

**MORONGO
BAND OF
MISSION
INDIANS**



A SOVEREIGN NATION

Introduction to
Emergency Support Functions (ESF)
Annexes to
Emergency Operations Plan

August 2012

Purpose

This introduction provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained within each of the ESF Annexes. Each ESF is provided with a purpose statement that reflects the primary reason the ESF group exists. The scope of each ESF is provided to reflect the range of activities in which the ESF group may find itself tasked. These are broad statements describing policies of the Tribe's emergency response organization with respect to the functions and responsibilities assigned to a particular ESF.

Background

The ESFs provide the structure for coordinating the Tribe's emergency operations with Federal, State, and local governments and non-governmental organizations. This structure is in line with the Federal Government's ESF structure and works in concert with the State of California's Standardized Emergency Management System (SEMS) so that in any incident that the Tribe may work in with these partners this structure will support those intergovernmental activities. This structure provides the framework for declared disasters and emergencies under the Stafford Act and for non-Stafford Act events. The following section includes a series of annexes describing the roles and responsibilities of departments as ESF Group Supervisors or as primary or support departments.

The ESF structure is in line with primary and secondary responsibilities of tribal departments and in many cases actions taken by a department in support of preparedness, response, recovery, and mitigation are not different from daily activities. The ESF structure provides mechanisms for inter-department coordination during all phases of an event. Some departments provide resources for response (e.g. Public Works), support (e.g. Recreation), and program implementation (e.g. Reservation Patrol) during the early stage of an event, while others are more prominent in the recovery phase (e.g. Planning).

National Incident Management System (NIMS)

These annexes are developed in concert with the principles of the National Incident Management System (NIMS). The Tribe adopted the NIMS in September of 2006 by Tribal Council Resolution. The NIMS is the first-ever nationwide standardized approach to incident management and response. The NIMS establishes a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations. The NIMS enables responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size or complexity, including catastrophic acts of terrorism and disasters.

NIMS provides, and these ESF annexes support:

- Standardized organizational structures, processes and procedures;
- Standards for planning, training and exercising;
- Personnel qualification standards;

- Equipment acquisition and certification standards;
- Interoperable communications processes, procedures and systems;
- Information management systems with a commonly accepted architecture;
- Supporting technologies – voice and data communications systems, information systems, data display systems, specialized technologies; and
- Publication management processes and activities.

Federal ESFs

Interoperability of all aspects of the national emergency management system is a priority and understanding how other government's emergency management activities work. The federal government has established 15 emergency support functions that support the National Frameworks (prevention, protection, mitigation, and response) required in Presidential Policy Directive 8 (PPD-8) of March 30, 2011. The federal ESFs are:

<i>Federal Number and Title</i>	<i>Functions/Scope</i>
ESF #1 – Transportation	Aviation/airspace management and control Transportation safety Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment
ESF #2 – Communications	Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of national cyber and information technology resources Oversight of communication
ESF #3 – Public Works and Engineering	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services
ESF #4 – Firefighting	Coordination of Federal firefighting activities Support to wildland, rural, and urban firefighting operations
ESF #5 – Emergency Management	Coordination of incident management and response efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management

<i>Federal Number and Title</i>	<i>Functions/Scope</i>
ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services	Mass care Emergency assistance Disaster housing Human services
ESF #7 – Logistics Management and Resource Support	Comprehensive, national incident logistics planning, management, and sustainment capability Resource support (facility space, office equipment and supplies, contracting services, etc.)
ESF #8 – Public Health and Medical Services	Public health Medical Mental health services Mass fatality management
ESF #9 – Search and Rescue	Life-saving assistance Search and rescue operations
ESF #10 – Oil and Hazardous Materials Response	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental short- and long-term cleanup
ESF #11 – Agriculture and Natural Resources	Nutrition assistance Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection and restoration Safety and well-being of household pets
ESF #12 – Energy	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast
ESF #13 – Public Safety and Security	Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control
ESF #14 – Long-Term Community Recovery	Social and economic community impact assessment Long-term community recovery assistance to States, local governments, and the private sector Analysis and review of mitigation program implementation
ESF #15 – External Affairs	Emergency public information and protective action guidance Media and community relations Congressional and international affairs Tribal and insular affairs

