

Emergency Support Function #14 (Cross-Sector Business and Infrastructure) Annex

Thurston County Comprehensive Emergency Management Plan (CEMP)



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Prepared By:

Primary Agency

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Supporting Agencies & Organizations:

Thurston County Board of County Commissioners
Thurston County Chamber of Commerce
Thurston County Financial Services

Record of Changes

Change #	Date of Change	Point of Contact	Section(s) added, removed, or edited
25-001	April 2025	Emily Schoendorf, Thurston County Emergency Management	Complete annex revision. ESF #14 changed from “Recovery” to “Cross-Sector Business & Infrastructure”

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1. Introduction

1.1 Purpose

This document is a supporting annex of the Thurston County Comprehensive Emergency Management Plan (*base plan*) and serves to establish policies and procedures for the effective countywide coordination of necessary Emergency Support Function #14: Cross-Sector Business and Infrastructure (ESF-14) capabilities in the event of a human, technological or natural caused disaster. Primary and supporting agencies, their general responsibilities, and critical disaster response activities related to ESF-14 are identified herein and serve as a reference for executive officials, Emergency Coordination Center (ECC) staff and incident commanders to coordinate delivery of ESF-14 resources and capabilities during incident response.

1.2 Scope

ESF-14 supports cross-sector operations and short-term recovery, including stabilization of key supply chains and community lifelines among infrastructure owners and operators, businesses, and government partners. ESF-14 is complementary to Thurston County's Disaster Recovery Plan, and is a mechanism for entities that are not aligned to another ESF or that do not have other means of coordination. Critical infrastructure sectors aligned to another ESF will continue to use that ESF as their primary interface. ESF-14 is the primary interface for unaligned sectors and will support coordination among all sectors.

Business and infrastructure owners and operators have primary responsibility for managing their systems in disasters and the expertise to do so. ESF-14 supports growing efforts to enable collaboration among sectors and helps coordinate and sequence such operations to mitigate cascading failures and risks.

Community lifelines rely on businesses, interdependent infrastructure sectors, and complex supply chains. Disruptions in one sector can rapidly cascade across others.

ESF-14 activities include but are not limited to:

- Serve as the interface with businesses, industries, and infrastructure sectors not aligned to other ESFs.
- Serve as the point of coordination from response and short-term recovery to long-term disaster recovery.
- Collaborate with government coordinating structures, including other ESFs and Recovery Support Functions (RSFs), to share information about the status of infrastructure and commerce, response activities, and persistent vulnerabilities with state, local, and regional partners to foster shared situational awareness.

As part of incident response operations at the Emergency Coordination Center, ESF-14 coordinates information and resources to directly support effective delivery of the following core capability: **Infrastructure Systems**. Through intersecting activities with other support functions, ESF-14 provides general support to the following additional core capability: **Logistics**

and Supply Chain Management. Core capabilities are derived from the *National Preparedness Goal* and further described in the base plan. Displayed below is a summary of the primary and supported core capabilities identified for ESF-14.

Primary Response Core Capability/Capabilities	
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.
Supporting Core Capabilities	
Logistics and Supply Chain Management	Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.

1.3 Laws & Policies

Presidential Policy Directives

PPD-21: Critical Infrastructure Security and Resilience

Sets national policy on critical infrastructure security and resilience. The goal of the directive is to foster greater cooperation between public and private entities, reduce vulnerabilities, identify and disrupt threats, minimize consequences, and hasten response and recovery efforts related to critical infrastructure.

PPD-7: Homeland Security

Establishes a national policy for Federal departments and agencies to identify and prioritize critical infrastructure and to protect them from terrorist attacks.

Revised Code of Washington

RCW 39.26.130: Emergency Purchases

Outlines emergency purchasing policies and procedures for state agencies.

RCW 43.19.450: Engineering and Architecture

Defines “state facilities” and identifies how to appoint a supervisor of architectural, engineering, or related services for major repair to existing state facilities.

