



# Comprehensive Emergency Management Planning Guide



Washington State Military Department

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Emergency Management Division

Edition II, March 2003

## FOREWORD

The Comprehensive Emergency Management Planning Guide is offered by the Analysis and Plans Section of the Washington State Emergency Management Division. The purpose of the Planning Guide is to help emergency managers with their mission of minimizing the impacts of emergencies and disasters on the people, property, environment, and economy to their communities. It is designed to help state agencies, local governments, tribal nations, and businesses develop an integrated planning program that focuses on the four phases of emergency management planning – mitigation, preparedness, response, and recovery.

The Planning Guide is designed around the planning policies and requirements of Washington State and stresses a functional approach to all-hazard emergency planning. Planning Guide users will learn the legal requirements for planning, how to develop a hazard identification and vulnerability assessment, obtain executive support, develop a work schedule, assemble and coordinate a plan, and maintain the plan and your jurisdictions emergency management program. Community teamwork is an integral aspect of the planning process and is emphasized in the Planning Guide.

In addition to this Planning Guide, EMD annually offers the Emergency Planning Course, G235, as part of the Professional Development Series (PDS) of training courses. Communities requiring training assistance, workshops, or PDS courses can make arrangements by contacting EMD.

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**RECORD OF CHANGES  
COMPREHENSIVE EMERGENCY MANAGEMENT PLANNING GUIDE**

<b>Change #</b>	<b>Date Entered</b>	<b>Contents of Change</b>	<b>Initials</b>

## RESOURCES

Federal Response Plan – April 1999

Federal Emergency Management Agency website at [www.fema.gov](http://www.fema.gov)

Guide for All-Hazard Emergency Operations Planning, FEMA, State and Local Guide (SLG)  
101 September, 1996

Multi-Hazard, Identification and Risk Assessment: A Cornerstone of the National Mitigation  
Strategy, FEMA, first edition 1997, Published in the United States

Washington State Comprehensive Emergency Management Plan, Washington State Military  
Department, Emergency Management Division - 2001

Washington State Military Department, Emergency Management Division website at  
[www.emd.wa.gov](http://www.emd.wa.gov)

Washington State Hazard Identification and Vulnerability Assessment, Washington State  
Military Department, Emergency Management Division, March 2003.

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PLANNING GUIDE  
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# CHAPTER ONE

## INTRODUCTION

### I. BACKGROUND

- A. This Comprehensive Emergency Management Planning Guide provides emergency managers a guide to assist in the preparation of comprehensive emergency management plans. Planners are encouraged to use a format similar to the Federal Response Plan (FRP) or the Washington State Comprehensive Emergency Management Plan (CEMP). From a practical point of view, if you are coordinating or asked to liaison with another emergency management organizations, it is easier if everyone use a standardized plan format.
- B. If you are satisfied with the format of your plans and do not wish to adopt the FRP/CEMP format, you are not required to change. If you do elect to retain your current format, a cross-reference index to show where the operational components of your plan are in relation to the FRP/CEMP format will be necessary to assist other agencies and the state's plan reviewer.
- C. This Planning Guide describes five planning activities that insure development of a comprehensive plan. These activities include: (1) conducting a Hazard Identification and Vulnerability Assessment (HIVA); (2) obtaining executive support; (3) developing a work schedule; (4) assembling and coordinating the plan; and, (5) maintaining the plan and the program. The number of planning steps you use may vary. The important thing is to use a systematic approach to the task. Each jurisdiction is encouraged to use the experience and understanding of its people, and other local jurisdictions, to do what is best for their situation.
- D. The most effective plans are produced through a team effort. Organizations assigned a role or responsibility need to be part of the process. Hopefully, you can enlist the efforts of your supporting agencies in developing your plan. The optimum situation is to have a fully coordinated and exercised plan reflecting the efforts of all participants in the emergency management program. A joint planning effort during the mitigation and preparedness phases will produce optimum results during the response and recovery phases.

As then General Eisenhower said, "The plan is nothing. Planning is everything."

### II. PURPOSE

This Planning Guide is intended to assist local organizations and jurisdictions, tribal nations, state agencies, private organizations, businesses, and other organizations prepare all-hazards, risk-based, comprehensive emergency management plan. The terms "emergency manager," and "jurisdiction," are used throughout this planning guide to

refer to the position or agency responsible for an emergency management program. If these terms do not fit your organization, please substitute more appropriate words to make the document work for you.

### **III. SCOPE**

The Planning Guide is applicable to planning for all four phases of emergency management—mitigation, preparedness, response, and recovery. This equates to planning for emergency activities “before, during, and after” they occur. This effort will clearly demonstrate emergency management is an “always” program, not a “sometime thing,” occurring when certain thresholds are reached.

## **CHAPTER TWO**

### **ORGANIZATION, ASSEMBLY, AND COORDINATION OF A PLAN**

#### **I. PLAN ORGANIZATION**

An organized plan is easy to follow, helps the reader understand the hazards in the jurisdiction, and defines responsibilities. The following guidelines will assist in organizing your plan and implementing procedures:

- A. The Plan beginning should have:
  - A title page with date and names of all jurisdictions covered by the plan
  - A promulgation signed by the executive head making the document official
  - A foreword or preface from the agency director proclaiming the importance of the document
  - A table of contents
  - A distribution list showing who receives the document
  - A record of changes showing updates to the plan
- B. The Basic Plan should describe the mission, purpose, scope, situation, policies, concept of operations, and general responsibilities for emergency management activities.
- C. Appendices to the Basic Plan may include a variety of topics such as a list of acronyms/abbreviations, terms and definitions, authorities and directives, references, letters of agreement, and memoranda of understanding.
- D. Emergency Support Functions (ESF) describe the policies, situation, planning assumptions, concept of operations, and responsibilities for the activities of each ESF.
- E. Implementing procedures describe the details of how to apply the concepts described in the Basic Plan and its supporting appendices and ESFs.

#### **II. THE PLANNING PROCESS**

Your planning program should incorporate the following five main components: (1) conducting a Hazard Identification and Vulnerability Assessment; (2) obtaining executive support; (3) developing a work schedule; (4) assembling and coordinating the plan; and (5) maintaining the plan and the program.

## **A. CONDUCT A HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

1. A Hazard Identification and Vulnerability Assessment (HIVA) is the foundation for a jurisdiction's emergency management program. It is an instrument to gain executive and community support for emergency management. (See Chapter Three for details.)
2. The HIVA identifies the natural and technological (human-caused) hazards with the potential to cause an emergency or disaster. The source of the hazard may reside in the jurisdiction, in an adjacent jurisdiction, or beyond. It describes the danger to the people, property, economy, and environment in a jurisdiction. The HIVA describes the degree of risk the hazard presents to the jurisdiction and forms the basis for developing an appropriate response to the hazard. The HIVA discusses the likelihood the hazard will create an emergency or disaster. It discusses the impact on people, property, economy, and the environment.

## **B. OBTAINING EXECUTIVE SUPPORT**

1. The support of the county executive, mayor, county commissioners, chief executives, or others, is essential for producing an effective emergency management plan, and to having a successful emergency management program. Promulgation of the finalized plan by the executives makes the plan official.
2. If you are new to the jurisdiction, or the chief executive is new, a training program is in order. Some may even consider this an "awareness campaign." The training should cover the individual's responsibilities and the jurisdiction's responsibilities, capabilities and limitations for emergency management, and a detailed explanation of the following legal foundations for emergency management in the jurisdiction:
  - a. Section 38.52.070 of the Revised Code of Washington (RCW) directs each political subdivision of Washington State to establish a local organization for emergency management according to the state emergency management plan and program. Each political subdivision shall submit its plan and program to the state for recommendations and certification for consistency with the state Comprehensive Emergency Management Plan.
  - b. Section 118-30-040 of the Washington Administrative Code (WAC) directs each political subdivision in Washington State to develop, promulgate, and submit a comprehensive emergency management plan to Washington State Emergency Management.

- c. Section 118-30-060 WAC requires each political subdivision in Washington State to maintain a current plan of operations based on a hazard analysis. As a minimum, the plan is to include a basic document with the following elements: mission or purpose; organization and responsibilities; concept of operations; administration and logistics; and, direction and control.
  - d. Section 118-30-060 WAC lists the components for your emergency management plan. The recommendation of the state is to use the FRP/CEMP format. However, if you choose not to use the FRP/CEMP format, the WAC calls for a cross-reference index to specify where the operational components are located in your plan.
  - e. State agencies: Section 43.105.041 RCW empowers the Washington State Information Services Board (ISB) to develop statewide or interagency technical policies, standards, and procedures. Under this authority, the ISB requires state agencies to develop and maintain disaster recovery/business resumption plans for information technology. State agencies are required to submit these plans to the Department of Information Services (DIS) for review and filing with DIS. It is assumed that each state agency will have a comprehensive emergency management plan
3. The objective of the RCW and WAC requirements is to provide your jurisdiction with the basis for all-hazards, risk-based, comprehensive emergency management plan. Your plan is to be sufficiently detailed to mitigate, prepare, respond, and recover from the threats posed by the hazards in your jurisdiction.
  4. For businesses and other non-governmental agencies using this document, the authorities for your plan would probably be included in company/organization policy letters, articles of incorporation, or other official documents.
  5. A technique for making elected officials and department managers aware of the significance of the emergency management program is to conduct training sessions on their roles in the plan. Preparatory work with the various agencies involved enhances performance during the exercises and actual events and establishes your credibility.
  6. When executive support for the program and the planning effort is obtained, it is important to communicate that support within the jurisdiction or organization. This is done by way of a memorandum or letter from the chief executive, or could be addressed at a regularly

scheduled department or directors' meeting. This is the authority for the emergency manager to coordinate the emergency management plan.

7. Executives and staff members should be trained to ask emergency management-related questions when evaluating all proposals encountered in their normal duties. Environmental impact statements should include emergency management considerations. This will help tremendously in identifying and assessing hazards.

## **C. DEVELOPING A WORK SCHEDULE**

1. The date for completing your plan could be self-imposed or driven externally. Your desire to complete the plan by a specific date is an example of a self-imposed completion date. Having the plan approved by August 15 in satisfaction of a contract requirement is an example of an external requirement. It is important to have an end date to effectively manage time. A realistic estimate of the time required to complete your plan is 6 to 12 months.
2. The following discussion gives you the major steps involved and the estimated time required for each step if you are a full time planner. Most local jurisdictions do not have full time emergency planners, or the planner has many other pressing duties. If this is the case for you, the time requirements provided will only give you a sense of the relative amounts of time required for the whole process. You can expect an extended timeline for totally new planning efforts.
  - a. Conducting a Hazard Identification and Vulnerability Assessment (HIVA) is crucial because its development will convince your jurisdictional hierarchy of the absolute necessity of taking the emergency planning process seriously. If an HIVA has never been done for your jurisdiction, allow about six months. Expect various detours and real-world emergencies.
  - b. Gaining executive support by briefing elected officials and department directors. You can clearly demonstrate the risks and liabilities they face by using the HIVA. You will need an outline of your plan, organized timetables, and a target date for plan completion. It may take you awhile to get an appointment, and you may only get 30 minutes—so be prepared.
  - c. Developing a work schedule can be very time consuming. Collection of basic information will take several weeks if you are an experienced emergency planner. If you are new to emergency management, this process could take months. You must be prepared to revisit your schedule often during the project.

