
**IS-805: ESF #5 – Emergency
Management
Student Manual**

February 2009

Topic

Course Overview

**Display
Visual 1**



Key Points

Purpose: The purpose of this course is to familiarize you with the function and composition of ESF #5 – Emergency Management.

Approximate Time: 1 hour

Content Outline: This module includes the following major topics:

- ESF Overview
- ESF #5 Purpose and Scope
- ESF #5 Coordinator and Primary Agency
- ESF #5 Support Agencies
- ESF #5 Preparedness Activities
- ESF #5 Incident Management Activities
- Concept of Operations
- National Response Coordination Center
- Regional Response Coordination Center
- Joint Field Office
- Summary

Materials:

- Instructor Guide
- Student Manual (including the ESF #5 – Emergency Management Annex)

Display
Visual 2

Objectives

- Describe the overall purpose and scope of ESF #5.
- Identify the supplemental assistance ESF #5 provides to State, tribal, and local governments.
- Identify typical activities accomplished by ESF #5 resources.
- Describe the types of partnerships formed between ESF #5 and other response agencies and organizations.



Key Points

At the end of this course, you will be able to:

- Describe the overall purpose and scope of ESF #5.
- Identify the supplemental assistance ESF #5 provides to State, tribal, and local governments.
- Identify typical activities accomplished by ESF #5 resources.
- Describe the types of partnerships formed between ESF #5 and other response agencies and organizations.

**Display
Visual 3**

Introductions



Tell us:

- **Your name.**
- **Your role in emergency management.**
- **What you hope to gain from this course.**

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Visual 3

Key Points

Introduce yourself to the members of your table groups, providing:

- Your name.
- Your role in emergency management.
- What you hope to gain from this course.

Display
Visual 4

National Response Framework (NRF)

The diagram shows a hierarchy of documents: Core Document (pink), Emergency Support Function Annexes (yellow), Support Annexes (orange), Incident Annexes (purple), and Partner Guides (light blue). To the right, three bullet points describe the NRF's purpose and components.

- Establishes a comprehensive, national, all-hazards approach to domestic incident response.
- Presents an overview of key response principles, roles, and structures that guide the national response.
- Includes Core Document, Annexes, and Partner Guides.

FEMA logo and text: ESF #5 – Emergency Management, IS-805 – February 2009, Visual 4

Key Points

The National Response Framework (NRF):

- Is a guide to how the Nation conducts all-hazards response.
- Builds upon the National Incident Management System (NIMS) coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector.

The NRF is comprised of:

- The Core Document, which describes the doctrine that guides our national response, roles and responsibilities, response actions, response organizations, and planning requirements to achieve an effective national response to any incident that occurs.
- Emergency Support Function Annexes, which identify Federal resources and capabilities that are most frequently needed in a national response (e.g., transportation, firefighting, mass care).
- Support Annexes, which describe essential supporting aspects that are common to all incidents (e.g., financial management, volunteer and donations management, private-sector coordination).
- Incident Annexes, which address the unique aspects of how we respond to seven broad categories or types of incidents (e.g., biological, nuclear/radiological, cyber, mass evacuation).
- Partner Guides, which provide ready references describing key roles and actions for local, tribal, State, Federal, and private-sector response partners.

**Display
Visual 5**

Emergency Support Functions (ESFs)

ESFs are:

- **The primary operational-level mechanism to provide assistance.**
- **Organized around functional capabilities (e.g., emergency management, transportation, search and rescue, etc.).**



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Visual 5

Key Points

The Federal Government and many State governments organize many of their resources and capabilities—as well as those of certain private-sector and nongovernmental organizations—under Emergency Support Functions (ESFs).

The ESFs:

- Are coordinated by the Federal Emergency Management Agency (FEMA) through the National Response Coordination Center (NRCC), Regional Response Coordination Centers (RRCCs), and Joint Field Offices (JFOs).
- Are a critical mechanism to coordinate functional capabilities and resources provided by Federal departments and agencies, along with certain private-sector and nongovernmental organizations.

Note that some States also have organized an ESF structure along this approach.

