope

ESF 15 supports the external affairs priorities of state incident management before, during, and after a natural, technological or human-caused emergency or disaster.

ESF 15 is responsible for developing and disseminating messages to the media, public and business community; and conducting intergovernmental and international affairs.

The actual or perceived magnitude and severity of an emergency or disaster determines the scale, scope and location of ESF 15 activities. A significant external affairs response may involve city, county, tribal, state, and federal agencies, as well as non-governmental organizations and the private sector operating within a construct known as the Joint Information System.

C. Policies

The Governor’s Communications Director is the Emergency Public Information Officer for the State of Washington, as provided for in Section IV – Responsibilities of the Basic Plan.

The Military Department is the coordinating agency for ESF 15 as provided for in Section IV – Responsibilities of the Basic Plan. As the coordinating agency, the department is responsible for developing and maintaining operating plans and procedures, job descriptions, job aids, and a variety of resource materials to guide ESF 15 operations.
Military Department staff, in collaboration with the Governor’s Communications Director and state agency communication directors, develops and maintains a cadre of trained state agency professionals to staff ESF 15 operations in the State EOC, as well as a Joint Information Center, if established.

The Military Department’s Communications Director or Deputy Communications Director assumes initial leadership of ESF 15 upon activation, and typically maintains it after consultation with the Governor’s Communications Director. One of these individuals, or a trained state agency communications director, serves as the ESF 15 Lead on a rotating basis through all phases of the state’s emergency response and disaster recovery efforts.

ESF 15 activities support the messaging efforts of the Governor’s Communications Director, and implement strategic messaging for the emergency or disaster developed in collaboration with the State Disaster Manager and/or the Governor’s Communications Director.

ESF 15 messaging will focus on the extent of the emergency or disaster, state government response and recovery activities, and details of available disaster assistance programs. Messaging activities will include outreach to limited English proficient populations, and to those with disabilities and functional and access needs within the affected areas.

ESF 15 uses the Joint Information System construct to facilitate the development, coordination and dissemination of accurate and timely emergency public information with other participating organizations through all phases of an emergency response and disaster recovery.

State agencies should collaborate with ESF 15 in the development and / or dissemination of their public information to ensure consistent messaging by the state government throughout emergency response and disaster recovery operations.

In some situations, such as a pandemic outbreak, oil spill, or wildfire, state agencies other than the Military Department have the lead for both the state emergency response and for disseminating emergency public information. As appropriate, communication directors of appropriate agencies or public information officers of deployed Incident Management Teams assume leadership of emergency public information activities. If a lead state response agency operates its emergency public information activities outside of the State Emergency Operations Center, ESF 15 assumes a supporting role to that agency.

Depending on the size, scope, and / or complexity of an incident, availability of resources, and following consultation with the State Disaster Manager and the Governor’s Communications Director, the ESF 15 Lead will help establish a Joint Information Center either in or near the State EOC, or on or near the scene of an emergency or disaster.
State planning recognizes that local and tribal governments have the primary responsibility for providing emergency public information to their communities. Nothing in this ESF diminishes or usurps these local and tribal responsibilities.

ESF 15 may deploy a liaison to a community experiencing a disaster if necessary to provide external affairs-related situational awareness to the State EOC and / or to assist the community with its emergency public information activities.

In the event that a local or tribal government requests assistance to provide emergency public information to its community, ESF 15 may do the following:

- Collaborate with the requesting organization to provide vital health and safety information to affected communities from the State EOC.
- Find and deploy public information staff to help the affected jurisdiction with its on-site emergency public information activities. This will be done with the assistance of the External Resource Branch of the State EOC Logistics Section.

II. Situations and Assumptions

A. Situation

ESF 15 supports the external affairs priorities of state incident management before, during, and after a natural, technological or human-caused emergency or disaster.

ESF 15 typically is activated when the State EOC moves to Level 2 Partial Activation status. However, it can be activated at any time deemed necessary by the Governor’s Communications Director, Military Department’s Emergency Management Division Director, State EOC Supervisor, or Military Department Communications Director.