State of California ESFs

California ESFs are similar to the Federal Government's and are shown below:

<i>State Title</i>	<i>Functions/Scope</i>
Transportation	Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.
Communications	Provides resources, support and restoration of government emergency telecommunications, including voice and data. Lead will transfer to the Office of the Chief Information Officer on May 1, 2009, upon implementation of the Governor's Reorganization Plan.
Construction and Engineering	Organizes the capabilities and resources of the state government to facilitate the delivery of services, technical assistance, engineering expertise, construction management and other support to local jurisdictions.
Fire and Rescue	Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wildland fires and emergency incident scene rescue activities and provides personnel, equipment and supplies to support local jurisdictions.
Management	Coordinates and resolves issues among the CA-EFs in the four phases of emergency management to ensure consistency in the development and maintenance of the SEP annexes. During emergencies, serves in an advisory capacity to the EOC Director.
Care and Shelter	Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery.
Resources	Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations.
Public Health and Medical	Coordinates Public Health and Medical activities and services statewide in support of local jurisdiction resource needs for preparedness, response, and recovery from emergencies and disasters.

<i>State Title</i>	<i>Functions/Scope</i>
Search and Rescue	Supports and coordinates response of personnel and equipment to search for and rescue missing or trapped persons. CalEMA Law Enforcement supports and coordinates responses to search for, locate and rescue missing or lost persons, missing and downed aircraft, high angle rock rope rescue and investigations of missing person incidents that may involve criminal acts and water rescues. CalEMA Fire and Rescue supports and coordinates responses to search for, locate and rescue victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar emergencies and disasters and water rescues.
Hazardous Materials	Coordinates state resources and supports the responsible jurisdictions to prepare for, prevent, minimize, assess, mitigate, respond to and recover from a threat to the public or environment by actual or potential hazardous materials releases.
Food and Agriculture	Supports the responsible jurisdictions and coordinates activities during emergencies impacting the agriculture and food industry and supports the recovery of impacted industries and resources after incidents.
Utilities	Provides resources and support to responsible jurisdictions and in partnership with private sector to restore gas, electric, water, wastewater and telecommunications.
Law Enforcement	Coordinates state law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities and public safety in accordance with Law Enforcement and Coroner's Mutual Aid Plans.
Long-term Recovery	Supports and enables economic recovery of communities and California from the long-term consequences of extraordinary emergencies and disasters.
Public Information	Supports the accurate, coordinated, timely and accessible information to affected audiences, including governments, media, the private sector and the local populace, including the special needs population.
Evacuation	Supports responsible jurisdictions in the safe evacuation of persons, domestic animals and livestock from hazardous areas.

<i>State Title</i>	<i>Functions/Scope</i>
Volunteer and Donations Management	Supports responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring a state response.

Morongo ESFs

The Tribe's ESFs are similar to both the Federal and State ESFs. They are shown in the table below with the supporting department(s) identified:

<i>Morongo ESF Title</i>	<i>Morongo ESF Functions/Scope</i>	<i>Supporting Department(s)</i>
ESF – 1, Transportation	Management of transit assets and infrastructure during response and recovery to incidents. The Transportation Section of the Public Works Department assists the Morongo School, Preschool, Learning Center, Recreation Center, and Banning and Beaumont Unified School Districts with student reunification efforts. The Fleet Maintenance Section provides vehicle service to both Tribal and Mutual Aid Resources. The Planning Department's focus is on transportation facility restoration and evacuation coordination.	Transportation and Fleet Maintenance Sections of Public Works Department Planning Department
ESF – 2, Communications	Provides resources, support and restoration of tribal emergency data networks, telecommunications, and support to Amateur Radio Emergency Services. The ESF provides for the emergency notification system and reservation disaster radio network operations.	Information Technology Department
ESF – 3, Public Works	The public works department provides emergency repair and protective measures in preparedness, response, and recovery phases.	Public Works Department