- d. Preparing to put your work schedule into effect, you will have to identify the agencies you need as part of your planning team. You need to develop a conceptual model of how the plan should look. Personal visits to your planning team and regular planning team meetings could take several weeks or months depending on their availability and cooperation. You must keep the other responsibilities of your team members in mind.
  - (1) Once you have received all the input from your planning team, give yourself several weeks to put together the first draft of the document.
  - (2) Allow one month for initial review and comments on your draft plan. Be sure to set a deadline for receiving comments.
  - (3) Be prepared for several iterations of your draft plan before it is ready to be coordinated for executive approval. No plan is ever “perfect.” A plan can be polished for so long it never gets approved. It is better to get the plan on the street than to keep working on it. The readers of your plan will provide plenty of feedback for you to include in the next version.
- e. Factors outside your control will influence your schedule and completion dates. As an example, the local jurisdiction standard for obtaining the approval of a document may be one week. Perhaps it must be done at the monthly meeting of the county commissioners. These things must be factored into the schedule. A major influence on your schedule is the occurrence of a real emergency. Delays in the schedule can instantly grow from days to weeks.
- f. When the total time required has been determined, the planner will know if enough time is available. If needed, the planner can reallocate time from some subtasks, require some subtasks to be eliminated or given a higher priority, or change the due date.

## **D. ASSEMBLING AND COORDINATING THE PLAN**

- 1. Assembling and coordinating the plan is a significant process. This process should lead to a document that answers the basic questions of whom, what, why, when, where, and how.

2. The plan should be structured to permit easy revision or replacement of pages without causing the whole plan to be reprinted.
3. It is suggested that each page include the name of the document, the section of the document, the date of the page, and the page number.
4. The key to producing the best possible plan is to coordinate, coordinate, coordinate. This cannot be stressed enough. All the players must be willing to work with each other. They must know what other agencies do and how the agencies should function together. It is important to eliminate any turf issues. Talking back and forth and resolving differences is very important.
5. Informational coordination with neighboring jurisdictions and with state agencies will also help identify areas needing more work.
6. It is important to keep in mind the value of the time you are asking people to spend in support of planning. Toward this end, you should make an effort to coordinate the work schedule of activities to minimize wasted efforts, while continuing to press forward with the planning. This includes incorporating known events like holidays, regularly scheduled council meetings, summer and winter vacation periods, election times, and major local sporting events and festivals.
7. Planners use different approaches to assembling and coordinating a plan.
  - a. One way to prepare a plan is to form a planning committee and write it jointly. All parties to the plan are participants in its preparation. Planners talk back and forth across the planning table and come to an understanding of who does what, and how they all interact. The major advantage to this style is that you have a staff-coordinated plan once it is finalized. The process is very dynamic, but it takes a long time, patience, and effective facilitation. This manner of planning is contingent upon all the agencies fully participating and being team players. The absence of one or two crucial participants will cause this planning effort to slow or fail.
  - b. Another method is a variation of the first. The emergency management planner can prepare a draft or conceptual plan based upon input or interviews with the local agencies and then distribute the draft for review and comment. The planner can then revise the plan based upon their concerns and comments, and assemble the planning team. Their job is to examine the revised plan, and make any additions or corrections, reconcile differences, and agree to roles and responsibilities. When their work is completed, it is ready for the next level of review or approval for the senior

official. This method is faster than the first method. Most of the work has been done for the planning committee, so all they have to do is review, reconcile differences, and note their coordination of the plan.

8. Planners are cautioned not to sit in isolation and write their plan. This method moves very quickly because there are no coordination problems and no contentious issues. However, this lack of coordination and limited scope are major disadvantages. There is no buy-in for the plan.
9. A well-coordinated planning process yields two important products:
  - a. A plan that meets the needs of the jurisdiction.
  - b. An educated and involved group of agency representatives, volunteers, and service organizations. The interaction of this group is vital if the plan is to succeed.

## **E. MAINTAINING THE PLAN AND THE PROGRAM**

1. Maintaining the plan
  - a. A four-year review cycle has proven effective for the Washington State Comprehensive Emergency Management Plan and for many jurisdictions. The basic plan and distribution list is reviewed each year along with 25 percent of the supporting documents.
  - b. Plan weaknesses identified during real emergencies and exercises should be addressed in the next revision, or immediately, if serious enough. Revisions also need to be a joint effort reflecting the intentions of the jurisdiction.
  - c. It is important to keep notes of changes that should be made to the plan. One way to do this is to keep a master copy of the plan to be marked up as comments are received. Another method is to keep a folder with reminders of the changes that need to be made. Do not trust your memory to remember everything that should be included in the plan revision. "If you don't write it down, it didn't really happen." Once the plan is approved, immediately start a new set of notes for the next update. A good plan is a living document.
2. Maintaining the program
  - a. Due to frequent changes in personnel and programs, aggressive program maintenance is essential. You cannot afford to have key

participants in the emergency management program unaware of their personal and organizational responsibilities.

- b. Program maintenance can be accomplished by a combination of activities including individual and group training sessions, and testing knowledge through varied drills and exercises. These drills and exercises will also test the effectiveness of your training program. You should be prepared to conduct individualized awareness training for senior officials, realizing you may not be given very much time to present your material.
  
- c. You can expect your jurisdiction or agency to take its emergency management lead from the example set by the senior official. If the senior person takes an active role, the various internal department heads will also take their roles seriously. Unfortunately, many senior leaders delegate their emergency management roles to others during training and exercises, and are therefore not well prepared for their roles when a real emergency occurs. The point of this discussion is to encourage emergency managers to get their senior officials personally involved and committed to the emergency management program.

## **CHAPTER THREE**

### **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT GUIDELINES**

#### **I. INTRODUCTION**

During the mitigation and preparedness phases of emergency management, actions are taken to eliminate or reduce the risk to people, property, economy, and the environment from natural and technological (human-caused) hazards. Many mitigation and preparedness actions will be based upon the results of your Hazard Identification and Vulnerability Assessment (HIVA). The information in this chapter is an overview of the process. Coordination with the state is recommended before you complete an HIVA for the first time.

- A. A hazard is a possible source of danger or harm to people, property, economy, or the environment. In the emergency management, hazard identification becomes the act of recognizing a danger to the local organization or jurisdiction.
- B. Vulnerability is the degree of susceptibility to injury or harm. An assessment is the study or scrutiny of the vulnerability.
- C. An HIVA recognizes potential harm or danger within, or near, the local organization or jurisdiction, and then studies the jurisdiction's susceptibility to the hazards.

#### **II. PURPOSE OF THE HIVA**

- A. The HIVA is the justification document for your emergency management program. Every jurisdiction will have numerous hazards to be addressed in its emergency plan. By highlighting hazard vulnerability and liability, your HIVA can be used to obtain executive support for the emergency management program. In so doing, the level of understanding of the executive and other officials is raised. They are then able to influence the adoption of policy and expenditure of funds to support the overall emergency management program.
- B. The HIVA enables the emergency manager to establish program priorities and goals commensurate with the need for protection. The emergency manager's decisions for modifying existing programs and assigning personnel should be based upon the HIVA and be reflected in the plan. The HIVA can identify hazards needing further analysis and research in order to mitigate and prepare for their effects.

#### **III. PLANNING BASED ON THE HIVA**

- A. The emergency planner can use the HIVA in different manners for planning.

1. Most emergency management plans are built around the hazard with the greatest degree of risk. If the program is sufficient to manage the worst possible situation, then less-involved situations can be managed also.
  2. An option some planners use is to develop a generic plan addressing the basic hazards in their jurisdiction. Hazard-specific supporting plans are then developed later for the more complex hazards. This gets the basic plan “on the street” and then the detail work is done on the supporting plans later. These supporting plans can then be rolled into the comprehensive emergency management plan during the next revision cycle.
- B. A HIVA format and an example HIVA are provided at the end of this chapter to assist you in preparing your HIVA. If your jurisdiction has not completed an HIVA lately, and you need assistance, please call the Washington State Emergency Management Division.

#### **IV. HAZARD IDENTIFICATION**

- A. The process of identifying hazards within a jurisdiction should be relatively simple. Resources available to get you started are:
- Washington State Comprehensive Emergency Management Plan – March 2003
  - Washington State Hazard Identification and Vulnerability Assessment - 2001
  - Federal Response Plan – April 1999
  - Guide for All-Hazard Emergency Operations, State and Local Guide (SLG) 101 – September 1996
  - State and Local Mitigation Planning, How to Guide, Understanding Your Risk, Identifying Hazards and Estimating Losses, FEMA 386-2 - August 2001
  - Washington State Emergency Management Division website at [www.wa.gov/wsem](http://www.wa.gov/wsem)
  - Federal Emergency Management Agency website at [www.fema.gov](http://www.fema.gov)
- B. You will have to conduct research to discover more unique local hazards. This information may be obtained from libraries, newspapers, magazines, books, and government or social service agency records. Reviewing a progression of maps of the area will show how the area has developed and give you a clue about where the next phases of growth are likely to occur. Your local Chamber of Commerce office may have some valuable information about the local business community. Another important source of information is longtime citizens of the jurisdiction. They can tell you the history and the effects it had on the jurisdiction.

- C. A very effective way of conducting preliminary hazard identification is by driving around within the jurisdiction. This is called a windshield inspection. Drive through the area and pay attention to what you see. Is there a grain elevator located in the middle of town? Did you notice a farmer's earthen dam located above an elementary school playground? Where does the railroad park tank cars?
- D. Two things not readily apparent to many emergency managers:
1. The first is to consider hazards in adjoining jurisdictions. What can drift with the wind or water and cause a problem in your area? For instance, the state of Washington must plan for an emergency at the Umatilla Chemical Depot in Oregon.
  2. The second consideration is future, or developing hazards. Though the situation is not present in the jurisdiction at this time, is it likely to appear later? If a new paper mill is being constructed, what hazards does it pose? Do supertankers transit your jurisdiction? If so, what is the potential effect if one runs aground? If a new waste incineration plant is being constructed, does it present potential problems?
- E. If the above steps are followed and the following list of hazards is considered, the emergency manager can identify the majority of the hazards in the jurisdiction. Please note that the identification of hazards is an ongoing process and is never fully complete. The plan may have to be amended to account for a new industry, or if the emergency manager notices something different while driving through the area.
- F. Listed below are the natural and technological hazards identified in the Washington State Hazard Identification and Vulnerability Assessment. These may be some of the hazards jurisdiction emergency manager may consider:
- Natural Hazards
    - Avalanche
    - Drought
    - Earthquake
    - Flood
    - Landslide
    - Severe Storm
    - Tsunami
    - Volcano
    - Wildland Fire

- Technological Hazards (Human Caused)

Abandoned Underground Mine  
 Chemical  
 Civil Disturbance  
 Dam Failure  
 Hazardous Material  
 Local Hazard  
 Pipeline  
 Radiological  
 Terrorism  
 Transportation  
 Urban Fire

- G. The following list includes some planning concerns, which will flow from preparing the HIVA.

