



**CITY OF KIRKLAND**  
**Office of Emergency Management**  
**123 Fifth Avenue, Kirkland, WA 98033 425-587-3630**

---

**MEMORANDUM**

**To:** Kurt Triplett, City Manager  
**From:** Pattijean Hooper, Ph.D. Emergency Manager  
**Date:** May 5, 2016  
**Subject:** Study Session for City Council on the role of elected officials in a disaster and an update on the Cascadia Rising 2016 Regional Functional Exercise

**RECOMMENDATION**

Receive project update from the Emergency Manager on the role of Elected Officials in a disaster and an update on the Cascadia Rising 2016 Regional Functional Exercise

**BACKGROUND DISCUSSION**

This Study Session will provide Council members with an overview of their roles, responsibilities, and operations related to emergency management. It will highlight the mission of local jurisdictional response and the relationship to County, State, and Federal response operations. The support functions of National Organizations Active in Disaster will be highlighted as it fills gap and addresses the needs of individuals and families not served by other programs.

An overview of Emergency Operations Center activities will be conducted along with an introduction to the Incident Command System, the organizational structure used in the field of emergency management.

Emergency powers of chief elected officials includes the ability to declare an emergency, which is the preliminary step to requesting a proclamation of emergency from the Governor, and requesting state and federal assistance. This process will be reviewed and explained.

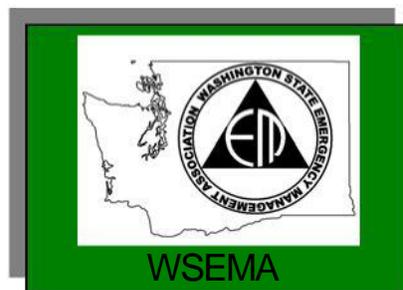
Emphasis will be placed on the series of relationships required of governments, voluntary agencies, and private organizations. Each is a critical function in both response and recovery operations.

The Study Session will end with an overview of the calendar of events planned for the Cascadia Rising 2016 Regional Functional Exercise being conducted in Kirkland June 7-11.

Attachment:

1. Elected Officials Guide to Emergency Management

# **Elected Officials' Guide to Emergency Management**



**2016**

## **ACKNOWLEDGEMENTS**

This is to acknowledge the dedicated and professional efforts of several individuals in the preparation of this document. The framework of this document is based on the State of Washington *Governor's Guide to Emergency Management*.

### **State of Washington**

Jim Schoonover, Max Messman, Bob Neilson, and Rubye Mitchell

### **Washington State Emergency Management Association**

Neil Clement, Whatcom County  
Roger Serra, Snohomish County

## TABLE OF CONTENTS

Executive Summary .....	ii
Emergency Management Overview .....	1
Appendices	
Appendix A Hazards.....	5
Appendix B    Local Jurisdiction Responsibilities .....	7
Appendix C Emergency Powers of Chief Elected Officials .....	9
Sample Emergency Declarations:	
Tab 1 – Declaration of Emergency/Disaster by Commissioners ...	10
Tab 2 – Proclamation by the Governor .....	11
Tab 3 – Request for Disaster Declaration .....	12
Appendix D Emergency Public Information .....	15
Appendix E Assistance after a Disaster .....	17
Appendix F City/County Roles and Authorities .....	21
Appendix G State Agencies' Roles and Authorities.....	23
Appendix H Emergency Management Laws .....	30
Appendix I    Glossary.....	31

## **EXECUTIVE SUMMARY**

### ***Emergency Management Roles***

This guide is designed to provide Chief Elected Officials (CEOs) and their department heads with an overview of emergency management roles, responsibilities, and operations. It highlights the critical roles for which CEOs, as chief executives, are responsible.

### ***Hazards – Responsibilities – Authority***

The guide includes brief descriptions of typical Washington State hazards, local agency responsibilities, and legal authorities.

### ***Purpose of Emergency Management Operations***

The purpose of Emergency Management Operations is to provide timely warning and response to emergency or disaster situations in order to save lives, protect property, protect the economic base, and preserve the environment.

### ***Local Emergency Management***

In an emergency or disaster, the local Emergency Management Agency coordinates resources in response to the situation from the Emergency Operations Center (EOC) and coordinates response activities.

## **EMERGENCY MANAGEMENT OVERVIEW**

### ***Purpose***

This guide was prepared to assist CEOs and their department heads in understanding their emergency management responsibilities in the event of an emergency or disaster. This document is not all-inclusive. It is a condensed summary for use during the initial stages of an event and as a desk-side reference. More extensive emergency management information is found in your local Comprehensive Emergency Management Plan (CEMP).

### ***Emergency Management Authorities***

RCW 38.52 directs each political subdivision in the State of Washington to establish a local emergency management organization or to be part of a joint local organization. It further requires that each recognized organization have a plan.

WAC 118-30 contains the administrative rules pertaining to local emergency management, including the requirement that the local emergency management organization be established by ordinance or resolution. The WAC also requires that local jurisdictions maintain a current plan of operations based on an analysis of local hazards.

### ***Hazards in Washington State***

Due to geographic location, geological features, and increasing development, the State is vulnerable to the damaging effects of both natural and technological hazards. Potential natural hazards include fires, earthquakes, landslides, snowstorms, and windstorms. Other impacts include environmental damage, property damage, and economic hardship. Technological hazards include hazardous materials events, power outages, transportation accidents, dam failures, and terrorism. (See Appendix A for more information.)

### ***General Procedures***

#### **▮ Local Jurisdiction Response**

Local jurisdictions have the primary duty to save lives, protect property, protect the economic base of the community, and preserve the environment.

To accomplish this they should have emergency management programs that mitigate, prepare for, respond to, and recover from the effects of any emergency or disaster. Immediately before, during, and after an event, local jurisdiction officials will implement local procedures and respond with all available resources. When local resources cannot fill the needs created by the emergency or disaster, a local jurisdiction may invoke previously established mutual aid or interlocal agreements with adjoining local jurisdictions (See Appendix B for more information) and/or seek assistance from the State Emergency Management Division.