<i>Morongo ESF Title</i>	<i>Morongo ESF Functions/Scope</i>	<i>Supporting Department(s)</i>
ESF – 4, Fire and Rescue	Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wildland fires and emergency incident scene rescue activities and provides personnel, equipment and supplies to support local jurisdictions.	Fire Department
ESF – 5, Emergency Management	Manages and provides direct support to all ESFs in the four phases of emergency management. Provides for NIMS and NFPA 1600 compliance. During emergencies where the EOC is activated manages disaster response and recovery efforts and serves in an advisory capacity to the Tribal Council and Tribe.	Emergency Management Department
ESF – 6, Care and Shelter	Meets the basic needs of survivors displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and recovery.	Recreation Department Elders Program Social Services Department
ESF – 7, Emergency Logistics and Resources	Coordinates plans and activities to locate and procure disaster resources to support emergency operations, disaster response, and recovery. Preparedness logistical resource considerations are a function of planning for each ESF.	Facilities Section of Construction Services Department Administration Section of the Public Works Department
ESF – 8, Public Health, Medical, and Disaster Mental Health	Coordinates Public Health and Medical activities and services in supporting the Tribe's emergency organization in preparedness, response, and recovery from emergencies and disasters. In disaster response and recovery provides for disaster mental health and activities to support returning to normalcy.	Indian Health Clinic of Riverside-San Bernardino County Indian Health, Inc. Social Services

<i>Morongo ESF Title</i>	<i>Morongo ESF Functions/Scope</i>	<i>Supporting Department(s)</i>
ESF – 9, Search and Rescue	The Fire Department supports and coordinates response of personnel and equipment to search for and rescue missing or trapped persons. Fire supports and coordinates responses to search for, locate and rescue victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar emergencies and disasters and water rescues. Reservation Patrol supports and coordinates responses to search for, locate and rescue missing or lost persons, missing and downed aircraft, high angle rock rope rescue and investigations of missing person incidents that may involve criminal acts and water rescues.	Fire Department Reservation Patrol Department
ESF – 10, Hazardous Materials	The Environmental Department coordinates resources and supports the activities to minimize threats to the Tribe, Reservation or environment by actual or potential hazardous materials releases. During incident the Fire Department manages and coordinates first response activities to hazardous materials incidents.	Environmental Department Fire Department
ESF – 11, Food, Agriculture, Vector Control, and Animal Control	The Environmental Department coordinates activities related to agriculture and vector control. The department assists the Tribe in dealing with vector emergencies and coordinates recovery activities. During emergencies the Reservation Patrol Department coordinates and manages animal control activities.	Environmental Department Reservation Patrol

<i>Morongo ESF Title</i>	<i>Morongo ESF Functions/Scope</i>	<i>Supporting Department(s)</i>
ESF – 12, Utilities and Water	During emergencies the Water Department manages and coordinates the delivery of potable water and restoration of water and wastewater facilities. The department coordinates with the Water Agency Resources Network (WARN) for mutual aid and through Emergency Management ESF (ESF – 5) for Emergency Management Mutual Aid (EMMA) and other requests. The Realty Department coordinates utility restoration with service providers. The Cable Section of the Information Technology Department coordinates and manages the restoration of cable facilities. The Cable Section Coordinates with the Communications ESF (ESF – 2) for the promulgation of emergency information during and cable facility status.	Water Department Realty Department Cable Section of the IT Department
ESF – 13, Law Enforcement	The Reservation Patrol Department provides law enforcement and public security for the Reservation and tribal enterprises. The department coordinates with the MCRS Security, Riverside County Sheriff, Union Pacific Police, California Highway Patrol, federal law agencies and works within the Law Enforcement and Coroner’s Mutual Aid Plans. The Patrol Department provides security of the tribe’s critical infrastructure and key resources. The Department coordinates with other ESFs to identify security needs and coordinates for additional security services through on-the-spot hiring/training or contracting private security firms.	Reservation Patrol Department