- Access control/alternate worksite issues
- Building construction constraints/security and safety
- Computer or telecommunications failures/alternate strategies/documentation
- Computer system complexity and absence of standardization /documentation
- Computer virus and magnetic erasures
- Contiguous operations (fire in one location in a facility)
- Corrosive materials
- Critical business function identification
- Data integrity
- Dust and dirt (e.g., volcanic ash)
- Emergency supplies
- Employee injuries/evacuations
- Equipment tie downs
- Essential record identification, management, backup, storage, and security
- Fire suppression equipment failures
- Fraud/theft of money and property during an emergency
- Labor disputes
- Response with little or no warning
- Loss of life/other loss control issues (risk management)
- Management of emergency operations at more than one location
- Mechanical failures (pumps, furnaces, air conditioners, etc.)
- Paper and electronic record damage (fire, water damage)
- Personal health and safety
- Responsibilities for employees stranded at work (food, shelter, emergency supplies)
- Security procedures (personal, computer, building, financial, etc.)

- Supply purchasing and service procedures
- Telecommunications architecture documentation
- Terrorism or disgruntled employee
- Vendor lists and service contract documents
- Water/fire protection/detection devices

## V. VULNERABILITY ASSESSMENT

- A. Once the hazards have been identified, it is necessary to make an assessment of their potential to cause damage. The existence of a hazard does not by itself put the community at risk. A grain silo exploding and burning may have devastating effects if located in the center of town, but sitting ten miles from town does not pose the same problem.
- B. The emergency planner needs to identify people, property, economy, and the environment susceptible to the hazards in the community. It is vital to understand the demographics of the jurisdiction and the proximity of the hazards. Are there any important facilities in the potential plume of a volcano, fire, chemical, hazardous, material, or radiological incident? Would an incident affect an area of cultural or historical importance? Will the incident disturb an ecologically sensitive area? Special populations, such as school children, the elderly, patients in care facilities, inmates in jails and prisons, transient populations, or the disabled should be considered. Have provisions been made for the protection of data technology and records?
- C. In knowing the vulnerability of the community, it is important to understand the physical effects of the hazard and the geography of the area. How does a flood behave and what course will it follow? If the volcano erupts what direction would the mudflow take? What are the prevailing winds and how would they influence a wildland fire?
- D. A graphic technique for portraying the effects of the hazards is to overlay them on a map or chart. The boundaries of the effects of the hazard can be outlined. The emergency planner can then visualize the population, industry, cultural, and ecological features affected by the hazard and focus planning efforts in selected areas.
- E. Primary and secondary effects of hazards must be considered. A wildland fire is bad enough. When it burns through a petroleum storage area, it is even worse. A flood that destroys a large crop area is very important. The effect of the flood flowing through the sewage treatment plant and the health problems this creates may be a larger problem.

F. The following groupings are particularly vulnerable to the effects of a hazard:

- People
  - Elderly
  - Children
  - Disabled
  - Non-English speaking
- Pets
  - At home
  - Veterinarians
  - Animal shelters/stores
- Property
  - Schools
  - Childcare
  - Hospitals
  - Confinement facilities
  - Sporting events
  - Factories
  - Offices
  - Agriculture fields
- Transportation
  - Highways
  - Marine
  - Air
  - Rail
- Vital Facilities
  - Transportation Systems
  - Utilities – gas, electric, telephone, sewage, and garbage
  - Hospitals
  - Businesses
  - Stores
  - Warehouses
  - Schools
  - Universities and Colleges
  - Stadiums

- Agriculture
  - Farm crops
  - Livestock
  - Feed and water
  
- Environment
  - Air, water, and soil
  - Wildlife
  - Wilderness
  - Parks
  - Wetlands
  - Shorelines
  - Lakes, rivers, and creeks

**HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT  
FORMAT EXAMPLE**

**Name of Hazard**

**Definition**

**History**

**Hazard Identification and Vulnerability Assessment**

**Conclusion**

**Resources**

## **HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT EXAMPLE EARTHQUAKE**

### **Definition**

An earthquake is ground shaking caused by an abrupt shift along a fracture in the earth, called a fault.

### **History**

Washington State, especially the Puget Sound basin, has a history of frequent earthquakes. More than 1,000 earthquakes are recorded in the state annually. A dozen or more cause shaking and occasional damage. Large earthquakes in 1949 (magnitude 7.1) and 1965 (magnitude 6.5) killed 15 people and caused more than \$200 million (1984 dollars) in damage in several counties. The state experienced at least 20 damaging events in the last 125 years. Most earthquakes occur in Western Washington. However, some damaging events and the state's largest earthquake of 1872, occurred east of the Cascade Crest. Geologic evidence documents prehistoric magnitude 8 to 9.5 coastal earthquakes and magnitude 7+ shallow depth earthquakes in major urban areas.

The most recent earthquake, on February 28, 2001, was a deep, 6.8 magnitude earthquake located 17.6 kilometers northeast of Olympia in the Puget Sound. One person died of a heart attack, over 700 people were injured, and damages were upward of \$1 billion at the time of the earthquake. See Table Four for list of significant Earthquakes in Washington State.

### **Hazard Identification and Vulnerability Assessment**

Large oceanic and continental crustal plates move 3-4 centimeters annually in the Pacific Northwest over the surface of the earth. These plates may move in sideswipe or head-on collisions. Where they collide they build up stresses and then release energy as earthquakes. Washington is located at the middle of an offshore head-on collision convergent boundary called the Cascadia Subduction Zone that extends from southern British Columbia to northern California. The inland extent of related earthquake activity is the Cascade Mountain Range where the volcanoes mark the melting edge of the subducting (sinking) Juan de Fuca Plate that is made of oceanic crust. The overriding plate is known as the North American Plate and is made of continental crust.

Washington is vulnerable to earthquakes originating from three sources: in the subducting slab, in the overriding plate, and between the colliding plates. Historically, the most damaging events occur at depths of 15 to 60 miles in the subducting plate. Examples are the 1949 magnitude 7.1 Olympia event (approximate recurrence rate is 110 years for this size) and the 1965 magnitude 6.5 Seattle – Tacoma event (approximate

recurrence rate is 35 years for this size). Historically, these events do not have aftershock activity.

Shallow crustal earthquakes occur in the overriding continental plate within 20 miles of the surface. Historic examples occurred on Maury Island in 1995, near Deming in 1990, near North Bend in 1945, and on the St. Helens fault in 1981. All these earthquakes were of magnitude 5 – 5.5. The St. Helens seismic zone could produce a magnitude 6.2 – 6.8. The Seattle Fault evidence suggests a previous magnitude 7+ occurred about 1100 years ago. Larger events are possible such as the 1872 magnitude 7.4. Many aftershocks were reported with the 1872 event and are the evidence for its shallow depth since shallow crustal earthquakes often are followed by aftershocks unlike the deeper subducting slab events. At least nine of the earthquakes in Table One were shallow depth.

Great earthquakes of magnitude 8 to 9+ occurred between colliding plates, at the interface of the Juan de Fuca and North American Plates. The recurrence rate for these events is approximately every 550 years but is irregular, with the interval between events ranging from 200 years to 1,100 years.

Earthquakes cause damage by strong ground shaking and by the secondary effects of ground failures, tsunamis, and seiches. The strength of ground shaking (strong motion) generally decreases or attenuates with distance from the earthquake source. Shaking can be much higher when earthquake waves are amplified by bedrock and then pass into softer geologic materials such as unconsolidated sediments. West Seattle and downtown Olympia are examples where amplification has occurred and ground shaking was much stronger than in other areas.

Ground failures caused by earthquakes include fault rupture, ground cracking, slumps, landslides, rockfalls, liquefaction, uplift and subsidence. Faults often do not rupture through to the surface. Unstable or unconsolidated ground is most at risk to the remaining effects. Any of these failures will affect structures above or below them.

Earthquakes can cause large and disastrous slides, including debris avalanches from volcanoes. Strong shaking can cause cohesive sediments to lose strength. Loss of strength in clay-rich soils can cause landslides and other ground failures. Liquefaction occurs when water-saturated sands, silts or gravels are shaken so violently that the grains lose their points of contact and rearrange themselves, squeezing the water out of the shrinking pores and causing it to flow outward forming sand “boils” or causing lateral spreading of overlying layers. Liquefaction causes loss of bearing strength under structures, triggers slides, and floats low-density structures, such as fuel tanks and pilings.

Tsunamis are long-period waves that result from the water column being displaced by seafloor uplifting or subsiding, or by landslides or submarine slides, or sometimes volcanic explosions in the water. Seiches are standing waves in an enclosed or partially enclosed body of water similar to sloshing waves in a bathtub and can be caused by strong shaking. Washington has had minor damage from seiches historically. Tsunami

deposits exist that appear to be related to the Seattle Fault and the Cascadia Subduction Zone events. Washington is also at risk to tsunamis from distant earthquakes.

## Conclusion

Washington ranks second in the nation after California among states susceptible to earthquake loss according to a Federal Emergency Management Agency (FEMA) study. The study predicts an annualized loss of \$228 million. Seattle is seventh and Tacoma is 22<sup>nd</sup> on a list of cities with more than \$10 million in annualized losses. It is important to protect our economic base. The functionality of our critical facilities and lifelines such as hospitals, fire stations, schools, power, communications, transportation, fuel delivery systems, dams, etc. will be even more vitally important than the immediate dollar losses following a major earthquake. Historic earthquakes provide loss of life and property data in 1949 and 1965. Since then, population and development have grown and without mitigation we expect higher loss due to the greater exposure. This requires a focus on implementing mitigation measures in our communities in all areas of our lives, including home, school, business, and government:

- Examine, evaluate, and enforce building and zoning codes.
- Identify geologically hazardous areas and adopt land use policies.
- Provide public information on actions to take before, during, and after an earthquake.
- Develop and maintain mitigation, preparedness, response, and recovery programs.

