

Emergency Support Function #5 – Emergency Management Annex

ESF Coordinator:

Department of Homeland Security/Emergency
Preparedness and Response/Federal Emergency
Management Agency

Primary Agency:

Department of Homeland Security/Emergency
Preparedness and Response/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
American Red Cross
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

Introduction

Purpose

Emergency Support Function (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 the National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations.

Scope

ESF #5 serves as the support ESF for all Federal departments and agencies across the spectrum of domestic incident management from prevention to response and recovery. ESF #5 facilitates

information flow in the pre-incident prevention phase in order to place assets on alert or pre-position for quick response. During the post-incident response phase, ESF #5 transitions and is responsible for support and planning functions. ESF #5 activities include those functions that are critical to support and facilitate multiagency planning and coordination for operations involving potential and actual Incidents of National Significance. This includes alert and notification, deployment and staffing of Department of Homeland Security (DHS) emergency response teams, incident action planning, coordination of operations, logistics and material, direction and control, information management, facilitation of requests for Federal assistance, resource acquisition and management (to include allocation and tracking), worker safety and health, facilities management, financial management, and other support as required.

Policies

- ESF #5 is responsible for notifying the Federal departments and agencies, as well as State and local emergency management organizations, of potential threats to enable the elevation of operational response postures or the pre-positioning of assets.
- ESF #5 is responsible for establishing the Federal support infrastructure in the affected State or region in anticipation of requirements for prevention, response, and recovery Federal assistance.
- Governors' requests for Federal assistance to the President under the Stafford Act are coordinated through DHS/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA).
- Resource allocation and taskings are coordinated through ESF #5 using the DHS/EPR/FEMA mission assignment process and other procedures outlined in the National Response Plan (NRP) Financial Management Support Annex. For catastrophic incidents, ESF #5 implements the Execution Checklist for proactive deployment of Federal staff and emergency response teams as outlined in the NRP Catastrophic Incident Annex.
- ESF #5 staff identifies and resolves resource allocation issues identified at the JFO, the RRCC, and/or the NRCC. Those issues that cannot be resolved at the NRCC level are referred to the Interagency Incident Management Group (IIMG).
- ESF #5 staff provides the informational link between the NRCC and the Homeland Security Operations Center (HSOC) headquarters element. ESF #5 serves as the centralized conduit for Federal situation reports to the HSOC from the various ESFs.
- Departments and agencies participate in the Incident Action Planning process coordinated by ESF #5.
- ESF #5 provides representatives to staff key positions on HSOC headquarters element Emergency Response Teams (national and advance elements) in support of the JFO Coordination Group.
- ESF #5 staff establishes required field facilities, supplies, and equipment to support Federal activities related to the management of Incidents of National Significance. These facilities include, but are not limited to the JFO, the Joint Information Center (JIC), Initial Operating Facilities, Mobilization Centers, Federal Staging Areas, and Disaster Recovery Centers.
- ESF #5 staff supports the implementation of mutual aid agreements to ensure a seamless resource response to affected States and jurisdictions.
- ESF #5 maintains an on-call workforce of trained and skilled reserve employees to provide surge capability to perform essential emergency management functions on short notice and for varied duration.

Concept of Operations

General

- ESF #5 provides a trained and experienced staff to fill management positions in the Command, Operations, Planning, Logistics, and Finance and Administration Sections of the NRCC, RRCC, IOF and JFO, if activated or established.
- The NRCC, staffed by ESF #5 and other ESFs as required, monitors potential or developing incidents and supports the efforts of regional and field operations.
- ESF #5 provides a trained and experienced staff to fill management positions in the Command, Operations, Planning, Logistics, and Finance and Administration Sections of the NRCC, RRCC, IOF and JFO, if activated or established.
- ESF #5 supports the activation and deployment of the DHS Federal Incident Response Support Team (FIRST).
- The NRCC, staffed by ESF #5 and other ESFs as required, coordinates operations and situational reporting to the NRCC until the JFO is operational.

- 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.

Organizational Structure: ESF #5 is organized in accordance with the National Incident Management System (NIMS). The ESF #5 structure supports the general staff functions described in the NIMS at each of the Federal multiagency coordination centers (e.g., NRCC, RRCC, IOF, JFO). These functions include:

- **Command Support:** ESF #5 supports the command function by providing senior staff, incident action planning capabilities, information, administrative, logistics, and financial support functions. When required, ESF #5 activates the Department of Labor/Occupational Safety and Health Administration (OSHA) to provide appropriate staff to coordinate and implement the safety functions required by the command staff. (See the Worker Safety and Health Support Annex for details.)
- **Operations:** DHS/EPR/FEMA provides staff for the Operations Section Chief and Operations Branch Director positions to coordinate the Human Services, Infrastructure Support, Emergency Services, and Mitigation and Community Recovery Branches (various ESFs also provide key staff for these areas); processes requests for assistance; and initiates and manages the mission assignment and/or the reimbursement agreement.
- **Planning:** ESF #5 provides the Planning Section Chief and Planning Branch Director positions. ESF #5 provides for the collection, evaluation, dissemination, and use of information regarding the incident prevention and response actions and the status of resources. The Planning Section is responsible for the Federal Incident Action Planning process. This includes preparing and documenting incident priorities; establishing the operational period and tempo; and developing contingency, long-term, demobilization, and other plans related to the incident, as needed. The Planning Section also coordinates with the DHS Science and Technology Directorate and agencies with

special technical capabilities to request current technology for geospatial intelligence, modeling, and forecasting.