<i>Morongo ESF Title</i>	<i>Morongo ESF Functions/Scope</i>	<i>Supporting Department(s)</i>
ESF – 14, Long-term Recovery	Supports economic recovery of the Tribe from the long-term consequences of disasters. The Planning Department focuses on long-term restoration and mitigation of natural and human-made hazards and risks. The Construction Services Department's primary focus in this ESF is on building and construction management and the Emergency Management Department is responsible for fiscal management and grants-in-aid of both Stafford and non-Stafford Act Disasters.	Planning Department Construction Services Department Emergency Management Department
ESF – 15, External Affairs and Public Information	Provides coordination and management of information in support of the dealing with the media during incidents. Each of the support departments provides subject matter expertise to the Tribe and Tribal Council. The ESF coordinates with various federal agency and state tribal liaisons.	Fire Department Reservation Patrol Department Emergency Management Department
ESF – 16, Evacuation ¹	Coordinates and manages the safe evacuation of persons, domestic animals, and livestock from hazardous areas. For livestock matters, coordinates with the Cattleman's Association. Maintains coordination with surrounding agencies and governments to understand potential impacts of evacuations of other areas (e.g. greater Los Angeles evacuation).	Fire Department Reservation Patrol Department Emergency Management Department
ESF – 17, Volunteer and Donations Management ²	Manages and coordinates volunteer resources. Provides adequate on-the-spot training for convergent volunteers and with non-governmental agencies that may be supporting the Tribe's disaster response and recovery efforts. The ESF may be activated during disasters that are affecting other areas of the state (e.g. other Reservations) where the Tribe may provide a support role.	Chief Administrator's Office Chief Executive's Office Tribal Elders Department

¹ Evacuation is not a Federal ESF.

² Volunteer and Donations Management is not a Federal ESF.

ESF Notification and Activation

An Incident Commander may request activation of any ESF to support an incident or emergency. For instance the Fire IC may request activation of the Care and Shelter ESF to support evacuated personnel. Additionally if the EOC is activated at any level the EOC Manager, or Director of Emergency Management if an EOC Manager is not assigned, develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the event and in consultation with any Incident Commanders that the EOC is supporting.

ESF primary departments are notified of the operations orders and time to report to the Emergency Operations Center (EOC). ESF primary departments notify and activate support departments as required for the event.

ESF Roles and Responsibilities

Within each ESF Annex there is an identified ESF Coordinator (e.g. Transportation Manager for Transportation ESF) as well as primary and support departments (e.g. Fleet Maintenance to Transportation ESF). Some ESFs incorporate functions and responsibilities from several departments to ensure integration of and transition between mission areas of preparedness, prevention, response, recovery, and mitigation. ESFs with multiple primary departments designate an ESF Coordinator for the purposes of pre-incident planning and coordination. Additionally the primary and secondary departments supporting an ESF will have designated personnel on the Disaster Planning Workgroup or other ad-hoc planning groups as may be established by the Tribe. Following is a discussion of the roles of the key support functions and departments.

Emergency Management Director

The Emergency Management Director has overall responsibility for ensuring the Tribe has appropriate ESFs in place and to coordinate and conduct planning, exercise, training, and all other Office of Emergency Management functions. The intent of this plan and the actions that the department will take are to provide as much of a turn-key system to administrators and department heads in meeting the Tribe's emergency organization goals.

ESF Coordinator

A primary department responsible for each ESF will be assigned and that department shall have at least one person assigned as an ESF Coordinator. An ESF Coordinator is normally a manager, department head, or administrator (or their appointee) who has the functional goals and responsibility for operations of the department closest matching the ESF. For instance the ESF Coordinator for Communications may be the IT Director or one of his or her employees assigned. The ESF group supervisor has ongoing responsibilities throughout the mission areas of prevention, preparedness, response, recovery, and mitigation phases of incident management. The role of the ESF Supervisor may be filled through a "unified

command” approach if agreed upon by the primary departments. Responsibilities of the ESF Supervisor include:

1. Pre-incident (e.g. earthquake preparedness) and special event (e.g. cultural days) planning and coordination for specific function or objective;
2. Maintaining ongoing contact with ESF primary and support departments;
3. Maintaining situation, status, and resource reports for planning and briefing needs for a specific function or objective; and
4. Conducting periodic ESF meetings and conference calls;
5. Maintaining situation, status, and resource reports for planning and briefing needs;
6. Coordinating efforts with corresponding private sector organizations; and
7. Coordinating ESF activities as appropriate relating to catastrophic incident planning and critical infrastructure preparedness.

Primary Departments

Each ESF function (or mission) has a designated primary department or supporting entity (e.g. Indian Health Clinic) that there is a liaison effort established with. This department is responsible for managing the development and maintenance of capabilities relative to the specific function described. The ESF Coordinator is part of the primary department and is responsible for direction and control functions when the ESF is activated for incident or event support.