## Resources

Washington State Emergency Management Division  
 Washington State Department of Natural Resources, Geology and Earth Resources  
 Division  
 Washington State Department of Transportation  
 University of Washington Geophysics Program  
 United States Geological Survey  
 Federal Emergency Management Agency

**Table One**  
**Washington State Significant Earthquakes**

<b>Date</b>	<b>Time (PST)</b>	<b>Latitude Longitude</b>	<b>Depth (Km)</b>	<b>Mag</b>	<b>Location</b>
December 14, 1872	2140	48°48' 121°24'	shallow	7.4	North Cascades
December 12, 1880	2040	47°30' 122°30'		5.5	Puget Sound
April 30, 1882	2248	47°00' 123°00'	deep	6.0	Olympia area
November 29, 1891	1521	48°00' 123°30'		5.0	Puget Sound
March 6, 1893	1703	45°54' 119°24'	shallow	4.9	Southeast Washington
January 3, 1896	2215	48°30' 122°48'		5.7	Puget Sound
March 16, 1904	2020	47°48' 123°00'		5.3	Olympics eastside
January 11, 1909	1549	48°42' 122°48'	deep	6.0	Puget Sound
August 18, 1915	0605	48°30' 121°24'		5.6	North Cascades
January 23, 1920	2309	48°36' 123°00'		5.5	Puget Sound
July 17, 1932	2201	47°45' 121°50'	shallow	5.2	Central Cascades
July 15, 1936	2308	46°00' 118°18'	shallow	5.7	Southeast Washington
November 12, 1939	2346	47°24' 122°36'	deep	5.7	Puget Sound
April 29, 1945	1216	47°24' 121°42'		5.5	Central Cascades
February 14, 1946	1914	47°18' 122°54'	40	6.3	Puget Sound
April 13, 1949	1155	47°06' 122°42'	54	7.1	Puget Sound
August 5, 1959	1944	47°48' 120°00'	35		Northwest Cascades
April 29, 1965	0728	47°24' 122°24'	63	6.5	Puget Sound
February 13, 1981	2209	46°21' 122°14'	7	5.5	South Cascades
April 13, 1990	2133	48°51' 122°36'	5	5.0	Deming
January 28, 1995	1911	47°23' 122°21'	16	5.0	17.6 km NNE of Tacoma
May 2, 1996	2104	47°46' 121°57'	7	5.3	10.2 km ENE of Duvall
June 23, 1997	1113	47°36' 122°34'	7.4	4.9	5.5 km NE of Bremerton
July 2, 1999	1743	47°05' 123°28'	41	5.1	8.2 km N of Satsop
February 28, 2001	1054	47°09' 122°43'	52.4	6.8	17.6 km NE of Olympia

## **CHAPTER FOUR PREPARATION OF THE BASIC PLAN**

### **I. INTRODUCTION**

- A. The Basic Plan should describe the mission, purpose, scope, organization, situation, policies, concept of operations, and responsibilities for emergency management activities.
- B. Your Basic Plan should present an overview of what your organization is, why your organization exists, how your organization fits into your jurisdiction, and describe your general approach to doing business. The specific details of how emergency activities are accomplished should be part of the ESFs and in your implementing procedures.

### **II. STRUCTURE/COMPONENTS**

- A. The suggested format shown in this chapter is used in the Washington State Comprehensive Emergency Management Plan (CEMP). The various elements of the format are presented with explanations to assist the planner understand what is desired in each part of the plan.
- B. Each plan should begin with the following:
  - 1. Title Page

Be sure to include all jurisdiction names and the document date. Some planners like to annotate their plans with a revision number.
  - 2. Promulgation of the Plan

The chief elected official, or designee, and date of signature.
  - 3. Distribution List

Who received the plan and how many copies did they get. Be careful with the distribution requirements because it gets expensive. Put your plan on your website if you have that capability.
  - 4. Record of Changes

A separate page with space for posting editorial plan changes.

5. Table of Contents

Make it a simple list of what's in the plan and where it is.

6. Foreword or Preface

An introductory paragraph or two to highlight the plan's motivation.

## **BASIC PLAN SAMPLE FORMAT AND ORGANIZATION**

### **I. INTRODUCTION**

#### **A. Mission**

Identify your organization and its components. Why does it exist? What is the assignment or task of your entire organization?

#### **B. Purpose**

Why is this plan written? What are the intended results of the plan?

#### **C. Scope**

To whom does your plan apply? What are the parameters of your plan? Does it apply to a city, county, or a particular business? What does the plan provide?

#### **D. Organization**

What is your agency's organizational and operational structure?

### **II. POLICIES**

#### **A. Authorities**

What legal authority do you have for developing the plan?

#### **B. Assignment of Responsibilities**

What emergency management responsibilities does your organization have? Where are they defined?

### **C. Limitations**

Acknowledge you cannot do everything for everyone all at the same time. What contingencies may restrict an optimal emergency management program? Also used to set boundaries of what can be expected of the plan. This is an area you may want to check with your legal department.

## **III. SITUATION**

### **A. Emergency/Disaster Conditions and Hazards**

Based on the HIVA, what are the natural and technological threats to your jurisdiction?

### **B. Planning Assumptions**

What conditions does the planner accept as true as a basis for planning?

## **IV. CONCEPT OF OPERATIONS**

### **A. General**

How is the primary emergency management organization in your jurisdiction or agency organized? In very general terms, how will an emergency or disaster impact your organization or business? How does your organization intend to operate before, during, or after an emergency or disaster? Which organizations provide support for your emergency management organization? For example, “Rainier County Emergency Management is part of the Rainier County Fire Department and is responsible for the county and its seven cities. Primary support agencies include county and city law enforcement and four fire districts.”

### **B. Emergency Management Concepts**

What basic operating relationships are in place? For instance, do you expect to operate from your normal office space or go to a separate EOC? Is it clear that local resources—including commercial resources—have to be exhausted or overwhelmed prior to requesting state resources? Do you have mutual aid agreements in place? Do you have memoranda of agreement or understanding with local businesses and medical facilities for use of their people and/or equipment during emergencies?

**C. Direction and Control**

Who is in charge, organizationally? How are emergency management activities conducted?

**D. Emergency Operations Facilities**

Where are they? Where are the alternate locations? Be sure to list complete street addresses so outside agencies can find the location. Are the alternate facilities ready?

**E. Mitigation Activities**

General actions to be taken to eliminate or reduce the degree of long-term risk to life and property. What kinds of things do you anticipate doing (e.g., increasing insurance coverage limits; bolting equipment to the walls or floors; stocking emergency supplies; changing building and zoning rules; preserving/restoring flood plain areas; fixing roads and bridges)? These actions should include activities of the primary and support agencies.

**F. Preparedness Activities**

Actions taken in advance of an emergency event to develop operational capabilities and to facilitate an effective response when the event does occur. What are these actions (e.g., planning, training, exercises, Hazard Identification and Vulnerability Analysis, education)? These actions should include activities of the primary and support agencies.

**G. Response Activities**

Actions taken immediately before, during, or directly after an emergency occurs, to save lives, minimize damage, and to enhance the recovery activities. These actions should include activities of the primary and support agencies.

**H. Recovery Activities**

Actions taken to return vital life support systems to minimum operating standards and long-term activities to return life to normal or improved levels. What are these actions (e.g., restoration of essential public services like power, water, sewage treatment)? These actions should include activities of the primary and support agencies.

## V. RESPONSIBILITIES

What are the primary and support agency general responsibilities in support of emergency management? This is not the place for detailed lists and sublists of the agencies' responsibilities. The specific responsibilities go in the ESFs and appendices.

NOTE: Some organizations may prefer to create separate supporting documents for their CEMP rather than working them into this format. If this is the case for you, please describe the document's location and purpose in the Basic Plan or in the appropriate Emergency Support Function (ESF). For example, the Washington State Fire Services Resources Mobilization Plan, which is published separately, is considered an Appendix to ESF-4, Firefighting.

## APPENDICES

### 1. Direction and Control

Figure 1: Emergency Management Organization Chart

Figure 2: Emergency Operational Chart

Figure 3: Emergency Support Function Participating Agency Responsibilities

### 2. Public Information

### 3. References

### 4. Definitions and Acronyms

### 5. Administration and Finance

### 6. Maintenance, Training and Exercises

### 7. Distribution List – If not listed in the beginning of the plan

#### EMERGENCY SUPPORT FUNCTIONS (ESF)

ESF-1	TRANSPORTATION
ESF-2	TELECOMMUNICATIONS AND WARNING
ESF-3	PUBLIC WORKS AND ENGINEERING
ESF-4	FIREFIGHTING
ESF-5	INFORMATION ANALYSIS AND PLANNING
ESF-6	MASS CARE
ESF-7	RESOURCE SUPPORT
ESF-8	HEALTH AND MEDICAL SERVICES
ESF-9	SEARCH AND RESCUE
ESF-10	HAZARDOUS MATERIALS

ESF-11	FOOD AND WATER
ESF-12	ENERGY
ESF-20	MILITARY SUPPORT TO CIVIL AUTHORITIES
ESF-21	RECOVERY
ESF-22	LAW ENFORCEMENT
ESF-23	DAMAGE ASSESSMENT
ESF-24	EVACUATION AND MOVEMENT
ESF-25	STATE ANIMAL RESPONSE PLAN

ESFs 1-12 are Federal Response Plan (FRP) core ESFs.  
ESFs 13-19 have been reserved for additional FRP ESFs.

## **CHAPTER FIVE PREPARATION OF APPENDICES**

### **I. INTRODUCTION**

- A. An appendix can be used for virtually anything you think is appropriate to include in your plan. For instance, you can have an appendix to the Basic Plan and to an ESF. It is merely an administrative tool for you to add some clarifying or additional background information to support the part of the plan to which it is appended.
- B. You can use whatever text format you wish. It is suggested that the format be consistent throughout your plan.

### **II. APPENDIX TOPICS**

- A. The Washington State CEMP has the following appendices:
  - 1. Direction and Control
  - 2. Public Information
  - 3. References
  - 4. Definitions and Acronyms
  - 5. Administration and Finance
  - 6. Maintenance, Training and Exercises
  - 7. Distribution List
- B. Your jurisdiction may need more topics or fewer topics depending on your local conditions.

### **III. SUGGESTED PLANNING PARTICIPANTS**

The appendix topics shown on the following pages include suggested planning participants. The following core group of participants or their designees is suggested:

- County Commissioners or the County Executive
- Mayors, City Managers, and Tribal Counsel Members
- County, city, and tribal counsel emergency managers

**APPENDIX \_\_\_\_**  
**DIRECTION AND CONTROL**

**PURPOSE**

To provide for the effective supervision, authority, and cooperative functioning of emergency management activities undertaken with this plan, and to ensure the continued operation of government during and after emergencies and disasters.

**SUGGESTED PLANNING PARTICIPANTS**

- Core group
- Pertinent county and municipal government officials and agencies
- Public Information Officers
- Prosecuting Attorney
- Public Works
- Support services (American Red Cross/Salvation Army)

**APPENDIX \_\_\_\_**  
**PUBLIC INFORMATION**

**PURPOSE**

To provide for, and maintain a program that prepares and distributes emergency information and instructions to the public before, during, and after emergencies, using all available communications media.

**SUGGESTED PLANNING PARTICIPANTS**

- Core group
- Health Officer
- Coroner or Medical Examiner
- Community PIOs/Volunteers
- Community service organizations
- Local printing companies
- Print/broadcast media

**APPENDIX \_\_\_\_**  
**ADMINISTRATIVE AND FINANCE PROCEDURES**

**PURPOSE**

To provide administrative procedures to support response and recovery activities during or after emergencies or disasters, and to preserve vital administrative and fiscal records.

**SUGGESTED PLANNING PARTICIPANTS**

- Core group
- County and Municipal Clerks
- County Commissioners or County Executive

**APPENDIX \_\_\_\_**  
**MAINTENANCE, TRAINING AND EXERCISES**

**PURPOSE**

To provide an adequate training and exercise program that ensures maximum readiness of local jurisdiction officials, employees, businesses, and volunteers assigned emergency management responsibilities.

**SUGGESTED PLANNING PARTICIPANTS**

- Core group
- Law enforcement agencies
- Public Information Officer
- Fire departments and/or districts
- Washington State Emergency Management
- Private businesses

**APPENDIX \_\_\_\_**  
**DISTRIBUTION LIST**

**PURPOSE**

To provide information on who receives the plan and how many copies they get.