- **Logistics:** ESF #5 provides staff for the Logistics Section Chief for managing the control and accountability of Federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and information technology systems services and other administrative services. The Logistics Section coordinates closely with ESF #7 – Resource Support and implements the Logistics Management Support Annex. The Logistics Section Chief also coordinates with the DHS Office of Asset Management, as necessary, to identify and deploy DHS assets.
- **Finance/Administration:** ESF #5 provides staff for the Finance and Administration Section Chief for monitoring funding requirements and incident costs. The Finance/Administration Section is responsible for employee services, including security for personnel, facilities, and assets. The Finance/Administration Section implements the Financial Management Annex.

Actions

DHS Headquarters

- When there is a credible threat, DHS may take several actions, including but not limited to activating the IIMG, deploying a PFO and supporting staff to the threat area, and pre-positioning strategic assets. The HSOC monitors the situation and notifies the NRCC and other DHS component operations centers appropriately.
- The PFO cell, when deployed pre-incident, reports back to the HSOC and IIMG. These PFO situation reports are pushed from the HSOC to the NRCC, for situational awareness and for determination of the need to activate ESF #5 and other ESFs.

DHS/EPR/FEMA Headquarters Level

- When an incident occurs or has the potential to occur, DHS/EPR/FEMA activates ESF #5 by increasing staffing and the operational tempo at the NRCC and RRCC, as required. Actions include alert, notification, and situation reporting in coordination with the HSOC headquarters element. Once activated, ESF #5 is operational at the NRCC on a 24-hour basis.
- ESF #5 maintains constant communications with the affected State EOC and convenes periodic video teleconferences with all appropriate parties to coordinate the joint local, State, and Federal operations.
- ESF #5 provides situation reports and other information as required to the NRCC, a functional component of the HSOC, in accordance with HSOC standard operating procedures and protocols.
- The NRCC activates the ESFs required to handle the threat or incident at hand, issues initial activation mission assignments, and establishes reporting and communications protocols with the activated agencies and the FCO.
- DHS/EPR/FEMA establishes and deploys special teams under operational control of headquarters, including the National Emergency Response Team (ERT-N), Mobile Emergency Response Support (MERS), Nuclear Incident Response Team (NIRT), Mobile Air Transportable Telecommunications System (MATTS), National Disaster Medical System (NDMS), and FIRST in coordination with ESF #8.
- ESF #5 staff develops the initial Incident Action Plan outlining Federal operations priorities and coordinates with other ESFs to implement the plan.
- ESF #5 staff develops the schedule for staffing and operating the NRCC from activation to stand-down.

Regional and Field Level

- When an incident occurs or has the potential to occur, appropriate DHS/EPR/FEMA regions activate and increase the operational tempo of ESF #5. This includes alert, notification, and situation-reporting to regional and field components. This also includes staffing and operating the RRCC on a 24-hour basis.
- ESF #5 staff makes initial contact with the affected State(s) and reviews capabilities and shortfalls as a means of determining initial response requirements for Federal support.
- ESF #5 staff develops and issues the appropriate operational orders to the required ESFs, issues initial activation mission assignments or reimbursement agreements, and establishes reporting and communications protocols with the activated agencies.
- DHS/EPR/FEMA regions activate and deploy the Emergency Response Team – Advance Element (ERT-A) and Rapid Needs Assessment (RNA) team, including representatives of other ESFs as appropriate.
- ESF #5 staff develops the initial Incident Action Plan and coordinates with other ESFs to implement the plan.
- DHS/EPR/FEMA staffs and operates the RRCC along with representatives of other ESFs.
- ESF #5 initiates actions to identify, staff, and operate the JFO.
- DHS/EPR/FEMA regions establish communications with the affected State(s) to coordinate initial requests for Federal assistance, including coordination of the initial response resources (IRR).
- The RRCC coordinates initial provisions of the Federal-State Agreements that must be signed by the Governor and the DHS/EPR/FEMA Regional Director.

Incident Planning and Management Activities

- ESF #5 helps maintain situational awareness of the threat or incident, in coordination with the HSOC, from first Federal engagement until closeout. It coordinates and represents the Federal interest in the Federal-State operational partnership and ensures that State, local, tribal, and individual applicants receive timely, equitable, and comprehensive assistance as provided for in Federal statutes and directives.
- As the operation progresses from the pre-incident phase through response and into recovery, ESF #5 continues to provide immediate, short-term, and long-term 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 responsible and orderly termination of Federal assistance. Each section of the ERT in the JFO continues to execute responsibility until the operation is suspended and the Federal presence is no longer necessary.

Responsibilities

Primary Agency: As the primary agency, DHS/EPR/FEMA:

- Activates and convenes Federal emergency assets and capabilities to prevent and respond to an Incident of National Significance, and coordinates with State, regional, local, and tribal law enforcement agencies and emergency management organizations.
- Coordinates Federal planning activities including immediate, short-term, and long-range planning. The priorities of the Federal Government are developed, tracked, and implemented through ESF #5.
- Coordinates the use of remote sensing and reconnaissance operations, activation and deployment of assessment personnel or teams, and Geographic Information System (GIS) support needed for incident management.
- Is responsible for overall staffing of Federal emergency management activities at the NRCC, RRCC, and JFO levels. It determines which ESFs are activated, as well as, the size and composition of the organizational structure, and the level of staffing at the above facilities. ESF #5 determines the key personnel required to staff the Section Chiefs positions as well as the command staff.

Support Agencies

- Support agencies' responsibilities and capabilities are outlined in the NRP Base Plan and in the ESF and Support Annexes.
- Support agencies provide personnel to the ERT/JFO, RRCC, or NRCC, as requested, to assist ESF operations and provide reports to ESF #5. 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.
- All DHS components/directorates provide support as required.

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