



Emergency Support Function 5 (Emergency Management,  
Information and Planning) Annex  
to Georgia Emergency Operations Plan

2023



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## 1.0 Introduction

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### 1.1 Purpose

Emergency Support Function (ESF) 5 – Emergency Management, Information and Planning is responsible for supporting overall activities of the State of Georgia for incident management regarding all natural and human-caused disasters. ESF-5 coordinates all prevention, preparedness, response, recovery, and mitigation activities within Georgia. ESF-5 and the Georgia Emergency Management and Homeland Security Agency (GEMA/HS) provide the core emergency management, planning, financial and administrative functions in support of the State Operations Center (SOC).

ESF-5 serves as the coordinating ESF for all State agencies, organizations and private industry partners committed to supporting the state through the SOC and which are listed in the Georgia Emergency Operations Plan (GEOP). ESF-5 will identify resources for alert, activation, and subsequent deployment for quick and effective response when necessary to support local jurisdictions or other state agencies as appropriate. During all phases of a natural, technological, or human-caused disaster, ESF-5 is responsible for the finance, administration and planning functions as prescribed by the National Incident Management System and Incident Command System for all incidents requiring state agency response. Through GEMA/HS leadership, ESF-5 shall serve as the primary element to oversee the alert and notification process, staffing, and deployment of state resources through the SOC and will coordinate all other activities with other ESFs as appropriate. During activations of the GEOP and the SOC, ESF-5 is expected to serve as the link between the Unified Command assembled to manage the State's response and the Executive Leadership of the State of Georgia. In doing so, ESF-5 shall determine incident objectives and goals and develop the appropriate plans and procedures to achieve those goals.

### 1.2 Scope

Through the organizational construct of ESF-5, GEMA/HS has oversight responsibilities of all emergency management activities within the State during all phases of the emergency management cycle:

- Facilitating the planning process with federal, state, local, private sector and volunteer agencies and organizations.
- Conducting training and exercises with federal, state, local, private sector and volunteer agencies and organizations.
- Coordinating regular ESF meetings and / or conference calls.
- Maintaining on-going contact with ESF primary and support agencies.
- Ensuring that Primary and Alternate ESF Leads maintain operational readiness by taking requisite GEMA/HS SOC training courses.
- Acting as a liaison between the state and external entities.
- Directing requests for assistance to the appropriate ESFs.

- Directing unmet requests for assistance to the Federal Emergency Management Agency (FEMA) and/or the Emergency Management Assistance Compact (EMAC) system.
- Providing weather related subject matter expertise through the GEMA/HS State Meteorologist.
- Identifying the process and making the determination for elevating SOC Activation Levels.
- Facilitating scheduled briefings with the Emergency Operations Command during elevated activations of the SOC.
- Providing situational awareness and a common operating picture.
- Developing the Incident Action Plans (IAP) for future operational periods.
- Providing mapping services as needed to coordinate response and short-term recovery efforts.
- Overseeing the issuance of public alerts to attract public attention to an unusual situation and overseeing public warnings to persuade the public to take one or more protective actions in order to reduce losses or harm.
- Coordinating with the Long-Term Recovery toward the development of the Community Recovery Needs Assessment.
- Coordinating with local, state, and federal partners, through the Air Operations Branch in the SOC, to establish Aviation Support Operations Centers (ASOCs) to provide fixed and rotary-wing aircraft support within the state during disasters.
- Requests for assistance will be provided to the Air Operations Branch in the SOC for delegation to the appropriate ASOC, located at either the Savannah/Hilton Head International Airport (KSAV) or the Brunswick Golden Isles Airport (KBQK) for prioritization and mission assignment.
- Establishing Aviation Support Operations Center as an extension of the SOC when applicable, in coordination with local, state, and federal partners and with the State Aviation Support Operations Center Plan.

## **2.0 Concept of the Operation**

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### **2.1 General**

During activations of the GEOP and the SOC, ESF-5 is expected to manage the State's response and to coordinate with the Executive Leadership of the State of Georgia and in doing so, shall:

- Provide an official link to facilitate requests for assistance and the flow of situational awareness information between local jurisdictions, state agencies and FEMA during the activation of the GEOP and the elevated activation of the SOC.
- When appropriate, ESF-5 in coordination with all responding ESFs will establish various operational facilities to include Disaster Recovery Centers, Forward State Operations Centers, Logistical Staging Areas, and any other incident management facilities necessary to ensure an effective and efficient state response to natural and human-caused disasters.