When an ESF is activated in response to an incident or event, the primary department is responsible for:

1. Providing support within the functional area at incident command (IC) or the Emergency Operations Center (EOC) (e.g. Command, Operations, Planning, Logistics, Finance and Administration) where ESF support is required;
2. Providing staff for the operation functions;
3. Activating and sub-tasking support departments;
4. Working with appropriate private sector organizations to maximize use of all available resources;
5. Supporting and keeping other ESFs and organizational elements informed of
6. ESF operational priorities and activities;
7. Executing contracts and procuring goods and services as needed;
8. Ensuring financial and property accountability for ESF activities;
9. Coordinating the development of an ESF SOP that governs the functions of the various organizations assigned to that ESF during activation;
10. Conducting planning sessions during non-emergency periods for the purpose of developing policies, plans, and procedures for coordinating the state level response to a disaster (with respect to that particular ESF);
11. During emergency activation, coordinating the flow of messages into and out of the ESF group, providing direction and control for the ESF group, and coordinating the activities of that ESF with the activities of other ESF groups; and

12. Compiling documentation relative to the ESF group's activities during the emergency.

Support Departments

Some ESFs have one or more supporting units or departments that are tasked with providing resource and/or logistical support to the operation of the ESF when activated. Each department functions as per its normal routine when the ESF group is not activated.

When an ESF is activated in response to an incident or disaster, support departments are responsible for:

1. When requested by the Director of Emergency Management or the Incident Commander, conducting operations using their own authorities, subject matter experts, capabilities, or resources;
2. Participating in planning for short-term and long-term incident management operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids;
3. Assisting in conducting situational assessments;
4. Furnishing available personnel, equipment, or other resource support as requested by Director of Emergency Management or the ESF primary department;
5. Providing input to periodic readiness assessments;
6. Preparing situation and status reports for general and legislative briefings;
7. Participating in training and exercises aimed at continuous improvement of mission areas (prevention, preparedness, response, recovery, mitigation); and
8. 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.

EOC Operations

During smaller events or incidents (e.g. water main break), each tribal department performs its specialized tasks according to the department's in-house Standard Operating Procedures (SOPs). During major emergencies, however, there is an increased need for the coordination of all activities relevant to the emergency response as they relate to the entire event and this operation normally takes place in the EOC. Conflicts that arise during emergency operations will be resolved by the Emergency Management Director. All ESFs may not be assigned a position relative to EOC functional positions and each EOC functional position may not have an ESF (e.g. the Compensation and Claims Unit is not necessarily an ESF). Each ESF is generally assigned as follows:

<i>Morongo ESF Title</i>	<i>EOC Section</i>	<i>Position/Branch/Unit</i>
ESF – 1, Transportation	Operations	Transportation Branch
ESF – 2, Communications	Operations	Communications Unit
ESF – 3, Public Works	Operations	Infrastructure Branch
ESF – 4, Fire and Rescue	Operations	Fire and Rescue Branch
ESF – 5, Emergency Management	Management	Management Staff

<i>Morongo ESF Title</i>	<i>EOC Section</i>	<i>Position/Branch/Unit</i>
ESF – 6, Care and Shelter	Operations	Human Services Branch
ESF – 7, Emergency Logistics and Resources	Logistics	Resources Management Unit Facilities Unit Human Resources Unit Donations and Volunteer Management Unit
ESF – 8, Public Health, Medical, and Disaster Mental Health	Operations	Human Services Branch
ESF – 9, Search and Rescue	Operations	Fire and Rescue Branch
ESF – 10, Hazardous Materials	Operations	Fire and Rescue Branch
ESF – 11, Food, Agriculture, Vector Control, and Animal Control	Operations	Human Services Branch
ESF – 12, Utilities and Water	Operations	Infrastructure Branch
ESF – 13, Law Enforcement	Operations	Law Enforcement Branch
ESF – 14, Long-term Recovery	Planning	Advanced Planning Unit
ESF – 15, External Affairs and Public Information	Management	Management Staff
ESF – 16, Evacuation ³	Operations	Law Enforcement Branch Fire and Rescue Branch
ESF – 17, Volunteer and Donations Management ⁴	Operations	Human Services Branch

Each ESF will have a functional annex to the EOP that will delineate further the responsibilities and detail the concept of operations.

³ Evacuation is not a Federal ESF.

⁴ Volunteer and Donations Management is not a Federal ESF.