



EMERGENCY SUPPORT FUNCTION #8

HEALTH AND MEDICAL SERVICES ANNEX

PRIMARY AGENCY: Department of Health and Human Services
U.S. Public Health Service

SUPPORT AGENCIES: Department of Agriculture
Department of Defense
Department of Justice
Department of Transportation
Department of Veterans Affairs
Agency for International Development
American Red Cross
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration
National Communications System
U.S. Postal Service

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide United States Government coordinated assistance to supplement State and local resources in response to public health and medical care needs following a significant natural disaster or man-made event. Assistance provided under ESF #8 - Health and Medical Services, is directed by the Department of Health and Human Services (HHS) through its Executive Agent, the Assistant Secretary for Health (ASH), who heads the United States Public Health Service (PHS). Resources will be furnished when State and local resources are overwhelmed and medical and/or public health assistance is requested from the Federal Government.

B. Scope

ESF #8 involves supplemental assistance to State and local governments in identifying and meeting the health and medical needs of victims of a major emergency or disaster. This support is categorized in the following functional areas:

1. Assessment of health/medical needs;
2. Health surveillance;
3. Medical care personnel;
4. Health/medical equipment and supplies;
5. Patient evacuation;
6. In-hospital care;
7. Food/drug/medical device safety;
8. Worker health/safety;
9. Radiological Hazards;
10. Chemical Hazards;
11. Biological Hazards;
12. Mental health;
13. Public health information;
14. Vector control;
15. Potable water/wastewater and solid waste disposal; and
16. Victim identification/mortuary services.

The PHS in its primary agency role for ESF #8, directs the provision of United States Government provided health and medical assistance to fulfill the requirements identified by the affected State/local authorities having jurisdiction. Included in ESF #8 is overall public health response, and the triage, treatment and transportation of victims of the disaster, and the evacuation of patients out of the disaster area, as needed, into a network of Military Services, Veterans Affairs, and pre-enrolled non-Federal hospitals located in the major metropolitan areas of the United States. The intent of ESF #8 is to supplement and assist the State/local governments affected by the disaster by utilizing resources primarily available from the following sources:

1. Resources available within HHS from PHS, Administration on Children and Families, Social Security Administration, Health Care Financing Administration, and the Administration on Aging.
2. Supporting departments and agencies to ESF #8.
3. Resources are available from the National Disaster Medical System (NDMS). NDMS is a nationwide medical mutual aid network between the Federal and non-

Federal sectors that includes medical response, patient evacuation, and definitive medical care. At the Federal-level, it is a partnership between HHS, Department of Defense (DOD), Department of Veterans Affairs (VA), and the Federal Emergency Management Agency (FEMA).

4. Specific non-Federal sources such as major pharmaceutical suppliers, hospital supply vendors, the National Funeral Directors Association, certain international disaster response organizations, Department of Health and Welfare Canada (HWC), etc.

II. POLICIES

A. ESF #8 will be implemented upon the appropriate State-level request for assistance following the occurrence of a significant natural disaster or man-made event and determination has been made that a Federal response is warranted.

B. The ASH, HHS/PHS, is responsible for activating and directing the activities for ESF #8. The lead policy official for ESF #8 supporting the ASH is the Deputy Assistant Secretary for Health (DASH). The Office of the Assistant Secretary for Health/Office of Emergency Preparedness (OASH/OEP) is the action agent and is responsible for coordinating the implementation of ESF #8 and providing staff support to the HHS policy officials. The PHS Regional Health Administrator (RHA) is the operating agent and is responsible for directing Regional ESF #8 activities.

C. The colocated National HHS Emergency Operating Center (EOC)/NDMS Operations Support Center (OSC) (HHSEOC/NDMSOSC) will provide liaison between the Federal Government Headquarters and appropriate Regional officials in the response structure at the disaster scene for the coordination of Federal health and medical assistance to meet the requirements of the situation. The HHSEOC/NDMSOSC will coordinate and facilitate the overall ESF #8 response.

D. In accordance with assignment of responsibilities in ESF #8, and further tasking by the primary agency, each support organization participating under ESF #8 will contribute to the overall response but will retain full control over its own resources and personnel.

E. ESF #8 is the primary source of public health and medical response/information for all Federal officials involved in response operations.

F. All national and regional organizations (including other ESFs) participating in response operations will report public health and medical requirements to their counterpart level (national or regional) of ESF #8.