RCW 43.155.065: Emergency Public Works Projects

Establishes low-interest or interest-free loans for emergency public works projects.

1.4 Situation

1.4.1 General Overview

As in most jurisdictions, Thurston County is home to entities in the public sector (government), the private sector (businesses), and the “voluntary sector,” including nonprofit and community-

based organizations. The number and variety of entities within Thurston County provide many opportunities for residents and visitors. However, coordinating between entities, especially across different sectors, can be challenging.

In day-to-day operations, there is some cross-sector coordination regarding disasters within Thurston County. For example, the Disaster Assistance Council meets every two months to establish policies and procedures and organize disaster assistance. Additionally, during the COVID-19 pandemic, the Thurston Strong effort brought together government and businesses to support local economic recovery.

Infrastructure sectors that may not be aligned to other ESFs include but are not limited to:

- Community infrastructure, such as neighborhood structures and places of worship
- Economic and financial infrastructure
- Education infrastructure
- Warehousing and storage infrastructure

1.4.2 Hazard Impacts to ESF-14

Section 1.6.2 of the base plan contains a summary assessment of all significant hazards that threaten Thurston County. Of those hazards identified, the following have been assessed to have the most significant impact requiring coordination of ESF-14 capabilities:

Hazard	Impact Statement / Description
Cyber-attack	<ul style="list-style-type: none">• Disruptions to financial systems and the economy.
Earthquake	<ul style="list-style-type: none">• Cross-sector damages to buildings and infrastructure.• Potential for significant impacts to the supply chain.• Long-term physical & financial impacts to businesses.
Flood	<ul style="list-style-type: none">• Cross-sector damages to buildings and infrastructure.• Long-term physical & financial impacts to businesses.

1.4.3 Whole Community

Disruptions to cross-sector business and infrastructure often have the greatest impact on members of the community who already have limited access to resources due to factors including but not limited to socioeconomic status, limited English proficiency, geographic isolation, racial inequity, disabilities, access and functional needs, and age.

The development of ESF-14 considers that the speed and efficiency through which cross-sector needs are addressed in disaster response and recovery is crucial to minimize impacts across the whole community. Therefore, ESF-14 is designed to integrate with the Thurston County Disaster Recovery Plan, which includes the following Recovery Support Functions (RSFs), to be developed in 2025: Administration and Finance, Cultural Resources, Economic Recovery, Health

& Social Services, Housing, Infrastructure Systems, and Natural Resources. The development of these cross-sector RSFs will include the participation and review organizations who work with under-resourced communities on a day-to-day basis.

Section 1.7.2 of the base plan further describes considerations for a whole community approach.

1.5 Planning Assumptions

In addition to the planning assumptions listed in section 1.7.1 of the base plan, the ESF-14 plan annex is based on the following assumptions:

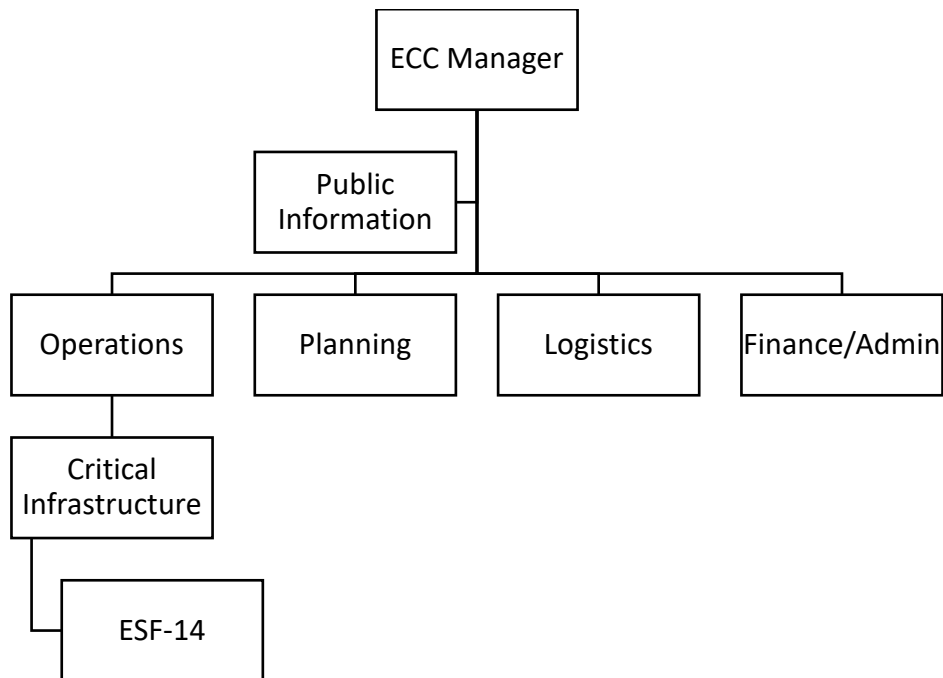
- Private-sector entities are responsible for repair, restoration, and security of their property, and often seek reimbursement for disaster losses from insurance or other sources.
- Federal disaster assistance may be available, primarily in the form of low-interest disaster loans from the U.S. Small Business Administration.
- Many agencies, organizations, and businesses have their own disaster response and recovery plans that will assist them and the community.
- Many organizations and businesses may not be able to supply basic necessities for an extended period of time following a major disaster, and many of them could close due to lost revenue.
- Transportation and distribution infrastructure is covered under ESF-1 Transportation.
- Public works infrastructure, including water, sewer, solid waste, stormwater, and wastewater treatment is covered under ESF-3 Public Works and Engineering.

2. Organization

2.1 ESF-14 Organizational Structure

During disaster operations requiring activation of the ECC, ESF-14 is organized within the Operations Section, reporting to the Critical Infrastructure Branch or directly to the Operations Section Chief if the Critical Infrastructure Branch is not established. If the Operations Section Chief is not staffed, ESF-14 reports directly to the ECC Manager.

Through the Operations Section, Critical Infrastructure Branch, and/or ECC Manager, ESF-14 coordinates cross-sector business and infrastructure response and short-term recovery with the ECC command and general staff and other activated ESFs. Outside of the ECC, ESF-14 supports local, state, and federal entities in countywide coordination of cross-sector business and infrastructure.



2.2 ESF-14 Agencies & Organizations

Local agencies that coordinate ESF-14 support are identified under one of two categories: primary or supporting. Definitions of each can be found under section 2.3.2 of the base plan.

Primary Agency/Agencies		
Thurston County Emergency Management		
Supporting Agencies		
Thurston County Chamber of Commerce	Thurston County Board of County Commissioners	Thurston County Financial Services

3. Concept of Operations

3.1 General

ESF-14 for Thurston County functions as a point of countywide coordination for cross-sector implications of disasters, including countywide short-term recovery. Short-term recovery actions include conducting infrastructure 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-14 of the immediate and future needs of the affected area and/or jurisdiction. Entities supporting ESF-14 share impact information to determine which programs or other forms of assistance are available to address the identified needs (i.e., grants, loans, technical assistance, planning assistance, outreach and communication, etc.)

Following the identification of needs and short-term actions to stabilize business and infrastructure, ESF-14 facilitates the transition to intermediate and long-term recovery through

the activation of Thurston County Disaster Recovery Plan’s Recovery Support Functions (to be published in 2025).

ESF-14 may request liaisons to the ECC from the public, private, and voluntary sectors. These liaisons may then transition into roles in the long-term recovery structure for Thurston County. The recovery structure consists of seven Recovery Support Functions: Administration and Finance, Economic Recovery, Health & Social Services, Housing, Infrastructure Systems, and Natural Resources. These RSFs fall under the coordination of a Local Disaster Recovery Manager, who receives policy guidance from the Disaster Policy Advisory Group (DPAG).

3.2 Activation of ESF-14

When the ECC is staffed for incidents, the ECC Manager and/or Operations Section Chief will determine if the situation merits the activation of an ESF-14 representative and/or a full team of supporting agencies.