Factors considered for activating ESF 15 include, but are not limited to:

- State government is responding or preparing to respond to the incident;
- The actual or perceived magnitude and severity of an emergency or disaster;
- A need to begin state-level messaging about the incident;
- A desire to enhance situational awareness through monitoring news and social media; or
- A need to respond to information that could undermine confidence in potential or actual state response or recovery activities.

B. Limitations & Assumptions

The Governor’s Communications Director is the State’s Emergency Public Information Officer, and as such, directs the state external affairs activities of ESF 15 unless delegating that task to the Military Department or another state agency.
ESF 15 begins operations when the State EOC is activated to Level 2 Partial Activation or higher.

ESF 15 supports the State EOC while activated. The size and complexity of the incident or event determines the scope, scale, and location of activities and hours of ESF 15 operations.

The effectiveness of ESF 15 depends upon the availability and/or functionality of resources (e.g., personnel, translators and interpreters, facilities, equipment, primary and backup telecommunication systems, etc.).

ESF 15 operations depend upon communications staff support from state agencies identified in Section IV – Responsibilities of the Basic Plan.

The Military Department will establish and train a cadre to lead and/or carry out ESF 15 activities in the State EOC and/or in a Joint Information Center. Communications Directors of state agencies identified in Section IV – Responsibilities of the Basic Plan will support the development and maintenance of the cadre and operations of ESF 15 upon request.

Individuals with little or no emergency response-related external affairs training may assist with ESF 15 operations in the event of a large-scale emergency or disaster. The extent of the emergency or disaster may delay or disrupt ESF 15 operations and the dissemination of information to identified stakeholders and audiences.

Local and tribal governments have the primary responsibility for communicating with their communities during emergencies and disasters, and are expected to use all means at their disposal to do so prior to requesting assistance from the state.

III. Concept of Operations

A. General

ESF 15 activities support the messaging efforts of the Governor’s Office, and implement the messaging strategy for the emergency or disaster developed in collaboration with the State Disaster Manager and/or the Governor’s Communications Director.

At the State EOC, the ESF 15 Lead is a member of the Command Staff, reporting to the EOC Supervisor and/or Disaster Manager, and the Governor’s Communications Director; at an Initial Operating Facility or Joint Field Office, the ESF 15 Lead reports to the State Coordinating Officer/Deputy State Coordinating Officer, coordinating messaging and strategy with the Governor’s Communications Office as
necessary.

The size and scale of the emergency or disaster, and the state response to it, dictates the scope of ESF 15 activities.

ESF 15 coordinates information prior to dissemination, to the extent possible and practical, with other responding local, state, tribal, and federal organizations

ESF 15 provides information to the whole community including limited English proficient populations through a variety of methods, including the news media, state agency and emergency news web sites, social media platforms, and other means.

ESF 15 supports the emergency public information activities of agencies or Incident Management Teams with lead responsibility for specific hazards or incidents, such as oil spill, pandemic disease outbreak, and wildfire.

ESF 15 coordinates state external affairs activities with those of the federal government after an emergency or major disaster declaration by the President.

Local and tribal governments are responsible for providing their communities with information on the emergency or disaster, what protective actions their residents should take, such as sheltering in place or evacuating affected areas, and where to find assistance such as overnight shelter, food, water, and animal care.

B. Organization

The organization of ESF 15 is consistent with the principles of National Response Framework and the Incident Command System.

The operational structure of ESF 15 in the State EOC is in the organizational chart found below. Operating procedures are in the SEOC External Affairs Section Book.
C. Whole Community and Non-Discrimination

ESF 15 is committed to communicating with the whole community during emergency response and disaster recovery operations. The whole community includes populations with limited English proficiency (LEP), and individuals with disabilities and access and functional needs.

