Coordinating:

Washington Military Department, Emergency Management Division (EMD)

Primary(s):

Department of Agriculture (AGR)	Department of Ecology (ECY)
Department of Archeology and Historical Preservation (DAHP)	Department of Health (DOH)
Department of Commerce (COM)	Department of Social and Health Services (DSHS)

Supporting:

Office of the Attorney General (AG)	Washington State Patrol (WSP)
Department of Enterprise Services (DES)	Department of Transportation (WSDOT)
Office of Financial Management (OFM)	
Department of Fish & Wildlife (DFW)	
Office of the Governor (GOV)	
Office of the Insurance Commissioner (OIC)	
Department of Labor and Industries (L&I)	
Department of Licensing (DOL)	
Military Department (MIL)	
Washington National Guard (NG)	

Purpose

ESF 14 is a coordinating and advisory function supporting local recovery efforts through a state-level structure to coordinate state and federal recovery resources, facilitate the transition of resources from response to recovery, and prepare Presidential Major Disaster Declaration (PDD) requests. Some state agencies are tasked to assist disaster survivors, and ESF 14 facilitates collaboration and information sharing to support the long-term recovery of impacted communities. ESF 14 also leads the development of a recovery-focused common operating picture through information sharing among agencies responsible for the following core capabilities:

Primary Core Capabilities	
Response and Recovery	
Operational Coordination	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.
Response	

Primary Core Capabilities
Response and Recovery

Situational Assessment	Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.

Support Core Capabilities
Response and Recovery

Public Information and Warning	Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken, and the assistance being made available.

Recovery	
Planning	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
Infrastructure Systems	Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
Economic Recovery	Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
Health and Social Services	Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.
Housing	Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
Natural and Cultural Resources	Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.

Authorities and Policies

Revised Code of Washington (RCW):

- **38.52, Emergency Management Act**

Provision for the administration of a comprehensive emergency management plan for the state of Washington, to include all state agencies, departments, commissions, and boards.

- **49.60, Discrimination – Human Rights Commission**
  It is important that when coordinating resources for recovery that we insure incorporation of all communities.

Federal Laws:

- **Public Law 110-325, Americans with Disabilities Act (ADA)**
  When coordinating recovery operations, it is important to keep in mind the whole community when rebuilding.
- **42 U.S.C 5121, Robert T. Stafford Disaster Relief and Emergency Assistance Act**
  This act provides financial assistance in the form of grants for disaster survivors and local jurisdictions and tribal governments.

Situation Overview

ESF 14 should be implemented during incidents where recovery may require the coordination of multiple jurisdictions or agencies, where the local jurisdiction lacks the capacity to manage recovery without technical assistance, or during any incident where a Presidential Emergency or Major Disaster Declaration may be requested.

ESF 14, implemented during a disaster, will be significantly bolstered if a community has engaged in specific mitigation, preparedness, and recovery planning activities before the incident. The EMD Recovery Coordinator will work with communities prior to incidents to help establish recovery planning and raise awareness of how a community can take important steps to prepare for recovery within existing planning regimen.

In any case, communities should turn to local and state Hazard Inventory and Vulnerability Assessments (HIVA) and Threat, Hazard, Identification and Risk Assessment (THIRA) documents as well as existing Comprehensive Emergency Management (CEMP) and Hazard Mitigation Plans to support pre-disaster recovery planning. These documents help indicate what kind of recovery may be required and which areas are most vulnerable – and therefore most likely to be damaged or destroyed during an incident.

Concept of Operations

In Washington State, local and tribal governments are responsible for planning and managing community response and recovery, in partnership with non-governmental stakeholders, and with the technical support of state agencies. ESF 14 functions as a coordinating entity to facilitate collaboration and information sharing among state and federal agencies and the development of a common operating picture in support of a local jurisdiction's and tribe's

recovery priorities. The State recognizes the primacy of local and tribal governments and supports local recovery efforts at their request, which may include the Governor exercising his/her emergency powers.