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G. ESF #8 will not release medical information on individual patients to the general public to ensure patient confidentiality protection.

H. Appropriate information on casualties/patients will be provided to the American Red Cross (ARC) for inclusion in the Disaster Welfare Information (DWI) System for access by the public.

I. Requests for recurring reports of specific types of medical and public health information will be submitted to ESF #8 as soon as information requirements are identified to enable ESF #8 to develop and implement procedures for providing those recurring Situation Reports (SITREPS).

J. The primary Joint Information Center (JIC), established in support of the Federal Response Plan, hereafter referred to as the Plan, will be authorized to release general medical and public health response information to the public. Other JICs may also release general medical and public health response information at the discretion of the Federal Coordinating Officer's (FCO's) Lead Public Affairs Officer.

III. SITUATION

A. Disaster Condition

A significant natural disaster or man-made event that overwhelms the affected State would necessitate both Federal public health and medical care assistance. For example, casualty estimates for a major earthquake could range from 12,000 to more than 200,000, depending on population density, quality of building construction, and the location, time, magnitude and duration of the earthquake. The sudden onset of such a large number of victims would stress a State medical system necessitating time-critical assistance from the Federal government. Such a natural disaster would also pose certain public health threats, including problems related to food, vectors, water, wastewater, solid waste, and mental health effects.

Hospitals, nursing homes, pharmacies and other medical/health care facilities may be severely structurally damaged or destroyed. Those facilities which survive with little or no structural damage may be rendered unusable or only partially usable because of a lack of utilities (power, water, sewer), because staff are unable to report for duty due to personal injuries and/or damage/disruption of communication and transportation systems. Medical and health care facilities which remain in operation and have the necessary utilities and staff will probably be overwhelmed by the "walking wounded" and seriously injured victims who are transported there in the immediate aftermath of the occurrence. In the face of massive increases in demand and the damage sustained, medical supplies (including pharmaceuticals)

and equipment will probably be in short supply. Most health care facilities usually maintain only a small inventory stock to meet their short term normal patient load needs. Disruptions in local communications and transportation systems could prevent timely resupply.

Uninjured persons who require daily medications such as insulin, antihypertensive drugs, and digitalis may have difficulty in obtaining these medications because of damage/destruction of normal supply locations and general shortages within the disaster area.

Although other disasters such as hurricanes, floods, etc., may not generate the casualty volume of a major earthquake, there will be a noticeable emphasis on relocation, shelters, vector control, and returning water, wastewater, and solid waste facilities to operation.

A major emergency resulting from an explosion or toxic gas release could occur that might not damage the local medical system. However, such an event could produce a large concentration of specialized injuries that could overwhelm the State and local medical system.

B. Planning Assumptions

1. Resources within the affected disaster area will be inadequate to clear casualties from the scene or treat them in local hospitals. Additional mobilized Federal capabilities will urgently be needed to supplement and assist State and local governments to triage, and treat casualties in the disaster area and then transport them to the closest appropriate hospital or other health care facility. Additionally, medical resupply will be needed throughout the disaster area. In a major disaster, operational necessity will probably require the further transportation of patients, probably by air, to the nearest metropolitan areas with sufficient concentrations of available hospital beds where patient needs can be matched with the necessary definitive medical care.

2. Damage to chemical and industrial plants, sewer lines, and water distribution systems and secondary hazards such as fires will result in toxic environmental and public health hazards to the surviving population and response personnel including exposure to hazardous chemicals, and contaminated water supplies, crops, livestock, and food products.

3. The damage and destruction of a catastrophic natural disaster will produce urgent needs for mental health crisis counseling for disaster victims and response personnel.

4. Assistance in maintaining the continuity of health and medical services will be required.

5. Disruption of sanitation services and facilities, loss of power, and massing of people in shelters may increase the potential for disease and injury.

IV. CONCEPT OF OPERATIONS

A. General

Upon notification of a significant natural disaster or man-made event, PHS (as lead agency) will alert the National ESF #8 Crisis Action Team (CAT) to assemble in the HHS EOC in the Parklawn Building in Rockville, Md. The ASH, DASH, PHS Agency Emergency Coordinators (AECs), and appropriate PHS RHAs and HHS Regional Directors (RDs) will be notified.

The ASH will direct the activities of ESF #8 and will activate the NDMS as needed.