- **City Response**

When emergency or disaster conditions exceed the combined capabilities of the city, the city requests the support of the county through the Emergency Management Agency. County resources are provided to supplement city resources when they have been exhausted. During the initial stages of an event, the Emergency Management Agency will monitor the local situation to anticipate required assistance.

- **County Response**

When emergency or disaster conditions exceed the combined resources and capabilities of the cities and county, the county may request the support of the State through the Emergency Management Division.

The provisions of the Emergency Management Agency's Emergency Operations procedures will be specifically implemented to address the situation at hand. The procedures describe the activation and operation of the county Emergency Operations Center (EOC). Whenever a city EOC is activated, most often the county EOC will also be activated. Likewise, if the county EOC is activated, the State activates its EOC for support.

- **Declaration of State of Emergency**

The CEO, following the recommendation of the Emergency Management Agency and/or the city Emergency Management Coordinator, may declare a "State of Emergency". Such a declaration provides for extraordinary local powers and is generally a preliminary step in the process of asking for county/state/federal assistance. A sample declaration of a "State of Emergency" is provided as Tab 1 of Appendix C.

- **Emergency Operations Center (EOC)**

During the process of reaching a "State of Emergency", the city (if appropriate) and/or the county EOC will be activated and the appropriate EOC representatives will be summoned to their positions. All city/county resources will be assigned, managed, and demobilized through the city/county EOC.

- **Public Information**

Throughout the emergency or disaster, public information staff from the city/county EOC will coordinate to develop and disseminate information regarding the local jurisdiction emergency response efforts. City/county EOC staff will also be available to assist local officials in disseminating emergency instructions to affected communities. Depending upon the magnitude and duration of the situation, the Emergency Management Agency's public information staff may be augmented by public information specialists from other city/county agencies.

- **State Response**

When emergency or disaster conditions exceed the combined capabilities of both a local jurisdiction and its mutual aid or interlocal agreement signatories, local jurisdictions may request the support of the state through the Emergency Management Division. State resources are provided to supplement when local resources have been exhausted. During the initial stages of an event, the Emergency Management Division will monitor the local situation to anticipate required assistance.

- **Proclamation of State of Emergency**

The Governor, following the recommendation of the Director of the State Emergency Management Division and appropriate cabinet members, may proclaim a "State of Emergency". Such a proclamation is generally a preliminary step in the process of asking for federal assistance. A sample proclamation of a "State of Emergency" is provided as Tab 2 of Appendix C.

- **State Resource Employment**

The state receives and evaluates local jurisdiction requests for assistance based upon local needs and the availability of state resources. The Governor

has the power to authorize state resources to respond to the situation. In consultation with the State Emergency Management Division, the Governor may determine that local assets and resources have been fully utilized and that state resources should be made available. Generally, the Director of the State Emergency Management Division will be the Governor's designee to coordinate the commitment of state resources. (See Appendices D and G for more information.)

- **Federal Disaster Assistance**

If the capabilities and resources of state government are exceeded, federal disaster assistance may be requested. Requests for aid directed to individual federal agencies administering disaster assistance programs are made by the Governor to the head of the federal agency.

In some cases, disaster assistance is required beyond that generally administered by an individual federal agency. In such instances, a request for federal assistance may be made by the Governor to the President of the United States through the Region X Director of the Federal Emergency Management Agency (FEMA). A sample request is shown as Tab 3 of Appendix C. (See Appendix F for more information.)

After approval, federal assistance to the state is coordinated by a Federal Coordinating Officer. A State Coordinating Officer is appointed by the Governor for the purpose of coordinating state and local jurisdiction disaster assistance efforts with those of the federal government. Normally, the governor will appoint one of the senior managers from the State Emergency Management Division to be the State Coordinating Officer.

## APPENDIX A

### HAZARDS

#### *Natural Hazards*

- **Severe Local Storms:** All areas of Washington are subject to disturbances characterized by strong wind, which may be accompanied by dust, rain, snow, sleet, hail, and often thunder and lightning.
- **Earthquakes:** Since 1840, Washington has had more than 900 earthquakes that could be felt. The state experiences a damaging earthquake on the average of once every six years. The large earthquakes of 1949 and 1965 killed 15 people and one in 1984 did more than \$200 million in damage. The Nisqually earthquake of 2001 was the largest economic disaster in Washington state history at \$2 billion. The state is vulnerable to three types of earthquakes: shallow crustal, intra-plate, and subduction zone.
- **Landslides:** A landslide is the sliding movement of masses of solid and/or loosened rock or soil down a hillside or slope. The most vulnerable area of the state is the Puget Sound Basin. Because of the population density and the fact that many structures are either on top of or below areas subject to landslides, lives and property are endangered.
- **Forest Fires:** In the State of Washington, major fires regularly destroy timber, agriculture, homes, and buildings and cause a loss of life. Fires usually occur from mid-May through October. The probability of a forest fire depends on fuel conditions, topography, time of year, past and present weather conditions, and local activities.
- **Drought:** This is a condition of climatic dryness which reduces soil moisture and water below the minimum necessary for sustaining plant, animal, and human life systems. The area of Central Washington just east of the Cascades is particularly vulnerable to drought.
- **Volcanoes:** A volcano is a vent in the earth's crust through which molten rock or lava, rock fragments, gases, or ash are ejected from the earth's interior. Mounts Rainier, Baker, St. Helens, and Adams and Glacier Peak are active volcanoes. All areas of the state have the potential of being affected by a volcano.