IV. Activities & Actions: Mitigation / Preparedness / Response / Recovery

A. Preparedness Activities

Coordinating Agency

1. Establish the framework and operational procedures for collaboratively developing, disseminating, monitoring and evaluating state emergency public information through all phases of emergency response and disaster recovery. Such procedures address communicating with limited English proficient populations.
2. Identify and prepare public information resource materials for use in emergency response or disaster recovery operations. Resource materials include pre-scripted instructions and information translated into most frequently spoken non-English languages, and list of non-English and ethnic media and other contacts for LEP communities.
3. Work with state agency communications directors to identify and train appropriate staff to implement the external affairs responsibilities outlined in this ESF.
4. Lead ESF 15 training and exercise programs to test messaging and operating procedures for the State EOC, the Joint Information System and a Joint Information Center.

Primary and Support Agencies

1. Prepare and coordinate public information resource materials specific to the organization, its programs and subject matter expertise for use during emergency response and disaster recovery operations. Resource materials should include pre-scripted instructions and information translated into most frequently spoken non-English languages.
2. Assist with the emergency public information / communications component of their agency’s continuity of operations planning.
3. Identify appropriate communications staff to become part of a team responsible for implementing the external affairs responsibilities outlined in this ESF. These staff will attend training and participate in exercise programs established by state response agencies to become familiar with plans, operating procedures and systems used during emergency response and disaster recovery activities.

B. Response Activities

1. Establish and implement strategic messaging in collaboration with the Disaster Manager or EOC Supervisor, and the Governor’s Communications Office.
2. Fill ESF 15 staff positions as dictated by the actual or projected scale and scope of the emergency or disaster, and to support the communication needs of the Governor’s Communications Office and responding state agencies.
3. Establish communication with external affairs officials of responding state agencies, impacted local jurisdictions and tribes, and the regional office of the

4. Collaborate with the Governor’s Communications Office and responding state agencies on external affairs activities related to the emergency or disaster.

5. Provide timely and accurate state-level information to the public through established channels such as the news media and social media platforms. This includes communicating with populations of limited English proficiency through translations and information channels appropriate for the identified group(s), e.g., ethnic media, community groups, schools, churches, etc.

6. Monitor news coverage and social media platforms for situational awareness, and prepare communications to address or correct rumors and misinformation.

7. Contribute to the Incident Action Plan (IAP), Situation Report, and Common Operating Picture, and to the operational planning process.

8. Dispatch public information / external affairs liaisons to local jurisdictions, as necessary or requested.

9. Recommend and coordinate establishment of a state-level Joint Information Center as necessary, and / or provide staff to a local JIC established for the incident. Assist with management of the JIC as requested or appropriate.

10. Establish two-way communication with established private-sector industry organizations.

11. Route private sector requests for resources and offers of assistance to the State EOC’s Operations Section for action.

12. Assist with coordination of requests for emergency access to restricted areas from businesses.

13. Provide information and respond to inquiries from legislative and Congressional offices representing affected areas; and from interested international consular and Canadian provincial offices.

14. Provide information to the Policy Group on issues of concern to the private sector, legislators, and members of Congress and international officials.

15. Maintain files and documentation on ESF 15 activities.

16. Oversee demobilization of external affairs resources, as necessary.

Coordinating Agency

Military Department

1. Inform Governor’s Communications Office of the emerging incident and activation of the State EOC.

2. Activate ESF 15 using established procedures and anticipated staffing requirements.

3. Discuss messaging priorities and leadership of ESF 15 with the Governor’s Communications Director.

4. Take initial leadership of ESF 15 activities, as delegated by the Governor’s Communications Director.

5. Maintain awareness of and support for ESF 15 activities throughout the emergency response and disaster recovery.
6. Identify and obtain resources needed to communicate with limited English proficiency populations in impacted areas.

Primary Agency

Governor’s Communications Office

1. Delegate leadership of ESF 15 to Military Department Communications staff, as appropriate.
2. Provide direction on strategic messaging and message priorities to ESF 15 leadership.
3. Maintain awareness of and support for ESF 15 activities throughout the emergency response and disaster recovery.