**SUGGESTED PLANNING PARTICIPANTS**

- Core group



## **CHAPTER SIX PREPARATION OF THE TERRORIST INCIDENT PLAN/ANNEX A - TERRORISM**

### **I. INTRODUCTION**

The Terrorism Incident Plan/Annex A - Terrorism is based on federal guidelines for a consequence management plan addressing response and recovery from a terrorist-initiated incident, to include weapons of mass destruction (WMD). This document may be created as an Annex to the CEMP or as a separate plan.

### **II. STRUCTURE/COMPONENTS**

A. The various elements of the format are presented with explanations to assist the planner understand what is desired in each part of the plan.

B. Each plan should begin with the following:

1. Title Page

Be sure to include all jurisdiction names and the document date. Some planners like to annotate their plans with a revision number.

2. Promulgation of the Plan

The chief elected official, or designee, and date of signature.

3. Distribution List

Who received the plan and how many copies did they get. Be careful with the distribution requirements because it gets expensive. Put your plan on your website if you have that capability.

4. Record of Changes

A separate page with space for posting editorial plan changes.

5. Table of Contents

Make it a simple list of what's in the plan and where it is.

6. Foreword or Preface

An introductory paragraph or two to highlight the plan's motivation.

## **TERRORIST INCIDENT PLAN/ANNEX A - TERRORISM SAMPLE FORMAT AND ORGANIZATION**

### **I. PURPOSE**

The purpose of the Terrorist Incident Plan (TIP) is to develop a consequence management plan for responding to and recovering from a terrorist-initiated incident, to include weapons of mass destruction (WMD). The TIP supplements the County/City Comprehensive Emergency Plan (CEMP) and its Emergency Support Functions (ESF) already in effect. {Use a format consistent with the other appendices to the CEMP. The format presented here is intended only as a guide.

### **II. THE HAZARD**

#### **A. Nature of the Hazard**

Identify WMD hazards (including conventional explosives, secondary devices, and combined hazard) or other means of attack (including low-tech devices and delivery, infrastructure attacks, and cyber terrorism that could potentially affect the jurisdiction). May elaborate on the Hazard Identification Vulnerability Assessment (HIVA).

#### **B. Incident**

Statement of the situations that would cause the consequence management plan for a WMD incident to go into operation.

#### **C. WMD Hazard Agents**

Separate sections for each of the following hazards may be used, as risk area, treatment, etc., are unique to each incident. The plan for identification of the hazard agent may be included here, as well as an assessment of the risk and definition of the risk area. This may be included in your HIVA or in this Plan.

##### **1. Chemical**

Statement on chemical terrorism. A Tab with the names of chemicals, composition, reference materials (activation, lethality, Treatment handling, mixture, etc.) may be created and included in the TIP.

- a. Assessment of risk
- b. Risk area

**2. Biological**

Statement on biological terrorism. Reference material (identification, handling, treatment, lethality, etc.) may be created and included in the TIP in a Tab.

- a. Assessment of risk
- b. Risk area

**3. Nuclear/Radiological**

Statement on nuclear terrorism. Reference material can be listed in a Tab and may include lethality, handling, treatment, etc.

- a. Assessment of risk
- b. Risk area

**4. Explosive /Incendiaries**

Statement on explosives/incendiary terrorism, a Tab with the names of explosives/incendiaries, composition, reference materials (activation, lethality, treatment, handling, mixture, etc.) may be created and included in the TIP.

- a. Assessment of risk
- b. Risk area

**5. Combined Hazards**

Statement on combined hazards. Reference material (identification, handling, treatment, lethality, etc.) may be created and included in the TIP as a Tab.

- a. Assessment of risk
- b. Risk area

**D. Other Terrorism Hazards****1. Low-tech devices and delivery**

Statement on low-tech devices and delivery. Reference material may be created and included in the TIP as a Tab.

- a. Assessment of risk
- b. Risk area

## **2. Infrastructure attacks**

Statement on infrastructure attacks. Reference material may be created and included in the TIP as a Tab.

- a. Assessment of risk
- b. Risk area

## **3. Cyber terrorism**

Statement on cyber terrorism. Reference material may be created and included in the TIP as a Tab

- a. Assessment of risk
- b. Risk area

# **III. SITUATION AND ASSUMPTIONS**

## **A. Situation**

Basic information on the terrorist incident threat or potential threat. A description of the locale for which the plan is being written. Any information listed below that is already included in the CEMP need not be duplicated here. A general description of the area may be given, with the following information in a Tab. Consideration should be given to maintaining information in a secure place.

### **1. Environment**

- a. Geographic conditions (terrain)
- b. Weather (climate)

### **2. Population**

General and special needs individuals, retirement communities and nursing homes, schools, day care centers, correctional facilities, non-English-speaking communities, etc.

### **3. Regional**

Rural/urban/suburban/city (city-sprawl/surroundings).

### **4. Critical Infrastructure/Transportation**

Major highways, secondary roads, tertiary roadways, dirt/gravel roads. Details may include interchanges, choke points, traffic lights traffic

schemes and patterns, access roads, tunnels, bridges, railroad crossings, overpasses/cloverleaves. { May elaborate on CEMP, State ESF 1 Transportation. }

## **5. Trucking/Transport Activity**

Cargo loading/unloading facilities (type of cargo), waterways, ports, docks, harbors, rivers, streams. Lakes, ocean, bays, reservoirs, pipelines, process/treatment facilities, dams, international roll-on/roll-off container shipments, HazMat [oil] flagged registry. (May elaborate on CEMP, State ESF 1 Transportation).

## **6. Airports**

Carriers, flight paths, airport layout (air traffic control tower, runways, passenger terminal, parking).

## **7. Trains/Subways**

Physical rails, interchanges, terminals, tunnels, cargo/passengers.

## **8. Government Facilities**

Post office, law enforcement, fire/rescue, town/city hall, local mayor/governor's residence, Federal buildings, judicial personnel (i.e., judges, prosecutors, residences, offices).

## **9. Recreation Facilities**

Sports arenas, theaters, malls, and theme parks.

## **10. Other Facilities**

Financial institutions (banking facilities/loan institutions), universities, colleges, hospitals, other nationally symbolic buildings or monuments, and research institutes (nuclear, biological, chemical, medical clinics).

## **11. Military Installations**

Army, Navy, Air Force, Marine, Coast Guard, National Guard, Reserves and their storage facilities.

## **12. HazMat Facilities**

Emergency Planning and Community Right-to-Know Act (EPCRA) sites with Risk Management Plan requirements, Comprehensive Environmental

Response, Compensation, and Liability Act (CERCLA) sites, nonreporting Resource Conservation and Recovery Act (RCRA) facilities (i.e., combustion sites, generating sites and treatment, storage, and disposal [TSD] sites, facilities inventoried by the Toxic Release Inventory System (TRIS), utilities and nuclear facilities, chemical stockpile and/or manufacturing sites.

## **B. Assumptions**

This plan will go into effect when a WMD incident has occurred or a credible threat has been identified.

# **IV. CONCEPT OF OPERATIONS**

## **A. Direction and Control**

You may use Basic Plan or CEMP. Based on the above assessments, provide wiring diagram/flow chart (Incident Command System/Unified Command System) showing the chain of command and control, these diagrams/charts may be specific to WMD or more generally pertinent to any terrorist incident.

## **B. Communications**

You may use or elaborate on communications described in the basic CEMP, State ESF 2 Telecommunications/Information Systems and Warning.

1. Security of communications among responding organizations.
2. Coordination of communications with Federal responders.

## **C. Warning**

You may use or elaborate on the coordination of state and local jurisdictions actions to be taken to establish and maintain warning support in preparation for, response to, and recovery from an emergency or disaster. CEMP, State ESF 2 Telecommunications/Information Systems and Warning.

## **D. Notification**

The plan should identify responsibilities and actions taken to notify federal, state and local government, predetermine key players and notification methods. May use or elaborate on CEMP.

1. Federal

2. State
3. Local

#### **E. Emergency Public Information**

The plan should identify specific methods (channels) to notify the public that an incident has occurred, direct their actions, and keep them informed as the situation progresses. Evacuation and sheltering in place are key actions that may need to be communicated to the public, and continuous updating will be required. May use or elaborate on CEMP.

#### **F. Protective Actions**

1. In-place sheltering
2. Evacuation routes/means of conveyance should be predetermined based on area and type of agent.
3. Evacuation support.

#### **G. Mass Care**

You may use or elaborate on CEMP, State ESF 6 Mass Care.

1. Safe location of mass care facilities
2. Structural safety
3. Health and medical services
4. Provisions for food and water
5. Policy and procedure for pet care

#### **H. Health and Medical**

You may use or elaborate on CEMP, State ESF 8 Health and Medical Services.

#### **I. Resources Management**

Include procedures to requests immediate need for assistance and resources (identify mutual aid agreements and other sources for assistance) may use or elaborate on CEMP, State ESF 7 Resource Support.

1. Mutual Aid Agreements

2. Emergency Management Assistance Compact

**J. Recovery Operations**

You may use or elaborate on CEMP, State ESF 21 Recovery.

**K. Urban Search and Rescue**

You may use or elaborate on CEMP, State ESF 9 Search and Rescue.

**V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

In concert with guidance already in existence, supplementing the CEMP, the roles and responsibilities are outlined here for all jurisdictions and entities.

- A. Local
- B. Inter-jurisdictional Responsibilities
- C. State
- D. Tribal
- E. Federal

**VI. ADMINSTRATIVE AND LOGISTICS**

- A. The administrative framework for WMD response operations is outlined here.
- B. General support requirements
- C. Availability of services
- D. Mutual aid agreements
- E. Emergency Management Assistance Compacts
- F. Administrative policies and procedures (e.g., financial record keeping)
- G. Freedom of Information and/or Public Disclosure

This document may be exempt from public disclosure under RCW 42.17.310(1)(ww)(aaa), (address distribution and control of Terrorism Incident Plan/Supplement or Annex).

- H. Policies and procedures for Law Enforcement Sensitive Information

**VII. TABS/APPENDIXES**

- A. Acronyms
- B. Key definitions
- C. Points of contact (POCs from supporting agencies)
- D. Distribution List

List of entities that received copy/ies of this plan, (review and update annually).

- E. Each of the WMD hazard agents may have a separate Tab with subcategories and subsets of information specific to each, including the identification of departments and agencies that have authority and expertise relevant to incidents involving specific agents.
  - 1. Index of chemical agents.
  - 2. Index of biological agents.
  - 3. Index of nuclear/radiological materials.
  - 4. Index of explosive/incendiary materials.



## **CHAPTER SEVEN**

### **PREPARATION OF EMERGENCY SUPPORT FUNCTIONS**

#### **I. INTRODUCTION**

- A. The Federal Response Plan has 12 Emergency Support Functions (ESFs). The Washington State CEMP has six additional ESFs to help streamline the coordination of functions among state, federal, and local jurisdictions. If your plan incorporates the federal and state ESF numbering system, it is easier for federal, state, and local agencies to synchronize the emergency management phases of mitigation, preparedness, response, and recovery.
- B. Drafting the ESFs will be a major coordination and writing effort. Some will be more important to your jurisdiction than others. Appropriate topics must be included before a plan can be considered operational. In establishing a schedule for your plan, give priority to developing the ESFs critical to the plan. Guard against making your ESFs too procedural in content. Put the nuts and bolts and phone numbers in your implementing procedures.
- C. The agency approval line at the end of each ESF serves as an administrative tool to get the document and your program in front of the senior officials of your organization.