Pre-identified personnel will be alerted to meet requirements for representing ESF #8 on the:

1. Catastrophic Disaster Response Group (CDRG) at FEMA Headquarters;
2. Emergency Support Team (EST) at FEMA Headquarters;
3. National ESF #8 Emergency Response Team (ERT);
4. Regional ESF #8 EOC;
5. Regional Operations Center (ROC) at the FEMA Regional Office; and
6. Advance Element of the Emergency Response Team (ERT-A).

All support agencies/organizations will be notified and tasked to provide 24-hour representation as necessary. Each support agency/organization is responsible for insuring that sufficient program staff is available to support the HHSEOC/NDMSOSC and to carry out the activities tasked to their agency/organization on a continuous basis. Individuals representing agencies/organizations who are staffing the HHSEOC/NDMSOSC will have extensive knowledge of the resources and capabilities of their respective agencies/organizations and have access to the appropriate authority for committing such resources during the activation.

National ESF #8 will provide liaison and long distance high frequency radio support to Regional ESF #8 to facilitate direct communications between Regional ESF #8 and National ESF #8. The National ESF #8 ERT will be deployed as necessary to assist Regional ESF #8 in establishing and maintaining effective coordination within the disaster area.

Regional ESF #8 will be established and will maintain coordination with the appropriate State medical and public health officials and organizations to obtain current medical and public health assistance requests. It is anticipated that most requests will be made by telephone, radio or face-to-face conversations rather than by formally written requests.

Regional ESF #8 will be supported by the regional Joint Medical Mobilization Office (JMMO) or other entity designated by the DOD Defense Coordinating Officer (DCO) to coordinate civil authority requests for military resource support within the disaster area. Regional ESF #8 will also be assisted by those other support agencies as contained in the Regional ESF #8 appendices.

Regional ESF #8 will utilize locally available health and medical resources to the extent possible to meet the needs identified by State/local authorities. National ESF #8 will meet the additional requirements primarily from pre-arranged sources from throughout the United States and Canada.

Throughout the response period, ESF #8 will evaluate and analyze medical and public health assistance requests and responses, and develop and update assessments of medical and public health status. All requests from appropriate State authorities for medical and public health assistance will be assumed to be valid. Upon receiving conflicting or questionable requests, ESF #8 will attempt to confirm the actual need. ESF #8 will maintain accurate and extensive logs to support after-action reports and other documentation of the disaster conditions.

ESF #8 will develop and provide medical and public health situation reports to the CDRG, EST, the FCO's Reports Officer, the primary JIC, and organizations with a need for recurring reports of specific types of information including other ESFs, Federal agencies, and the State upon request. Information will be disseminated by all available means including FAX, telephone, radio, memoranda, display charts and maps, and verbal reports at meetings and briefings.

B. Organization

1. National-Level Response Support Structure

ESF #8 response will be activated and directed by the ASH/HHS/PHS. The HHSEOC will become operational, and upon activation of NDMS, the NDMSOSC will also become operational and these centers will co-locate at the OASH/OEP facility in Rockville, Md. The HHSEOC/NDMSOSC will consist of a core of Federal agencies which will be supplemented by other national-level organizations, governmental and private, as the situation

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dictates. During the initial activation the principal core staff will consist of a pre-designated PHS CAT and the following officials or their representatives:

- a. ASH/HHS/PHS;
- b. Assistant Secretary of Defense (Health Affairs), DOD;
- c. Chief Medical Director, Veterans Health Administration (VHA), VA; and
- d. Director, FEMA.

Additional supporting agencies and organizations will be alerted and will either be tasked to provide a representative to the HHSEOC/NDMSOSC or to provide a representative who will be immediately available via telecommunications means (telephone, FAX, conference calls, etc.) to provide support.

PHS will identify and provide representatives to represent both HHS/PHS and National ESF #8 on the CDRG and the FEMA EST. PHS also will dispatch as needed, emergency response coordinators and the National ESF #8 ERT to the disaster area to support the lead RHA having responsibility for the Regional ESF #8.

Coordination of ESF #8 will be centralized at the HHSEOC/NDMSOSC.

As needed, special advisory groups of health/medical subject matter experts will be assembled and consulted by National ESF #8.