## 2.2 Plan Activation

ESF-5 is active throughout the emergency management cycle; it is engaged in all phases of preparedness, response, recovery, and mitigation.

When the GEOP is activated and the SOC activation level increases, GEMA/HS will issue operational orders through the SOC to activate additional ESFs and participating partners as necessary to support state operations. GEMA/HS will provide staffing to represent the organization and ESF-5 within the SOC. The Center Director will task operational support requirements as determined by the Command & General Staff.

## 3.0 Organization and Assignment of Responsibilities

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### 3.1 ESF Coordination

ESF-5 is organized in accordance with the National Incident Management System and when applicable, staffs and supports the command and general staff functions through the SOC during disasters or emergencies that warrant activation of the GEOP.

When an incident occurs, or has the potential to occur, GEMA/HS as ESF-5 activates adequate personnel, systems, and facilities to support state operational demands within the SOC and other necessary incident facilities such as Logistics Staging Areas, Aviation Support Operation Centers, Base Camps, Recovery Centers and Joint Field Offices. Users of the GEOP are encouraged to view specific Incident Annexes, Support Annexes or Standard Operating Guides (SOG) for anticipated specific staffing structures, incident facilities and communication support plans.

ESF-5 serves as the primary coordinator for emergency management activities with the Governor, State Executive Leaders, local Emergency Management Agency (EMA) programs and FEMA. To effectively coordinate response decisions with Executive Leadership, GEMA/HS facilitates scheduled briefings with the Emergency Operations Command. The Emergency Operations Command consists of the Director of the Georgia Bureau of Investigation, the Commissioner of the Georgia Department of Public Safety, the Adjutant General of Georgia, and such other persons as may be directed by the Governor or Director of GEMA/HS as may be required by the nature of the event.

#### **State Incident Action Plans**

When the SOC is activated and based on command guidance, the Planning Section establishes planning time schedules and coordinates operational period objectives, reporting requirements, communication protocols, and other protocols with those ESFs and agencies operating under the direction of the SOC.

The Planning Section develops Incident Action Plans in accordance with the principals of the National Incident Management System and in coordination with Command and General Staff positions and ESFs activated. The Planning Section disseminates approved IAPs internally and as appropriate with other multi-agency coordination centers.



## **3.2 Primary Agency Assignment of Responsibilities**

The Georgia Emergency Management and Homeland Security Agency serves as the Coordinator for ESF-5 and in conjunction with several state agency partners conducts ESF-5 preparedness, response, recovery and mitigation activities.

### **Field Staff**

ESF-5, with GEMA/HS as the coordinating agency, works with local governments primarily through GEMA/HS Field Staff. GEMA/HS has created administrative areas within the State of Georgia, each with assigned Field Staff from Emergency Management, Homeland Security, Training, and Emergency Communications Sections. In addition, Hazard Mitigation Grant Specialists, Hazard Mitigation Planners, and Radiological Emergency Preparedness Planners are available to support local governments.

These Field Staff assist local EMAs with the development of local emergency operations and mitigation plans, preparedness training, and response and recovery exercises. These activities are designed to enhance the coordination of multi-agency and multi-jurisdictional responses and are focused on all hazards facing a local jurisdiction.

Within this construct, each local EMA program prepares its own local emergency operations plan for how it will execute its portion of the coordinated response mission. The GEMA/HS Field Operations Section and the Planning Section review these local plans to ensure interoperability and coordination of activities. As requested, GEMA/HS Field Staff works closely with local EMA programs to develop detailed, risk-based, incident response annexes to their local emergency operations plans. The goal of this process is to identify, prior to an event, the specific resources and tasks each local entity is responsible to ensure a smooth response effort.

GEMA/HS Field Staff meet regularly with the local elected officials, EMA, Public Safety, and Emergency Communications leaders through on-site visits and regional area meetings which often incorporate other local and state ESF partners.