The activation of ESF-14 may occur for events of any size and scope. However, the need for countywide cross-sector coordination is more likely following a catastrophic regional event, when agencies, business, or organizations are anticipated to experience long-term impacts (relating to closures, sales, infrastructure safety, etc.) beyond several days.

3.3 Critical ESF-14 Response Tasks

To achieve effective disaster response, ESF-14 coordinates information and resources among primary and supporting agencies to support critical response tasks. The critical tasks identified below align with ESF-14’s primary core capabilities and serve as a foundation to develop intermittent objectives during disaster response to re-establish or stabilize community lifelines.

Infrastructure Systems		
#	<i>Critical Task Description</i>	<i>Responsible Agencies</i>
1	Determine location(s) and extent of damages to business and infrastructure. Coordinate with local organizations on private sector damage assessments.	TCEM, BOCC, Chamber of Commerce
2	Track and analyze the operating status of local businesses.	BOCC, Chamber of Commerce
3	Track and analyze supply chain status.	TCEM
4	Track the business and economic recovery activities of local economic organizations, workforce development organizations, and other business support organizations.	All
5	Communicate risk and vulnerability to business and industry partners. Each agency, organization, or association will communicate with its constituent groups.	TCEM
6	Facilitate discussions on county prioritization and policy for measures to support short-term recovery.	TCEM, BOCC
7	Coordinate delivery of state or federal resources, when requested.	TCEM, Financial Services

8	Assist ECC planners with developing response priorities and plans for private sector lifelines.	TCEM, BOCC
9	Determine and communicate to ESF-7 (Logistics) needs to help facilitate effective use of private sector resources, and to relay requests from private partners.	TCEM
10	Coordinate with ESF-3 (Public Works) and private sector resources to work towards re-occupying buildings, including structural and operational re-entry standards.	TCEM, BOCC, Chamber of Commerce
11	Provide economic damage assessments for impacted areas.	All
12	Assist ESF-6 with identification of volunteers and donated resources available.	TCEM
13	Document incident-related private industry donations, loans, and personnel time.	TCEM, Financial Services
14	Assess and report status of business operations within Thurston County and communicate needs to State Emergency Operations Center.	TCEM, BOCC, Chamber of Commerce
15	Coordinate with ESF-8 to identify interdependencies related to healthcare infrastructure concerns, impacts, and stabilization requirements.	TCEM

3.5 Supporting Activities

3.5.1 Prevention, and Protection Activities

- Review and analyze lessons learned and After-Action Reports from previous occurrences or incidents, and plan or make appropriate corrections/additions to this ESF based on the information gained.
- Develop and analyze situational assessments of countywide business, infrastructure, and economic outlooks to foresee potential or imminent issues. Monitor changing trends.

3.5.2 Mitigation Activities

- Facilitate the identification and access to sources of infrastructure financing that augment existing resources to enhance mitigation efforts.
- When requested, provide assistance and referrals to entities interested in developing business loss or disaster mitigation plans.

3.5.3 Recovery

- Provide information to ECC as reports of private and cross-sector damages are received.
- Coordinate assessments of general business impact (physical damage, employment, lost revenues, lost customers, etc.) working with locally-based economic development, tourism, workforce development, and other business support agencies and organizations.

- Assist ECC planners with restoration and recovery priorities and plans for private sector critical lifelines.
- Coordinate private and public sector short-term recovery efforts, including economic recovery planning efforts.

3.5.4 Preparedness Activities

- Develop, conduct, and participate in training and education for ESF-14 personnel. Key areas for training may include but are not limited to:
 - The assessment of infrastructure following emergencies or disasters.
 - Training in the ECC for emergency operations.
 - Train on the use of WebEOC and other applications.
 - Update mutual aid agreements, letters of understanding, or contracts with departments, organizations, or private entities.
- Build and strengthen cross-sector relationships between public, private, and voluntary sectors.