2. Regional-Level Response Structure

a. The RHA is the lead for the Regional ESF #8 health and medical response and will establish a Regional ESF #8 EOC and will provide administrative support to the regional response activities. The HHS RD will assist the RHA by coordinating human services support required from the other HHS operating divisions located within the Region.

b. The lead of Regional ESF #8 will represent ESF #8 in its dealings with the FCO and will maintain liaison with the FCO, the appropriate State/local health and medical officials, National ESF #8, and the HHS RD.

c. Regional ESF #8 will have appropriate representatives available to rapidly deploy with the FEMA Advance Element of the Emergency Response Team to the affected State's EOC or other designated location.

d. Regional ESF #8 will have appropriate representative(s) present or available by telephone or radio at the Regional ESF #8 EOC, and additionally at the FEMA ROC and/or the FEMA Disaster Field Office (DFO) as required by the FCO on a 24-hour basis for the duration of the emergency response period. Other representatives of the lead/support agencies will be available to staff the ROC and/or the DFO upon request of the lead of Regional ESF #8.

C. Notification

1. Upon the occurrence of a potential major natural disaster or man-made event, FEMA Headquarters will notify the ESF #8 action agent (OASH/OEP). The affected FEMA Region will notify the PHS RHA. There are a number of ways ESF #8 could initially be notified by FEMA. This notification would probably be made via telephone, FAX, or digital pagers. Such notification could be to: advise of the potential disaster; convene the CDRG; request an ESF #8 representative to deploy as a regional ERT member; establish the EST at FEMA Headquarters; or to pass a request from regional or State officials requesting activation of NDMS.

2. OASH/OEP will notify the ASH and request activation of ESF #8. OASH/OEP will alert their CAT that will notify the lead of Regional ESF #8 by telephone or radio, if possible. If the RHA or his/her appropriate representative cannot be contacted, the HHS RD will be notified and requested to advise the Regional ESF #8 lead. If the HHS RD cannot be contacted, the ESF #8 lead of an adjacent region will be contacted and requested to assist in notifying and establishing the Regional ESF #8 in the disaster area.

3. The OASH/OEP CAT also will notify all other National ESF #8 members by the most expeditious communication method.

4. Upon notification, ESF #8 members will notify their parent agencies/organizations. ESF #8 members will report to the appropriate location(s) as directed (such as HHSEOC/NDMSOSC, FEMA Headquarters, etc.) and Regional ESF #8 members will report to the appropriate location(s) as directed (such as the ROC or DFO).

D. Response Actions

1. Initial Actions Following Potential Catastrophic Disaster

The HHSEOC will become operational within 2 hours of notification. Until the Regional ESF #8 becomes operational, the collection, analysis, and dissemination of requests for medical and public health assistance will be the responsibility of National ESF #8 with the assistance of the PHS region. Upon declaration by the RHA that the Regional ESF #8 EOC

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is operational, the major responsibilities for requests for medical and public health assistance will be transferred to Regional ESF #8. National ESF #8 will conduct the following actions while bringing ESF #8 to a fully operational status.

a. Upon notification of the occurrence of a potential major emergency or disaster, the lead of National ESF #8 (the ASH) will request PHS and support agencies/organizations to initiate action immediately to identify and report the potential need for Federal health and medical support to the affected disaster area in the following functional areas:

(1) *Assessment of Health/Medical Needs*

Lead PHS Agency: OASH/OEP-NDMS: An assessment team will be mobilized and deployed to the disaster area to assist in determining specific health/medical needs and priorities. The assessment team composition will be jointly determined by the action agent and the operating agent based on the type and location of the emergency.

(2) *Health Surveillance*

Lead PHS Agency: Centers for Disease Control: Assist in establishing surveillance systems to monitor the general population and special high-risk population segments; carry out field studies and investigations; monitor injury and disease patterns and potential disease outbreaks; and provide technical assistance and consultations on disease and injury control measures and precautions.

(3) *Medical Care Personnel*

Lead PHS Agency: OASH/OEP-NDMS: Provide Disaster Medical Assistance Teams (DMATs) to assist in providing care for ill or injured victims at the site of a disaster or emergency. DMATs can provide triage, medical or surgical stabilization, and continued monitoring and care of patients until they can be evacuated to locations where they will receive definitive medical care. Specialty DMATs can also be deployed to address mass burn injuries, pediatric trauma, chemical injury or contamination, etc. In addition to DMATs, active duty, reserve, and National Guard medical units for casualty clearing/staging and other missions will be deployed as needed. Individual clinical health and medical care specialists may be provided to assist State and local personnel.