### **Planning**

GEMA/HS coordinates the development of strategic plans, guides and concepts intended to directly support the GEOP. GEMA/HS coordinates with local emergency management planning entities as well as state partners and FEMA planning counterparts. The GEMA/HS Planning Section receives overall executive direction and coordination for emergency management processes through the GEMA/HS Command Staff. This direction is then applied to focused efforts to develop statewide emergency prevention, preparedness, response, recovery and mitigation plans.

### **Training and Exercise**

The GEMA/HS Training and Exercise Section, located at the Georgia Public Safety Training Center, serves as a liaison to provide FEMA training courses to state and local officials with emergency management responsibilities. Additionally, the GEMA/HS Training and Exercise Section is responsible for coordinating and developing other nationally or in state produced and focused courses to meet unique circumstances for

Georgia. The GEMA/HS Statewide Training and Exercise Program develops, conducts and documents state level exercises in accordance with the Homeland Security Exercise Evaluation Program (HSEEP). The State Exercise Officer serves as Georgia's liaison to the FEMA Regional Exercise Program. The Statewide Training and Exercise Program works closely with all ESFs, State Agencies, internal and external planning partners to develop effective exercises that ensure the readiness of applicable written plans and procedures which guide state emergency management activities.

## **Mitigation**

The GEMA/HS Hazard Mitigation Division supports day-to-day emergency management functions for the State of Georgia. The Hazard Mitigation Division's focus is to provide a comprehensive threat reduction and loss avoidance program that protects people and property from their exposure to natural and technological and human-caused hazards. Through its Hazard, Risk and Vulnerability assessments at the state and local level, the Division provides enhanced information for officials and decision-makers to reduce the impacts of both disasters and emergency needs, lessening financial impacts to state and local government while ultimately saving lives.

The GEMA/HS Hazard Mitigation Division coordinates the update of the State Hazard Mitigation Plan and provides technical assistance to state agencies and local governments in developing their local mitigation plans and projects.

The GEMA/HS Hazard Mitigation Division administers the Hazard Mitigation Grant Program, Flood Mitigation Assistance, Repetitive Flood Claims, Severe Repetitive Loss Pilot Program and Pre-Disaster Mitigation programs. Through these programs, federal funding is provided to state and local governments for cost effective mitigation projects. The Hazard Mitigation Division also works closely with the National Resource Conservation Service on the implementation of the Emergency Watershed Protection Program.

### **3.3 Support Agency Assignment of Responsibilities**

All Departments and Agencies of the State of Georgia will provide personnel to the SOC as requested to assist ESF operations and provide situational awareness and incident-specific information to ESF-5. As directed, all agencies identify staff liaisons or points of contact to provide technical and subject-matter expertise, information, and staff for operations within the purview of each agency.

## **4.0 Direction, Control, and Coordination**

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When activated, appropriate representatives from ESFs, State Agencies, FEMA, volunteer organizations and the private sector assemble in the SOC to coordinate a unified response. GEMA/HS Field Coordinators are integrated into the local affected jurisdiction(s) and serve as conduits for communicating resource requirements and situational awareness.

The Director of GEMA/HS assumes responsibility for direction, control, and coordination of ESFs at the SOC. Each ESF will assign a primary coordinator from their state

agency or organization and identify other state agencies or organization as primary or supporting roles through Executive Order of the Governor. In addition, other assistance through nongovernmental organizations (NGOs) and private sector organizations will be coordinated as a part of this process.

ESFs are matched with the National Response Framework to ensure efficient and effective response. State agencies and organizations with primary ESF responsibilities should develop and maintain SOGs, in coordination with support agencies and organizations.

Each ESF must ensure they have properly trained personnel designated to work within the SOC. ESF representatives must be able to reach out to personnel operating within their ESF at the local level as well as outward to other state agencies and up to federal partners when necessary to obtain the most accurate incident status. Likewise, these personnel must be aware of the roles and responsibilities of their particular ESF.

