



Emergency Support Functions Annex **INTRODUCTION**

EMERGENCY SUPPORT FUNCTIONS ANNEX

SECTION

3

INTRODUCTION

An Emergency Support Function (ESF) is the culmination of the adoption of an “all-hazards” approach to emergency management and the evolution of Emergency Operations Center (EOC) management in Loudoun County. An all-hazards approach signifies that a jurisdiction plans and prepares for the actions and functional responsibilities that will be required during a significant event, regardless of the nature of that event. The ESFs are a nationally recognized organizational model utilized by all-hazards jurisdictions. They represent, in the most fundamental manner, the actions that Loudoun County expects to perform in response to any significant event.

Purpose

The ESF Annex describes the specific responsibilities and missions each function will complete to successfully achieve strategic goals identified while operating in the EOC. Each ESF has a designated Coordinator, Primary Agency, and Support Agencies. The ESF's position within the EOC Incident Command System (ICS) Organization Chart is also described. The annex is composed of 16 ESFs which serves as the response framework for operations in the EOC.

Scope

The ESF Coordinator is responsible for overall management and collaboration of the ESF. Duties of the ESF Coordinator include: Coordinates ESF activities with primary and support agencies; Monitors and assists with tactical planning by members of the ESF; conducts ESF meetings and briefings; identifies priorities; and maintains and updates situational awareness.

EMERGENCY OPERATIONS PLAN: ESF INTRO

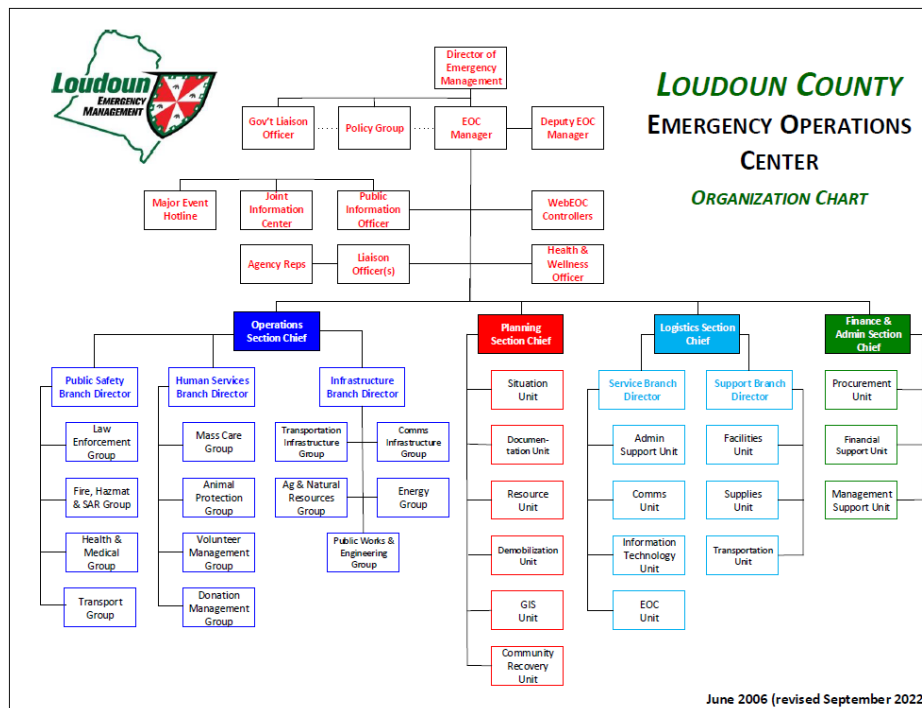
An ESF may have more than one primary agency with significant roles and responsibilities. The primary agency may have additional authorities, resources, and/or capabilities for that particular function. Responsibilities of the primary agency include: Supports the ESF Coordinator and collaborates with other primary and/or support agencies; provides staff to support EOC and ancillary operations; coordinates and manages missions and assignments; provides ongoing plan development; and identifies resources, personnel, and equipment requisite to support the operation.

Similar to a primary agency, there may be multiple support agencies for each ESF. Responsibilities of a support agency include: participates in plan development and execution; provides staff to support EOC and ancillary operations; and provides resources, personnel, and equipment as requested by the ESF Coordinator.