#### **II. WHICH ESFs ARE REQUIRED TO MAKE YOUR PLAN OPERATIONAL?**

- A. Judgments will vary about which ESFs make a plan operational. Completion of a Hazard Identification and Vulnerability Assessment will help identify which threats should be addressed. However, promulgation of a Comprehensive Emergency Management Plan should not be delayed because some ESFs are not complete.
- B. The Federal Emergency Management Agency (FEMA) planning requirements mandate certain topics be included to qualify for federal funding of emergency operations center construction. These topics include: Direction, Control, & Coordination; Continuity of Government; Emergency Resource Management; Warning; Emergency Public Information; Movement, or Evacuation; Shelter and Mass Care; and, Communications. It is suggested that you place priority emphasis on the coordination of these areas. The inclusion of this information is not a guarantee of federal funding for an EOC.

### **III. HOW DO YOU USE THE ESF FORMAT?**

- A. The following lists show purpose statements and possible planning participants for each Emergency Support Function. Planners will need to tailor planning participants to meet specific requirements.
- B. These lists should be used with Chapter Eight, Plan Review Checklists. These criteria provide guidance about the subjects or tasks to be covered in the ESFs of your plan.

### **IV. SUGGESTED PLANNING PARTICIPANTS**

- A. The ESF topics shown on the following pages include suggested planning participants for local jurisdictions and for state agency planning. The lists of local planners include a core group of participants or their designees. This core group is made up of the following representatives:
  - County Commissioners or the County Executive
  - Mayors, City Managers, Tribal Council Members
  - County, city, and tribal counsel emergency managers

**EMERGENCY SUPPORT FUNCTION – 1  
TRANSPORTATION**

**PURPOSE**

To provide for the coordination of transportation support for emergency assistance.

**SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core group
- Public Works
- Law Enforcement agencies
- Department of Transportation
- Superintendent of Public Instruction
- Federal Aviation Agency
- United States Coast Guard
- Public transportation providers
- Port districts
- Railroad Representatives
- Transportation Union Representatives
- State Utilities and Transportation Commission
- Military Department
- Representatives from the National Defense Transportation Association
- Office of Financial Management
- Department of General Administration
- Parks and Recreation Commission
- Public school administration
- Commercial transportation companies

**SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY** Department of Transportation

**SUPPORT AGENCIES** Office of Financial Management  
 General Administration  
 Military Department  
 Department of Community, Trade and Economic Development  
 Parks and Recreation Commission  
 Superintendent of Public Instruction  
 Washington State Patrol  
 Utilities and Transportation Commission

## **EMERGENCY SUPPORT FUNCTION – 2 TELECOMMUNICATIONS AND WARNING**

### **PURPOSE**

To provide a system capable of rapid notification and warning of key officials and the public, and to provide a communications system for the efficient flow of information.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core group
- Law enforcement agencies
- Fire departments and districts
- Emergency Operations Center participants
- Local telephone companies
- Amateur radio representatives
- Local television and radio stations (including EAS stations)
- Cable companies
- Newspapers
- School districts
- Port districts
- Volunteer organizations
- Community service organizations
- Support services
- Military Department
- Department of Transportation

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCIES**      Military Department  
Department of Information Services

**SUPPORT AGENCIES**      Department of Ecology  
Department of Fish and Wildlife  
Department of General Administration  
Department of Health  
Department of Natural Resources  
Parks and Recreation Commission  
Washington State Patrol  
Department of Transportation  
All other State Agencies

## **EMERGENCY SUPPORT FUNCTION – 3 PUBLIC WORKS AND ENGINEERING**

### **PURPOSE**

To provide engineering expertise and equipment in support of emergency management activities.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core group
- Department of Transportation
- Public works
- Building departments
- Gas companies
- Electrical utilities
- Water departments, districts, and companies
- Local unions
- Local private contractors and associations
- Cable companies
- Department of General Administration

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Department of General Administration

**SUPPORT AGENCIES**      Military Department  
 Conservation Commission  
 Department of Ecology  
 Office of Financial Management  
 Labor and Industries  
 Fish and Wildlife  
 Department of Licensing  
 Department of Transportation  
 Department of Natural Resources  
 Parks and Recreation Commission  
 Washington State Patrol  
 All other State Agencies

## **EMERGENCY SUPPORT FUNCTION – 4 FIREFIGHTING**

### **PURPOSE**

To provide for fire response, resource mobilization, and to encourage local mutual aid agreements to support the detection and suppression of wildland, rural, and urban fires.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Public Works
- Fire departments or districts
- Private facility fire departments
- Washington State Patrol
- Department of Natural Resources (regional or local office)
- United States Department of Agriculture (Forest Service Offices)

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCIES**      Washington State Patrol  
                                  Department of Natural Resources

**SUPPORT AGENCIES**      Conservation Commission  
                                  Corrections  
                                  Ecology  
                                  Office of Financial Management  
                                  Fish and Wildlife  
                                  Military Department  
                                  Parks and Recreation Commission  
                                  Department of Transportation

## **EMERGENCY SUPPORT FUNCTION – 5 INFORMATION ANALYSIS AND PLANNING**

### **PURPOSE**

To provide a system to collect, report, and evaluate operational information about an emergency or disaster situation.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Municipal Police
- County Fire Coordinator
- County Sheriff
- Washington State Patrol
- County Health Department
- Public Works

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Military Department

**SUPPORT AGENCIES**      All, as required during an emergency.

## **EMERGENCY SUPPORT FUNCTION – 6 MASS CARE**

### **PURPOSE**

To establish a system to be used to coordinate efforts to provide shelter, food, emergency first aid, and spiritual support during and following an emergency or disaster, to operate a Disaster Welfare Information (DWI) System, and to coordinate bulk distribution of emergency relief supplies.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Public Information Officer
- Department of Social and Health Services
- Hospitals and hospital districts
- County or regional health agencies
- Department of Employment Security
- Councils on Aging
- Churches
- School Districts
- Local Red Cross
- Local Salvation Army
- Support Services
- American Red Cross

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Military Department

**SUPPORT AGENCIES**      Department of General Administration  
American Red Cross

**EMERGENCY SUPPORT FUNCTION – 7  
RESOURCE SUPPORT**

**PURPOSE**

To provide for the effective utilization, prioritization, and conservation of human and material resources.

**SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Public Works
- Fire, Law Enforcement, and medical agencies
- Local utility companies or districts
- Department of Employment Security
- Department of Transportation
- Support Services
- Local business and industry
- Volunteer organizations (donated goods)
- Church groups
- National Guard
- Department of General Administration

**SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Department of General Administration

**SUPPORT AGENCIES**      Military Department  
 Department of Agriculture  
 Department of Corrections  
 Department of Health  
 Department of Information Services  
 Labor and Industries  
 Department of Natural Resources  
 Parks and Recreation Commission  
 Washington State Patrol  
 Department of Transportation  
 Office of State Treasurer  
 All other State Agencies

## **EMERGENCY SUPPORT FUNCTION – 8 HEALTH AND MEDICAL SERVICES**

### **PURPOSE**

To ensure provisions have been made to coordinate the organization and mobilization of medical, health, mental health, and mortuary services for emergencies and disasters.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- County or regional health agencies
- Dental associations
- County coroner or medical examiner
- Mortuary services
- Hospitals and hospital districts
- Ambulance companies or districts
- Fire departments and districts
- Emergency medical services
- Federal Bureau of Investigation
- Mental health professionals
- State Cemetery Board and Cemetery districts
- Ministerial associations
- Social service professional organizations
- Churches
- Volunteer groups
- Department of Health
- Department of Social and Health Services

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Department of Health

**SUPPORT AGENCIES**      Department of Agriculture  
 American Red Cross  
 Office of Financial Management  
 Department of General Administration  
 Department of Labor and Industries  
 Department of Licensing  
 Military Department  
 Department of Transportation  
 Department of Social and Health Services  
 Health and Human Services  
 Washington State Patrol

## **EMERGENCY SUPPORT FUNCTION – 9 SEARCH AND RESCUE**

### **PURPOSE**

To provide for the coordination and effective use of resources for urban search and rescue, and wilderness search and rescue activities.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Law Enforcement
- Search and rescue units and councils
- State search and rescue coordinator
- Coast Guard/Air Force
- Department of Transportation  
Aviation Division (for air search)
- Military Department

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCIES**      Military Department  
Department of Transportation

**SUPPORT AGENCIES**      Department of Ecology  
Department of Fish and Wildlife  
Department of General Administration  
Department of Health  
State Parks and Recreation Commission  
Washington State Patrol  
Department of Natural Resources  
Military Department  
American Red Cross

## **EMERGENCY SUPPORT FUNCTION – 10 HAZARDOUS MATERIALS**

### **PURPOSE**

To ensure appropriate steps have been taken to mitigate against, prepare for, respond to, and recover from the effects of hazardous materials during emergencies and disasters

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- County or regional health agencies
- Fire departments and districts
- Law Enforcement agencies
- Department of Ecology
- Department of Health, Radiation Protection and Toxics Sections
- U.S. Coast Guard
- U.S. Environmental Protection Agency
- Military Department
- Community support organizations
- Washington State Patrol

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCIES**     Department of Ecology  
Washington State Patrol

**SUPPORT AGENCIES**     Department of Agriculture  
Office of the Attorney General  
Department of Fish and Wildlife  
Department of Health  
Department of Labor and Industries  
Military Department  
Department of Natural Resources  
Department of Transportation  
Community, Trade and Economic  
Development  
Parks and Recreation Commission  
Energy Facility Site Evaluation Council

Note: If ESF 10, Hazardous Materials, is intended to satisfy Local Emergency Planning Committee requirements, then it must comply with SARA Title III and Chapter 118-04 WAC. ESF 10 and appendixes should include the statutory plan provisions of US Code Title 42, Chapter 116, Subchapter I, section 11003, <http://www4.law.cornell.edu/uscode/42/11003.html>.

## **EMERGENCY SUPPORT FUNCTION – 11 FOOD AND WATER**

### **PURPOSE**

To identify, secure, manage, and distribute food and water to affected areas, and to distribute emergency information relating to the protection and control of food resources affected by an emergency or disaster.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Food cooperatives
- Grocers
- Freezer storage facilities
- Law Enforcement agencies
- Restaurants
- Hospitals and hospital districts
- Lodging facilities
- School districts
- Support services
- The County Extension Agent of the U.S. Department of Agriculture
- Food transporters
- Department of Agriculture
- Department of General Administration

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Department of General Administration

**SUPPORT AGENCIES**      Military Department  
 Department of Agriculture  
 Department of Health  
 Department of Social and Health Services  
 Superintendent of Public Instruction  
 Department of Transportation  
 American Red Cross

## **EMERGENCY SUPPORT FUNCTION – 12 ENERGY**

### **PURPOSE**

To provide for the effective use of available electric power, water resources, natural gas, and petroleum products required to meet essential needs, and to facilitate the restoration of energy systems affected by an emergency or disaster.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Local utility companies or districts
- Local public works agencies
- Washington Utilities and Transportation Commission
- Department of Transportation
- Washington State Energy Office
- Petroleum distributors

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Washington State Office of Trade and Economic Development

**SUPPORT AGENCIES**      Military Department  
 Department of Ecology  
 Financial Management  
 Fish and Wildlife  
 Department of General Administration  
 Department of Natural Resources  
 Department of Transportation  
 Utilities and Transportation Commission  
 Emergency Management Council

**EMERGENCY SUPPORT FUNCTION – 20  
MILITARY SUPPORT TO CIVIL AUTHORITIES**

**PURPOSE**

To provide for the effective use of military assistance during an emergency or disaster.

**SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Washington State Military Department (National Guard)
- Any military base representative or liaison within the planning area

**SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Military Department

## **EMERGENCY SUPPORT FUNCTION – 21 RECOVERY**

### **PURPOSE**

To provide a process to facilitate the return and reinstatement of “normal” activities following an emergency or disaster.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Law Enforcement
- County and Municipal Clerks
- County Auditor
- Municipal Auditors or Clerks
- County Treasurer
- Military Department
- Department of Health
- Department of Transportation
- Department of Labor and Industries
- Utilities and Transportation Commission
- Unions
- Volunteer groups

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Military Department

**SUPPORT AGENCIES**      Department of Agriculture  
 American Red Cross  
 Department of Ecology  
 Employment Security Department  
 Department of Fish and Wildlife  
 Department of Health Parks and Recreation Commission  
 Department of Social and Health Services  
 Washington State Patrol  
 Department of Transportation  
 Department of Labor and Industries  
 All other State Agencies

## **EMERGENCY SUPPORT FUNCTION – 22 LAW ENFORCEMENT**

### **PURPOSE**

To provide for the effective coordination of law enforcement operations, to provide support for state law enforcement operations, and to use local jurisdiction law enforcement communications resources to support emergency operations.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Law Enforcement agencies
- Military Department
- Washington State Patrol

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Washington State Patrol

**SUPPORT AGENCIES**      Department of Corrections  
 Department of Fish and Wildlife  
 Liquor Control Board  
 Military Department  
 Department of Natural Resources  
 Parks and Recreation Commission  
 Utilities and Transportation Commission

**EMERGENCY SUPPORT FUNCTION – 23  
DAMAGE ASSESSMENT**

**PURPOSE**

To provide for the effective coordination of damage assessment activities.

**SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- American Red Cross
- Law Enforcement
- Military Department
- Department of Transportation
- County Fire Coordinator
- County Health Department
- Public Works

**SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY** Military Department

**SUPPORT AGENCIES** Department of Agriculture  
American Red Cross  
Parks and Recreation Commission  
Department of Transportation  
Department of Ecology  
General Administration  
Department of Health  
Military Department  
Department of Revenue  
Utilities and Transportation Commission  
All other State Agencies

## **EMERGENCY SUPPORT FUNCTION – 24 EVACUATION AND MOVEMENT**

### **PURPOSE**

To provide for the evacuation, within the writs of Chapter 38.52 RCW, of part or all of the population from any stricken or threatened area within the county or the state to locations providing safety and shelter.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- Law Enforcement
- Department of Transportation
- Public Works
- School districts
- Hospitals and hospital districts
- Ambulance companies or districts
- Department of Employment Security
- Public Information Officers
- Volunteer organizations
- Public and private transportation providers
- Fire departments or districts
- Local trucking firms and associations
- Railroads/Port authorities
- Military Department
- National Defense Transportation Association
- Teamsters Union
- Churches and religious organizations
- Local laypersons

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCY**      Military Department

**SUPPORT AGENCIES**      Attorney General  
 Department of Ecology  
 General Administration  
 Department of Health  
 Governor's Office of Indian Affairs  
 Department of Information Services  
 Labor and Industries  
 Military Department  
 Parks and Recreation  
 Washington State Patrol  
 Department of Social and Health Services  
 Department of Transportation  
 American Red Cross  
 All other State Agencies

## **EMERGENCY SUPPORT FUNCTION – 25 STATE ANIMAL RESPONSE PLAN**

### **PURPOSE**

To provide guidelines for rapid response to events affecting the health, safety, and welfare of human beings and animals. Veterinary medicine and animal care resources in the mitigation, preparedness, response, and recovery activity phases of emergency management include, but not limited to, small and large animal care, facility usage, and displacement pet/livestock, wildlife, and exotic animal assistance.

### **SUGGESTED PLANNING PARTICIPANTS FOR LOCAL JURISDICTION PLANS**

- Core Group
- County or regional health agencies
- County coroner or medical examiner
- Mortuary services
- Hospitals and hospital districts
- Ambulance companies or districts
- Fire departments and districts
- Emergency medical services
- State Cemetery Board
- Ministerial associations
- Social service organizations
- Churches
- Volunteer groups
- Department of Health
- Department of Social and Health Services

### **SUGGESTED PLANNING PARTICIPANTS FOR STATE ESF**

**PRIMARY AGENCIES**     Department of Agriculture  
Department of Fish and Wildlife

**SUPPORT AGENCIES**     Attorney General  
American Red Cross  
Military Department  
Department of Health  
Department of Social and Health Services  
Department of Ecology  
Washington State Patrol

## **SAMPLE EMERGENCY SUPPORT FUNCTION FORMAT**

**PRIMARY AGENCY** Most responsible agency(s) for this function? If more than one primary agency exists, title this as PRIMARY AGENCIES.

**SUPPORT AGENCIES** Which agencies have functional support roles?

### **I. INTRODUCTION**

#### **A. Purpose**

From ESF description in Chapter Six.

#### **B. Scope**

What is the extent of this ESF? How far does it go? Level of coordination required?

### **II. POLICIES**

What kind of planning supports the function? What general principles apply to your organization? Are there some things that change during an emergency?

### **III. SITUATION**

#### **A. Emergency/Disaster Conditions and Hazards**

What did your HIVA show? How could the identified conditions affect your area's infrastructure? How might they affect your planning requirements?

#### **B. Planning Assumptions**

What conditions are accepted as a basis for planning?

### **IV. CONCEPT OF OPERATIONS**

#### **A. General**

How do you intend to operate? Are there formal coordination requirements with other ESFs/annexes?

**B. Organization**

How is your organization organized to support this ESF? What office is in charge? How many offices, districts, regions, etc., does your organization have?

**C. Procedures**

What are the organization's procedural responsibilities? Where are the detailed procedures maintained? Details, like position checklists, recall telephone lists, and other frequently changing information should go into your implementing procedures.

**D. Mitigation Activities**

A detailed listing of the actions to eliminate or reduce the degree of long-term risk to life, property, and the environment to be taken by the Primary and Support Agencies in support of this ESF. Many areas needing mitigation will be identified during the preparedness, response, and recovery phases of emergency management.

**E. Preparedness Activities**

A detailed listing of the actions taken in advance of an event to develop operational capabilities and to facilitate an effective response to be taken by the Primary and Support Agencies in support of this ESF.

**F. Response Activities**

A detailed listing of actions taken immediately before, during, and directly after an emergency or disaster occurs to save lives, minimize property damage, and enhance the effectiveness of recovery actions to be taken by the Primary and Support Agencies in support of this ESF.

**G. Recovery Activities**

A detailed listing of actions to be taken to return community and organizational life support systems to minimum operating standards and long-term activities to normal or improved levels by the Primary and Support Agencies in support of this ESF.

**V. RESPONSIBILITIES****A. Primary Agency**

General statements of the responsibilities of the agency or agencies with the lead for this ESF.

**B. Support Agencies**

General statements of the responsibilities of the agencies supporting this ESF.

**VI. RESOURCE REQUIREMENTS**

Resource requirements for personnel, supplies, equipment, facilities, telecommunications, etc., can be developed as you complete the planning process and through exercises. Try to identify critical assets for the initial 12 hours and for support to field activities.

**VII. REFERENCES**

Local, state, and federal references authorizing the activities described in this ESF/annex.

**VIII. TERMS AND DEFINITIONS**

Terms and definitions related to this ESF/Annex.

**Agency Approval:** \_\_\_\_\_

**Date Approved:** \_\_\_\_\_

**CEMP/ESF/WAC 118-30-060 ANNEX CROSS REFERENCE****CEMP APPENDICES**

1. Direction and Control
2. Public Information
3. References
4. Definitions
5. Administration
6. Training and Exercises

**WAC ANNEX**

Annexes A and B  
 Annex E  
 NA  
 NA  
 Annex V  
 Annex X

**ESFs**

- ESF-1 Transportation  
 ESF-2 Telecommunications and Warning  
 ESF-3 Public Works and Engineering  
 ESF-4 Firefighting  
 ESF-5 Information Analysis and Planning  
 ESF-6 Mass Care  
 ESF-7 Resource Support
- ESF-8 Health and Medical Services  
 ESF-9 Search and Rescue  
 ESF-10 Hazardous Materials  
 ESF-11 Food and Water  
 ESF-12 Energy  
 ESF 13-19  
 ESF-20 Military Support to Civil Authorities  
 ESF-21 Recovery and Restoration  
 ESF-22 Law Enforcement  
 ESF-23 Damage Assessment  
 ESF-24 Evacuation and Movement  
 ESF-25 State Animal Response Plan

**WAC ANNEX**

Annex N  
 Annexes D, L  
 Annex R  
 Annex Q  
 Annex F  
 Annexes H, J, U  
 Annexes C, I, U  
 Donated Goods/Services  
 Annexes K, U  
 Annex S  
 Annex O  
 Annexes M  
 Annex Y  
 Reserved  
 Annex T  
 Annexes F, V, W  
 Annex P  
 Annexes F  
 Annexes G, N, P, Q, U  
 Annexes G, I, K, N, M

NOTES: ESFs 1-12 are Core Federal Response Plan (FRP) ESFs.  
 ESFs 13-19 have been reserved for possible expansion of the FRP ESFs.  
 ESFs 20-25 are state ESFs.

## **CHAPTER EIGHT**

### **PREPARATION OF IMPLEMENTING PROCEDURES**

#### **I. INTRODUCTION**

- A. The implementing procedures for your comprehensive emergency management plan are where you really get down to the details of how to apply the concepts described in the Basic Plan and its supporting appendices and ESFs. Unfortunately, most people will probably not thoroughly read the Basic Plan. The thing most people seem to be interested in is what is expected of them. The implementing procedures are where this all comes together.
- B. In most cases, it is better to have the implementing procedures as a separate document and not part of your plan document. The reason for this is that the procedures have perishable information like names and phone numbers. If you have these kinds of things in your plan, the first name or number change makes your plan out of date.
- C. Procedural checklists for the functions operating in your Emergency Operations Center (EOC) are an essential element to a smooth operation. Checklists for field teams should also be included in the EOC procedures to help ensure coordinated response actions.

