Recovery

Emergency Support Function (ESF) 21

Coordinating:

Washington Military Department, Emergency Management Division (EMD)

Primary:

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

Supporting:

Office of the Attorney General (AG)
Department of Enterprise Services (DES)
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)
Washington State Patrol (WSP)
Department of Transportation (WSDOT)

Purpose

ESF 21 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 21 facilitates collaboration and information sharing to support the recovery of impacted jurisdictions. Additionally, ESF 21 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	
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**
  RCW 49.60 creates the Human Rights Commission to eliminate and prevent discrimination of all kinds. When coordinating recovery resources, we must acknowledge the civil rights of all persons and ensure freedom from discrimination.

Federal Laws:

- **Public Law 110-325, Americans with Disabilities Act (ADA)**
  When coordinating recovery operations and providing recovery support, it is important to keep in mind the whole community.
- **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 21 is implemented during incidents where recovery requires the coordination of multiple jurisdictions or agencies, where the jurisdiction lacks the capacity to manage recovery without technical assistance and has requested support, or during any incident where a Presidential Emergency or Major Disaster Declaration may be requested.

ESF 21, implemented during a disaster, is significantly bolstered if a community has engaged in pre-disaster planning activities encompassing the five mission areas of emergency management: Protection, Prevention, Mitigation, Response and Recovery. The EMD Mitigation and Recovery Section works with jurisdictions 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.

Jurisdictions can examine 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 is 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 21 functions as a coordinating entity to facilitate collaboration and information sharing among state and federal agencies. ESF 21 develops a common operating picture in support of a jurisdiction's recovery priorities. The State recognizes the primacy of local and tribal governments and supports recovery efforts at their request, which may include the Governor exercising their emergency powers.

Activities related to ESF 21 begin immediately with incident response. As response transitions to recovery, ESF 21 tracks and shares information on community needs and assists responding

organizations in transitioning resources to the recovery mission, as appropriate. The State Emergency Operations Center (SEOC) prioritizes limited resources to support recovery efforts. Recovery priorities established by local and tribal governments are driven by local damage assessments. This information is communicated by local and tribal governments to ESF 21 and the Public Assistance and Individual Assistance recovery sections.

While recovery is locally driven, jurisdictions 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 ranges 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 disaster-impacted community is in the lead role, ESF 21 stakeholders must evaluate the type of support that is likely needed based on the community's capability and preparedness to execute the needed roles.

In a Presidentially Declared Disaster, as the incident response phase concludes, the state provides uninterrupted support to local jurisdictions as it transitions from disaster response and recovery operations in the SEOC to recovery operations in the JFO. If there is no Presidential declaration, recovery activities continue from the SEOC.

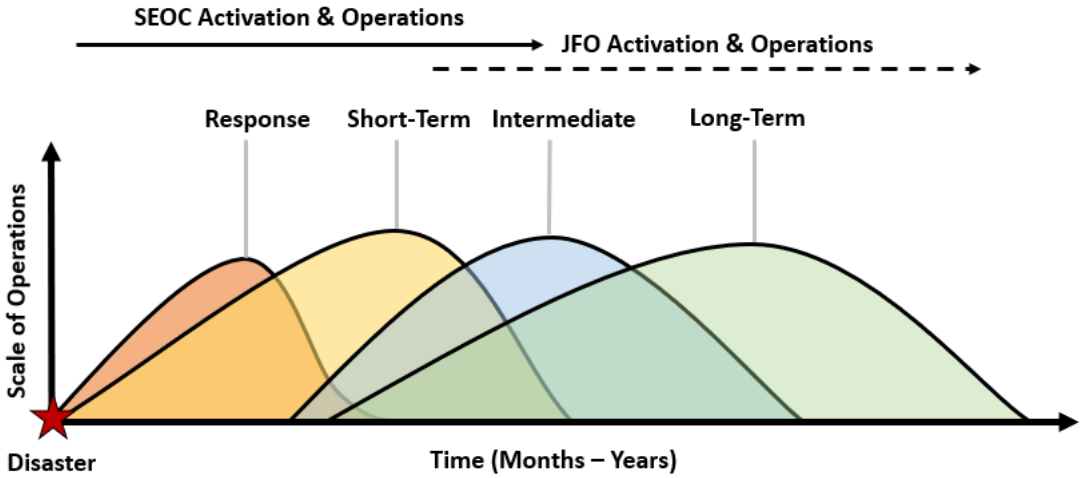


Figure 1 Recovery activities begin with response to an incident in the SEOC. The timeframes of short-term, intermediate, and long-term recovery operations are dependent on the scale of the incident. In situations where a JFO is not activated, recovery operations continue from the SEOC.

ESF 21 coordinates short, intermediate, and long-term recovery actions to support jurisdictions, when requested.