## ***Technological and Societal Hazards***

- **Hazardous Materials:** People, property, and the environment are at significant risk because of the production, use, storage, transportation, and disposal of dangerous substances and waste. The nature and extent of the risk is difficult to assess.
- **Urban Fire:** These are fires that occur in cities or towns and have the potential to spread to adjoining structures. These fires have the potential to cause loss of life and significant damage to property and the environment.
- **Energy Emergency:** Emergencies such as this occur when there is a scarcity of the resources that either provide or create energy. These emergencies can be the result of an international event or natural phenomenon.
- **Dam Failure:** There are nearly 1,000 private or federally-owned or licensed dams in Washington that impound 10 acre-feet or more of water. These dams could fail because of flooding, earthquakes, lack of maintenance and repair, mis-operation, poor construction, vandalism, or terrorism. The Dam Safety Section of the Department of Ecology is the sole oversight agency for the 857 dams within the state.
- **Terrorism and Violent Persons:** Terrorism is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment of it, in furtherance of political or social objectives. The bombing of the World Trade Center on September 11, 2001, and the federal building in Oklahoma City are two vivid reminders.

## APPENDIX B

### LOCAL JURISDICTION RESPONSIBILITIES

#### ***General***

Local jurisdictions are responsible for maintaining the health, safety, and welfare of their citizens; and, in accordance with RCW 38.52.070, are in control of their respective jurisdictions. In an emergency or disaster, the saving of lives, protection of property, and preservation of the environment are mission priorities. Local jurisdictions include any town, city, county, or tribal government within Washington State.

#### ***Primary Responders***

As stated in the Overview, the primary provider of emergency response is the local jurisdiction. State or federal resources will be used to assist or supplement, but not supplant, local jurisdiction efforts. The provision of emergency response is authorized by local ordinance and state statute. When an emergency or disaster necessitates extraordinary activity to save lives, protect property, and preserve the environment, the local jurisdiction emergency management director, at the discretion of elected officials, may activate the local Emergency Operations Center (EOC).

The local jurisdiction's emergency response procedures will be implemented. Response by public and private organizations and agencies will be directed and coordinated to alleviate or eliminate problems. The local jurisdiction emergency management director will notify the state EOC of the situation and provide periodic reports on local conditions.

#### ***Mutual Aid***

Local jurisdictions are encouraged to enter into mutual aid and/or interlocal agreements to enhance their emergency response and recovery capabilities. The State Emergency Management Division has prepared a *Mutual Aid and Interlocal Agreement Handbook*, June 1996, to assist the local jurisdiction emergency manager in the development of either type of agreement.

### ***Local Declaration***

A "Declaration of Emergency" by local officials authorizes use of local resources, expenditures of local funds, and a waiver of the usual bidding process for goods and services. A local declaration is generally a prerequisite for most state or federal recovery assistance.

### ***Exceeding Local Jurisdiction Capabilities***

If the emergency or disaster exceeds local jurisdiction capabilities, the local governing officials may make a request to the State Emergency Management Division at the state EOC for state and federal assistance. State and federal resources are supplemental to local jurisdiction efforts and should be provided only when local resources have been expended or are unavailable.

### ***State Coordination***

The role of the State Emergency Management Division is to review and evaluate local jurisdiction situation reports (SITREPs), local jurisdiction response efforts, and requests for assistance. The local Emergency Management Agency coordinates the use and allocation of available state resources.

### ***Specific Laws and Administrative Rules***

The Revised Code of Washington (RCW) and the Washington Administrative Code (WAC) have specific sections that address emergency powers for local jurisdictions.

- Cities over 300,000 population: RCW 35.32A.060
- Cities under 300,000 Population: RCW 35.33.081
- Counties: RCW 36.40.180
- All political subdivisions: RCW 38.52.070(2)
- Local Emergency Management: WAC 118-30

**APPENDIX C****EMERGENCY POWERS OF CHIEF ELECTED OFFICIALS*****Declaration of Emergency***

Under the provision of RCW 38.52, the CEO may declare a "State of Emergency" upon finding that a public disorder, disaster, energy emergency, or riot exists which affects life, health, property, or the public peace. When appropriate, and at the direction of the CEO, the Emergency Management Agency will prepare a "Declaration of Emergency". A "Declaration of Emergency" is a preliminary step to requesting a "Proclamation of Emergency" from the Governor and requesting state and federal assistance.

***Washington State National Guard Activation***

When an emergency or disaster occurs, the Governor has the power to activate the National Guard. Activation provides state funding for Military Department personnel and resources. In the past, Military Department assets have been used in emergency situations when resources were not readily available from other sources.

Examples of uses of Military Department assets include:

- Trucks to transport forest firefighting personnel and equipment to back country areas.
- Aircraft for transportation and reconnaissance of forest fires and floods.
- Vehicles and drivers to assist with evacuation and citizen transportation in floods and snowstorms.
- Vehicles for transporting sand and sandbags.
- Personnel to assist in securing roadblocks.

**TAB 1**

**DECLARATION OF EMERGENCY / DISASTER BY COMMISSIONERS**

Before the Board of County Commissioners of \_\_\_\_\_ County, Washington

In the Matter of

Declaring a Disaster \_\_\_\_\_ RESOLUTION NO.

WHEREAS, the \_\_\_\_\_ County Department of Emergency Management has reported to the Chairman, Board of County Commissioners, beginning March 19, 1997, at 9:15 a.m., a severe rainstorm, numerous landslides involving homes and property, and flooding are creating extensive damages in parts of \_\_\_\_\_ County; and

WHEREAS, extensive damage has occurred and is still occurring to \_\_\_\_\_ County roads and bridges, private roads, homes, businesses and farm land; and

WHEREAS, persons and property are and will be damaged unless further efforts are taken to reduce the threat to like and property; and

WHEREAS, there is an emergency present which necessitates activation of the Comprehensive Emergency Plan and utilization of emergency powers granted pursuant to RCW 38.52 and County Ordinance No. 109;

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS:

SECTION 1

That it is hereby declared that there is an emergency/disaster due to the conditions in \_\_\_\_\_ County; therefore, designated departments are authorized to enter into contracts and incur obligations necessary to combat such emergency to protect the health and safety of persons and property, and provide emergency assistance to the victims of such disaster.