#### **II. PREPARATION OF IMPLEMENTING PROCEDURES**

- A. You can define any format you desire for your procedures. The important thing to keep in mind is to keep the format simple enough for someone to come into an event cold, and still be able to use the procedures effectively.
- B. Some jurisdictions have found the organizational model of the Incident Command System (ICS) to be useful as their emergency response operational and/or organizational structure and then tailor their supporting procedures accordingly.
- C. Specific procedures will be needed for each position in your emergency response organization. They must all support the plan's concept of operations and be current. At the same time, however, they need to be flexible enough to be the basis for multiple hazards.
- D. The most effective procedures are usually written by the agencies that have to use them during an activation. No agency likes to be told how to do their job by another agency. Therefore, it is suggested that you enlist the help of the various agency representatives on your planning team to take the lead in drafting their agency's procedures. Your role should be to provide a suggested format, to assist those agencies needing help drafting their procedures, and to provide continuity with the plan.



## **CHAPTER NINE PLAN REVIEW CHECKLISTS**

### **I. INTRODUCTION**

The rest of this Planning Guide is devoted to plan review checklists. These checklists should not be considered the magic formula for completing your plan. The questions included are very general, but are designed to encourage you to include the basics in each portion of the plan. Specific hazards and conditions in each organization will make each plan unique.

### **II. HOW TO USE THE CHECKLISTS**

Each portion of the plan has its own checklist. They are designed to be copied or pulled out of this document for use by the person drafting and reviewing the plan. It may be appropriate to make several copies of the checklists so the primary staff people can have working copies. You may want to create checklists of your own to address specific local activities.

## **PLAN REVIEW CHECK LIST PLAN BEGINNING**

Does the plan have a “Title Page” with date and names of all the jurisdictions covered by the Plan?

Does the Plan have a “Promulgation” signed by the executive head of the jurisdiction making the document official?

Does the plan have a “Foreword” or “Preface” from the agency head proclaiming the importance of the document?

Does the plan have a “Table of Contents”?

Does the plan have a “Distribution List” showing who receives the Plan?

Does the plan have a “Record of Changes” showing updates to the Plan?

**PLAN REVIEW CHECKLIST  
BASIC PLAN**

**I. INTRODUCTION**

**A. Mission**

Does this subparagraph include the essentials of why the organization exists?

**B. Purpose**

Does this subparagraph include why the plan was written and to what it responds?

**C. Scope**

Does the scope include the parameters of the plan and what the plan provides?

**D. Organization**

Does the subparagraph identify the agency's organizational and operational structure?

**II. POLICIES**

**A. Authorities**

Has the legal authority for coordinating the plan been stated?

**B. Assignment of Responsibilities**

Have all the organizations with emergency management responsibilities been identified? Have general policy statement(s) been made regarding emergency management?

**C. Limitations**

Have contingencies that may restrict having an optimal emergency management plan been stated? Are there boundaries that restrict expectations of the plan stated?

### **III. SITUATION**

#### **A. Emergency/Disaster Conditions and Hazards**

Are the Hazard Identification and Vulnerability Analysis referenced?

#### **B. Planning Assumptions:**

What conditions does the planner accept as true as a basis for planning?

### **IV. CONCEPT OF OPERATIONS**

#### **A. General**

Is there a broad statement of what impact an emergency or disaster will have and how the organization will operate?

#### **B. Emergency Management Concepts**

Are the basic operating relationships established? Consideration can include but not be limited to:

Mutual aid agreements, establishment of priorities of response and for resources, and priority for conducting routine, day-to-day activities.

#### **C. Direction and Control**

Is there a broad statement for what individual by title or position has the responsibility for emergency management and how those activities will be conducted?

#### **D. Facilities**

Are the primary and alternate Emergency Operations facilities from which emergency management activities will be conducted identified?

#### **E. Mitigation Activities**

Is there a detailed listing of activities to be taken by the primary and support agencies to reduce the degree of long-term risk to life and property?

**F. Preparedness Activities**

Is there a detailed listing of the activities to be taken by the primary and support agencies to develop the operational capabilities and facilitate and effective response?

**G. Response Activities**

Is there a detailed listing of the activities to be taken by the primary and support agencies before, during and after an emergency to save lives, minimize damage, and enhance recovery activities?

**H. Recovery Activities**

Is there a detailed listing of the activities to be taken by the primary and support agencies to return life support systems to minimum operating standards, and then to normal or improved levels?

**V. RESPONSIBILITIES**

Are general emergency management responsibilities of the primary and support agencies stated? Consideration can include but not be limited to:

- A. A Letter of Promulgation included with the basic plan. The letter being signed by an elected official.
- B. Identification and designation of an individual, by title or position, that will review, revise, maintain, publish and distribute the basic plan.

**PLAN REVIEW GUIDELINES**  
**APPENDIX ONE, DIRECTION AND CONTROL**

Does the Appendix provide for the effective supervision, authority, operations and the continued operation of government during and after an emergency or disaster? Consideration can include but not limited to:

- Designation of an elected official or executive group, by title or position, that is responsible for policy actions or decisions.
- Designation of successors for the elected officials or executive group, and a statement of their emergency management responsibilities.
- A statement of when designated authority of the successors becomes effective and when it is terminated.
- Identification of the location of the Emergency Operations Center (EOC).
- Designation of the location for an alternate EOC.
- Inclusion of an Emergency Management organization chart.
- Designation of an individual(s), by title or position, to implement the policy actions or decisions.
- Designation of an individual(s), by title or position, which has the authority to activate the EOC.
- Designation of an individual(s), by title or position, with the responsibility and authority to make and sign a Proclamation of Emergency.
- Designation of an individual(s), by title or position, which has the authority and responsibility to authorize emergency expenditures.

**PLAN REVIEW GUIDELINES**  
**APPENDIX TWO, PUBLIC INFORMATION**

Does the Appendix provide and maintain a program that prepares and distributes emergency information and instruction to the public before, during and after emergencies, using all available communications media. Consideration can include but not be limited to:

- Designation of an individual, by title or position, to be the Public Information Officer during an emergency or disaster and identify their responsibilities.
- Designation of an individual, by title or position, which is authorized to approve news releases during an emergency or disaster.
- Identification of a location for the information office or center.
- Designation of a location for the media to use during an emergency or disaster.
- Inclusion of ways to coordinate all news releases within your agency, other agencies, jurisdictions and state EOC.
- Identification of available media resource personnel to call during an emergency or disaster.
- Identification of local news media to use for assistance in disseminating emergency information and instructions to the public.
- Identification of ways to distribute Emergency Public Information materials to include newspapers, flyers, pamphlets, radio, television, cable, and Emergency Alert System.
- Identification and inclusion of methods for Emergency Public Information to be received by the visually/ hearing impaired and non-English speaking groups.

**PLAN REVIEW GUIDELINES  
APPENDIX THREE, REFERENCES**

Does the Appendix provide for identifying all federal, state, county, or city laws, regulation, ordinances and statements of policy?

**PLAN REVIEW GUIDELINES**  
**APPENDIX FOUR, DEFINITIONS AND ACRONYMS**

Does the Appendix explain all Emergency Management terms, words, acronyms, abbreviations, and concepts not used or known by the public, other organizations or agencies?

**PLAN REVIEW GUIDELINES**  
**APPENDIX FIVE, ADMINISTRATION AND FINANCE**

Does the Appendix provide for fiscal procedures to support operations during emergencies or disasters, and to preserve vital fiscal records? Does the Appendix provide for administrative procedures to support operations during emergencies or disasters, and to preserve vital records? Consideration can include but not limited to:

- Designation of an individual, by title or position, that will assist others to identify, protect and preserve essential records and files for their organization.
- Identification of methods that can be used to preserve essential records and files.
- Designation of an individual, by title or position, that is responsible for administration activities in the Emergency Operation Center (EOC) during activations and list their responsibilities.
- Designate an individual, by title or position to develop procedures to safeguard financial, vital statistics, personnel records and files.

**PLAN REVIEW GUIDELINES**  
**APPENDIX SIX, MAINTENANCE, TRAINING AND EXERCISE**

Does the Appendix say the plan should be reviewed every year and an updated plan submitted to Washington Emergency Management Division every four years? Does the Appendix provide for an adequate training and education program that ensures maximum readiness of local government officials, employees, business, and volunteers assigned emergency management responsibilities? Does the Appendix say the plan will be tested by an exercise every year? Consideration can include but not be limited to:

- Designation of the agency or organization that is responsible for response emergency management training and education.
- Designation of an individual, by title or position, as the emergency management training officer and list their responsibilities.
- Identification of training and education organization that provide emergency management training.
- Inclusions of emergency plans and operation procedures required to be evaluated by exercises.
- Designation of an individual, by title or position, that will assure exercise deficiencies are addressed and corrected.
- Inclusion of information on the requirement to conduct annual exercises.
- Designation of an individual, by title or position that is responsible to provide education and training to agency executives, elected officials, or other organizations on emergency responsibilities, hazards review, and emergency management issues.
- Identification of career development training for emergency management staff and first responders.

**PLAN REVIEW CHECKLIST  
EMERGENCY SUPPORT FUNCTIONS**

**PRIMARY AGENCY** Has/have the agency/agencies, or organizations most responsible for coordinating the ESF been designated?

**SUPPORT AGENCIES** Has/have the agency/agencies, or organizations responsible for providing ESF support been designated?

**I. INTRODUCTION**

**A. Purpose**

Is the objective or goal of the ESF stated?

**B. Scope**

Is the extent of the ESF and coordination stated?

**II. POLICIES**

Are the laws, regulations, ordinances and statements of policy governing the provision of transportation support listed?

**III. SITUATION**

**A. Emergency/Disaster Conditions and Hazards**

Are the emergency conditions and hazards identified, and the affect they would have on this ESF stated?

**B. Planning Assumptions**

Are the conditions accepted as true for planning stated?

## IV. CONCEPT OF OPERATIONS

### A. General

Does the Concept of Operations include a general description of how the agency, jurisdiction or organization will conduct ESF operations? Consideration may be given to include but is not limited to:

- Use for mutual aid agreements.
- Restoration of the transportation system.
- Damage assessment of the transportation systems.
- Transportation for the physically challenged.
- Establishment of priorities for use of limited public transportation assets.

### B. Organization

Is the manner in which the primary agency/agencies is/are organized to support the ESF stated?

### C. Procedures

Are the general procedures governing the operation of the primary agency/agencies stated?

### D. Mitigation Activities

Is there a detailed listing of the activities to eliminate or reduce the degree of long-term risk of the primary and support agencies?

### E. Preparedness Activities

Is there a detailed listing of the activities to be taken in advance of an emergency to develop the operational capabilities of the primary and support agencies? Consideration may be given to include but is not limited to:

- Identification and designation of evacuation routes.
- Designation of an individual, by title or position, as the Transportation Coordinator with their responsibilities.

### F. Response Activities

Is there a detailed listing of the activities to be taken immediately before, during, or directly after an emergency?

**G. Recovery Activities**

Is there a detailed listing of the activities to be taken to return life support systems to minimum, normal, or improved levels?

**V. RESPONSIBILITIES**

**A. Primary Agency**

Is there a broad and general statement of the responsibility to coordinate transportation support?

**B. Support Agencies**

Is there a broad and general statement of the responsibility to provide transportation support?

**VI. Resource Requirements**

Are the assets and the requirements to support the function stated?

**VII. References**

Are any references that specifically authorize or regulate this function stated?

**VIII. Terms and Definitions**

Are any terms or definitions necessary to add clarity to the transport function included?

**Agency Approval:** \_\_\_\_\_ **Date Approved:** \_\_\_\_\_