(4) *Health/Medical Equipment and Supplies*

Lead PHS Agency: OASH/OEP-NDMS: Provide health and medical equipment and supplies, including pharmaceutical, biologic products, and blood and blood

products in support of NDMS DMAT operations and for restocking health and medical care facilities in areas affected by major disasters or emergencies.

(5) *Patient Evacuation*

Lead PHS Agency: OASH/OEP-NDMS: Provide for movement of seriously ill or injured patients from the area affected by a major disaster or emergency to locations where definitive medical care is available. NDMS patient movement will primarily be accomplished utilizing fixed wing aeromedical evacuation (AE) resources of the DOD; however, other transportation modes may be used, as circumstances warrant.

(6) *In-Hospital Care*

Lead PHS Agency: OASH/OEP-NDMS: Provide definitive medical care to victims who become seriously ill or injured as a result of a major domestic disaster or emergency. For this purpose, the NDMS has established and maintains a nationwide network of over 105,000 voluntarily pre-committed non-Federal acute care hospital beds in the 107 largest United States metropolitan areas.

(7) *Food/Drug/Medical Device Safety*

Lead PHS Agency: Food and Drug Administration: Assure the safety and efficacy of regulated food, drug, biologic products, and medical devices following major disasters or emergencies. Arrange for seizure, removal, and/or destruction of contaminated or unsafe products.

(8) *Worker Health/Safety*

Lead PHS Agency: Centers for Disease Control: Assist in monitoring health and well-being of emergency workers; perform field investigations and studies addressing worker health and safety issues; and provide technical assistance and consultation on worker health and safety measures and precautions.

(9) *Radiological Hazards*

Lead PHS Agency: Centers for Disease Control: Assist in assessing health and medical effects of radiological exposure on the general population and on high-risk population groups; conduct field investigations, including collection and analysis of relevant samples; advise on protective actions related to direct human and animal exposure, and on indirect exposure through radiologically contaminated food, drugs, water supply, and other

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media; and provide technical assistance and consultation on medical treatment of radiologically injured victims.

(10) Chemical Hazards

Lead PHS Agency: Centers for Disease Control: Assist in assessing health and medical effects of chemical exposure on the general public and on high-risk population groups; conduct field investigations, including collection and laboratory analysis of relevant samples; advise on protective actions related to direct human and animal exposure and on indirect exposure through chemically contaminated food, drugs, water supplies, and other media; and provide technical assistance and consultations on medical treatment of chemically injured victims.

(11) Biological Hazards

Lead PHS Agency: Centers for Disease Control: Assist in assessing health and medical effects of exposure to biologic agents on the general population and on high-risk population groups; conduct field investigations, including the collection and laboratory analysis of relevant samples; advise on protective actions related to direct human and animal exposure, and on indirect exposure through biologic agent contamination of food, drugs, water supplies, and other media; and provide technical assistance and consultations on medical treatment of victims injured by biologic agents.

(12) Mental Health

Lead PHS Agency: Alcohol, Drug Abuse, and Mental Health Administration: Assist in assessing mental health needs; provide mental health training materials for disaster workers; assist in arranging training for mental health outreach workers; assess adequacy of applications for Federal crisis counseling grant funds; address worker stress issues and needs through a variety of mechanisms.

(13) Public Health Information

Lead PHS Agency: Centers for Disease Control: Assist by providing public health and disease and injury control and prevention information that can be transmitted to members of the general public who are located in or near areas affected by a major disaster or emergency.

(14) Vector Control

Lead PHS Agency: Centers for Disease Control: Assist in assessing the threat of vector-borne diseases following major disasters or emergencies; conduct field investigations, including the collection and laboratory analysis of relevant samples; provide vector control equipment and supplies; provide technical assistance and consultation on protective actions regarding vector-borne diseases; and provide technical assistance and consultation on medical treatment of victims of vector-borne diseases.

(15) Potable Water/Wastewater and Solid Waste Disposal

Lead PHS Agency: Indian Health Service: Assist in assessing potable water and wastewater/solid waste disposal issues; conduct field investigations, including collection and laboratory analysis of relevant samples; provide water purification and wastewater/solid waste disposal equipment and supplies; and provide technical assistance and consultation on potable water and wastewater/solid waste disposal issues.