Activities related to ESF 14 begin immediately with incident response. As response transitions to recovery, ESF 14 tracks and shares information on community needs and assists responding organizations in transitioning resources to the recovery mission, as appropriate. Short and long-term recovery priorities established by local and tribal governments are driven by local damage assessments; that information will be communicated by local and tribal governments to ESF 14 and the Public Assistance and Individual Assistance recovery section.

While recovery is locally driven, communities differ in their preparation to plan for or enact recovery operations. The State has a role in supporting whatever the local posture of recovery may be. State support may range from minimal support (e.g., facilitating recovery grants) to very active and engaged support (e.g., staff on the ground working with the community to stand up and execute the recovery operation). Because the community is in the lead role, ESF 14 stakeholders must evaluate the type of support that is likely needed based on the community's capability and preparedness to execute the needed roles.

Through the collection of damage assessment information during the response and recovery phase, ESF 14 has the ability to provide guidance in the form of technical assistance for restoration of critical functions, services/programs, vital resources and infrastructure to the affected area and/or local jurisdiction.

Mission Area	Critical Task I.D.	Critical Tasks
Operational Coordination		
Response	2	Enhance and maintain command, control, and coordination structures consistent with the National Incident Management System (NIMS) to meet basic human needs, stabilize the incident, and transition to recovery.
Recovery	1	Establish tiered, integrated leadership and inclusive coordinating organizations that operate with a unity of effort and are supported by sufficient assessment and analysis to provide defined structure and decision-making processes for recovery activities.

Mission Area	Critical Task I.D.	Critical Tasks
Situational Assessment		
Response	**2**	Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities, and engage governmental, private, and civic sector resources within and outside of the affected area to meet basic human needs, stabilize the incident, and transition to recovery.

Mission Area	Critical Task I.D.	Critical Tasks
Public Information and Warning		
Response	**2**	Deliver credible and actionable messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions, and facilitate the transition to recovery.
Recovery	**1**	Reach all populations within the community with effective actionable recovery-related public information messaging and communications that are accessible to people with disabilities and people with limited English proficiency; protect the health and safety of the affected population; help manage expectations; and ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities.
	2	Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, steady state resources for long-term impacts, and monitoring programs in an effective and accessible manner.

Mission Area	Critical Task I.D.	Critical Tasks
Planning		
Recovery	**1**	Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.

Mission Area	Critical Task I.D.	Critical Tasks
Infrastructure Systems		
Recovery	**1**	Restore and sustain essential services (public and private) to maintain community functionality.

Mission Area	Critical Task I.D.	Critical Tasks
Infrastructure Systems		
	3	Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.

Mission Area	Critical Task I.D.	Critical Tasks
Economic		
Recovery	**1**	Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.

Mission Area	Critical Task I.D.	Critical Tasks
Health and Social Services		
Recovery	**2**	Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline
	3	Restore health care (including behavioral health), public health, and social services functions.

Mission Area	Critical Task I.D.	Critical Tasks
Housing		
Recovery	**1**	Assess preliminary housing impacts and needs, identify currently available options for temporary housing, and plan for permanent housing.

Mission Area	Critical Task I.D.	Critical Tasks
Natural and Cultural Resources		
Recovery	**1**	Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.

Mission Area	Critical Task I.D.	Critical Tasks
		Natural and Cultural Resources
	2	Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.

Whole Community Involvement

Recovery is a long-term and ongoing process that starts with the incident, engages the Whole Community, and is community-driven. The interplay of ESF 14 and the Public and Private Sector Stakeholders is a vital part of including the whole community concept into ESF 14. ESF 14 works to engage with the Whole Community to offer state resources, as well as, offer technical support or guidance on best practices as appropriate or requested. ESF 14 works with local jurisdictions and tribal governments to promote the application of Whole Community principles.

Organization

ESF 14 is located within the SEOC Operations Section and is often led by the EMD Recovery Coordinator. During the transition from response to recovery, ESF lead and other state agencies may continue to have roles and responsibilities related to recovery which no longer fit the SEOC's ESF structure. As agencies and resources prepare to demobilize, ESF 14 will work to identify resources which may align with the ongoing recovery structure. ESF lead and other state agencies with a recovery role will organize based on the Recovery Core Capabilities.