SECTION 2

Each designated department is authorized to exercise the powers vested under Section 1 of this resolution in the light of the demands of an extreme emergency situation without regard to time consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements).

DATED this 19<sup>th</sup> day of March, 1997.

BOARD OF COUNTY COMMISSIONERS  
\_\_\_\_\_ COUNTY, WASHINGTON

Chair

\_\_\_\_\_

Attest:

Commissioner

\_\_\_\_\_

Clerk of the Board

Commissioner

\_\_\_\_\_

**PROCLAMATION BY THE GOVERNOR**

**WHEREAS**, extensive flooding began February 7, 1996, in Washington State and threatens the citizens of Walla Walla, Whitman, Klickitat, Yakima, Skamania, Columbia, Pierce, Cowlitz, Clark, Lewis, Asotin, Kittitas, and Thurston counties and the Yakima Indian Nation; and

**WHEREAS**, the Washington State Military Department has implemented the state's Comprehensive Emergency Management Plan, coordinating resources to support local officials in alleviating the immediate social and economic impacts to people and property and assessing the magnitude of the disaster;

**NOW, THEREFORE**, I, *Mike Lowry*, Governor of the State of Washington as a result of the aforementioned situation and under RCW 43.06 and 38.52, do hereby proclaim that a State of Emergency exists in *Walla Walla, Whitman, Klickitat, Yakima, Skamania, Columbia, Pierce, Cowlitz, Clark, Lewis, Asotin, Kittitas, and Thurston Counties and the Yakima Indian Nation* and direct the implementation of the Washington State Comprehensive Emergency Management Plan. State agencies and departments are directed to utilize state resources and to do everything possible to assist affected political subdivisions in an effort to cope with the emergency. Additionally, the Washington State Military Department, Emergency Management Division, is instructed to coordinate all state disaster-related assistance to the affected areas.

**IN WITNESS WHEREOF**, I have hereunto set my hand and caused the seal of the state of Washington to be affixed at Olympia, this *eighth day of February, A.D., nineteen hundred and ninety-six*.

\_\_\_\_\_  
Governor of Washington

BY THE GOVERNOR

\_\_\_\_\_  
Secretary of State

**(Proclamation to be prepared by Emergency Management Division staff and forwarded to the Governor for signature.)**

## REQUEST FOR DISASTER DECLARATION

### *Date*

The President  
The White House  
Washington, D.C. 20500

### Through:

*Mr. David de Courcy*, Regional Director  
Federal Emergency Management Agency  
Region X, Federal Regional Center 130 –  
228<sup>th</sup> Street Southwest  
Bothell, Washington 98021-9796

Dear Mr. President:

Under the provisions of Section 401, Public Law 93-288, as amended, the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, I request that you declare a major disaster for Washington State as a result of the damages caused by *a severe weather system that included heavy rains, extremely severe winds, waterspouts, and melting snowpack which caused extensive flooding and wind damage. The damages from the windstorm events were further magnified due to the extensive rains and intensive ground saturation preceding the severe winds.*

As a result of this disaster, there was *one death, numerous injuries, and hundreds of individuals were left homeless or with dwellings that cannot be reoccupied. Over 500,000 individuals were without power, light, and heat, some for almost a week. I requested a joint federal, state, and local survey of the damaged areas. Damage was sustained to homes, businesses, utilities, and public facilities.* In order to alleviate these immediate losses, I am requesting the Individual and Public Assistance programs as provided under PL 93-288 for *Chelan, Cowlitz, Grays Harbor, King, Lewis, Skagit, Snohomish, and Wahkiakum Counties.* Additionally, I am requesting the Individual Assistance programs for *Thurston County.*

*Additional Preliminary Damage Assessments are currently ongoing which may result in amendments to this request. If the request for Individual Assistance is denied, I ask that the relevant information in this request be forwarded immediately to the Small Business Administration and the U. S. Department of Agriculture for consideration for declarations under their authorities.*

### Causes

*Beginning on November 7, 1995, and continuing, a severe weather system that included heavy rains, high winds, and melting snowpack began to impact both the eastern and western counties of the state. This system, which included a weather phenomenon referred to as the "Pineapple Express", caused rapid changes in existing snow levels which resulted in rapid runoff. This increased water flow, in addition to the heavy rains, caused several dams to exceed their storage capacity, and resulted in additional releases.*

*All major rivers, and the majority of smaller systems in western Washington, reached and/or exceeded flood stage. Many systems reached record or near record heights, exceeding the flood records from the*

---

**TAB 3**

*The President  
Date  
Page Two*

*November 1990 Presidential Disaster event. According to the National Weather Service, in this case, flooding can be characterized at the 100-year level. Several breached in river dikes, as well as abnormally high tides, compounded flood damage. Wind gusts from the storm reached 70 – 80 miles per hour along the coast, 80 – 90 miles per hour inland. Similar rains and winds impacted eastern portions of the state causing extensive damage.*

*Damages*

*As a result of this disaster, it is estimated that approximately 1,300 residents have been directly impacted with hundreds of homes damaged or destroyed and loss of personal property. Initial flood-related damages to public facilities are approximately \$20,760,000. Additional damages from the ensuing windstorms will increase this estimate.*

*In addition, significant agricultural losses occurred. The extent of damage throughout Washington State to the farm and agricultural communities is estimated at \$7,445,200. This figure is incomplete due to the percentage losses not yet determined. Additionally, businesses have experienced approximately \$2,363,500 in flood-related damages and impacts.*

*Many wells and individual septic systems were flooded. There is concern regarding contamination of drinking water in both water systems and wells. Due to failure of water supply systems in the communities of Vader and Cathlamet, Washington National Guard personnel and equipment were required to provide essential water supplies. Major rail and road transportation routes between eastern and western Washington were closed for several days, disrupting normal delivery of essential items and supplies.*