Support Agencies

1. Make staff available to provide public information, editorial and graphics support, and subject matter expertise to ESF 15 operations upon request of the Governor’s Communications Director or ESF 15 Lead.
2. Coordinate the agency’s emergency public information with ESF 15 operations in the State EOC, prior to dissemination if possible.

C. Recovery Activities

1. Deploy appropriate external affairs resources as needed to support recovery operations.
2. Support the recovery-related communication needs of the Governor’s Office, the State Coordinating Officer, and recovery program managers.
3. Jointly manage with FEMA the joint information center established as part of the FEMA-State Initial Operating Facility or Joint Field Office following a Presidential emergency or major disaster declaration.
4. Coordinate state external affairs activities through the JFO joint information center, once established.
5. Provide accurate, and timely recovery-related information to the public and other audiences through established channels such as the news media and social media platforms, as well as other means appropriate to the situation, e.g., message boards, posters in locations frequented by the public, etc.
6. Ensure translated recovery-related information is provided to limited English proficient populations through ethnic news media and social media, and other means appropriate to the populations being served, e.g., community groups, churches, schools and other organizations, message boards, etc.
7. Monitor news coverage and social media platforms for situational awareness, and prepare communications to address or correct rumors and misinformation.
8. Coordinate external affairs activities with the Governor’s Communications Office, and with appropriate responding state, local, tribal and non-profit organizations.
9. Contribute to the Incident Action Plan (IAP), Situation Report, and to the operational planning process.
10. Dispatch public information / external affairs liaisons to local jurisdictions, as necessary or requested.
11. Provide information and respond to inquiries from legislative and Congressional offices representing affected areas; and from interested international consular and Canadian provincial offices.
12. Provide information to the State Coordinating Officer on issues of concern to the private sector, legislators, members of Congress and international officials.
13. Maintain files and documentation on JFO external affairs activities.
14. Develop a list of issues and possible solutions or lessons learned throughout the emergency response and disaster recovery for after action reporting and follow up.
15. Oversee demobilization of external affairs resources, as necessary.

Coordinating Agency

Military Department

1. Maintain awareness of and support for ESF 15 activities throughout the disaster recovery.
2. Assist with demobilization of ESF 15.
3. Participate in after-action, lessons-learned activities, and undertake necessary revisions to improve ESF 15 performance in emergency response and disaster recovery.

Primary Agency

Governor’s Communications Office

1. Maintain awareness of and support for ESF 15 activities throughout the emergency response and disaster response.
2. Participate in after-action lessons-learned activities, and direct state agencies to make revisions to improve their external affairs performance in emergency response and disaster recovery.

Support Agencies

1. Make staff available to provide public information, editorial and graphics support, and subject matter expertise to ESF 15 operations upon request of the Governor’s Communications Director or ESF 15 Lead at the State EOC, Initial Operating Facility or Joint Field Office.
2. Coordinate the agency’s disaster recovery public information with ESF 15 operations in the State EOC, Initial Operating Facility or Joint Field Office, prior to dissemination if possible.
3. Participate in after-action, lessons-learned activities, and make revisions to improve response in emergency response and disaster recovery.

V. **ESF Responsibilities Aligned to Core Capabilities**

The following table aligns the Core Capabilities that this ESF most directly support, and the agencies and organizations identified provide services and resources in accordance with their individual missions, legal authorities, plans and capabilities in coordination with the State Emergency Operations Center (SEOC). All ESFs support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

