ESF #5
Emergency Management

PRIMARY AGENCY:
LOUISVILLE JEFFERSON/COUNTY METRO
EMERGENCY MANAGEMENT AGENCY

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PURPOSE
Coordinate the collection, processing, and dissemination of information in support of disaster planning and operational activities.

POLICIES
- Collect, analyze, and disseminate tactical information on the nature, scope and potential impacts of an incident or major disaster.
- Support response and recovery operations through Incident Action Plans, Situation Reports, Emergency Operations Center (EOC) briefings, conference calls, and meteorological weather tracking.
- Support mission assignments, resource tracking, and information flow through use of crisis management software.
- Coordinate the processing and display of response and recovery information through the use of Geographic Information System (GIS) technology, other audiovisual displays, and periodic briefings.
- Maintain and update current information on the Internet website in coordination with ESF #14.
- Ensure primary and secondary communications are maintained in the Emergency Operations Center.
I. INTRODUCTION

The need for concise and accurate reporting and planning is continuous, beginning well before impact of approaching natural disasters (i.e., flooding and severe weather) and immediately upon those not forecasted. The response is progressive in nature beginning with the activation of the EOC at its lowest level. First actions will occur at the local level with state and federal involvement as necessary to supplement local capabilities including local declaration of emergency. Initial reports are the necessary basis for the Governor’s decision to declare a state of emergency and to request a Presidential Emergency or Disaster Declaration. Additionally, these reports form the basis for determining specific types and extent of assistance needed in the affected area.

Scope

Emergency Support Function (ESF) 5:

- Defines the responsibilities of Louisville/Jefferson County Metro Government in a natural, technological, terrorist or war related crisis.
- Provides broad guidance to local agencies as to responsibilities in a natural, technological, terrorist or war related crisis.
- Provides procedures to determine the severity and magnitude of natural, technological, terrorist or war related disasters or emergencies.
- Outlines the aid and assistance available to Louisville/Jefferson County Metro Government, other municipalities, individuals, and business when a Presidential Disaster Declaration is issued.
- Outlines the actions required of the Louisville/Jefferson County Metro Government and other municipalities to be eligible for federal assistance under Public Law 93-288, other related public laws, applicable Homeland Security Presidential Directives, to include the National Incident Management System (NIMS) and the National Response Framework.
Maximum utilization of local resources is required to save lives, protect the environment and minimize property damage in a disaster. This requires a coordinated effort by the emergency response and supporting agencies in Louisville & Jefferson County operating from the Emergency Operations Center.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 5 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.

2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro Emergency Operations Center and in the field. The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF 5 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 5 implementation. ESF 5 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.

4. The development of a fully functional, effective and sustainable ESF 5 capability for Louisville & Jefferson County will be guided by the following principles:

   • All Emergency Support Functions will be fully integrated into all phases of ESF 5.

   • ESF 5 will address the potential impacts of natural, technological and man-made hazards, and be in full compliance with NIMS.

   • Greater use will be made of proven technologies to support ESF 5, including Geographic Information Systems (GIS) and WebEOC.

5. ESF 5 will give priority to five fundamental, interrelated functions:
• Use technology and human intelligence to collect, analyze and disseminate information on disaster impacts, including direct impacts (people, buildings, infrastructure) and indirect impacts (debris generated, hazmat releases).

• Assess the capabilities of local government, the business community and volunteer agencies to effectively respond to the disaster.

• Assess and prioritize the immediate needs of impacted communities and neighborhoods.

• Incorporate the analyses into Incident Action Plans that establish operational objectives and identify resource requirements to accomplish these objectives.

• Utilize an Incident Action Matrix to establish priorities, assign tasks to agencies and track progress in meeting objectives.
B. Organization

1. COUNTY

- During an activation of the Emergency Operations Center, support agency staff is integrated with the Emergency Management staff to provide support that will allow for an appropriate, coordinated and timely response.

- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 5 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

- Consistent with NIMS, ESF 5 will establish and integrate four interrelated planning functions: 1) Intelligence; 2) Planning; 3) Documentation; and 4) Technical Services (GIS).

- ESF 5 will collect, analyze and disseminate disaster intelligence, or information and analyses that describe the nature and scope of hazards and their impacts.

- Disaster intelligence incorporates essential elements of information, which include:
  - Area of damage
    - Damage and loss of functionality to essential facilities (police, fire, medical, EOC)
    - Damage and loss of functionality of shelters
    - Damage to roads, bridges, utilities and other key infrastructure
    - Disaster impacts on vulnerable populations, including special needs groups.
    - Status of designated staging areas.

- ESF 5 will incorporate information and analysis on the current and forecasted situation into Incident Action Plans, which set forth tactical objectives for subsequent operational periods.

- ESF 5 will maintain accurate and complete incident files, including a record of the major steps that ESF 5 has taken in preparing and executing the Incident Action Plans.
• The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

Key Terms Used in ESF 5:

*Disaster Intelligence:* Information and analysis that describe the nature and scope of hazards and their impacts (social, physical, economic, health, environmental that are key to rapid needs assessment and operational planning.