Concept of Operations

The size, scope, and complexity of the significant event will determine which ESFs are activated. Each ESF is comprised of a framework including: scope; relevant statutes, plans, and policies; unique planning assumptions; ESF-specific responsibilities; agency responsibilities; missions and assignments; and Community Lifelines. Additional roles and responsibilities for unique positions are described in the *Loudoun County Emergency Operations Center Policies and Procedures Guide* which is a companion document to this annex.

ESFs are organized and managed utilizing the principles of ICS as part of the County's compliance with the National Incident Management System (NIMS). Through ICS, the EOC and the ESFs benefit from a structure that provides unity of command, manageable span of control, incident action planning, and management by objectives. Graphic 3-1 is the Loudoun County EOC Organization Chart:



Graphic 3-1: Loudoun County EOC Organization Chart

To assemble a workforce to staff and successfully operate ESFs during an EOC activation requires the cooperation and collaboration of numerous County agencies and partners. On several occasions, a single organization may be associated with multiple functions either as a primary or support agency. Graphic 3-2 is a chart displaying primary and secondary agencies by ESF:

	ESF-1 Transportation	ESF-2 Communications	ESF-3 Public Works and Engineering	ESF-4 Firefighting	ESF-5 Emergency Management	ESF-6 Mass Care	ESF-7 Logistics	ESF-8 Public Health and Medical	ESF-9 Search and Rescue	ESF-10 Hazardous Materials Response	ESF-11 Agriculture and Natural Resources	ESF-12 Energy	ESF-13 Law Enforcement	ESF-14 Community Recovery	ESF-15 External Affairs	ESF-16 Finance and Administration
Amateur Radio Emergency Services	S				S											
American Red Cross National Capital Region					S											
Department of Animal Services				S				S								
Department of Building and Development		S	S					S								
Department of Family Services				P												
Department of Finance and Procurement					S											P
Department of Fire and Rescue	S		P	S	S		P	P		S			S			
Department of General Services	P	P			S					S						
Department of Information Technology	P	P			S									S		
Department of Mental Health				S	S											
Department of Parks, Recreation and Community Services		S		S	S											
Dominion Power										S						
Emergency Management Executive Committee				S									S			
Human Resources Department																S
Inova Loudoun Hospital Center						S										
Juvenile Court Service Unit										S						
Loudoun Cooperative Extension								P								
Loudoun County Health Department		S		S	P			S								
Loudoun County Public Schools	S			S												
Loudoun Water		S														
Northern Virginia Electric Cooperative										S						
Office of Mapping and Geographic Information				S												
Office of the County Administrator			S	P	S	P		S	S	P	S	P	P			
Sheriff's Office	S				S		P			P				S		
Stone Springs Hospital Center						S										
Town of Hamilton Public Works		S														
Town of Hillsboro Public Works		S														
Town of Leesburg Police Department										S						
Town of Leesburg Public Works	S	S														
Town of Lovettsville Public Works		S														
Town of Middleburg Police Department										S						
Town of Middleburg Public Works		S														
Town of Purcellville Police Department										S						
Town of Purcellville Public Works	S	S														
Town of Round Hill Public Works		S														
Virginia Department of Health					S											
Virginia Department of Transportation	S	S														
Virginia State Police										S						
Washington Gas										S						

Graphic 3-2: Loudoun County ESF Agencies

Community Lifelines Integration

The Federal Emergency Management Agency (FEMA) developed the Community Lifelines construct to increase effectiveness of disaster response. Community Lifelines are “the most fundamental services in the community that, when stabilized, enable all other aspects of society.” The goal is to rapidly determine scale and complexity; identify interdependencies and root cause of impacts; develop priorities; communicate more effectively; and guide response operations. By integrating Community Lifelines, the County is better positioned to respond to incidents through outcome-based objectives. The following Community Lifelines are integrated into ESFs:

- ▶ Safety and Security
- ▶ Food, Water, Shelter
- ▶ Health and Medical
- ▶ Energy

EMERGENCY OPERATIONS PLAN: ESF INTRO

- ▶ Communications
- ▶ Transportation

Each ESF is assigned a corresponding Community Lifeline which supports existing missions and assignments within that ESF. More than one ESF may be responsible for providing information on a Community Lifeline; conversely, ESFs may be assigned more than one Community Lifeline.