(16) Victim Identification/Mortuary Services

Lead PHS Agency: OASH/OEP-NDMS: Assist in providing victim identification and mortuary services, including NDMS Disaster Mortuary Services Teams (DMORTs); temporary morgue facilities; victim identification utilizing latent fingerprint, forensic dental, and/or forensic pathology/anthropology methods; processing, preparation, and disposition of remains.

b. National ESF #8 will also initiate through the appropriate command and control systems, as necessary, the following actions to alert certain elements of the health and medical system to either respond or be prepared to respond if needed:

- (1) Alert and deploy National ESF #8 representative(s) to National EST at FEMA Headquarters in Washington, DC;
- (2) Alert National ESF #8 representative(s) to be on "stand-by" to deploy to the disaster area as a member of the National ESF #8 ERT;
- (3) Alert and deploy National ESF #8 Emergency Response Coordinator(s) (ERC) to the disaster area to provide liaison and support to Regional ESF #8. ERCs will be self-contained as much as possible (tents, sleeping bags, food, etc.) and will provide some long distance high frequency radio communications support for direct connectivity between the Regional and National ESF #8;

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- (4) Request PHS/OEP to alert NDMS DMATS on a "stand-by" basis;
- (5) Through its DOD representative, alert Armed Services Medical Regulating Office (ASMRO) to prepare to receive hospital bed availability reports. ASMRO will establish an appropriate reporting window;
- (6) Through VA, DOD representatives, and appropriate VA and Services command and control systems, alert local NDMS Federal Coordinating Centers (FCCs) to obtain bed availability reports from the participating non-Federal hospitals and report bed status to ASMRO;
- (7) Alert PHS Supply Service Center, Defense Logistics Agency (DLA), HWC and other pre-identified sources of medical supplies to be on a "stand-by" basis;
- (8) Alert national-level transportation and communications support agencies/organizations to be on a "stand-by" basis;
- (9) Determine from ESF #5 - Information and Planning, the geographic area affected by the disaster and also obtain weather information for the disaster area including present conditions, the 24-hour forecast, and the long-range forecast; and
- (10) Request that PHS/National Institutes of Mental Health (NIMH) initiate action to implement mental health support activities.

c. National ESF #8 primary and support agency/organization members will report to the HHSEOC/NDMSOSC and convene within 2 hours following notification. Alternatively, ESF #8 members may be directed to report to their usual offices within 2 hours and thereafter maintain continuous telephone communication with National ESF #8.

d. The NDMSOSC DOD representative will activate the national-level DOD support network as required. This alerting may include, but not be limited to: Department of the Army, the Directorate of Military Support (DOMS); the Surgeons General of the Army, Navy, and Air Force; the United States Transportation Command (USTRANSCOM); the Air Mobility Command (AMC); the National Guard Bureau (NGB); ASMRO; Forces Command (FORSCOM); the United States Atlantic Command (USLANTCOM); the United States Pacific Command (USPACOM); the Office of Civilian Health and Medical Program of the Uniformed Services (OCHAMPUS); the Medical Readiness Division, Office of the Joint Chiefs of Staff (J-4/JCS); and other appropriate DOD components. DOMS, in coordination

with the Services and JCS executive agents (ie., HQUSAF/SG for ASMRO) will in turn, notify service FCCs and other Service components as appropriate.

2. Continuing Actions

a. Situation Assessment

The National ESF #8 staff will continuously acquire and assess information about the disaster situation. The staff will continue to attempt to identify the nature and extent of health and medical problems, and establish appropriate monitoring and surveillance of the situation to obtain valid ongoing information. National ESF #8 will primarily rely on information from the disaster area that is furnished by Regional ESF #8. Other sources of information may include National ESF #8 support agencies/organizations; various Federal officials in the disaster area; State health officials; State Emergency Medical Services (EMS) authorities; State disaster authorities; or the responsible jurisdiction in charge of the disaster scene. Also, information may be acquired from Federal officials outside of the disaster area such as local NDMS FCCs, FEMA Regional Offices, and PHS Regional Offices.

In the early stages of a disaster response, it may not be possible to fully assess the situation and verify the need for the level of assistance that is being requested. In such circumstances, it shall be the responsibility of National ESF #8 and Regional ESF #8 to collectively decide whether to authorize assistance. Every attempt shall be made to verify the need before providing assistance. However, it may be necessary to proceed with assistance on a limited basis before verifications are obtained. In such a situation, the ESF #8 will use common sense, be flexible, and responsive to meeting perceived time critical needs.