<table>
<thead>
<tr>
<th>Coordinating State Agency</th>
<th>Responsibilities</th>
<th>Core Capabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Washington Military Department</td>
<td>• Establishes and provides leadership for state government ESF 15 operations.</td>
<td>Public Information and Warning</td>
</tr>
<tr>
<td></td>
<td>• Develops and maintains operating plans and procedures, job descriptions, job aids, and a variety of resource materials to guide and assist with ESF 15 operations.</td>
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<tr>
<td></td>
<td>• Establishes and trains a cadre of state agency communications staff to carry out ESF 15 activities in the State EOC, Joint Information Center, Initial Operating Facility or Joint Field Office.</td>
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<table>
<thead>
<tr>
<th>Primary Agency</th>
<th>Responsibilities &amp; Actions</th>
<th>Core Capabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governor’s Office</td>
<td>• Communications Director serves as the Emergency Public Information Officer for the State of Washington, unless delegated to the Military Department.</td>
<td>Public Information and Warning</td>
</tr>
<tr>
<td></td>
<td>• Communications Director, as necessary, provides leadership and direction to state agency communications directors for their emergency public information and external affairs activities.</td>
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</tr>
<tr>
<td>Washington Military Department</td>
<td>• Serves as Emergency Public Information Officer as delegated by the Governor’s Communications Director.</td>
<td>Public Information and Warning</td>
</tr>
<tr>
<td></td>
<td>• Directs ESF 15 activities as delegated by the Governor’s Communications Director.</td>
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</tr>
</tbody>
</table>
Support Agencies | Responsibilities & Actions | Core Capabilities
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State agencies listed on pages 1 and 2 of this ESF | State agencies identified as support agencies will provide one or both of the following types of support, as identified in Section IV – Responsibilities of the Basic Plan:
- General public information officer support, as requested, to the Governor’s Communications Director, ESF 15, or the lead state agency during response and recovery activities.
- Graphics and editorial support, as requested, to the Governor’s Communications Director, ESF 15, or the lead state agency during response and recovery activities.
- In addition, support agencies will provide subject matter expertise, as requested, to the Governor’s Communications Director, ESF 15, or the lead state agency during response and recovery activities. | Public Information and Warning

Federal Emergency Management Agency | • Coordinate federal-level emergency public information through ESF 15 before, during, or after an emergency or disaster that requires a federal response.
- Collaborate with the state in locating and co-managing the ESF 15 external affairs operation within an Initial Operating Facility or Joint Field Office. | Public Information and Warning

American Red Cross | Provide information on location of ARC-sponsored shelters or assistance centers, and assistance provided by ARC to affected communities. | Public Information and Warning

VI. Resource Requirements

Typically, ESF 15 staff respond out of the State Emergency Operations Center, Building 20, on the Military Department campus at Camp Murray, WA. At the State EOC, ESF 15 works from eight fully furnished work stations (six on the SEOC main floor, and two off the main floor). ESF 15 staff also can respond on behalf of the State EOC through a Joint Information Center, Initial Operating Facility or Joint Field Office established for the emergency or disaster.

Staff for ESF 15 initially will be provided by the Military Department communications team and Emergency Management Division staff trained in public information and ESF 15 procedures. As an emergency or disaster grows and greater demands are placed on
ESF 15, additional staffing will be sought from other state executive branch agency communications teams through a request from either the Military Department Communications Director of the Governor’s Communications Director. In a major disaster overwhelming the state, assistance may be sought from other states through a request submitted under the Emergency Management Assistance Compact (EMAC).

ESF 15 activities are guided by the ESF 15 Annex in the State Emergency Operations Plan, as well as the procedures and job aids in the current edition of the State Emergency Operations Center ESF 15 Section Book.

VII. References & Support Plans

A. References

7. FEMA 301 – National Incident Management System, April, 2008
9. FEMA 517 – Basic Guidance for Public Information Officers, National Incident Management System (NIMS), November 2007

B. Support Plans

2. SEOC External Affairs Section Book, current edition – operating procedures for ESF 15

VIII. Terms, Acronyms & Definitions

ARC – American Red Cross: A private non-profit organization chartered by the U.S. Congress to provide aid to disaster survivors, and serve as a medium of communications between members of the armed forces and their families.
EMAC – Emergency Management Assistance Compact: The legal structure approved by the U.S. Congress through which member states and territories can request mutual aid assistance from other members to respond to or recover from emergencies and disasters.

