

Emergency Support Function #5 – Emergency Management Annex

ESF Coordinator:

Department of Homeland Security/Federal
Emergency Management Agency

Primary Agency:

Department of Homeland Security/Federal
Emergency Management Agency

Support Agencies

Department of Agriculture
Department of Commerce
Department of Defense
Department of Education
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Department of Housing and Urban
Development
Department of the Interior
Department of Justice
Department of Labor
Department of State
Department of Transportation
Department of the Treasury
Department of Veterans Affairs
Environmental Protection Agency
Federal Communications Commission
General Services Administration
National Aeronautics and Space
Administration
Nuclear Regulatory Commission
Office of Personnel Management
Small Business Administration
Tennessee Valley Authority
U.S. Postal Service
American Red Cross

INTRODUCTION

Purpose

ESF #5 – Emergency Management is responsible for supporting overall activities of the Federal Government for domestic incident management. ESF #5 provides the core management and administrative functions in support of National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations.

Scope

ESF #5 serves as the coordination ESF for all Federal departments and agencies across the spectrum of domestic incident management from hazard mitigation and preparedness to response and recovery. ESF #5 will identify resources for alert, activation, and subsequent deployment for quick and effective response.

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During the postincident response phase, ESF #5 is responsible for the support and planning functions. ESF #5 activities include those functions that are critical to support and facilitate multiagency planning and coordination for operations involving incidents requiring Federal coordination. This includes alert and notification; staffing and deployment of Department of Homeland Security (DHS) and DHS/Federal Emergency Management Agency (FEMA) response teams, as well as response teams from other Federal departments and agencies; incident action planning; coordination of operations; logistics management; direction and control; information collection, analysis, and management; facilitation of requests for Federal assistance; resource acquisition and management; Federal worker safety and health; facilities management; financial management; and other support as required.

Policies

NOTE: These policies depict how the Federal Government will implement provisions of the *National Response Framework*. Other levels of government should develop similar provisions for their emergency plans.

ESF #5 is responsible for coordinating emergency response plans at its level of government. ESF #5 facilitates information flow in the preincident phase and coordinates intergovernmental planning, training, and exercising in order to prepare assets for deployment. For example, at the Federal level, DHS/FEMA has the lead; at the State level, the State's emergency management organization has that responsibility; tribal and local governments will also have an appropriate emergency management capability.

ESF #5 is responsible for establishing the Federal support infrastructure in the affected State and/or region in anticipation of requirements for hazard mitigation, response, and recovery Federal assistance.

Resource allocation and taskings are coordinated through the appropriate multiagency coordination center using the DHS/FEMA mission assignment process and other procedures outlined in the Financial Management Support Annex. For catastrophic incidents, DHS/FEMA monitors department/agency implementation of the Execution Checklist for the deployment of Federal staff and emergency response teams as outlined in the Catastrophic Incident Annex and Supplement.

DHS and DHS/FEMA staff, working with partner agencies, identify and resolve resource allocation issues identified at the multiagency coordination centers. In the event that the total requirement for a specific resource is greater than the amount available, the decision regarding allocation to each requesting entity will be referred to the Domestic Readiness Group for adjudication.

ESF #5 staff provide an informational link between the NRCC, other Federal department and agency operations centers, and other National Operations Center (NOC) components. ESF #5 serves as the centralized conduit for Federal situation reports to the NOC from the various ESFs.

Departments and agencies participate in the incident action planning process coordinated by the Planning Section at each multiagency coordination center.

DHS, DHS/FEMA, and other agencies as required provide representatives to staff key positions on national/regional teams in support of the regions and the Unified Coordination Group.

Planning Section staff provide, manage, and organize geospatial data.

ESF #5 ensures the establishment of required field facilities and arranges for supplies and equipment to support Federal activities related to the management of an incident. These facilities include but are not limited to the JFO, the Joint Information Center, Interim Operating Facilities (IOFs), mobilization centers, Federal operational staging areas, and Disaster Recovery Centers. In the event of multiple incidents, multiple field facilities may be established at the discretion of the Secretary of Homeland Security or designee.