- *Short-term recovery* actions include conducting damage assessments and collecting disaster impact information, restoring critical functions, services, facilities and infrastructure, and providing vital recovery resources. The damage assessments and data inform ESF 21 of the immediate and future needs of the affected area and/or jurisdiction. Agencies supporting ESF 21 share impact information to determine which programs or other forms of assistance are available to address the identified recovery need(s) (e.g. grants, loans, technical assistance, planning assistance, outreach and communication, vital document recovery, etc.). ESF 21 agencies coordinate program delivery to avoid duplication of effort and maximize assistance to the requesting jurisdictions.
- *Intermediate recovery* actions include planning for long-term recovery, interfacing with the recovery lead of the requesting jurisdiction(s), identifying and disseminating information regarding federal and state recovery support programs, and assisting in the restoration of resources and services.
- *Long-term recovery* actions include the permanent restoration and rebuilding of critical infrastructure, increasing healthcare and social services capacities, building new homes, restoring the economy, and incorporating resilient practices.

During the transition from short-term recovery to long-term recovery, ESF leads and other state agencies 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 21 identifies the resources that align with the ongoing recovery structure established to meet the needs of the incident. ESF 21 supports local recovery by coordinating state and federal recovery resources and by facilitating the transition of resources to long-term recovery efforts.

ESF 21 is responsible for directly contributing to recovery operations through the Response and Recovery Mission Areas and by addressing the Critical Tasks associated with the Core Capabilities. Specific actions of participating agencies and organizations associated with executing these Critical Tasks are listed in the 'Responsibilities' section of this document.

ESF 21 provides guidance in the form of technical assistance for the restoration of critical functions, services/programs, vital resources, facilities, and infrastructure to the affected area and/or jurisdiction when requested. A more detailed description of ESF 21's capabilities are described below:

- *Critical Functions:* At the request of a jurisdiction, ESF 21 provides recovery assistance to the affected area to address the immediate restoration of critical functions. These critical functions are determined by the jurisdiction and supported by ESF 21 based on individual state agency programs, authorities, and capacities. The type of recovery

assistance varies based on the incident type, magnitude, and impacts. Specific requests for assistance by a jurisdiction are made through the state's web-based information management platform, WebEOC. ESF 21 partners work collaboratively amongst themselves and with other activated ESFs to identify the programs and resources available to support the recovery needs. The type of recovery support needed is determined by working with a jurisdiction directly to understand their immediate needs and sharing that information with appropriate state agencies to address (e.g. relaying information concerning damages to critical infrastructure and working with ESF 2 to restore communications).

- *Services/Programs:* ESF 21 provides a platform for information sharing and a unified recovery effort to execute recovery services/programs. Based on the damage assessment and impact data, and requests from jurisdictions, ESF 21 identifies the services/programs to support the affected area. ESF 21 works with other activated ESFs and stakeholders to administer recovery programs and/or execute recovery actions such as providing immediate food assistance, transitional sheltering, volunteer coordination, and immediate economic and housing support services. The impacted jurisdiction may request the presence of a state agency such as in supporting Multi-Agency Resource Centers (MARCs) or other community recovery events. ESF 21 works with the primary and supporting agencies to determine the availability to provide direct support. If direct assistance is not available/necessary/requested, ESF 21 provides guidance in the form of technical assistance and connects the impacted jurisdiction with the appropriate state agency to address their needs (e.g. leveraging state networks to identify local housing providers and community action councils to support temporary or permanent housing of disaster-displaced individuals).
- *Vital Resources:* The Operations and Logistics Sections within the State Emergency Operations Center (SEOC) process local jurisdiction and tribal resource requests via WebEOC. ESF 21 coordinates information among local, state, and federal agencies and tribal governments to determine and complete resource requests and provide vital resources to support recovery. Vital resources include, but are not limited to, personnel, equipment, supplies, and facilities that support recovery operations. The disaster impacts, needs, and priorities identified by the requesting jurisdiction drive the issuance of vital resources to support recovery. ESF 21 also provides guidance to the jurisdiction on how to request recovery resources via WebEOC and assists with facilitating the resource request(s) in the SEOC.
- *Facilities:* The restoration of facilities is also dependent on the incident specifics. ESF 21 works with other activated ESFs and stakeholders to determine, and plan for the best course of action for restoring critical facilities. ESF 21 processes requests for resources

that support the restoration of facilities. Facilities include, but are not limited to, police and fire stations, medical facilities (hospitals, nursing homes, adult day care centers, health care), schools and day care centers, power generating stations, and potable water and wastewater plants.

- *Infrastructure:* ESF 21 coordinates the restoration of infrastructure with other activated ESFs. If activated, ESF 21 coordinates and shares information with the Business and Infrastructure Branch. ESF 21 works with state partners and the private sector (e.g. utility service providers), and subject matter experts to assist in developing recommendations and guidance for state infrastructure restoration and establish priorities. ESF 21 addresses the Infrastructure Systems Recovery Core Capability by collaborating with federal and state agencies on programs, resources, and other forms of assistance to restore infrastructure in the affected area.