ESF 14 in the Joint Field Office (JFO)

The JFO is the central coordination point among state, local, tribal, and federal governments, as well as private-sector and nongovernmental entities that are providing recovery assistance. The JFO provides a temporary field facility to co-locate State EMD and the Federal Emergency Management Agency (FEMA) staff and functions for the purpose of coordination and process integration. The JFO is structured to accommodate all entities (or their designated representatives) essential to incident management, information sharing, and the delivery of disaster assistance and other support.

General functions of JFO recovery personnel will include:

- Conducting actions consistent with the provisions of the Stafford Act to assist citizens and public officials in promptly obtaining assistance.

- Coordination and monitoring of federal and state disaster recovery assistance programs and dissemination of information.

ESF 14 plays an important role in coordinating information sharing with the JFO following a federally-declared event. One of the most important roles of the JFO is to transition disaster management and coordination activities from the SEOC to the JFO, a function that corresponds to the transition from response to recovery and is aligned closely with ESF 14's mission.

Following a federally-declared incident, ESF 14 may work out of the JFO, and in most cases should stay in close contact with the State Coordinating Officer, Operations Section Chief, Public Assistance and Individual Assistance leads, and recovery core capability agency liaisons.

The Planning Section in the SEOC prepares the Incident Action Plans and is the primary source of operational information or resource availability information. ESF 14 does not supplant the Planning Section as the source of this information.

Mobilization

Upon implementation, ESF 14 will initiate the following steps to identify and notify the appropriate Primary and Supporting agencies:

- Identify the situation, type of incident, the likelihood of cascading events, and the current command structure.
- Determine which agencies are currently active as leads of specific ESFs. Engage these agencies appropriate to their involvement in disaster response efforts.
- Collect incoming information; observe and record resource prioritization; record resource gaps that may impact recovery.
- Coordinate the transition of partner-agency resources to recovery efforts if the agency is currently involved in response, or the resources of agencies beginning engagement following the conclusion of short-term response activities.
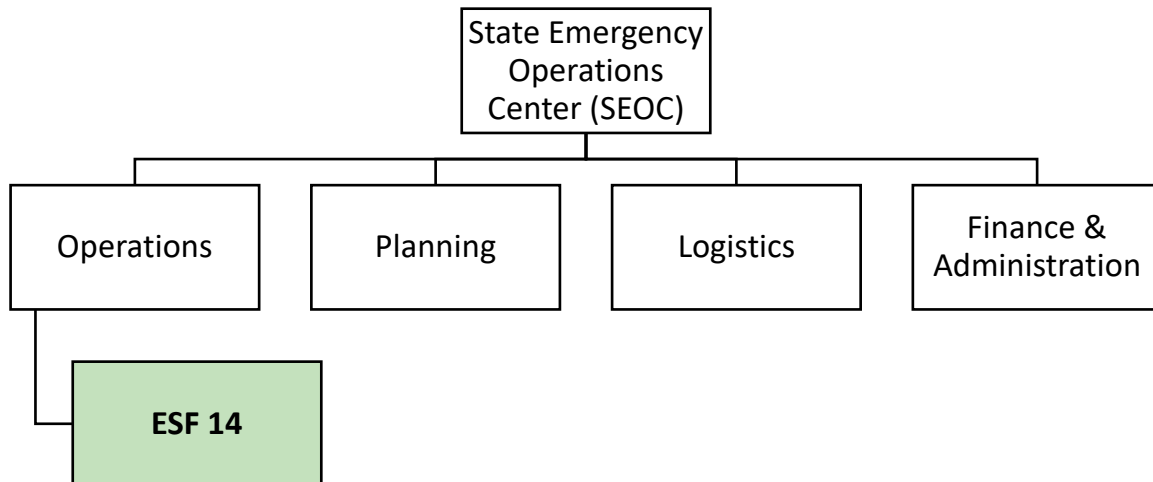
Structure

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                    State Emergency
                      Operations
                    Center (SEOC)
        ┌──────────────┬──────────┴──────────┬──────────────┐
   Operations      Planning            Logistics        Finance &
                                                      Administration
        │
     ESF 14
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Direction, Control & Coordination

ESF 14 is organized in accordance with the National Disaster Recovery Framework (NDRF) and the Washington Restoration Framework (WRF). The WRF has not been adopted and is currently being developed.