Emergency management organizations and programs are expected to maintain an on-call workforce of trained and skilled active and reserve employees to provide capability to perform essential emergency management functions on short notice and for varied duration.

The DHS/FEMA Operations Center is responsible for notifying the Federal departments and agencies, as well as State, tribal, and local emergency management organizations, of potential threats to enable the elevation of operational response postures or the pre-positioning of assets.

ACTIVITIES TO SUPPORT PREPAREDNESS

Planning

National Level: DHS develops and provides strategic planning guidance and direction to the Federal interagency community.

DHS/FEMA works with its national-level partner ESFs and support agencies to develop risk-specific, coordinated interagency operational plans. Within this construct, each partner agency prepares its own plans for how it will execute its portion of the coordinated response mission. DHS/FEMA reviews their national-level partners' plans to ensure interoperability.

DHS/FEMA provides direction and guidance to its regional offices to assist them in focusing their planning effort to develop regional operations plans.

Regional Level: DHS/FEMA regional offices work with their regional interagency partners to develop coordinated interagency operational plans focused on specific threats/risks within the region. Within this construct, each partner agency prepares its own plans for how it will execute its portion of the coordinated response mission. DHS/FEMA regions review their partner plans to ensure interoperability.

DHS/FEMA regional offices coordinate closely with State emergency management officials to develop detailed, risk-based, unified Federal-State response plans. The goal is to identify prior to an event the specific resources and tasks for which each entity is responsible to ensure a smooth response effort.

DHS/FEMA regions coordinate Regional Interagency Steering Committee (RISC) meetings with their Federal and State partners.

Training

National Level: DHS/FEMA ensures that there are training standards for each individual and team that has a role in emergency response.

Regional Level: DHS/FEMA regional offices work through the RISC with their regional interagency partners to coordinate training that supports interagency operational plans.

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DHS/FEMA regional offices coordinate closely with State emergency management officials to develop and manage training courses to ensure standardization and relevance to unified response plans.

Exercises

National Level: DHS develops and manages the National Exercise Schedule.

DHS/FEMA coordinates exercises for its emergency personnel and teams with its partner and supporting agencies.

Regional Level: DHS/FEMA regional offices work through the RISC with their regional interagency partners and States to develop coordinated interagency and intergovernmental exercises to ensure the interoperability of response plans and teams.

CONCEPT OF OPERATIONS

General

ESF #5 ensures that there are trained and experienced staff to fill appropriate positions in the NRCC, RRCC, IOF, and JFO, when activated or established.

The NRCC, staffed by ESF #5 and other ESFs when activated, monitors potential or developing incidents and supports the efforts of regional and field operations. In the event of a no-notice event, the Secretary of Homeland Security or his or her designee may direct execution of the Catastrophic Incident Supplement depending on the size of the incident.

ESF #5 supports the activation and deployment of emergency response teams.

The RRCC, staffed by ESF #5 and other ESFs as required, coordinates operations and situational reporting to the NRCC until the JFO is operational. Once the JFO is operational, the RRCC assumes a monitoring role.

ESF #5 operations transition from the RRCC to the JFO when the JFO is established. When the JFO begins to stand-down operations, ESF #5 operations transition back to the RRCC, as required.

Organizational Structure

ESF #5 is organized in accordance with the *National Incident Management System (NIMS)*. ESF #5 supports the general staff functions contained in the *NIMS* at each of the Federal multiagency coordination centers (e.g., NRCC, RRCC, IOF, JFO). See the applicable element standard operating procedure for detailed descriptions of staff positions of each multiagency coordination center.

POSTEVENT ACTIONS

DHS/FEMA Headquarters Level

When an incident occurs or has the potential to occur, DHS/FEMA activates ESF #5 personnel and teams and increases staffing and the operational tempo at the NRCC and RRCC(s), as necessary. Actions include alert, notification, and situation reporting in coordination with the NOC Watch.

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The Office of Disaster Operations maintains continuous communications with the affected regional office and RRCC, and convenes periodic video teleconferences with all appropriate parties to coordinate State and Federal operations.

The NRCC ESF #5 component provides situation reports and other information as requested to the NOC, in accordance with NOC standard operating procedures and protocols.