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.
	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, physical and mental), 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.
	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 and is community-driven. This requires involvement from the whole community in order to be successful. The interplay of ESF 21 and the public and private sector stakeholders is a vital part of including the whole community concept into ESF 21. ESF 21 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 21 works with local jurisdictions and tribal governments to promote the application of Whole Community principles.

Organization

ESF 21 is located within the SEOC Operations Section and is often led by the EMD Recovery Coordinator Lead. During the transition from response to recovery, ESF primary and supporting agencies 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 21 identifies resources that align with the ongoing recovery structure. ESF lead and other state agencies with a recovery role organize based on the recovery core capabilities.

ESF 21 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 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 21 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 21's mission.

Following a federally-declared incident, ESF 21 works in the JFO, and maintains close contact with the State Coordinating Officer, Operations Section Chief, Public Assistance and Individual Assistance leads, and agencies supporting recovery core capabilities (as identified in the table starting on page 15).

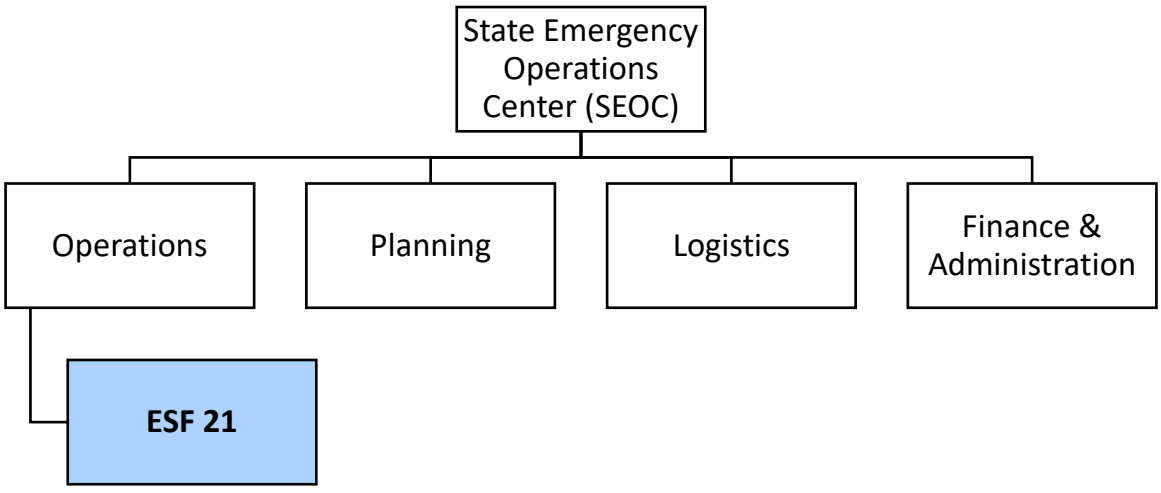
The Planning Section in the SEOC prepares the Incident Action Plans and is the primary source of operational information or resource availability information. ESF 21 does not supplant the Planning Section as the source of this information.

Mobilization

Upon implementation, ESF 21 initiates 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 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



Direction, Control & Coordination

ESF 21 is organized in accordance with the National Disaster Recovery Framework (NDRF).

Horizontal Integration

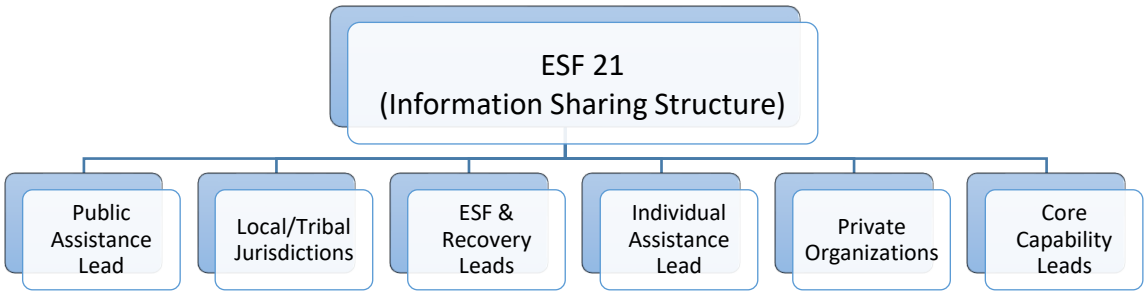
This annex is concerned with the Recovery Mission Area. It is an interagency plan that provides direction to state government entities concerned with responding to recovery issues following a disaster. The structures and bodies laid out in this annex integrate horizontally into structures and bodies established by the CEMP and other state adopted plans to address the Recovery mission area and support functions. ESF 21 provides leadership in creating these connections, hosting relevant meetings, and in general, ensuring the recovery mission is well coordinated with response.