*Impact Assessment:* Immediate post-disaster assessment of damage and functionality to essential facilities and critical infrastructure, undertaken to assess local response capabilities.

*Damage Assessment:* Post disaster process for assessing the damage to buildings and infrastructure to identify requirements for disaster assistance.

• Louisville/Jefferson County Information Consortium (LOJIC) offers technical expertise to the use of proven information management systems and technologies to support the ESF 5 mission. LOJIC will provide analyses to ESF 5 in a format that can be readily used to prepare Incident Action Plans and other reports.

• MetroCall will receive and disseminate information to the appropriate ESF Coordinator, document this action and provide the same information to ESF 5 to facilitate the production of Incident Action Plans.

2. REGION
The Kentucky Division of Emergency Management serves as the lead agency for ESF 5/comparable coordination and support and will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 5 and to the extent capable provide coordinators, assessors and operational personnel in support of EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 5/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.

- During the response phase, ESF 5/comparable will evaluate and analyze information regarding Emergency Management requests. ESF 5/comparable will also develop and update assessments of the situation and status in the impact area and initiate contingency planning to meet anticipated demands and needs.

- The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan to include accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

1. MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency’s Executive Director, Deputy Director and the “on call” Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.

2. ESF 5 will be activated or placed on standby upon notification by the Louisville/Jefferson County Metro Emergency Management Agency.

3. Upon instructions to activate ESF 5, the Louisville/Jefferson County Emergency Metro Management Agency will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed based on the emergency circumstances.
D. Actions

Actions initiated by ESF 5 are grouped into phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 5 encompasses a full range of activities from training to the provision of field services.

1. PREPARATION

Priority will be given to developing an enhanced ESF 5 capability in Louisville/Jefferson County as part of an ongoing effort to ensure operational readiness for major or catastrophic disasters. This section highlights four key preparedness initiatives.

a. Intelligence Collection and Analysis

The ability to acquire, analyze and disseminate information and intelligence on disasters and their impacts is fundamental to effective use of intelligence to establish operational and logistical objectives and priorities. Intelligence can be collected, analyzed and used in support of three overlapping phases of disaster operations: risk assessment; impact assessment and immediate response; and sustained response and initial recovery. There are three types of ESF 5 assessments:

- Pre-disaster assessments (predicted impacts), which uses GIS and other predictive tools to estimate disaster impacts.

- Immediate, post-disaster impact assessments, which focus on: 1) disaster impacts on people, buildings and infrastructure – with emphasis on assessments of functionality of essential services (based upon information from MetroCall and agencies in the field); and 2) local response capabilities and immediate needs.

- Post disaster damage assessments, which assess buildings, infrastructure and debris.

Intelligence observed disaster impacts will be used by ESF 5 to assess Louisville/Jefferson County Metro ESF capabilities (response and recovery). This information has two applications:
b. Incident Action Planning

Disaster intelligence will provide critical input to the Incident Action Plan (IAP), which provides:

- Current information that accurately describes the incident situation and resource status
- Alternative strategies to attain critical incident objectives
- An accurate, realistic IAP for the next operational period

Under NIMS, incident objectives and strategies must conform to the legal obligations and management objectives of all affected agencies.

c. Training

Training is a critical preparedness component of ESF 5. The objective is to develop and sustain a capability in Louisville/Jefferson County to routinely implement each phase and function of ESF 5. Accordingly, training will address the following:

- Overview of key components of ESF 5; role, requirements and integration of ESF 5 under NIMS
- Intelligence and Analysis - procedures for identifying, collecting, prioritizing and utilizing intelligence
- Preparation and utilization of Incident Action Plans
- Incident Action Matrix: a tool for establishing priorities, assigning tasks to agencies, and tracking progress

d. Exercises
Consistent with NIMS, Louisville/Jefferson County will incorporate ESF 5 plans and procedures into exercises that will be conducted at the local and state level. On an annual basis, at least two exercises will be used to evaluate ESF 5 readiness:

- Tabletop exercise to test the readiness of ESF 5 – and specifically the ability to collect, analyze, and disseminate disaster intelligence, and to use this analysis in the preparation of Incident Action Plans.
- Incorporation of Louisville/Jefferson County ESF 5 procedures into an annual Kentucky Division of Emergency Management functional or full scale exercise

2. MITIGATION

Pre- and post-disaster analyses of disaster impacts on buildings, infrastructure and the general population can be used to support mitigation decision-making. Examples include:

- Analysis of the performance of essential facilities (hospitals, shelters, police, and fire) in scenario disasters can be used in mitigation measures to strengthen these facilities.
- Analysis of community economic impacts – including the total percentage of building stock damaged in disaster and replacement values – can be used in setting mitigation and recovery goals and priorities.
- The All Hazards Mitigation Project Team Staff can use ESF 5 analysis in adjusting mitigation goals, objectives and priorities.