*Resources and Manpower Extended*

*The Washington State Comprehensive Emergency Management Plan was implemented and is in effect. The State Emergency Operations Center (EOC) was activated on November 7, 1995, in response to the emergency. On November 28, I issued a Proclamation of Emergency as a result of this major storm event as noted in Enclosure A.*

*Natural Resources, Transportation, Utilities and Transportation Commission, Washington State Patrol, and Washington National Guard have been active in responding to this disaster. Continuous contact was maintained between the state EOC, other state agencies, and affected local jurisdictions. Staff in the EOC coordinated and responded to requests for resources, communicated with federal agencies, and served as the central point of information for state officials and the media. Additionally, Emergency Management Division staff was dispatched to assist Cowlitz, Skagit, and Whatcom Counties.*

*During the floods, the State of Washington expended 95,800 sandbags to support local government agencies.*

*The Washington National Guard activated 138 members to provide air and ground evacuation of stranded persons, air and ground transportation of emergency and non-emergency supplies, road clearing and restoration of highways, dike rebuilding and maintenance operations, road closure information posts, security patrols, and sandbagging. Additionally, two water tankers and associated equipment were supplied to local jurisdictions during the event.*

*During the storm event, 55 local shelters were activated in the proclaimed counties and sheltered 692 families.*

The President  
Date  
Page Three

Initial disaster-related personnel costs to Washington State agencies are \$6,396,252.

The American Red Cross provided over \$282,000 in family assistance, served 15,464 meals, conducted 514 health assessments, and referred 709 individuals for mental health counseling.

Request for Major Disaster Declaration

I have determined that this disaster is of such severity and magnitude that effective response and recovery are beyond the capabilities of the state and affected local governments. Therefore, I have implemented the Washington State Comprehensive Emergency Management Plan and I have proclaimed A State of Emergency and find that federal assistance for individuals, public agencies, and mitigation is necessary to supplement state and local efforts.

Assistance Needed

I am specifically requesting the following Individual Assistance programs: 1) Disaster Housing; 2) Disaster Unemployment; 3) Individual and Family Grant Program; 4) SBA Disaster Loans; 5) Agricultural Assistance; 6) Tax Relief from the IRS; and 7) Crisis Counseling, and the Public Assistance and Hazard Mitigation under PL 93-288. Preliminary estimates of the types and amounts of assistance are tabulated in Enclosures (as appropriate). Other federal agency assistance is tabulated in Enclosure (as appropriate).

I certify for this major disaster, the state and local governments will assume all applicable non-federal share of costs required by PL 93-288, as amended, and tabulated in Enclosure (as appropriate).

State Coordinating Office

I have designated Ed Carlson, Chief of Staff, Washington State Military Department, Emergency Management Division, as the State Coordinating Officer and primary point of contact for this request. He will work with the Federal Emergency Management Agency on further damage assessments and may provide additional information or justification on my behalf.

I look forward to your earliest approval of this request to facilitate the provision of aid in Washington State.

Sincerely,

MIKE LOWRY  
Governor

Enclosures: (as appropriate)

- cc: Washington Congressional Delegation
- Office of Financial Management
- Legislators of Affected Counties
- County Commissioners of Affected Counties
- Local Emergency Management Directors in Affected Counties

## **APPENDIX D**

### **EMERGENCY PUBLIC INFORMATION**

#### ***General***

A public information and media strategy is vital to emergency management. Without adequate preparation and coordination by the Emergency Management Agency, rumors may be taken as truth and facts may be misrepresented, resulting in a distorted public perception of the situation. To ensure that the city and county governments speak with one voice and communicate the CEO's concerns, the following are recommended:

#### ***City/County Declaration***

In an emergency declared by a city or county or following a request from a city for response and recovery, activities are coordinated through the city or county EOC. During such activities, emergency public information and emergency instructions are coordinated, supervised, and prepared through the Emergency Management Agency.

- The Commissioners' initial public response to an emergency is to announce that information is being collected and response actions are underway. After the first day, the CEO will have more information and will be able to describe the severity of the situation and the range of county actions.
- It is advised that the CEO's concern about the crisis and concern for the people affected be communicated daily. Even if the situation has not changed, press releases can be used to announce that the CEO continues to collect information, monitor the situation, and coordinate local assistance.

#### ***Personal Involvement by CEOs***

- For obvious reasons, the CEO will want to be involved and visible. It is important for the CEO to build public confidence through personal attention to the emergency or disaster and to respond quickly.
- During the first day of an emergency, the CEO should make an announcement, either in person or through a press release, that information is being collected and that the state is working with the local jurisdictions. The announcement will indicate the CEO is aware of the situation and that

information will be forthcoming on further developments. A detailed assessment can follow when adequate data is collected to avoid the potential for communicating misleading or incomplete information.

- The CEO should not make promises of assistance to residents without first consulting with the staff in the EOC. It is important for the staff to verify that a need truly exists and exactly what the requirements are. Doing this should prevent embarrassing situations and provide for an economy of limited resources.
- After the first day, the CEO will be fully briefed and then ready to describe the extent of damage and the nature of response and recovery activities by the state.
- Thereafter, daily press releases should indicate that the CEO is being kept apprised of the situation by on-site personnel, that the emergency or disaster is a top priority, and that the CEO is doing everything possible to provide assistance.
- Throughout the emergency or disaster, the Emergency Management Agency will continue to brief the CEO on the status of response and recovery efforts. Long after the emergency occurs, assistance will be a key concern of the media from the affected area. The Emergency Management Agency will have current information to prepare the CEO to answer questions about the status of response and recovery efforts. Questions about specific situations and circumstances should be referred to the EOC.
- During city emergencies, city authorities are capable of providing all public information services required by the situation, and may only require limited support from the county.
- Following a Presidential Disaster Declaration, state and local jurisdiction emergency public information, emergency instructions, and news releases are coordinated with Federal Emergency Management Agency public information operations.
- City/County departments and local agencies and organizations provide or assist in the development and dissemination of emergency public information which applies to their emergency functions. All emergency information releases made by city/county agencies or departments will be reviewed and approved by the Emergency Management Agency or designated representative(s) before releases are made. City/County departments and agencies also provide public information officer support to the county EOC.