Vertical Integration

This ESF Annex integrates 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 21; however, this annex remains flexible to coordinate with other plans or bodies that align with the Core Capabilities and Critical Tasks listed in this annex. *The state recommends local and tribal governments develop and maintain an ESF 21 or recovery plan to assist with recovery integration efforts. ESF 21 is also organized in accordance with the Recovery Federal Interagency Operational Plan (FIOP).*

Information Collection, Analysis, & Dissemination

ESF 21 coordinates with Public Assistance, Individual Assistance, and state agencies with recovery roles to gather and disseminate information on the extent of damages, anticipated unmet needs, and other activities related to recovery. ESF 21 works to gather, synthesize, and distribute pertinent information to all recovery partners, especially those partners identified as Primary Agencies for ESF 21 or executors of ESF 21 core capabilities.



Information Collection

ESF 21 gathers information from its member agencies (both primary and supporting), federal and local ESF 21 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 can 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 are considered for information collection. They may not include all relevant EEIs as the impact of a given disaster may require unique information collection needs. The EEIs provide additional guidance for the restoration of identified critical functions, services/programs, vital resources, facilities, and infrastructure to the affected area. ESF 21 uses these EEIs and other sources of information to prioritize restoration and recovery efforts and better support the affected area.

Essential Elements of Information	
Recovery	
Element	**Description**
• **Disaster Impact Information**	○ Impacted counties and cities ○ Number of people impacted by disaster
• **Infrastructure Impacts**	○ Community infrastructure systems impacted ○ Estimated restoration times
• **Mass Care Information**	○ Shelters opened ○ Current population in shelters ○ Transitional Sheltering assistance options ○ Potential future sheltering requirements ○ Schools impacted

• **Health and Social Service Information**	○ Health care organizations impacted
	  ○ Status of Acute medical care facilities
	  ○ Status of long term care facilities

• **Natural Resource Impacts**	○ Natural resources impacted ○ Environmental impacts ○ Cultural resources impacted ○ Historical impacts
• **Housing**	○ Housing stock impacted ○ Housing stock available
• **Community Services**	○ Impacted community services

Essential Elements of Information	
Recovery	
Element	**Description**
	○ Economic and Business impacts ○ Long term/short term assistance options

Information Analysis

ESF 21 uses available information, status reports, and resource requests to inform the SEOC Incident Action Plan (IAP). State partners also collectively use the information to guide recovery resource prioritization and policy-making decisions.

Information Dissemination

As part of the Operations Section in the SEOC, ESF 21 reports directly to the Operations Section Chief, while maintaining regular communications with the Planning Section and the ESF agencies supporting recovery core capabilities (as identified in the table starting on page 15), including:

- ESF 1 – Transportation
  - Coordinating Agency: Department of Transportation
- ESF 2 – Communications
  - Coordinating Agency: Washington Military Department – Emergency Management Division
- ESF 3 – Public Works and Engineering
  - Coordinating Agency: Department of Enterprise Services
- ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services
  - Coordinating Agency: Washington Military Department – Emergency Management Division
- ESF 7 – Logistics Management and Resource Support
  - Coordinating Agency: Department of Enterprise Services
- ESF 8 – Public Health, Medical, and Mortuary Services
  - Coordinating Agency: Department of Health
- ESF 10 – Hazardous Materials
  - Coordinating Agency: Department of Ecology
- ESF 11 – Agriculture and Natural Resources
  - Coordinating Agency: Department of Agriculture
- ESF 12 – Energy
  - Coordinating Agency: Department of Commerce
- ESF 13 – Public Safety, Law Enforcement, and Security
  - Coordinating Agency: Washington State Patrol

- ESF 15 – External Affairs
    - Coordinating Agency: Washington Military Department

ESF 21 facilitates information transfer from each ESF to other agencies supporting recovery. For example, as the EMD Recovery Coordinator Lead gathers information from activated ESFs, they compile and communicate that information to agencies supporting recovery. The information is also disseminated to the leads for EMD's Public Assistance and Individual Assistance programs.

Responsibilities

The table below outlines the responsibilities of entities in support of restoring critical functions, services/programs, vital resources, facilities, and infrastructure of an impacted area. The table lists the executable actions tied to the Critical Tasks, which support the Core Capabilities. The Critical Task I.D. is used to identify the specific Critical Task that the entity's action addresses. Multiple entities can perform the same action and an action can address more than one Critical Task.