4. Responsibilities

In addition to the critical tasks listed in Section 3.3, ESF-12 partners have the responsibilities listed in the below sections.

4.1 Thurston County Emergency Management (Primary Agency)

- Identify the need for coordination with cross-sector business and infrastructure representatives.
- Activate ESF-14 within the ECC as needed and identify an ESF-14 coordinator.
- Provide situation reports from the ECC to cross-sector partners.
- When requested, provide a liaison and/or contact to private, public, and voluntary sector coalitions.
- Facilitate transition from ESF-14 to Thurston County Disaster Recovery Plan.
- Incorporate cross-sector representatives from the Disaster Assistance Council into ESF-14 activities.
- Facilitates information sharing among key stakeholders, private sector partners, government agencies, and voluntary organizations.

4.2 Thurston County Board of County Commissioners

- Provide a liaison or contact to the ECC when requested (The Thurston County Economic Development Program is housed in the Board of County Commissioners Office).
- Provide data and conduct outreach to the economic community to determine needs.
- Facilitate collaboration between workforce/economic organizations and public agencies.

4.3 Thurston County Chamber of Commerce

- Provide a liaison or contact to the ECC when requested.

- Provide data and conduct outreach to the business community – including utilizing stakeholder networks – to determine disaster damage and resource needs.
- Identify options to help businesses resume operations and to incentivize growth following disasters.

4.4 Thurston County Financial Services

- Provide support for disaster grant management and loan management.
- Provide a liaison or contact to the ECC when requested.
- Provide policies for and facilitate short-term recovery activities involving external vendors.

5. Resource Requirements

5.1 Local Resource Inventory

The following have been identified as existing resources and resource considerations when activating ESF-14:

- Thurston County Strong
 - The Thurston County Strong initiative was active during economic recovery from the COVID-19 pandemic and can provide a strong foundation for future cross-sector business and infrastructure response and recovery efforts.
- Washington Business Emergency Operations Center (BEOC)
 - The BEOC is a tool that enables Washington’s private sector business communities to find available training opportunities, public sector links, and information regarding enhancing business resiliency.
 - When the State Emergency Operations Center is activated, a BEOC Dashboard will be activated.
- Workforce and economic development entities maintain their respective membership and resource lists.

5.2 Resource/Capability Gaps

Based on estimated hazard impacts and the current ESF-14 capabilities of local agencies, local planners have identified the following additional resources that may be needed during an incident to fully support ESF-14 critical response tasks.

Resource Typing Definition	Critical Task(s) Supported	Justification
Strengthening partnerships between TCEM and private sector entities.	All	While there is some existing coordination with economic and business entities, strengthening these relationships and adding new ones would help to provide an efficient response.

Inventorying and adding new mutual aid agreements.	All	Updating mutual aid agreements, especially with entities from the voluntary sector, will aid in a smooth cross-sector response.
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5.5 State & Federal Aid

- Washington Emergency Management Division (WA EMD) manages the Washington Business Emergency Operations Center (WABEOC), and provides access to a WABEOC dashboard as required during incidents.
- Washington Emergency Management Division and FEMA provide numerous [business preparedness resources](#) for the private sector to utilize to increase resilience to disasters.
- The United States Small Business Administration (SBA) makes its low-interest [loan programs](#) available to qualifying businesses and private non-profit organizations that have suffered disaster damages. This occurs following a Presidentially Declared Disaster (PDD), but may also be available absent a PDD.

6. Supporting Plans & Procedures

Thurston County's ESF-14 can integrate with the below plans:

Thurston County Disaster Recovery Plan

- The core plan, alongside its Recovery Support Functions (to include economic and infrastructure functions) to be completed in 2025, provide a mechanism to move through all phases of disaster recovery.

Washington State Recovery Support Function: Infrastructure Systems

- Facilitates the transition from infrastructure response to recovery, to support a sustainable community and improve resilience to future hazards.

Washington State Recovery Support Function: Economic Recovery

- Integrates expertise to help local governments and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after an incident.