**Display
Visual 6**

ESF General Duties

- **Commit agency assets.**
- **Approve and implement mission assignments.**
- **Maintain situational awareness and report on ESF operations.**
- **Represent agency on task forces and ad hoc groups.**
- **Serve as technical experts.**



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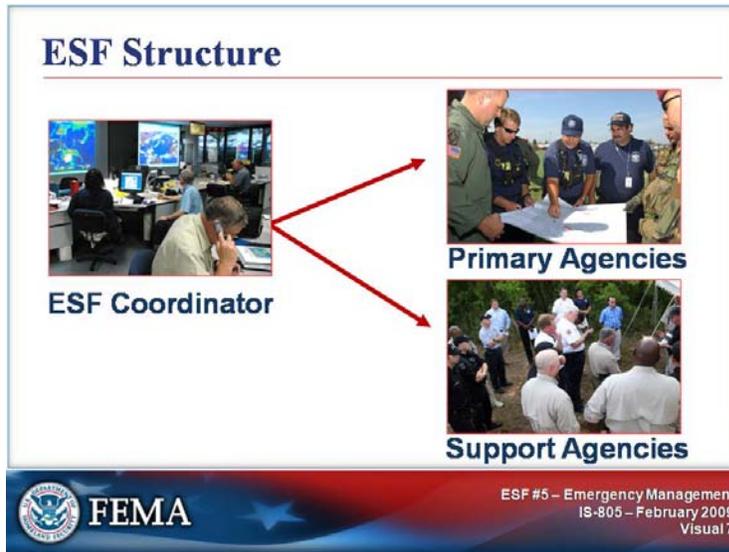
ESF #5 – Emergency Management
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Visual 6

Key Points

Review the general ESF duties listed on the visual.

Why is it important that ESFs have the authority to commit agency assets?

Display
Visual 7



Key Points

The ESF structure includes:

- ESF Coordinator. The entity assigned to manage oversight for a particular ESF.
- Primary Agencies. ESF primary agencies are Federal agencies with significant authorities, resources, or capabilities for a particular function within an ESF. A Federal agency designated as an ESF primary agency serves as a Federal executive agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.
- Support Agencies. Support agencies are those entities with specific capabilities or resources that support the primary agencies in executing the mission of the ESF.

ESFs provide support to other ESFs. For example: ESF #3 – Public Works and Engineering may support rural ESF #5 – Emergency Management forces to obtain heavy equipment and/or demolition services as needed to suppress incident-related fires.

**Display
Visual 8**

ESF Coordinator

- Pre-incident planning and coordination
- Ongoing contact with primary and support agencies
- Coordination with private-sector organizations
- Preparedness planning and exercises



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Visual 8

Key Points

The ESF coordinator has management oversight for that particular ESF.

Note that, as described on the visual, the ESF coordinator has a role throughout the incident management cycle.

Display
Visual 9

Primary and Support Agencies

- **Primary Agency:** Federal agency with significant authorities, resources, or capabilities for a particular function within an ESF.
- **Support Agency:** Assists the primary agency by providing resources and capabilities in a given functional area.



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Visual 9

Key Points

When an ESF is activated in response to an incident:

- The **primary agency** is responsible for:
 - Serving as a Federal executive agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.
 - Orchestrating Federal support within its functional area for an affected State.
 - Providing staff for the operations functions at fixed and field facilities.
 - Notifying and requesting assistance from support agencies.
 - Managing mission assignments and coordinating with support agencies and appropriate State agencies.
 - Working with appropriate private-sector organizations to maximize use of all available resources.
 - Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
 - Maintaining trained personnel to support interagency emergency response and support teams.
- **Support agencies** are responsible for:
 - Conducting operations, when requested by the Department of Homeland Security (DHS) or the designated ESF primary agency, using their own authorities, subject-matter experts, capabilities, or resources.
 - Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures (SOPs), checklists, or other job aids, in concert with existing first-responder standards.
 - Assisting in the conduct of situational assessments.
 - Furnishing available personnel or other resource support as requested by DHS or the ESF primary agency.
 - Providing input to periodic readiness assessments.
 - Participating in training and exercises aimed at continuous improvement of response and recovery capabilities.
 - Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

Display
Visual 10

Activation of ESFs

- Not every incident requires the activation of ESFs.
- ESFs may be selectively activated for:
 - Stafford Act Emergency and Major Disaster Declarations.
 - Non-Stafford Act incidents as specified in Homeland Security Presidential Directive 5 (HSPD-5).

ESF deployment must be coordinated, even if under the agency's own authority!

