

EMERGENCY SUPPORT FUNCTION ANNEXES: INTRODUCTION

I. Purpose

This section provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained in each of the ESF Annexes. The following section includes a series of annexes describing the roles and responsibilities of government departments and agencies as ESF coordinators, primary agencies, or support agencies.

2. Background

The ESFs provide the structure for coordinating government interagency support for response to an incident. They are mechanisms for grouping functions most frequently used to provide Federal support to States, local government and tribes, and other Federal support teams, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents (see Figure 1).

The national response architecture or “Framework” is capabilities based, is always in effect, and can be implemented at any level, by any level of government, at any time to effectively manage the response phase of the all-hazards, national homeland security strategy. The Framework seeks to systematically incorporate public sector agencies at all levels, private sector businesses and nongovernmental organizations (NGOs).

The National Incident Management System (NIMS) is a companion operations system that provides standard command and management structures that apply to response activities. This system provides a consistent, nationwide template to enable Federal, State, tribal, and local governments, the private sector, and NGOs to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of cause, size, location, or complexity. This consistency provides the foundation for utilization of the NIMS for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response, and provides for the flexibility to assign ESF and other stakeholder resources according to their capabilities, assignments, and requirements to augment and support field response activities. For example, if local government is overwhelmed and requests State assistance with a mass evacuation, the State may in turn request federal assistance. Personnel from ESF #1 – Transportation, ESF #6 – Mass Care and ESF #8 – Health and Medical would integrate into a single branch within the Joint Field Office or Unified Command Operations section to ensure effective coordination of evacuation services.

A. ESF Member Roles and Responsibilities

Each ESF Annex identifies the coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness,

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response, and recovery activities. ESFs with multiple primary agencies designate an ESF coordinator for the purposes of pre-incident planning and coordination of primary and supporting agency efforts throughout the incident. Following is a discussion of the roles and responsibilities of the ESF coordinator and the primary and support agencies.

B. ESF Coordinator

The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a “unified command” approach as agreed upon collectively by the designated primary agencies and, as appropriate, support agencies. Responsibilities of the ESF coordinator include:

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- i. Coordination before, during, and after an incident, including pre-incident planning and coordination.
- ii. Maintaining ongoing contact with ESF primary and support agencies.
- iii. Conducting periodic ESF meetings and conference calls.
- iv. Coordinating efforts with corresponding private-sector organizations.
- v. Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate.

C. Primary Agencies

An ESF primary agency is a Federal agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. ESFs may have multiple primary agencies, and the specific responsibilities of those agencies are articulated within the relevant ESF Annex. 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.

When an ESF is activated in response to an incident, the primary agency is responsible for:

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- i. Supporting the ESF coordinator and coordinating closely with the other primary and support agencies.
- ii. Orchestrating Federal support within their functional area for an affected State.
- iii. Providing staff for the operations functions at fixed and field facilities.
- iv. Notifying and requesting assistance from support agencies.
- v. Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies.
- vi. Working with appropriate private-sector organizations to maximize use of all available resources.

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- vii. Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
- viii. Conducting situational and periodic readiness assessments.
- ix. Executing contracts and procuring goods and services as needed.
 - x. Ensuring financial and property accountability for ESF activities.
- xi. Planning for short- and long-term incident management and recovery operations.
- xii. Maintaining trained personnel to support interagency emergency response and support teams.
- xiii. 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.

D. Support Agencies

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. When an ESF is activated, support agencies are responsible for:

- i. Conducting operations, when requested by DHS or the designated ESF primary agency, consistent with their own authority and resources, except as directed otherwise pursuant to sections 402, 403, and 502 of the Stafford Act.
- ii. Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards.
- iii. Assisting in the conduct of situational assessments.
- iv. Furnishing available personnel, equipment, or other resource support as requested by DHS or the ESF primary agency.
 - v. Providing input to periodic readiness assessments.
- vi. Maintaining trained personnel to support interagency emergency response and support teams.
- vii. 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.

NOTE: When requested, and upon approval of the Secretary of Defense, the Department of Defense (DOD) provides Defense Support of Civil Authorities (DSCA) during domestic incidents. Accordingly, DOD is considered a support agency to all ESFs.

Figure 1. Emergency Support Functions

ESF	Scope
ESF #1 - Transportation	<ul style="list-style-type: none"> ■ Federal, state and local transportation networks ■ Transportation safety ■ Restoration/recovery of transportation infrastructure ■ Movement restrictions ■ Damage and impact assessment
ESF #2 - Communications	<ul style="list-style-type: none"> ■ Coordination with telecommunications industry ■ Restoration/repair of telecommunications infrastructure ■ Protection, restoration, and sustainment of national cyber and information technology resources
ESF #3 - Public Works and Engineering	<ul style="list-style-type: none"> ■ Infrastructure protection and emergency repair ■ Infrastructure restoration ■ Engineering services, construction management ■ Critical infrastructure liaison
ESF #4 – Firefighting	<ul style="list-style-type: none"> ■ Firefighting activities ■ Resource support to rural and urban firefighting operations
ESF #5 – Emergency Management	<ul style="list-style-type: none"> ■ Coordination of Incident Management efforts ■ Issuance of mission assignments ■ Resource and human capital ■ Incident action planning ■ Financial management
ESF #6-Mass Care, Emergency Assistance, Housing, and Human Services	<ul style="list-style-type: none"> ■ Mass Care ■ Disaster Housing ■ Human Services
ESF #7– Logistics Management and Resource Support	<ul style="list-style-type: none"> ■ Resource support (facility space, office equipment and supplies, contracting services, etc.) ■ VOAD, Citizen Corps, Red Cross (ESF#6)
ESF #8- Public Health and Medical Services	<ul style="list-style-type: none"> ■ Public Health ■ Medical ■ Mental health services ■ Mortuary Services
ESF #9- Search and Rescue	<ul style="list-style-type: none"> ■ Life Saving assistance ■ Search and rescue
ESF #10-Oil and Hazardous Materials	<ul style="list-style-type: none"> ■ Hazardous materials (chemical, biological, radiological, etc.) response ■ Environmental safety and remediation
ESF #11-Agriculture and Natural Resources	<ul style="list-style-type: none"> ■ Nutrition assistance ■ Animal and plant disease/pest response ■ Food safety and security ■ Natural and cultural resources and historic properties protection and restoration
ESF #12-Energy	<ul style="list-style-type: none"> ■ Energy Infrastructure assessment, repair, and restoration ■ Energy industry utilities coordination ■ Energy forecast
ESF #13-Public Safety and Security	<ul style="list-style-type: none"> ■ Facility and resource security ■ Security planning and technical and resource assistance ■ Public safety/security support ■ Support to access, traffic, and crowd control
ESF #14-Long Term Community Recovery	<ul style="list-style-type: none"> ■ Social and economic community impact assessment ■ Long-term community recovery assistance to local governments and the private sector ■ Mitigation analysis and program implementation
ESF #15- External Affairs	<ul style="list-style-type: none"> ■ Emergency Public Information and protective action guidance ■ Media and community relations ■ Congressional and international affairs ■ Tribal and insular affairs (all entities circumscribed and detached in viewpoint and experience)
ESF #16 Military Support	<ul style="list-style-type: none"> ■ Utah National Guard and other military support to local government