EOC – Emergency Operations Center: A facility in which an emergency response organization coordinates its activities to assist individuals and other organizations during emergencies and disasters.

ESF – Emergency Support Function: ESFs provide the structure for coordinating interagency support for a response to an incident. They are mechanisms for grouping like functions most frequently used to provide state government support to local jurisdictions as well as to other state agencies and organizations during emergency response and disaster recovery operations.

FEMA – Federal Emergency Management Agency: FEMA coordinates the federal government's role in preparing for, preventing, mitigating the effects of, responding to, and recovering from all domestic disasters, whether natural or man-made, including acts of terror. It is Washington State’s initial point of contact for requesting resources and emergency or disaster assistance from the federal government.

IAP - Incident Action Plan: An Incident Action Plan is a written plan that defines the incident objectives and reflects the tactics necessary for an incident management organization to manage response or recovery activities during an operational period. Such a plan typically is developed by command and general staff of a local or state Emergency Operations Center, a federal-state Initial Operating Facility, Joint Field Office, or an on-scene incident management team.

IOF – Initial Operating Facility: An office established by the state and federal officials to provide a bridge between emergency response and disaster recovery operations. This facility is established before a Joint Field Office is opened, and is closed once a JFO is fully operational.

JFO - Joint Field Office: An office jointly staffed by agencies of the state and federal governments to administer state and federal disaster recovery programs. The office is administered by a Federal Coordinating Officer and State Coordination Officer, and primarily staffed by members of the Washington Military Department and the Federal Emergency Management Agency.

JIC – Joint Information Center: A Joint Information Center is a central location from which multiple responding agencies work to collaboratively prepare, coordinate and disseminate information to the public and news media during an emergency or disaster. A JIC can be part of the State Emergency Operations Center, a Joint Field Office, or part of an incident / unified command operation in the field.

JIS – Joint Information System: A Joint Information System is a collaborative method of operation that facilitates the coordination of information across organizations and jurisdictions during an emergency or disaster. A JIS is used when multiple response organizations are not able to assemble in one location (e.g., Joint Information Center) or
such a center has not been established. Collaboration can be accomplished through a variety of means, including conference calls (daily or as needed), email exchanges, web-based platforms, or other information sharing arrangements.

Responding agencies operating in either a Joint Information System or a Joint Information Center do not lose their autonomy to prepare and disseminate organization-specific messages to their stakeholders and the public. The purpose of such operating arrangements is to foster information sharing among response agencies so that information they disseminate is accurate and consistent.

LEP – Limited English Proficient: Individuals whose native language is not English and who may have difficulty understanding and communicating in English are considered to be limited English proficient or have limited English proficiency. Under Title VI of the Civil Rights Act of 1964, Presidential Executive Order 13166, and other laws and regulations prohibiting discrimination on the basis of national origin, recipients of federal financial assistance are required to take reasonable steps to provide meaningful access to their activities, information and programs to people with limited English proficiency. In many cases this means that providing written translations or verbal interpretations so that LEP individuals can take advantage of the offerings.

SEOC – State Emergency Operations Center: A facility located within Building 20 on the Military Department’s Camp Murray in which the state government’s response to emergencies and disasters is coordinated. It includes an Alert and Warning Center, the state’s primary contact point for emerging incidents that have the potential to adversely affect the people, property, environment, and economy of the state. The SEOC is staffed by members of the Military Department staff, other state agencies, and the Washington National Guard operating in the Incident Command System and in a structure using Emergency Support Functions.

Whole Community: The whole community includes individuals, families, households, communities, the private and non-profit sectors, faith-based organizations, and local, state, tribal, territorial, and Federal governments. In the context of this Emergency Support Function, engaging the whole community means developing messages for and delivering messages to a wide range of audiences that includes children (through parents or guardians); older adults; individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; people with limited English proficiency; and owners of animals, including household pets and service and assistance animals.