Because of the potential complexity of the health and medical response issues/situations, conditions may require special advisory groups of subject matter experts to be assembled by National ESF #8 to review health/medical intelligence information and to advise on specific strategies to employ to most appropriately manage and respond to a specific situation.

b. Activation of Health/Medical Response Teams

By direction of the ASH, health personnel/teams from PHS will be deployed as needed and appropriate medical and public health (including environmental health) assistance will be provided. NDMS DMAT teams will be activated and deployed as needed. PHS/OEP will respond to the direction by arranging for alerting, activation, appointment to Federal status (where appropriate) and deployment of NDMS DMATs. The PHS/OEP representative also will coordinate with other NDMSOSC agency representatives who will arrange for the necessary transportation and logistic support for the DMATs. DMATs may be activated for

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provision of patient reception, patient staging, casualty clearing, or other medical care activities in meeting the needs of the situation.

Certain military medical units, including active duty, National Guard and Reserve, may be tasked to deploy to support ESF #8 requirements. These requirements will be coordinated with the NDMSOSC DOD representative who will coordinate with DOMS to activate and deploy the necessary military units.

c. Coordination of Medical Transportation Requests

Arrangements for medical transportation should be made at the lowest levels possible. Normally local transportation requirements are to be handled by local authorities. If it is determined by Regional ESF #8 that local or regional resources are inadequate to meet the requirements, a request for Federal medical transportation assistance will be worked at the National ESF #8 level and will be referred to representatives from DOD, Department of Transportation (DOT), General Services Administration (GSA), Department of Agriculture (USDA), and United States Postal Service (USPS) to initiate assistance by their respective agencies, including arrangements for aeromedical evacuation. Patient regulation will be the responsibility of ASMRO.

d. Coordination of Requests for Medical Facilities

Arrangements for medical facilities are primarily a local function. Requests for additional assistance should first be referred to State authorities. Requests by State officials for Federal aid for NDMS hospital support should be routed through Regional ESF #8 to the NDMSOSC. The NDMSOSC will verify the request and refer it to the DOD and VA representatives. The VA and DOMS, through its Service representatives, will notify NDMS FCCs to activate area operations/patient reception plans. HQU SAF will alert ASMRO regarding NDMS activation. ASMRO will establish and disseminate appropriate bed reporting instructions to FCCs. Further, the 57th Aeromedical Evacuation Squadron/Aeromedical Evacuation Control Center, Scott Air Force Base, Illinois (hereafter referred to as the AECC [formerly the Patient Airlift Center]) will provide appropriate patient reception/patient arrival information to ASMRO and to the local FCCs. Local FCCs, through their patient reception teams, will distribute arriving patients to specific NDMS participating hospitals based upon the patients' need and facility capability.

e. Coordination of Requests for Aeromedical Evacuation of Patients from the Disaster Area

(1) State and local health/medical authorities identify the need for patient evacuation support from the disaster area. The requirement for aeromedical evacuation is

communicated through Regional ESF #8 to the NDMSOSC. The DOD representative in the NDMSOSC, in turn, will coordinate with the appropriate commands such as FORSCOM, USTRANSCOM, USLANTCOM, USPACOM, and/or HQAMC Command Centers. The agency contacted will then coordinate with the appropriate supporting command to obtain the needed support.

(2) The concept of operation is for local authorities to operate Casualty Collection Points (CCPs) that will feed into State operated Regional Evacuation Points (REPs). ESF #8 will coordinate the "hand-off" of patients from the REPs into the NDMS patient evacuation system.

(3) Patient regulating is the responsibility of the ASMRO. Because the movement of patients is based upon the availability of hospital beds, ASMRO will receive patient requirements from the disaster area and regulate patients to destination reception areas reporting available beds. Regional ESF #8 will establish a Patient Reporting Activity (PRA) to report the number of patients to ASMRO requiring movement out of the area. Patients will be reported in the specified contingency categories. FCCs will likewise report available beds in the same contingency categories. Once the regulating decision is made, ASMRO will pass it to the PRA and the receiving FCCs. After receipt by the PRA, Regional ESF #8 will coordinate with the State to have the patients moved.