Additionally, ESF 5 will maintain and update needed computer data and programs, maps, critical facility information, evacuation studies, demographics and critical county data (e.g. shelter capacity, evacuation routes, etc).

3. RESPONSE

The effectiveness of a response operation will be based in large part on the ability of ESF 5 to generate accurate, timely and usable disaster intelligence prior to, during and after an event occurring. Specific operational objectives and standards are
outlined below, to guide the continued development of ESF 5 in Louisville/Jefferson County.

- Use disaster intelligence in the deployment of local damage assessment teams.

- Establish and maintain a system to support on-scene direction/control and coordination with the Commonwealth EOC and other coordination entities as appropriate.

- Track and manage resources (personnel, teams, facilities, supplies, major items of equipment).

- Use estimates from modeling tools on nature and scope of the hazard, including area of potential hazard impacts, population at risk, estimates of damage and loss of functionality to essential facilities, and other essential elements of information.

4. RECOVERY

Planning for recovery should begin with initial analyses of the potential impacts of the disaster. Planning for recovery will continue with initial analyses of actual impacts of a disaster, including disaster impacts on the population, buildings and infrastructure – to identify major recovery issues, needs, priorities and short-term strategies. Recovery planning under ESF 5 will address the following:

- Building inspection requirements and priorities
- Emergency and temporary housing issues
- Business impacts (direct and indirect)
- Debris management
- Route clearance
- Utilities restoration

E. Direction and Control

1. ESF 5 complies with the National Response Framework, the National Incident Management System and uses the Incident Command System (composed of Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 5 activities. It is
responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and other private voluntary agencies have knowledge about the system and ESF 5 expectations.

2. The ESF 5 system operates in two arenas - the Emergency Operations Center and field locations.

3. All management decisions regarding county or regional response are made at the Emergency Operations Center by the ESF 5 Coordinator during emergency activations. Per the Incident Command System structure, ESF 5, Logistics, Finance/Administration, and Operations Section Coordinators plus staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.

4. The staffing directory, ESF 5 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with notification lists updated at least monthly and all other documents at least annually.

5. In accordance with a mission assignment from ESF 5, and further mission tasking by a local primary agency, each support organization assisting ESF 5 assignment will retain administrative control over its own resources and personnel but will be under the operation control of ESF 5. Mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville/Jefferson County Metro Emergency Management Agency)

Duties include but are not limited to the following:

- Provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.

- Collect and process information received from Damage Assessment Teams and predictive models, analyze this information, and share with the Planning section.

- Coordinate the development and implementation of the Preparedness activities, as outlined in the Plan.
• Coordinate with ESF 7, Resource Management, to ensure that all available resources are logged and requests for resources are filled.

• Ensure that copies of all news releases and Situation Reports are transmitted to the Commonwealth EOC.
Support Agencies

Support agencies will provide assistance to the ESF 5 with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 5.

- Local law enforcement agencies (ESF 13 – Louisville Metro Police Department, Jefferson County Sheriff’s Office, and Louisville Metro Corrections Department) will provide timely information on population and traffic control.

- The Mayor’s Communication Staff will make public service announcements based upon information received and evaluated by ESF 14.

- The Louisville Metro Public Works Department (ESF 3) and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.

- Metropolitan Search and Rescue (ESF 9 – LFR/JCFS) will assist in conducting needs assessments during their search and rescue operations. These reports will be transmitted to the ESF 9 Coordinator who will forward the information to ESF 5.

- The Louisville Metro Public Health and Wellness (ESF 8) will collect information and intelligence on estimated damages to health and medical facilities, and identification of potential impediments to response and immediate recovery.

- The American Red Cross and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.

- National Weather Service will provide real time information on status and location of inclement weather.

- Members of the Metro Council will provide information about the status of their respective communities.

- Transit Authority of River City will provide transportation for response personnel and relocation of affected populations as required.
• Louisville Fire & Rescue and Jefferson County Suburban Fire Protection Districts will provide first line response for fires and other major disasters requiring trained personnel and equipment.

• Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.

• Private and quasi-private utilities (ESF 12 – Louisville Water Company, Louisville Gas & Electric and the Louisville/Jefferson County Metropolitan Sewer District) will coordinate with ESF 5 to address problems due to leaking natural gas, downed power lines, water supply and other utility infrastructure issues.

• Louisville Metro Solid Waste Management will assist with debris removal as needed.

• Jefferson County Public Schools will open shelters at the request of the Louisville/Jefferson County Metro Emergency Management Agency and provide buses for transportation of evacuees, each contingent on resource availability.

• The Office of Management and Budget will assist with the acquisition of resources and supplies.

• Louisville Metro Animal Services will assist with animal related issues.

• The Office of Management and Budget Department will assist with payment and/or reimbursement of supporting agencies.

• The Louisville Metro Air Pollution Control District will address any air-quality issues that arise as a result of an emergency.

G. Financial Management
ESF 5 is responsible for managing financial matters related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with ESF 5 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro Government and other local governments’ fiscal and personnel management officials, Kentucky Division of
Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF 5 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.