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Visual 10

Key Points

ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents under circumstances as defined in Homeland Security Presidential Directive 5 (HSPD-5). Not all incidents requiring Federal support result in the activation of ESFs.

FEMA can deploy assets and capabilities through ESFs into an area in anticipation of an approaching storm or event that is expected to cause a significant impact and result. This coordination through ESFs allows FEMA to position Federal support for a quick response, though actual assistance cannot normally be provided until the Governor requests and receives a Presidential major disaster or emergency declaration.

Display
Visual 11

Emergency Support Functions

- ESF #1 – Transportation
- ESF #2 – Communications
- ESF #3 – Public Works and Engineering
- ESF #4 – Firefighting
- ESF #5 – Emergency Management**
- ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #7 – Logistics Management and Resource Support
- ESF #8 – Public Health and Medical Services
- ESF #9 – Search and Rescue
- ESF #10 – Oil and Hazardous Materials Response
- ESF #11 – Agriculture and Natural Resources
- ESF #12 – Energy
- ESF #13 – Public Safety and Security
- ESF #14 – Long-Term Community Recovery
- ESF #15 – External Affairs

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Visual 11

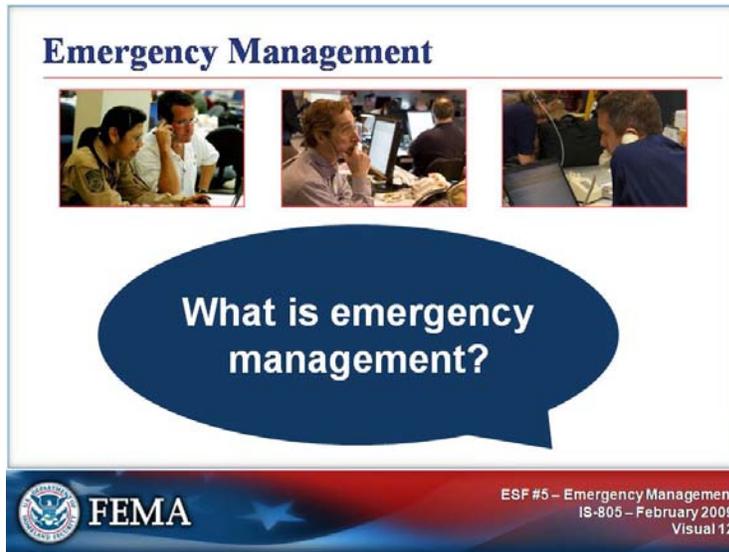
Key Points

The 15 ESFs are listed on the visual. The complete ESF Annexes are available at the NRF Resource Center at www.fema.gov/nrf.

This course focuses on ESF #5 – Emergency Management.

Describe your roles or associations with ESF #5.

Display
Visual 12



Key Points

What is emergency management?

Topic

ESF #5 Purpose and Scope

Display
Visual 13

ESF #5: Purpose

ESF #5 helps:

- Facilitate information flow.
- Identify resource needs.
- Establish national priorities.
- Coordinate deployment of Federal assets and mission assignments.
- Establish and equip field facilities.



 See page 1 of the annex

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Visual 13

Key Points

On the Federal level, ESF #5 – Emergency Management coordinates domestic incident management from hazard mitigation and preparedness to response and recovery.

During incident response, ESF #5 provides the core management and administrative functions such as:

- Facilitating the flow of information and planning among Federal response partners.
- Identifying critical resource needs and establishing national priorities.
- Coordinating the deployment of Federal assets and mission assignments.
- Supporting the establishment of required field facilities and arranging for needed supplies and equipment.

Refer to the purpose statement on page 1 of the ESF #5 – Emergency Management Annex

Display
Visual 14

ESF #5: Scope

ESF #5:

- Serves all Federal departments/agencies.
- Works across the spectrum of domestic incident management.
- Identifies resources for alert, activation, and deployment.