Response Mission Area			
Core Capability	**Critical Task I.D.**	**Activity/Action**	**Organization(s) Name**
Operational Coordination	2	Activities related to the activation of ESF 21, 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
	2	Monitor partner agency execution of recovery core capabilities.	EMD
	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
Situational Assessment	2	Activities focused on gathering and delivering information to engage state agencies related to the transition to recovery .	EMD
Public Information and Warning	2	Activities focused on assisting ESF 15 with messaging development that supports individual and community recovery efforts.	EMD

Recovery Mission Area			
Core Capability	**Critical Task I.D.**	**Activity/Action**	**Organization(s) Name**
Operational Coordination	1	Coordinate statewide recovery and restoration activities following an emergency or disaster through the SEOC, JFO, and/or Recovery Coordinator Lead as needed.	EMD, COM, AGR, DNR, Parks and Rec, OSPI, WSP, WSDOT
	1	Provide legal support to the SEOC, JFO, Recovery Coordinator Lead, state officers, elected officials, and agencies.	AG
	1	Assists other state agencies with funding aspects of emergency or disaster program funds.	OFM
	1	Provide recovery priorities for the State as needed.	GOV
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
Planning	1	Convene the ESF 21 planning group to complete the ESF 21 annex update per its maintenance schedule.	EMD
Infrastructure Systems	1	Support evaluation of mobile homes and other manufactured structures for damage and occupancy.	L&I
	1	Implement and coordinate traffic control on state roads, as needed.	WSP, WSDOT
	1, 3	Provides oversight, coordination, and contract support of ESF 3, including the debris removal mission.	DES
	1, 3	Manage the logistics and supply of food, relief supplies to government and voluntary organizations.	DES, EMD
	3	Prepares and updates energy supply plans; coordinates energy distribution issue response.	COM

Recovery Mission Area			
Core Capability	**Critical Task I.D.**	**Activity/Action**	**Organization(s) Name**
Economic Recovery	1	In partnership with EMD and local/tribal jurisdictions, coordinate the effort to determine economic impact of the disaster	COM, AGR
	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
	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
	1	Support individuals, families, and businesses replace vital records that were lost, damaged, or destroyed.	DOL
Health and Social Services	2	Support the recovery of people with disabilities or additional needs through partnerships with specialized organizations	DOH, DSHS
	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
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
Natural and Cultural Resources	1	Supports impacted jurisdictions with environmental recovery through administered grant programs.	ECY, DFW
	2	Coordinate with FEMA and Department of Archaeology and Historic Preservation (DAHP) to implement Section 106 consultation on cultural and historic resources.	EMD, DAHP

Resource Requirements

Logistics Support

Logistical needs associated with implementing ESF 21 follows the standard procedures described in the CEMP – Basic Plan. ESF 21 works 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 21 is located within the broader SEOC. ESF 21 must have at least one individual with adequate training commensurate to execute the structures and coordination outlined in this annex. Under ideal circumstances, ESF 21 has at least one work station 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-1000 Public Assistance Program and Eligibility

IS-403 Introduction to FEMA's Individual Assistance Program

IS-772 IA PDA Orientation

Macro-level

ESF 21 requires a reliable method for communicating with ESF 21 stakeholders statewide. This includes communication and information sharing with federal and local ESF 21, and relevant private sector organizations. Regular communication and information exchange is expected with counterparts in neighboring states. When deploying personnel beyond the SEOC,

resources are required to transport personnel and coordination is necessary to ensure access to relevant jurisdictions and facilities while performing ESF 21 duties as assigned.

References and Supporting Guidance

National Disaster Recovery Framework (FEMA, 2011)
Provides guidance on the development of recovery plans, expands on ESF 21 and is the basis for the organization of this ESF 21.

Washington Restoration Framework (WRF)
The WRF outlines strategy and structure for how the State engages 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 21 supports, and is supported by, the WRF which is currently in development and expected to be promulgated in 2021.

Terms and Definitions

Comprehensive Emergency Management Plan (CEMP) – The CEMP provides the framework for statewide mitigation, preparedness (including prevention and protection), response and recovery activities while providing a structure for plan consistency throughout the state and facilitating interoperability between local, state, and federal governments.

Core Capability – There are 32 activities that address the greatest risks to the nation called "core capabilities" identified in the National Preparedness Goal and are referenced in many national preparedness efforts, including the National Planning Frameworks. The capabilities are grouped into five mission areas (prevention, protection, mitigation, response, and recovery), based on where they most logically fit. Some fall into only one mission area, while others apply to several mission areas.

Critical Task – A critical task is an actionable item that supports a specific core capability. Completing a critical task helps jurisdictions successfully manage a threat, hazard, or response and recovery needs.

Emergency Support Function (ESF) – The functional approach that groups the types of assistance a state or jurisdiction is most likely to need, (e.g. mass care, health and medical services) as well as the kind of federal operations support necessary to sustain state response actions (e.g., transportation, communications). ESFs are expected to support one another in carrying out their respective missions.

Hazard Inventory and Vulnerability Assessments (HIVA) – Jurisdictions identify the hazards in their area and conduct a vulnerability assessment to determine appropriate mitigation action steps to take.

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.

Joint Field Office (JFO) – The JFO is a temporary Federal multiagency coordination center established locally to facilitate field-level domestic incident management activities related to prevention, preparedness, response and recovery when the President declares a Major Disaster. The JFO provides a central location for coordination of Federal, State, local, tribal, nongovernmental and private-sector organizations with primary responsibility for activities associated with response, incident support, and recovery.