One of the most important functions of the SOC is to collect, analyze and properly disseminate situational information to general staff and ESF leaders in the SOC to make operational decisions for current and future operational periods. In order to obtain accurate and timely situational information, all agencies and ESFs operating within the SOC must enter updates, damage assessments and resource status reports into WebEOC, the incident management software system utilized in the SOC. Geospatial Information System data collected before, during, and after the event may be used to:

- Map the location of events;
- Conduct damage assessments and response activities;
- Identify risks and resources; and
- Prioritize objectives.

#### **4.1 Information Collection and Dissemination**

Relevant information will be gathered in the SOC by the Planning Section / Situation Unit for inclusion in the development of Incident Action Plans and Situational Reports. All public information requests/reports regarding incident activity will be coordinated through and released by ESF-15 External Affairs.

In addition to the SOC, personnel may be provided to field operations established throughout Georgia, including but not limited to: Joint Field Offices, Joint Information Centers, Disaster Recovery Centers, and any other incident facility established to meet operational demands for each particular incident requiring the activation of the GEOP.

#### **4.2 Communications and Documentation**

The GEMA/HS Planning Section has provided SOG development templates and planning assistance to all ESFs listed in the GEOP. All ESFs will strive to develop operationally ready SOGs to support this Annex. ESF-2 Communications will facilitate communications requests and resources as dictated by incident requirements. Agencies and partners will meet as necessary to develop, review, and refine SOGs that discuss specific operational processes and procedures.

### **4.3 Administration, Finance, and Logistics**

Logistics support will be facilitated by ESF-7 Logistics in conjunction with the necessary ESFs.

Resource requirements will be primarily determined by affected County EMA Directors, working with assigned GEMA/HS Field Coordinators. Resource Requests flow from the County EMA Director (or the GEMA/HS Field Coordinator acting on his/her behalf) or other state agency to the SOC. Existing state resources, intrastate mutual aid, donations, Georgia Voluntary Organizations Active in Disasters, and NGOs provide the initial sources of personnel, vehicles, equipment, supplies, and services to fulfill Resource Requests. Resource Requests that exceed the capability of these sources may be fulfilled through state purchasing and contracting, interstate mutual aid, or federal government agency assistance.

The GEOP ESF-7 Logistics Annex contains information on the provision of assets and resources through EMAC, private-sector, or NGO procurement procedures, and requests for assistance to FEMA.

## **5.0 Plan Maintenance and Revision**

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### **5.1 Evaluation**

GEMA/HS conducts all exercises within the structure provided by the Homeland Security Exercise Evaluation Program (HSEEP). ESF-5 will participate in all exercise activities when applicable and will follow the HSEEP process to include active participation in planning and evaluation meetings, workshops, and conferences.

GEMA/HS systematically coordinates and conducts event debriefings and compiles After Action Reports for any incident that calls for the activation of all or any portion of the GEOP. ESF-5 shall participate in this process when applicable. After Action Reports will document areas for improvement, resource shortfalls, and corrective action planning requirements which will be incorporated into subsequent updates to the GEOP, its Annexes, or ESF SOGs, when applicable.

### **5.2 Maintenance and Revision**

This ESF Annex will be revised in accordance with paragraph 6.1.2 of the GEMA/HS Plans Standardization and Maintenance Policy. In addition, the document shall be evaluated for recommended revisions and corrective measures as an integral part of the Agency Exercise or Event After Action Reports / Improvement Plans, as well as internal reviews that will follow the issuance of any Governor's Executive Order or passage of legislation impacting the Agency.

## **6.0 Authorities and References**

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The authority for the Georgia Emergency Operations Plan is based on Official Code of Georgia, Title 38, Section 3, Articles 1 through 3, known as the Georgia Emergency

Management Act of 1981, and is compliant with the National Incident Management System and supports the National Response Framework.

O.C.G.A. § 38-3-1 et. seq. to § 38-3-10 establishes legal authority for development and maintenance of Georgia's Emergency Management Program and organization, and defines the emergency powers, authorities, and responsibilities of the Governor and Director of GEMA/HS. Moreover, the State's Emergency Services and Disaster Laws require that state and local governments develop and maintain current Emergency Operations Plans to be prepared for a variety of natural and human- caused hazards. Executive Orders by the Governor supplement the laws and establish specific planning initiatives and requirements.