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Visual 14

Key Points

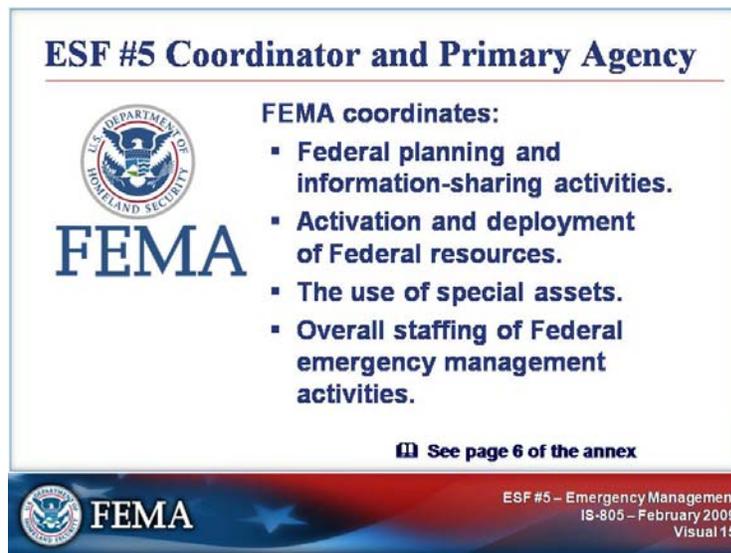
ESF #5 serves as the coordination ESF for all Federal departments and agencies across the spectrum of domestic incident management from hazard mitigation and preparedness to response and recovery. ESF #5 will identify resources for alert, activation, and subsequent deployment for quick and effective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

The scope information can be found on page 1 of the ESF #5 – Emergency Management Annex.

Topic

ESF #5 Coordinator and Primary Agency

Display
Visual 15



The slide features the FEMA logo on the left, which includes the U.S. Department of Homeland Security seal and the text 'FEMA'. To the right of the logo, the title 'ESF #5 Coordinator and Primary Agency' is displayed in a blue serif font. Below the title, the text 'FEMA coordinates:' is followed by a bulleted list of four items: 'Federal planning and information-sharing activities.', 'Activation and deployment of Federal resources.', 'The use of special assets.', and 'Overall staffing of Federal emergency management activities.'. At the bottom of the slide, there is a red and blue banner with the FEMA logo on the left and the text 'ESF #5 – Emergency Management IS-805 – February 2009 Visual 15' on the right. A small icon and the text 'See page 6 of the annex' are located at the bottom center of the slide.

Key Points

FEMA is the ESF #5 coordinator and primary agency. As ESF #5 primary agency, FEMA coordinates:

- Federal planning and information-sharing activities with State and tribal emergency management organizations.
- Activation and deployment of Federal resources and capabilities to prevent and respond to incidents.
- The use of special assets such as geospatial and geographic information system support.
- Overall staffing of Federal emergency management activities at response organizations.

More information can be found on page 6 of the ESF #5 – Emergency Management Annex.

Topic

ESF #5 Support Agencies

**Display
Visual 16**



The slide is titled "ESF #5 Support Agencies" in a blue serif font. On the left side, there is a photograph of several people in a control room or operations center. One person in the foreground is looking at a computer monitor. In the background, there are other people and a sign that says "Homeland Security". To the right of the photograph, the text "ESF #5 support agencies:" is followed by a bulleted list of three items. At the bottom of the slide, there is a red and blue banner with the FEMA logo on the left and the text "ESF #5 – Emergency Management IS-805 – February 2009 Visual 16" on the right.

ESF #5 Support Agencies

ESF #5 support agencies:

- **Are activated by FEMA, as needed.**
- **Consist of all the other ESFs.**
- **Provide expert personnel, as requested, to assist with the delivery of Federal resources.**

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Visual 16

Key Points

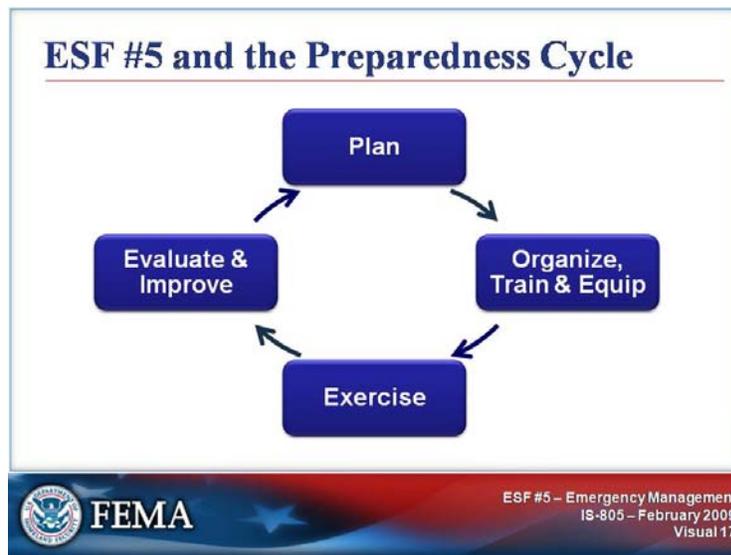
The ESF coordinator activates support agencies based on the particular needs of the incident. These agencies are part of a total emergency management “system”—each with unique responsibilities and resources—that allows ESF #5 to effectively coordinate the response to incidents.