Horizontal Integration

This annex is concerned with the Recovery Mission Area. It is an interagency plan that provides direction to state government entities concerned with responding to recovery issues following a disaster.

Recovery

The structures and bodies laid out in this annex should integrate horizontally into structures and bodies established by the WRF to address the Recovery mission area and support functions. ESF 14 may provide leadership in creating these connections, hosting relevant meetings, and in general, ensuring the recovery mission is well coordinated with response.

- Integration with state-level planning efforts regarding recovery operations includes:
  - *The Washington Restoration Framework (December 2019) brings together state agencies in the base plan and Recovery Support Functions to discuss how the State will organize for recovery operations.*

Vertical Integration

This ESF Annex should integrate vertically to federal recovery plans at the national and regional level, as well as county and city plans at the local and tribal levels. It may be common for relevant federal, tribal and local plans to be similarly titled around ESF 14; however, this annex
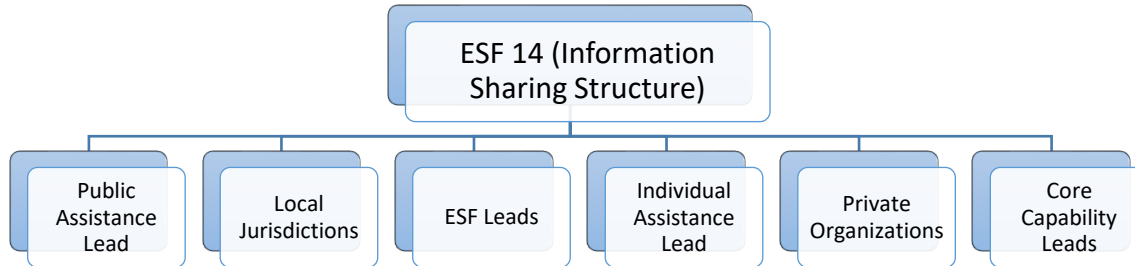
should remain flexible to coordinate with other plans or bodies that align with the Core Capabilities and Critical Tasks listed in this annex.

- Integration with local (County & City) Recovery plans includes:
  - *The State recommends local and tribal governments develop and maintain an ESF 14 or recovery plan to assist with recovery integration efforts.*
- Integration with Federal Recovery plans includes:
  - *Recovery Federal Interagency Operational Plan (FIOP)*

Information Collection, Analysis, & Dissemination

ESF 14 coordinates with Public Assistance, Individual Assistance, Recovery Core Capability Leads, and other state agencies with potential recovery roles to gather and disseminate information on the extent of damages, anticipated unmet needs, and other activities related to recovery. ESF 14 will work to gather, synthesize, and distribute pertinent information to all recovery partners, especially those partners identified as Primary Agencies for ESF 14 or executors of ESF 14 core capabilities.