Mission Area – Groups of core capabilities, including Prevention, Protection, Mitigation, Response, and Recovery. (National Preparedness Goal, September 2015)

Public Assistance – FEMA's Public Assistance (PA) Program provides assistance to State, Tribal and local governments and certain types of Private Nonprofit organizations so that communities can quickly respond to and recover from major disasters or emergencies declared by the President. The PA Program is typically a 75% federal / 25% non-federal reimbursement program – the non-federal share cannot be matched with other federal funding.

Recovery – The capabilities necessary to assist communities affected by an incident to recover effectively. (National Preparedness Goal, September 2015)

State Emergency Operations Center (SEOC) – The SEOC, unless otherwise stipulated by proclamation or executive order, acts as the Governor's executive agent in managing and coordinating the state's response to an emergency or disaster. The SEOC's primary mission is to provide supplemental assistance and coordination for state agencies, tribal governments and local jurisdictions to facilitate their efficient response to emergency or disaster incidents. In addition, the SEOC coordinates the transition to recovery and restoration activities.

Threat, Hazard, Identification and Risk Assessment (THIRA) – The THIRA is a three-step risk assessment completed every three years. The THIRA helps communities understand their risks and determine the level of capability they need in order to address those risks. The outputs from this process lay the foundation for determining a community's capability gaps

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. (National Preparedness Goal, September 2015)

ESF 21 Appendix 1– Requesting Presidential Emergency or Major Disaster Declaration

ESF Coordinating Agency: Washington Military Department, Emergency Management Division (EMD)

Primary Agencies:

- Department of Commerce
- Department of Agriculture
- Department of Health
- Department of Social and Health Services
- Department of Archeology and Historical Preservation
- Department of Ecology

Support Agencies:

- Office of the Attorney General
- Conservation Commission
- Employment Security Department
- Department of Enterprise Services
- Office of Financial Management
- Department of Fish & Wildlife
- Office of the Governor
- Governor's Office of Indian Affairs
- Office of the Insurance Commissioner
- Department of Labor and Industries
- Department of Licensing
- Office of the Lieutenant Governor
- Military Department
- Washington National Guard
- Department of Natural Resources
- Parks and Recreation Commission
- Office of the Superintendent of Public Instruction
- Department of Revenue
- Office of the Secretary of State
- Washington State Patrol
- Department of Transportation
- Office of the State Treasurer
- Utilities and Transportation Commission
- Federal Emergency Management Agency
- U.S. Department of Agriculture
- U.S. Department of Commerce
- U.S. Department of Energy
- U.S. Department of Housing and Urban Development
- Small Business Administration

Support Organizations:

- Washington State Legislature
- Local Jurisdictions
- Tribal Governments
- American Red Cross
- Salvation Army
- Washington Voluntary Organizations Active in Disasters (WAVOAD)

Emergency or disaster proclamations and declarations are the way that a government notifies the next level of government that there is a state of emergency that exceeds local ability to cope and that exceeds local resource capacity.

During disaster response and coordinating with the planning section chief, one of the most important roles of the EMD Recovery Coordinator under ESF 21 is the collection of information from all sources including planning documents, field reports, news media, and social media. These photos, statistics, analyses, and stories contribute to not only creating a common operating picture for agency partners, but also can help build the narrative for a Presidential Emergency or Major Disaster Declaration (PDD) request and ensure that any damage assessments that are performed have real stories to support them – and are not just reduced to numbers.

In addition to familiarity with the Stafford Act and the requirements of a PDD request, the EMD Recovery Coordinator should also be familiar with the process of developing a successful PDD letter. Even if a PDD is not expected to be requested, tracking this information can be important in case of cascading events or to support reimbursement requests from some agencies.

Local Emergency Proclamations or Declarations of Emergency

Local and tribal emergency or disaster proclamations or declarations are usually prepared by the local or tribal emergency manager and implemented by the executive head of the political subdivision or tribal government. The exact process will depend upon specific local and tribal requirements.

State Emergency Proclamation

The Governor may proclaim a state of emergency when a public disorder, disaster, energy emergency or riot exists in the state that affects life, health, property, or public peace pursuant to RCW 43.06.010. This state of emergency is proclaimed for and is only effective within the affected area, which may be all or part of the state. The governor's proclamation is developed by the planning section in the SEOC with guidance from superiors and legal counsel, signed by the governor and filed with the secretary of state pursuant to RCW 43.06.210.

Damage Assessments

A Damage Assessment is required as part of the governor's request for a Presidential Major Disaster Declaration. These assessments have two major steps:

1. Initial Damage Assessment (IDA): Local jurisdictions and tribal governments are responsible for conducting the Initial Damage Assessment (IDA) and then providing their assessment data to their county emergency management office. The emergency management agency then analyzes the data and forwards it to the SEOC.