The ESF #5 support agencies consist of all other ESFs. Their 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.

Topic ESF #5 Support Agencies

Display
Visual 17



Key Points

Effective response activities begin with a host of preparedness activities conducted well in advance of an incident. ESF #5 supports the following essential preparedness activities:

- Plan
- Organize, train, and equip
- Exercise
- Evaluate and improve

**Display
Visual 18**

Preparedness Planning Activities

Effective planning:

- **Clearly defines required capabilities.**
- **Shortens the time required to gain control of an incident.**
- **Facilitates the rapid exchange of information.**



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Visual 18

Key Points

Planning makes it possible to manage the entire lifecycle of an incident. Planning improves effectiveness by clearly defining required capabilities, shortening the time required to gain control of an incident, and facilitating the rapid exchange of information about a situation.

ESF #5 (FEMA) works with its national and regional partner ESFs and support agencies to develop risk-specific, coordinated interagency operational plans.

Each partner agency prepares its own plans for how it will execute its portion of the coordinated response mission. FEMA reviews its partners' plans to ensure interoperability.

**Display
Visual 19**

Training and Exercise Activities

ESF #5:

- Ensures that there are training standards for each role in emergency response.
- Coordinates exercises with its partner and supporting agencies.



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Visual 19

Key Points

Training builds essential response capabilities while exercises provide opportunities to test plans and improve proficiency in a risk-free environment. ESF #5:

- Ensures that there are training standards for each individual and team that has a role in emergency response.
- Coordinates exercises for its emergency personnel and teams with its partner and supporting agencies.

Topic

ESF #5 Preparedness Activities

**Display
Visual 20**

Regional Preparedness Activities

ESF #5 works with response partners to:

- **Develop response plans.**
- **Pre-identify responsibilities for a smooth response.**
- **Develop interagency and intergovernmental exercises.**



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Visual 20

Key Points

Within the 10 FEMA regions, ESF #5:

- Coordinates closely with State emergency management officials to develop detailed, risk-based, unified Federal-State response plans.
- Identifies prior to an event the specific resources and tasks for which each entity is responsible to ensure a smooth response effort.
- Coordinates Regional Interagency Steering Committee (RISC) meetings with Federal and State partners.
- Works through the RISC with regional interagency partners and States to develop coordinated interagency and intergovernmental exercises.

**Display
Visual 21**

Incident Management Activities

ESF #5's role includes:

- Maintaining situational awareness.
- Ensuring timely, equitable, and comprehensive Federal assistance.
- Providing planning expertise and technologies.
- Managing resources.
- Overseeing financial transactions.



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Visual 21

Key Points

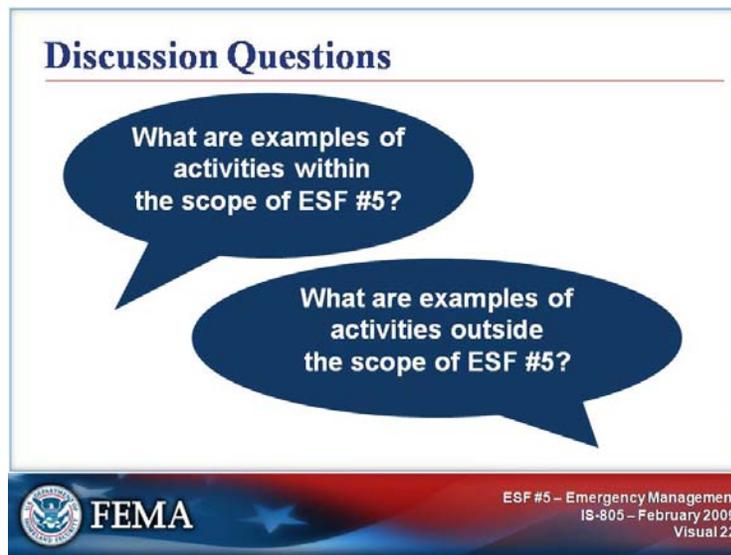
ESF #5's role in incident management includes:

- Establishing and maintaining situational awareness through information collection, analysis, and management.
- Ensuring that State, tribal, local, and individual applicants receive timely, equitable, and comprehensive assistance as provided for in Federal statutes and directives.
- Providing planning expertise and technologies in coordination with other ESFs.
- Managing resources throughout the incident life cycle from activation and deployment to demobilization.
- Overseeing financial transactions including issuing mission assignments to other Federal agencies.