Each Community Lifeline has multiple components and subcomponents that establishes parameters and a general scope of services. ESFs must consider the below assessment categories to capture Essential Elements of Information (EEl)s for decision makers.

Assessment Categories:

1. **Status (What?):** Summarize the root cause(s) of disruption to lifelines services.
2. **Impacts (So What?):** Explain the disaster impacts to specific communities, disaster survivors, and response operations. Detail how the survivor experience or response operation will improve if this component is stabilized. Specify the impacted areas and population totals.
3. **Actions (Now What):** Describe the actions that are being taken to stabilize and re-establish the disrupted services. Summarize the most critical actions being taken across the Whole Community.
4. **Limiting Factors (What's the Gap?):** Express issues that are preventing services from being stabilized or re-established. Such issues can stem from another lifeline/component, resource shortfall, management, policy, etc.
5. **Estimated Time to Status Change and Re-establishment Requirements (When?):** Provide current component condition or an estimated timeframe for when a change in condition is expected.

This information will be continually assessed and incorporated into situation reports to determine the condition of each Community Lifeline (i.e. stable, unstable, unknown, etc.).

GENERAL PLANNING ASSUMPTIONS

This section identifies global, overarching planning assumptions that require consideration when executing the Emergency Operations Plan (EOP). Unique and individual planning assumptions are addressed in each ESF, as applicable.

Coordination

- ▶ Information coordination will be limited at the onset of an incident.
- ▶ Initial actions to mitigate the effects of a significant event will be performed as soon as possible by the local government.
- ▶ Federal and State disaster assistance, if provided, will supplement, not substitute for, relief provided by Loudoun County.

Situational Awareness

- ▶ EOC personnel will maintain local, regional, or national situational awareness through all available forms of information sharing.
- ▶ All ESFs will report any injuries sustained by staff or damage to equipment both in the EOC and in the field.
- ▶ All ESFs will assess the condition of their respective facilities, including those deemed mission critical, report the status of those facilities, and coordinate repair and restoration.

Impacts

- ▶ A significant event may occur at any time of the day or night, weekend, or holiday, with little or no warning.
- ▶ The local transportation infrastructure will likely sustain damage and may diminish the effectiveness and efficiency of response and recovery.
- ▶ A Rapid Needs assessment will assist in the determination of response priorities and demands.
- ▶ The capability to produce or disseminate emergency public information may be restricted or non-existent due to widespread damage to the communications network and critical infrastructure.
- ▶ The immediate use of communications systems for emergency operational activities may exceed local capabilities, requiring assistance from neighboring jurisdictions or state agencies.

Administration

- ▶ All requests for assistance will be managed through the EOC utilizing approved methods as described in the Loudoun County Emergency Operations Center Policies and Procedures Guide.
- ▶ Personnel will maintain accurate logs pertaining to time, finances, and other pertinent information.
- ▶ Each department and/or agency is responsible for creating policies and procedures specific to their ESF in order to achieve missions and assignments.

EMERGENCY SUPPORT FUNCTIONS (ESFs)

The following list designates the ESFs and associated Coordinating Agencies that are described within this annex. In an effort to minimize confusion, the roles and responsibilities described in the Loudoun County ESFs are generally consistent with the Commonwealth of Virginia Emergency Operations Plan (COVEOP) and the National Response Framework (NRF).

Emergency Support Function	ESF Coordinator
ESF-1 Transportation	Department of General Services – <i>Transit and Commuter Services</i>
ESF-2 Communications	Department of Information Technology
ESF-3 Public Works and Engineering	Department of General Services
ESF-4 Firefighting	Department of Fire and Rescue
ESF-5 Emergency Management	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services	Department of Family Services
ESF-7 Logistics Management and Resource Support	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-8 Public Health and Medical	Loudoun County Health Department
ESF-9 Search and Rescue	Department of Fire and Rescue
ESF-10 Hazardous Materials Response	Department of Fire and Rescue
ESF-11 Agriculture and Natural Resources	Loudoun Cooperative Extension
ESF-12 Energy	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-13 Law Enforcement	Loudoun County Sheriff's Office
ESF-14 Community Recovery	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-15 External Affairs	Office of The County Administrator- <i>Public Affairs and Communications Division</i>
ESF-16 Finance and Administration	Department of Finance and Procurement