2. Preliminary Damage Assessment (PDA): A joint state, FEMA, Small Business Administration (SBA), and county/tribal team will conduct a Preliminary Damage Assessment (PDA) when the impacts identified in the IDA are severe enough to warrant further action. The PDA not only validates the damage but also assesses the need for various forms of federal assistance, i.e., crisis counseling, disaster unemployment, legal services, etc.

The Governor will request an Emergency Declaration or a Major Disaster Declaration from the President when the potential, eligible damages identified during the PDA are sufficient to meet federal requirements.

Federal Definition of a Major Disaster

A major disaster, according to the Stafford Act, is "any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm or drought) or, regardless of cause, any fire, flood or explosion in any part of the United States which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance in accordance with this chapter [the Stafford Act] to supplement the efforts and available resources of states, local governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

Major Disaster requests must establish:

- The situation is of such severity and magnitude that effective response is beyond the capability of the state and the affected local governments, and

- Federal assistance under the Stafford Act is necessary to supplement the efforts and available resources of the state, local governments and disaster relief organizations and any compensation by insurance for disaster-related losses.

Request for a Presidential Disaster Declaration

The governor submits a request for a PDD within 30-days after the end of the incident (as stipulated under federal statute). The governor may request an extension through FEMA Region X within the 30-day period, if needed. The request is prepared by the EMD Recovery Coordinator (or designee), utilizing the standard FEMA request forms, and transmitted to the Governor's Office. The governor requests a PDD only when the disaster is of such severity and magnitude that effective response is beyond the capabilities of the state and the affected local governments. The requested federal assistance is intended to supplement state and local efforts and capabilities.

The request for a PDD identifies which federal disaster assistance programs the state wishes to receive. Not all programs will be needed for all disasters, and the request will include a justification for each program requested.

A Major Disaster Declaration will authorize the Individuals and Households Program (IHP) and/or the Public Assistance Program (PA). The state must qualify for one or both of these programs to obtain a Presidential Major Disaster Declaration. Other assistance programs can also be requested depending upon the situation. For example, the Hazard Mitigation Grant Program (HMGP) is automatically authorized when IHP and/or PA are authorized. The Small Business Administration (SBA) Disaster Loan Program is also automatically activated to provide low interest loans to impacted individuals and businesses when IHP is authorized.

The governor can also request an SBA declaration and/or one of three USDA disaster declarations. EMD is the lead for requesting an SBA declaration and the Washington State Department of Agriculture is the lead for USDA requests (see ESF 11 for details).

ESF 21 Appendix 2 – Joint Field Office

ESF Coordinating Agency: Washington Military Department,
Emergency Management Division (EMD)

Primary Agencies:

- Department of Commerce
- Department of Agriculture
- Department of Health
- Department of Social and Health Services
- Department of Archeology and Historical Preservation
- Department of Ecology

Support Agencies:

- Office of the Attorney General
- Conservation Commission
- Employment Security Department
- Department of Enterprise Services
- Office of Financial Management
- Department of Fish & Wildlife
- Office of the Governor
- Governor's Office of Indian Affairs
- Office of the Insurance Commissioner
- Department of Labor and Industries
- Department of Licensing
- Office of the Lieutenant Governor
- Military Department
- Washington National Guard
- Department of Natural Resources
- Parks and Recreation Commission
- Office of the Superintendent of Public Instruction
- Department of Revenue
- Office of the Secretary of State
- Washington State Patrol
- Department of Transportation
- Office of the State Treasurer
- Utilities and Transportation Commission
- Federal Emergency Management Agency
- U.S. Department of Agriculture
- U.S. Department of Commerce
- U.S. Department of Energy
- U.S. Department of Housing and Urban Development
- Small Business Administration

Support Organizations:

- Washington State Legislature
- Local Jurisdictions
- Tribal Governments
- American Red Cross
- Salvation Army
- Washington Voluntary Organizations Active in Disasters (WAVOAD)

Appendix 2 – Joint Field Office

The JFO provides a temporary field facility to co-locate State EMD and 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. Other state agencies as well as local, tribal, private-sector, and nongovernmental organizations may assign liaisons to the JFO to facilitate interaction, communication, and coordination depending on the incident.

Policies

- Chapter 38.08 RCW, Powers and Duties of Governor
- Chapter 38.52 RCW, Emergency Management
- Title 118 Washington Administrative Code (WAC), Military Department, Emergency Management

Concept of Operations

The JFO is the central coordination point among state, local, tribal, and federal governments, as well as private-sector and nongovernmental organizations that are providing recovery assistance. Although the JFO uses an ICS structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support to the disaster recovery that may extend beyond the incident site.

The State Coordinating Officer (SCO) will work with the Federal Coordinating Officer (FCO) to establish a FEMA/State Joint Field Office (JFO) following issuance of a PDD to facilitate federal and state coordination and collaboration to provide assistance to affected local jurisdictions. If needed due to the breadth and extent of damages across the state, area field offices may also be established. The JFO will be operational within three days after issuance of a PDD, as required by FEMA standards.