Topic

ESF #5 Incident Management Activities

**Display
Visual 22**



Key Points

Activity Purpose: To demonstrate your knowledge of the scope of ESF #5's responsibilities.

Activity Instructions:

- Work in your table teams.
- Think about response activities that DO and DO NOT fall within the scope of ESF #5. List the examples on chart paper.
- You have approximately 5 minutes to complete your lists. Have a spokesperson from your team present your answers.

Topic

Concept of Operations

Display
Visual 23

Concept of Operations

ESF #5 operates at the:

- National Response Coordination Center (NRCC)
- Regional Response Coordination Center (RRCC)
- Joint Field Office (JFO)

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Visual 23

Key Points

- When an incident occurs or has the potential to occur, FEMA activates ESF #5 personnel and teams, and increases staffing and the operational tempo at the National Response Coordination Center, or NRCC, and Regional Response Coordination Centers (RRCCs), as necessary.
- Initial actions include alerts, notifications, and situation reporting in coordination with the National Operations Center Watch. Periodic video teleconferences and standardized reports help State, tribal, and Federal partners exchange information and coordinate response efforts.
- As the ESF #5 Coordinator, FEMA activates other ESFs at the national and regional levels to handle the threat or incident, issues mission assignments for activation and forward asset movement for Federal operational support, and establishes reporting and communications protocols with the activated agencies. ESF #5 planning experts develop the initial national-level Incident Action Plan outlining Federal operations priorities and coordination of resources.
- At the regional level, staff makes initial contact with the affected States and identifies capabilities and shortfalls as a means of determining initial response requirements for Federal support. A State Liaison Officer and regional emergency response teams, including representatives of other ESFs, are deployed as necessary. The RRCC coordinates Federal regional response efforts until there is a disaster declaration and the Joint Field Office is established.
- The Joint Field Office, or JFO, is the primary Federal incident management field structure. The JFO provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. ESF #5 provides personnel and planning expertise so that joint objectives can be established with State and tribal response partners.
- When the JFO begins to demobilize operations, ESF #5 operations transition back to the RRCC, as required. The partnerships fostered by ESF #5 improve our ability to prepare for, respond to, and recover from disasters.

Topic

National Response Coordination Center

Display
Visual 24

National Response Coordination Center

The NRCC:

- Monitors potential or developing incidents.
- Issues alerts, notifications, and situation reporting.
- Develops national-level plans.
- Supports Federal regional and field operations.



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Visual 24

Key Points

The NRCC:

- Monitors potential or developing incidents.
- Issues alerts, notifications, and situation reporting in coordination with the National Operations Center Watch.
- Develops national-level plans.
- Supports Federal regional and field operations.

As a component of the National Operations Center, the NRCC serves as the FEMA primary operations center responsible for national incident response and recovery as well as national resource coordination. As a 24/7 operations center, the NRCC monitors potential or developing incidents and supports the efforts of regional and field components.

When activated, the NRCC provides overall emergency management coordination, conducts operational planning, deploys national-level entities, and collects and disseminates incident information as it builds and maintains a common operating picture. Representatives of nonprofit organizations within the private sector participate in the NRCC to enhance information exchange and cooperation between these entities and the Federal Government.

Topic

Regional Response Coordination Center

**Display
Visual 25**

Regional Response Coordination Center

The RRCC:

- Makes initial contact with the affected States.
- Determines initial response requirements and objectives for Federal assistance.
- Coordinates operations and situational reporting until the JFO is established.
- After the JFO is operational, assumes a monitoring role.



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Visual 25

Key Points

The RRCC:

- Makes initial contact with the affected States.
- Determines initial response requirements and objectives for Federal assistance.
- Coordinates operations and situational reporting until the JFO is established.
- After the JFO is operational, assumes a monitoring role.

