



OREGON OFFICE OF EMERGENCY MANAGEMENT

Emergency Support Function Realignment

Goal: *Develop and implement a comprehensive and consistent model for the use of Emergency Support Functions (ESFs) for the State of Oregon.*

Background:

Emergency Support Functions are groupings of critical functions or capabilities into an organizational structure to provide support, resources, and services necessary to save lives, protect property and the environment, restore essential services and critical infrastructure, and help survivors and communities return to normal following emergencies. While the Federal Emergency Management Agency (FEMA) established a model of 15 traditional ESFs many years ago, real world disasters such as Hurricanes Katrina, Rita, and Sandy identified gaps. Some states, counties and cities throughout the country have successfully expanded their application of ESFs to address gaps and provide a more comprehensive structure to accomplish tasks that have a clear nexus to newly defined functional areas. Each state throughout the country has flexibility in how to organize its ESFs. Oregon is now following the model used by the States of Florida and Massachusetts (as well as several cities and counties) to use an expanded 18 ESF structure that eliminates Long Term Recovery ESF (which is more applicable as its own phase of a disaster), and adds new ESFs for Military Support (ESF 13), Volunteers and Donations (ESF 15), Agriculture and Animal Protection (ESF 17) and Business and Industry (ESF 18).

Issues:

1. OEM is in the process of operationalized exercises and actual incident management by ESFs when activating the Emergency Coordination Center (ECC). If the ESF structure is not utilized, there could be a disconnect between written documentation and implementation, potentially creating confusion and uncertainty in how to perform in the ECC environment. ESFs need to understand their roles, responsibilities and expectations, operate as a well-coordinated team, be familiar with and follow documented procedures and processes, and have the ability to meet expectations within the ECC environment.

Solution: *It is critical to build out this capability, clearly train representatives on their roles and responsibilities as an ESF responder, and fine tune the ESF concept of operations to provide consistency for all partners and staff reporting to the State's ECC during an incident. The realignment of ESFs provides a good basis for this training and capacity building.*

- a. *Identify gaps, resources and partners able to meet function needs.*
 - b. *Develop and delivery training sessions for ECC responders based on expanded 18 ESF roles.*
 - c. *Organize the ECC by ESFs during training, exercises and activations.*
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2. Existing planning documents such as OEM’s Emergency Operations Plan (EOP) and Annexes, as well as some of the plans developed by other state and local agencies in Oregon were written using the 15 ESFs structure.

Solution: OEM needs to sync up and develop a schedule to update its existing plans with the new expanded 18 ESF structure. Local agencies are not required to adopt the new ESF structure. However, OEM will help advise agencies that decide to align their ESFs structure with OEM’s.

- a. Update the naming convention of EOP Annexes (much of the existing content will remain the same).
- b. Incorporate the traditional ESF 14 – Long Term Recovery ESF into OEM’s Disaster Recovery Framework and plans (currently under development).
- c. Develop new ESF Annexes to define roles and responsibilities, update other Annexes as needed, and operationalize new functional areas.

ESF 15 Versus ESF 18 Structure

ESF 1	Transportation	ESF 1	Transportation
ESF 2	Communications	ESF 2	Communications
ESF 3	Public Works and Engineering	ESF 3	Public Works
ESF 4	Firefighting	ESF 4	Firefighting
ESF 5	Emergency Management	ESF 5	Information and Planning
ESF 6	Mass Care, Emergency Assistance Housing and Human Services	ESF 6	Mass Care
ESF 7	Logistics Management and Resource Support	ESF 7	Resource Support
ESF 8	Public Health and Medical Services	ESF 8	Health and Medical
ESF 9	Search and Rescue	ESF 9	Search and Rescue
ESF 10	Oil and Hazardous Materials Response	ESF 10	Hazardous Materials
ESF 11	Agriculture and Natural Resources	ESF 11	Food and Water
ESF 12	Energy	ESF 12	Energy
ESF 13	Public Safety and Security	ESF 13	Military Support
ESF 14	Long Term Community Recovery	ESF 14	Public Information
ESF 15	External Affairs	ESF 15	Volunteers and Donations
		ESF 16	Law Enforcement
		ESF 17	Agriculture and Animal Protection
		ESF 18	Business and Industry