DHS/FEMA activates other ESFs required to handle the threat or incident, issues initial activation mission assignments, and establishes reporting and communications protocols with the activated agencies.

The NRCC Planning Section develops the initial national-level Incident Action Plan outlining Federal operations priorities and coordinates with other sections and associated staff to implement the plan.

Regional and Field Levels

When an incident occurs or has the potential to occur, appropriate DHS/FEMA regions activate and increase the operational tempo of the RRCC. This includes alert, notification, and situation reporting to other appropriate Federal, State, tribal, local, private-sector, or nongovernmental partners.

Regional Disaster Operations and Assistance staff members make initial contact with the affected State(s) and identify capabilities and shortfalls as a means of determining initial response requirements for Federal support. The RRCC coordinates the resourcing and delivery of required resources.

The Planning Section develops and issues the appropriate operational orders, issues initial activation mission assignments or reimbursable agreements, and establishes reporting and communications protocols with the activated agencies.

DHS/FEMA regions activate and deploy the State Liaison Officer and regional emergency response teams, including representatives of other ESFs as necessary.

The Planning Section, working with other staff sections, develops the initial Incident Action Plan at the JFO based on objectives established by the Unified Coordination Group and coordinates with other staff sections to implement the plan.

DHS/FEMA staffs and operates the RRCC along with representatives of other ESFs.

ESF #5 initiates actions to staff multiagency coordination centers.

DHS/FEMA regions establish communications with the affected State(s) to coordinate initial requests for Federal assistance, including coordination of the initial response resources.

ESF #5 coordinates initial provisions of the Federal-State Agreement that must be signed by the Governor and the DHS/FEMA Regional Administrator.

Incident Planning and Management Activities

Prior to an event, ESF #5 coordinates interagency planning for departments and agencies relevant to that level of government. The ESF #5 elements at each level of government are responsible for coordinating planning efforts with their higher, lower, and adjacent partners.

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ESF #5 helps maintain situational awareness of the threat or incident. It coordinates and represents the Federal interest in the Federal-State operational partnership and ensures that State, tribal, local, and individual applicants receive timely, equitable, and comprehensive assistance as provided for in Federal statutes and directives.

As the operation progresses from the preincident phase through response and recovery, the Planning Section continues to provide incident action, current, and future planning functions in coordination with the other ESFs engaged in the operation and with those who are operating under agency statutory authorities.

As the State assumes greater responsibility for the recovery operation, ESF #5 coordinates the demobilization of Federal assistance. Each section of the JFO continues to execute its responsibility until the Federal presence is no longer required by the State and the operation is terminated.

RESPONSIBILITIES

Primary Agency

As the primary agency, DHS/FEMA:

- Conducts operational planning, coordinating with other Federal agencies at both the national and regional levels. The regional offices coordinate with their respective States to develop unified Federal-State response plans.
- Activates and convenes Federal emergency assets and capabilities to prevent and respond to incidents that may require a coordinated Federal response, and coordinates with State and tribal emergency management organizations.
- Coordinates Federal preparedness, response, recovery, and mitigation planning activities including incident action, current, and future operations planning.
- Coordinates the use of remote sensing and reconnaissance operations, activation and deployment of assessment personnel or teams, and geospatial and geographic information system support needed for incident management.
- Coordinates overall staffing of Federal emergency management activities at multiagency coordination centers, including which ESFs are activated, the size and composition of the organizational structure, the level of staffing at the above facilities, and the key personnel required.

Support Agencies

Support agencies' responsibilities and capabilities are outlined in the ESF Annexes.

Support agencies provide expert personnel to the multiagency coordination centers, as requested, to assist with the delivery of Federal resources and provide reports to the respective Planning Section. All agencies, as appropriate, identify staff liaisons or points of contact to provide technical and subject-matter expertise, data, advice, and staff support for operations that fall within the domain of each agency. Support capabilities of other organizations may be used as required and available.

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All Federal departments and agencies should maintain comprehensive and current plans and procedures identifying how they will execute the support functions for which they are responsible.

All DHS components/directorates will maintain emergency support plans and provide support, as required.

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