Located in each FEMA region, these multiagency coordination centers are staffed by Emergency Support Functions (ESFs) in anticipation of a serious incident in the region or immediately following an incident. Operating under the direction of the FEMA Regional Administrator, the RRCCs coordinate Federal regional response efforts and maintain connectivity with State emergency operations centers, State fusion centers, Federal Executive Boards, and other Federal and State operations and coordination centers that have potential to contribute to development of situational awareness.

Topic

Joint Field Office

**Display
Visual 26**

Joint Field Office

The JFO:

- Coordinates Federal assistance in support of State, tribal, and local response efforts.
- Establishes joint plans with State and tribal response partners.
- Reports information to the RRCC and NRCC.
- Transitions operations back to RRCC during demobilization.



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Visual 26

Key Points

The JFO:

- Coordinates Federal assistance in support of State, tribal, and local response efforts.
- Establishes joint plans with State and tribal response partners.
- Reports information to the RRCC and NRCC.
- Transitions operations back to RRCC during demobilization.

The JFO is the primary Federal incident management field structure. The JFO provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. Although the JFO uses an Incident Command System (ICS) structure, it does not manage on-scene operations. Rather, the JFO provides support to on-scene efforts.

Topic

Summary

Display
Visual 27

Knowledge Review and Summary



Instructions:

- **Answer the review questions on the next page in your Student Manual.**
- **Be prepared to share your answers with the class in 5 minutes.**
- **If you need clarification on any of the material presented in this course, be sure to ask your instructors.**



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Visual 27

Key Points

Instructions:

- Answer the review questions on pages 30 and 31 of your Student Manual.
- Be prepared to share your answers with the class in 5 minutes.
- If you need clarification on any of the material presented in this course, be sure to ask your instructors.

Additional information about the National Response Framework and Emergency Support Functions can be obtained at the NRF Resource Center at www.fema.gov/nrf.

Topic

Summary

Display
Visual 28

Taking the Exam

Instructions:

1. Take a few moments to review your Student Manuals and identify any questions.
2. Make sure that you get all of your questions answered prior to beginning the final test.
3. When taking the test . . .
 - Read each item carefully.
 - Circle your answer on the test.
 - Check your work and transfer your answers to the computer-scan (bubble) answer sheet or enter the answers online.

→ You may refer to your Student Manuals and the annex when completing this test.

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Visual 28

Key Points

Instructions:

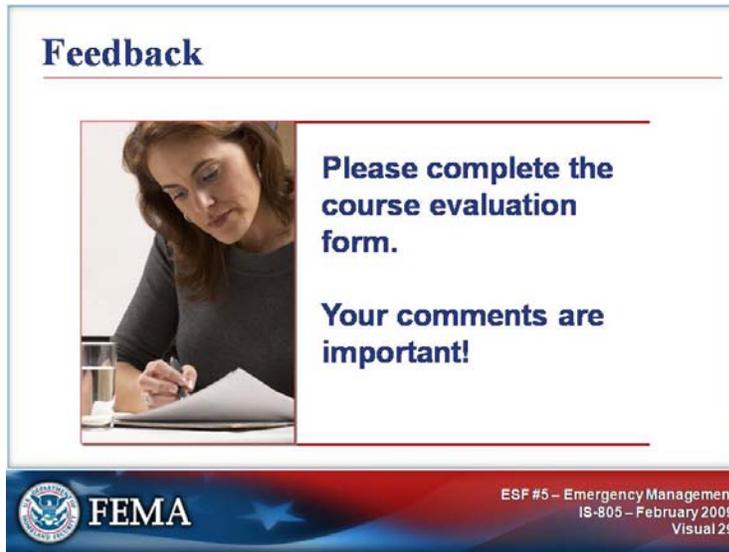
1. Take a few moments to review your Student Manuals and identify any questions.
2. Make sure that you get all of your questions answered prior to beginning the final test.
3. When taking the test . . .
 - Read each item carefully.
 - Circle your answer on the test.
 - Check your work and transfer your answers to the computer-scan (bubble) answer sheet or enter the answers online.

You may refer to your Student Manuals and the annex when completing this test.

Topic

Summary

Display
Visual 29



Feedback

Please complete the course evaluation form.

Your comments are important!

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Visual 29

Key Points

Please complete the course evaluation/feedback form.

Your Notes