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                    ESF 14 (Information
                     Sharing Structure)
   ┌──────┬──────────┬───────┬──────────┬──────────┬──────────┐
 Public    Local    ESF     Individual  Private     Core
Assistance Juris-   Leads   Assistance Organi-    Capability
  Lead    dictions           Lead      zations      Leads
```

Information Collection

ESF-14 gathers information from its member agencies (both primary and supporting), federal and local ESF-14 counterparts and other sources as necessary. The type of information to be collected is first determined by the ESF's Essential Elements of Information (EEI) list but may be adjusted to fit the needs of the incident.

Essential Elements of Information (EEIs)
The following categories are a baseline list of facilities and systems which should be considered for information collection. They may not include all relevant EEIs as the impact of a given disaster may require unique information collection needs.

• **Disaster Impact Information**	o Impacted counties and cities o Number of people impacted by disaster
• **Infrastructure Impacts**	o Communities infrastructure impacted
• **Mass Care Information**	o Shelters opened o Schools impacted o Health care organizations impacted
• **Natural Resource Impacts**	o Natural resources impacted o Environmental impacts
• **Housing**	o Housing stock impacted o Housing stock available
• **Community Services**	o Impacted community services

Information Analysis

Using available information, status reports, and resources requests to inform the SEOC Incident Action Plan (IAP).

Information Dissemination

As part of the Operations Section in the SEOC, ESF 14 will report directly to the Operations Section Chief, while maintaining regular communications with the Planning Section and the ESF Agencies representing Recovery Support Functions and Recovery Core Capabilities, including:

- ESF 1 – Transportation – Department of Transportation
- ESF 2 – Communications – Military Department
- ESF 3 – Public Works and Engineering – Department of Enterprise Services
- ESF 6 – Mass Care – Department of Social and Health Services
- ESF 7 – Resource Support – Department of Enterprise Services
- ESF 8 – Public Health and Medical Services – Department of Health
- ESF 10 – Hazardous Materials – Department of Ecology
- ESF 11 – Agriculture and Natural Resources – Department of Agriculture
- ESF 12 – Energy – Department of Commerce
- ESF 13 – Public Safety and Law Enforcement – State Patrol
- ESF 15 – External Affairs – Emergency Management Division

ESF 14 facilitates information transfer from each ESF to other Recovery Core Capability agencies. For example, as the EMD Recovery Coordinator gathers information from these ESFs, the Planning Section, and other sources, it is compiled and communicated to the leads for each

Recovery Core Capability and then to the leads for the EMD's Public Assistance and Individual Assistance programs.

Responsibilities

Response Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Organization(s) Name
Operational Coordination	2	Activities related to the activation of ESF 14, establishing the structures necessary to deliver recovery core capabilities (i.e. contacting lead agencies, etc.), and/or specific activities supporting the transition from response to recovery.	EMD
Situational Assessment	2	Activities focused on gathering and delivering information to engage state agencies related to the transition to recovery (i.e. gather information from Planning Section to advise Operations Section Chief to activate RSFs?).	EMD
Public Information and Warning	2	Activities focused on assisting ESF 15 with messaging development focused on "facilitating the transition to recovery," if applicable?	EMD
Operational Coordination	2	Monitor partner agency execution of Recovery Core Capabilities.	EMD
Operational Coordination	2	Evaluate partner efforts and locate gaps and opportunities for improvement; avoid duplication of effort, wasted resources, or the inappropriate deployment of recovery resources.	EMD

Recovery Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Organization(s) Name
Economic	1	In partnership with EMD and local/tribal jurisdictions, coordinate the effort to determine economic impact of the disaster	COM, AGR
Operational Coordination	1	Coordinate statewide recovery and restoration activities following an	EMD, COM, AGR, DNR,

Recovery Mission Area			
Core Capability	**Critical Task I.D.**	**Activity/Action**	**Organization(s) Name**
		emergency or disaster through the SEOC, JFO, and/or Recovery Coordinator as needed.	Parks and Rec, OSPI, WSP, WSDOT
Natural and Cultural Resource	2	Coordinate with FEMA and Department of Archaeology and Historic Preservation (DAHP) to implement Section 106 consultation on cultural and historic resources.	EMD, DAHP
Economic	1	Conduct a joint SBA damage assessment when the extent of damage to businesses and households meets SBA Disaster Loan Program criteria but does not warrant pursuit of a Presidential Declaration.	EMD
Infrastructure Systems	3	Prepares and updates energy supply plans; coordinates energy distribution issue response.	COM
Health and Social Services	3	Restore and improve public health and medical systems to promote the resilience, health (including behavioral health), independence, and well-being of the whole community.	DOH, DSHS