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.

Organization

The actual functions of the JFO vary with the size and scope of the disaster. Staff assigned to Recovery, Mitigation, Logistics, Operations, Planning, Public Information, JFO Management, and IT support will be relocated from their normal work spaces to the JFO on a part-time or full-time basis depending on the operational requirements.

The following represents possible roles and responsibilities of the various JFO sections:

Disaster Manager

- Determine priorities of State EOC efforts to support disaster response and recovery operations.
- Transfer applicable authorities to State Coordinating Officer (SCO) upon establishment of JFO.
- Identify critical state functions to be transferred to the JFO.
- Determine staffing requirements to maintain State EOC operations and support JFO activities.

Operations

- Coordinate state program activities and resource support for IA, PA, and Hazard Mitigation.
- Coordinate unmet needs of local jurisdictions, as required.

Planning

- Develop state objectives for the JFO action plans and situation reports to support recovery activities.
- Plan state efforts to accomplish PA, IA, and Hazard Mitigation program objectives.

Logistics

- Support JFO facility and infrastructure needs.
- Identify locations and establish disaster recovery centers as required.
- Coordinate other activities as required.

- Coordinate state-owned resources to support JFO; e.g., government agency fleet vehicles or additional parking areas.
- Provide local jurisdiction points of contact and vendor knowledge.
- Support JFO telecom and work with EMD IT section to integrate unique EMD requirements.
- WebEOC access.
- IT access to EMD servers.
- Cell phones.
- Computers and tablets.

Finance and Admin

- Track costs associated with EMD personnel staffing at the JFO.
- Develop and disseminate a telephone roster of staff working at the JFO.

Public Information Office

- Provide public information regarding statewide response and recovery activities.
- Respond to and coordinate media requests.
- Assist Governor's Office with public information requirements.
- Public information officers will support JFO activities for its duration.

Communications and Information Systems

- Support JFO telecom to integrate unique EMD requirements.
- WebEOC access.
- IT access to EMD servers.
- Cell phones.
- Computers and tablets.

State Agencies

- Recovery issues will arise that involve various state agencies. State agencies will provide the appropriate agency contact for on-going recovery issues to the SCO or Deputy SCO.
- Establish protocols to support JFO activities, as required.
- Continue delivery of state services to affected individuals and jurisdictions.

Action

The JFO will coordinate support to state agencies, counties, cities, towns, and tribes through state mutual aid or federal government resources, as necessary.

The JFO will work through local long-term recovery organizations to facilitate direct assistance to those individuals and households whose needs exceed that which federal assistance can provide.

The State will accomplish the following actions quickly and efficiently in order to match FEMA's operational tempo when a JFO stands-up:

- Develop an SEOC transition plan to shift long-term recovery coordination from the SEOC to the JFO.
- Establish a JFO organizational structure and provide staff based on the extent of the damages, the number of programs authorized, and any special issues or concerns unique to the disaster. This requires:
    - Analysis of which operational positions will be filled with existing recovery staff, which positions will be filled from the existing disaster reservist pools, and which positions will be filled by state agency staff on either a temporary or rotational basis.
    - Coordination with the Washington Military Department's Human Resources Office to begin the hiring process, if necessary.
    - Requesting permission from the EMD Director's Office to activate Disaster Reservists.
    - Notification of existing state agency staff that their official work stations will be changed to the JFO.

- The Office of Financial Management and Washington Military Department, Finance Office will determine if:
    - Spending authorities are adequate to accommodate the large draw of state funding required for JFO operations.
    - The Disaster Response Account is sufficiently funded to accommodate the surge in Other Needs Assistance (ONA) payments to citizens and Public Assistance (PA) Project worksheets payments.
    - The Legislature agrees to cover half of the non-federal match share for Public Assistance (PA) and Hazard Mitigation Grant Program (HMGP) applicants.

The JFO will coordinate support to state agencies, counties, cities, towns, and tribes through state mutual aid or federal government resources, as necessary.

The JFO will work through local long-term recovery organizations, Washington Voluntary Organizations Active in Disaster (WAVOAD), and others to facilitate direct assistance to those individuals and households whose needs exceed that which federal assistance can provide.

Responsibilities

Washington State Military Department, Emergency Management Division

- Work with FEMA counterparts to locate and establish a JFO when a PDD is issued.
- Staff the JFO.
- The Washington Military Department, Finance Office will work with the Office of Financial Management to help determine that spending authorities are adequate to accommodate the large draw of state funding required for JFO operations.
- For additional responsibilities see "Washington State CEMP Emergency Support Function (EFS) 21 – Recovery Annex."

Federal Emergency Management Agency (FEMA)

- Administer the federal component the Joint Field Office (JFO).
- Work with the state to administer authorized disaster recovery programs.

- Assist the state, local jurisdictions, and tribal governments with claims for disaster assistance and mitigation through the JFO.
- Coordinate support efforts needed by other federal agencies.