## **APPENDIX E**

### **ASSISTANCE AFTER A DISASTER**

#### ***General***

Once the President declares a disaster, the State Emergency Management Division and FEMA will establish a Disaster Field Office from which they will jointly administer disaster assistance programs. Local governments utilize this office for their disaster questions and concerns.

#### ***Individual Assistance***

Disaster Application Centers are usually located near the affected areas so individuals, families, and small businesses can apply for a variety of assistance. FEMA also offers a toll-free application line. Federal Emergency Management Agency, state, and local jurisdiction emergency management officials jointly determine the locations, date, and times of operation of the centers.

#### ***Public Assistance***

State and federal officials promptly organize and conduct centralized meetings for government agencies, special districts, private nonprofit organizations and tribal governments who have suffered damage. Information is provided about programs that pay for debris removal, emergency protective measures, and repairing damaged public facilities such as roads, bridges, utilities, and parks.

Following the meetings, joint local-state-federal damage survey teams are established to prepare reports for each damaged facility describing needed repairs. Upon approval by designated authorities, state and federal disaster funds are made available.

Currently, funding is channeled through the State Military Department. Seventy-five percent of the eligible relief costs are paid by the federal government, with the remaining twenty-five percent typically shared by the state and affected local jurisdictions.

#### ***Mitigation Assistance***

Technical assistance and funding are available for community projects that will prevent or significantly reduce the future effects of the hazard. These funds are

limited, awarded on a project competitive basis, and applications must meet state and federal damage reduction criteria. Seventy-five percent of the mitigation grants are paid by FEMA.

### ***Individual Assistance Programs***

- **Emergency Assistance from Voluntary Community Services Groups**

The American Red Cross, Salvation Army, and others can provide immediate aid in the form of clothing, emergency food, medical assistance, emergency shelter, clean-up, transportation, and furniture. This assistance is available upon request of the individual, or government agencies, during any significant event.

- **Emergency Food Stamp Program**

This U.S. Department of Agriculture (USDA) program provides food coupons to victims when requested by the state. The state Department of Social and Health Services administers this program.

- **Internal Revenue Service**

The deduction of certain uninsured casualty losses can be made on a homeowner's federal income tax return. Reduction of real property values by a local jurisdiction's tax assessor's office to reflect losses may be requested. Tax counseling is also available.

- **Insurance Counseling**

Insurance counseling, claims filing, and expedited settlement assistance from the state Insurance Commissioner, the American Insurance Association, FEMA, and National Flood Insurance Program are available, upon request, by individuals or local jurisdictions.

- **Crisis Counseling**

Crisis counseling is available when a special request is made by the Governor and approved by FEMA. The program is administered by the State Department of Social and Health Services.

## II ***Individual Assistance Programs Requiring a Presidential Disaster Declaration***

### ② **Individual and Family Grant Program**

This program assists individuals and families to meet serious and necessary disaster-related needs for which other assistance is unavailable or inadequate. It is seventy-five percent FEMA funded and twenty-five percent state funded. It is administered by the State Emergency Management Division.

### ② **Disaster Housing Program**

This FEMA administered program provides financial assistance or government-owned dwellings for persons whose primary residences are uninhabitable as a result of a disaster. This is a one hundred percent federally funded program for the first eighteen months. The state must fund the program after eighteen months if housing needs persist.

### ② **Social Security Administration and Veterans Administration**

Expedited address change and benefit check delivery may be obtained from the Social Security Administration. Expedited assistance with a variety of benefits from the Veterans Administration is also allowed.

### ② **Legal Counseling**

FEMA provides free legal counseling to low-income persons for disaster-related problems.

## II ***Disaster Loans***

These programs are provided by the U.S. Small Business Administration (SBA) and are available automatically with a Presidential Disaster Declaration, or if approved by SBA following a Governor's request.

② **Physical Disaster Loans:** Low-interest loans are available to individuals for repair, replacement, or rehabilitation for owner-occupied primary residence, or for personal property loss for renters.

② **Business Loans:** Low-interest loans are available to non-farm businesses for repair, replacement, or rehabilitation of disaster-damaged property.

- **Economic Injury Disaster Loans:** Low-interest loans are available to non-farm businesses suffering economic loss as a result of a single, sudden physical event of a catastrophic nature. Funds can be used for indebtedness and operating expenses.
- **U.S. Department of Agriculture (USDA) Farmers Home Administration Loans:** This program provides low-interest loans to farmers, ranchers, and agricultural operators for physical and production losses, repair or replacement of farm property and supplies, or repayment of farm operating debts incurred during the disaster year. It is available automatically with a Presidential Disaster Declaration or if approved by the USDA following a Governor's request.

### ***Disaster Unemployment Assistance***

This program provides weekly benefit payments to workers who are not normally covered by regular unemployment insurance and are out of work due to the disaster. This program is administered by the state Department of Employment Security, through the U.S. Department of Labor and the Federal Emergency Management Agency.

**APPENDIX F**

**CITY/COUNTY ROLES AND AUTHORITIES**

***General Authority – RCW 38.52.110(1)***

County agency emergency management activities encompass the use of services, equipment, supplies, and facilities of existing departments and agencies. Under the provisions of RCW 38.52.030(3), the officers and personnel of all departments and agencies are directed to cooperate with and extend such services and facilities to the Commissioners and to the emergency management organizations of the county upon request. Each county department/division has a responsibility to ensure continued operational support of their normal, day-to-day activities, throughout an emergency or disaster.

The following sample of the roles and responsibilities of county departments represents a brief synopsis. Please refer to your respective CEMP for a full detailed list for your local jurisdiction.