Public Information and Warning	1, 2	Assist with public information support on disaster recovery operations.to include providing support to, and considerations for, our LEP and other Access and Functional Needs Populations.	EMD, DOH, DSHS, COM, L&I, WSP
Health and Social Services	2	Support the recovery of people with disabilities or additional needs through partnerships with specialized organizations	DOH, DSHS
Operational Coordination	1	Provide legal support to the SEOC, JFO, Recovery Coordinator, state officers, elected officials, and agencies.	AG
Infrastructure Systems	1, 3	Provides oversight, coordination, and contract support of ESF 3, including the debris removal mission.	DES

Recovery Mission Area			
Core Capability	Critical Task I.D.	Activity/Action	Organization(s) Name
Infrastructure Systems	1, 3	Manage the logistics and supply of food, relief supplies to government and voluntary organizations.	DES, EMD
Operational Coordination	1	Assists other state agencies with funding aspects of emergency or disaster program funds.	OFM
Natural and Cultural Resources	1	Supports impacted jurisdictions with environmental recovery through administered grant programs.	ECY, DFW
Operational Coordination	1	Provide recovery priorities for the State as needed.	GOV
Economic	1	Provide licensing, regulation, enforcement, and consumer advocacy services to assist citizens and businesses and ensure proper insurance recovery for disaster-related damages and impacts	OIC, L&I
Infrastructure Systems	1	Support evaluation of mobile homes and other manufactured structures for damage and occupancy.	L&I
Economic	1	Support individuals, families, and businesses replace vital records that were lost, damaged, or destroyed.	DOL
Infrastructure Systems	1	Implement and coordinate traffic control on state roads, as needed.	WSP, WSDOT
Planning	1	Convene the ESF 14 planning group to complete the ESF 14 annex update per its maintenance schedule.	EMD
Housing	1	Complete an initial damage assessment for housing stock both in impacted area and outside of the impacted area. Develop a housing strategy for temporary and permanent housing	COM, EMD

Resource Requirements

Logistics Support

Logistical needs associated with implementing ESF 14 will follow the standard procedures described in the Comprehensive Emergency Management Plan (CEMP) – Basic Plan (see pages 73-75). ESF 14 will work closely with ESF 7 and the Operations Section Chief to provide resource support and coordination on an as needed basis, determined by the recovery priorities of the impacted jurisdictions.

Micro-level

ESF 14 is located within the broader SEOC. ESF 14 must have at least 1 individual with adequate training commensurate to execute the structures and coordination outlined in this annex. Under ideal circumstances, it will have at least 1 work stations within one of the pods on the SEOC floor, to include all relevant office resources, information/communication technologies, and supporting personnel resources as determined appropriate by the CEMP and SEOC Supervisor.

Training Requirements

SEOC Operations Training

EMD0001-SEOC Foundations Training

IS-100 Introduction to ICS

IS-200 ICS for Single Resources and Initial Action Incidents

IS-230 Fundamentals of Emergency Management

IS-700 Introduction to NIMS

IS-800 National Response Framework

ICS-300 Intermediate ICS

ICS-400 Advanced ICS

Recommended Training

IS-2900 National Disaster Recovery Framework

IS-634 Introduction to FEMA's Public Assistance Program

IS-403 Introduction to FEMA's Individual Assistance Program

IS-772 IA PDA Orientation

Macro-level

ESF 14 requires a reliable method for communicating with ESF 14 stakeholders statewide. This includes communication and information sharing with federal and local ESF 14, and relevant private sector organizations. Regular communication and information exchange should also be

expected with counterparts in neighboring states. When deploying personnel beyond the SEOC, resources are required to transport personnel and coordination should occur to ensure access to relevant communities and facilities while performing ESF 14 duties as assigned.

References and Supporting Guidance

National Disaster Recovery Framework (FEMA, 2011)
Provides guidance on the development of recovery plans, expands on ESF 14 and is the basis for the organization of this ESF 14.

Washington Restoration Framework (WRF)
The WRF outlines strategy and structure for how the State will engage the Whole Community to implement, build and sustain recovery and revitalization efforts following incidents of different sizes, types, and complexity. The WRF can be activated at distinct levels to mobilize resources in support of local or regional disasters or can be activated fully in support of catastrophic incidents. ESF 14 supports, and is supported by, the WRF currently in development and expected to be promulgated in December 2019.

Terms and Definitions

Individual Assistance – FEMA's Individual Assistance Program provides financial help or direct services to those who have necessary expenses and serious needs that they cannot meet through other means.

Public Assistance – FEMA's Public Assistance Program provides aid in the wake of a major disaster to state and local governments, and to certain non-profits, to help communities in their recovery efforts.

Whole Community – A focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships. Used interchangeably with "all-of-Nation." (National Preparedness Goal, September 2015)