Fire Agencies	Fire services, light rescue, limited hazardous materials response, radiological monitoring, and decontamination
Sheriff's Office/ Police Department	Law enforcement, traffic control, search and rescue, warning, evacuation and emergency highway traffic regulation
Public Works (County and Municipal)	Engineering services, heavy rescue, and emergency traffic regulation
Public Utility District/ Local Utility Departments	Utilities
Auditor	Economic stabilization
American Red Cross/ Assessor/DCD	Damage assessment
Administrative Services	EOC administration
Local Food Banks	Food coordination and distribution
Central Communications	Warning/emergency dispatch
Extension Agent	Health recommendations (agricultural)
Public Transit	Emergency transportation
Purchasing Agent	Supplies, resources coordination
Treasurer	Fiscal services
Health Department	Emergency health and sanitation, immunization
Coroner	Mortuary services, identification

## APPENDIX G

### STATE AGENCIES' ROLES AND AUTHORITIES

#### ***General Authority – RCW 38.52.110(1)***

State agency emergency management activities encompass the use of services, equipment, supplies, and facilities of existing departments and agencies. Under the provisions of RCW 38.52.030(3), the officers and personnel of all departments and agencies are directed to cooperate with and extend such services and facilities to the Governor and to the emergency management organizations of the state upon request. Each state agency has a responsibility to ensure continued operational support of their normal, day-to-day activities, throughout an emergency or disaster.

The following state agency roles and responsibilities represent a brief synopsis. Please refer to the CEMP, Basic Plan, for a full detailed list.

#### ***Military Department***

- The Director of the Washington State Military Department is responsible to the Governor for carrying out the program for emergency management of the state.
- The State Emergency Management Division serves as the emergency and disaster information and management arm of the Governor. The division is responsible for comprehensive emergency management planning, training, and exercising and serves as the single point of notification and coordination for emergencies and disasters through a 24-hour duty officer system.
- The state EOC is activated during an emergency or disaster to collect information and manage the coordinated allocation of state resources to assist local jurisdiction emergency response activities. The State Emergency Management Division uses statewide warning and communications systems, processes private and public requests for assistance, and conducts an emergency public awareness program to disseminate information to the public and the news media during emergencies or disasters.
- Limited National Guard resources will be deployed by the Adjutant General after an Order by the Governor is signed (Appendix 1 to ESF 20), in a federally-funded status in response to an emergency involving imminent loss of life, and/or to mitigate destruction of property, in accordance with regulations and statutes.

II ***Department of Agriculture***

Provides safety inspections of food and farm products.

II ***Office of the Attorney General***

- ③ Provides consumer protection and fair business practices services.
- ③ Provides and coordinates legal advice to state agencies.

II ***Office of the State Auditor***

- ③ Assists in the administration of emergency or disaster related budgets.
- ③ Provides assistance to local jurisdictions with their financial recordkeeping systems for emergency or disaster work.

II ***State Board for Community and Technical Colleges***

Provides for temporary use of community college facilities during an emergency or disaster.

II ***Department of Community, Trade, and Economic Development***

- ③ Administers Public Works Trust Fund programs.
- ③ Administers Energy Supply Control programs
- ③ Implements Energy Supply Contingency Plans in energy shortages or emergencies in accordance with the Governor's emergency energy powers legislation.

II ***Energy Site Evaluation Council (EFSEC)***

Sites and regulates major energy facilities.

II ***Conservation Commission***

- ③ Provides outreach to the agricultural community through local conservation districts.
- ③ Maintains access to an inventory of statewide water supplies.

II ***Department of Corrections***

- ③ Provides minimum security inmate personnel for response activities.
- ③ Provides personnel and equipment to assist the WSP with special assignments.

II ***Department of Ecology***

- ③ Serves as the lead agency for emergency environmental pollution response and cause investigation.
  - ③ Monitors state waters suspected of contamination due to an emergency or disaster.
  - ③ Acts as the State On-Scene Coordinator for Oil and Hazardous Substance spills, and coordinates with the Washington State Patrol for spills occurring on state highways.
  - ③ Coordinates with the Department of Natural Resources and others for spills that may or may not affect state waters.
  - ③ Administers the Flood Plain Management Program.
  - ③ Manages the Dam Safety Program
  - ③ Provides meteorological and air modeling reviews upon request.
- Evaluates  
public health impacts in coordination with the Department of Health.

II ***Department of Employment Security***

- ③ Administers the Disaster Unemployment Assistance Program to provide compensation to victims.
- ③ Serves as lead agency for coordinating acquisition of emergency or disaster human resources.
- ③ Provides personnel to interview and process applicants at DACs.

II ***Office of Financial Management***

Compiles emergency or disaster-related financial information.

II ***Department of Fish and Wildlife***

- ③ Provides aerial reconnaissance of impacted areas.
  - ③ Provides personnel and equipment to reinforce the Washington State Patrol for special assignments.
  - ③ Assists local jurisdictions in the evacuation of individuals or property from an emergency or disaster area.
-

II ***Department of General Administration***

- ③ Provides food to recognized relief organizations for mass feeding and distribution.
- ③ Provides initial damage assessment and estimates on state-owned buildings and Capitol Campus facilities.

II ***Office of the Governor***

- ③ Proclaims a State of Emergency
- ③ Assumes direct control over an emergency or disaster operation.

II ***Department of Health***

- ③ Provides and coordinates assessments of the public health impact of emergencies or disasters.
- ③ Provides and coordinates assistance to local health jurisdictions and authorities.

II ***Governor's Office of Indian Affairs***

Assists in the notification and provision of assistance to the tribes.

II ***Department of Information Services***

- ③ Advises other state agencies regarding business resumption planning.
- ③ Assists the state Emergency Management Division with the coordination and monitoring of telecommunications system restoration.

II ***Insurance Commissioner***

- ③ Oversees the verification of settlements paid to claimants.
- ③ Provides personnel to interview and process applicants at DACs.

II ***Department of Labor and Industries***

- ③ Examines facilities to assure work place safety compliance.
- ③ Provides workers' compensation benefits and medical care and lost earnings supplements.

***Department of Licensing***

Verifies professional and technical personnel credentials assisting in response and recovery activities.

***Office of the Lieutenant Governor***

In the absence of the Governor, proclaims a State of Emergency or assumes direct control over emergency or disaster activities.

***Liquor Control Board***

Provides personnel to augment the Washington State Patrol.

***Office of Marine Safety***

Makes on-site inspections for spills involving marine vessels and makes recommendations for remedial actions.

***Department of Natural Resources***

- Coordinates emergency or disaster firefighting/suppression activities.
- In conjunction with the Washington State Patrol, coordinates local jurisdiction firefighting resources in wildland fire suppression activities.

***Parks and Recreation Commission***

- Makes state park facilities available as assembly, relocation, and dispatch areas for emergency or disaster operations, such as mass care or temporary housing.
- Provides enforcement personnel and equipment to the Washington State Patrol for special assignments.

***Department of Personnel***

Assists state agencies with the hiring and training of temporary personnel during an emergency or disaster.

***Department of Printing***

Provides emergency printing during an emergency or disaster.

II ***Superintendent of Public Instruction***

- ③ Collects school information on initial damage assessment estimates and reports it to the state EOC.
- ③ Coordinates information on availability of school buses and facilities for shelter during an emergency or disaster.
- ③ Assists educational service districts and local school districts to repair or replace school facilities.

II ***Department of Retirement Services***

Restores retirement services following an emergency or disaster.

II ***Department of Revenue***

- ③ Assists in compiling statistics related to the fiscal impacts of the emergency or disaster.
- ③ Provides assistance to local jurisdictions to maintain or reconstruct tax records.

II ***Office of the Secretary of State***

Coordinates the state's essential records protection program.

II ***Department of Social and Health Services***

- ③ Provides for conversion of the food stamp program to meet the basic food needs of all persons whose ability to purchase a regular food supply has been disrupted by the emergency or disaster.
- ③ Provides for the provision of mental health support to state agencies and local jurisdictions.

II ***Washington State Patrol***

- ③ Assists local jurisdiction authorities with local law enforcement operations.
- ③ Coordinates law enforcement and traffic control throughout the state.
- ③ Assumes incident command for hazardous materials incidents on all state and interstate highways.
- ③ In conjunction with the Department of Natural Resources, coordinates local jurisdiction firefighting resources in wildland fire suppression activities.

· ***Department of Transportation***

- ▮ Determines the usable portions of the state transportation system and coordinates and controls emergency highway traffic regulations.
- ▮ Reconstructs, repairs, and maintains the state transportation system.

· ***State Treasurer***

Assists affected local jurisdictions with short-term lending as directed by the State Finance Committee.

· ***Utilities and Transportation Commission***

- ▮ Assists and expedites processing of requests from utilities to provide specific services or take specific emergency or disaster actions.
- ▮ Assists and expedites processing of applications for permits from transportation companies.

· ***Department of Veterans' Affairs***

Provides public information officer support, as requested.

· ***All Other Departments, Agencies, Baccalaureate Institutions, Boards, Commissions, and Councils***

All organizations within state government have emergency management supporting responsibilities to include the four phases of emergency management activities.

## APPENDIX H

### EMERGENCY MANAGEMENT LAWS

#### ***State Laws – Revised Code of Washington***

- Chapter 43.06.010 provides for general powers and duties of the Governor.
- Chapters 43.06.200 through 43.06.270 describe the various powers and procedures the Governor may use when declaring a State of Emergency.
- Chapter 38.08.40 empowers the Governor to mobilize the Washington National Guard.
- Chapter 38.52 [provides for the emergency management functions of the state.

#### ***Federal Law***

- Public Law 93-288, the disaster Relief Act of 1974, as amended by Public Law 100-707, the Robert T. Stafford Emergency Assistance and Disaster Relief Act.
- Public Law 920, Federal Civil Defense Act of 1950, as amended.
- Public Law 96-342, Improved Civil Defense, 1980.
- Code of Federal Regulations, Title 44, Emergency Management.

## APPENDIX I

### GLOSSARY

**Chief Elected Official (CEO):** The county executive in those charter counties with an elective office of county executive, however designated, and in the case of other counties, the county legislative authority. In the case of cities and towns, it means the mayor in those cities and towns with mayor-council or commission forms of government, where the mayor is directly elected, and it means the city manager in those cities and towns with council manager forms of government.

**Emergency Management:** The preparation for and the carrying out of all emergency functions, other than functions for which the military forces are primarily responsible, to mitigate, prepare for, respond to, and recover from emergencies and disasters, and to aid victims suffering from injury or damage, resulting from disasters caused by all hazards, whether natural, technological, or human caused, and to provide support for search and rescue operations for persons and property in distress.

**Emergency Management Agency:** An organization created in accordance with the provisions of RCW 38.52 to perform local emergency management functions.

**Emergency Management Division:** The Emergency Management Division of the Washington State Military Department.

**Emergency or Disaster:** An event or set of circumstances which: (1) demands immediate action to preserve public health, protect life, protect public property, or to provide relief to any stricken community overtaken by such occurrences, or (2) reaches such a dimension or degree of destructiveness as to warrant the governor declaring a state of emergency pursuant to RCW 43.06.010.

**Incident Command System:** (a) An all-hazard, on-scene functional management system that establishes common standards in organization, terminology, and procedures; provides a means (unified command) for the establishment of a common set of incident objectives and strategies during multiagency / multijurisdiction operations while maintaining individual agency / jurisdiction authority, responsibility, and accountability; and is a component of the national interagency incident management system; or (b) an equivalent and compatible all-hazards, on-scene functional management system.