(4) AE resources will be deployed based on the nature of the emergency or disaster and estimated length of support requirement. In a limited operation, support may be restricted to the providing of Aeromedical Evacuation Crew Members (AECM), airlift, and/or liaison personnel with centralized management remaining with the AECC, Scott Air Force Base. In a larger or more prolonged event which may require sustained support, elements of the Tactical Aeromedical Evacuation System (TAES), to include an Aeromedical Evacuation Casualty Element (AECE), Mobile Aeromedical Staging Facility (MASF), Aeromedical Evacuation Liaison Team (AELT), and AECMs may be deployed to the region. When deployed, the AECE will provide regional control for the AE elements with overall responsibility for continental United States (CONUS) AE operations remaining with the AECC, Scott Air Force Base. Outside the continental United States (OCONUS), overall responsibility will rest with the appropriate military command (CINCLANT or CINCPAC) having military support responsibility for the geographic area of the disaster/emergency.

(a) An AELT could deploy to the REPs to provide a direct HF radio communications link and immediate coordination between the REP originating the requirements for aeromedical evacuation and the AECC. The primary mission of the AELT is to coordinate patient movement requests and the movement schedule between the AECC and the REP.

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(b) The AECC is the operations center responsible for mission planning, coordinating, and management of the disaster area AE operations. The AECC establishes and is the focal point for communications and provides the source of control and direction for disaster area AE forces.

(c) The MASF is a mobile, tented, temporary staging facility deployed to provide supportive care and administration. It does not have beds or cots. Since it has no organic patient carrying vehicles, it is normally located near runways, taxiways, or airfields.

(d) The AECMs provide inflight supportive medical care aboard AE mission directed aircraft.

(e) Control teams will be deployed to identify the closest appropriate airhead to a REP that can handle the AE aircraft, normally C-9 or C-130. Aeromedical staging capability (utilizing a joint operation between military MASFs and NDMS DMATS) will be established near the runways or taxiways of the designated airfield or forward operating base. The regulated patients are then moved from the REP to the aeromedical staging location for entrance into the AE system and movement to the regulated destination.

(f) The AELT, AECC, and MASF have equipment and personnel to establish a HF radio network in support of the system. The AECC functions as the net control for the various elements. The following message formats are used throughout the AES, using specific portions of the AMC Form 801, Tactical Aeromedical Evacuation Mission Message.

(1) AE Support Request Message (Alpha Message) - The Alpha Message starts a patient movement request and is originated by an AELT. Pertinent information concerning the patient movement is gathered by the liaison official and transmitted by radio operator to the AECC and MASF.

(2) AE Support Response Message (Bravo Message) - The Bravo Message is originated by the AECC. When all information concerning the evacuation aircraft is obtained from the ALCC, this information and other applicable data are transcribed onto the Bravo section of the AMC Form 801, and then transmitted by radio operator to the MASF and the AELT.

(3) AE Support Confirmation Message (Charlie Message) - The Charlie Message is originated by the MASF. The patients are transported from the REP to the MASF. Assigned MASF personnel administratively process and stabilize the patients for tactical aeromedical evacuation. Upon aircraft departure, the MASF radio operator transmits

the pertinent information that has been transcribed onto the Charlie section of the AMC Form 801, to the AECC and the AELT.

(g) If AE elements are not deployed to the disaster area, personnel/medical facilities reporting patient movement requirements should be prepared to provide as much medical information on patients as is known, e.g. current condition, diagnosis, vital signs, any special equipment requirements, etc. A point of contact should be provided so the AECC can obtain any additional information needed to prepare for the mission.

(h) If State/local authorities request patient evacuation but are unable to establish REPs and/or CCPs, ESF #8 will deploy the necessary additional medical force structure to facilitate the lowest echelon level of care required to successfully accomplish the mission.

f. Coordination for Obtaining, Assembling, and Delivering Medical Equipment and Supplies to the Disaster Area

Representatives of PHS, VA, DOD, DOT, and GSA will coordinate arrangements for the procurement and transportation of medical equipment and supplies to the disaster area. A "push" concept will be employed when feasible to expedite medical resupply to the disaster area from pre-identified medical supply caches. Included in this response will be the PHS requested support, as needed, of certain medical supplies from HWC.

g. Coordination of Requests for Reimbursement

Federal agencies and other organizations which are tasked by PHS to support ESF #8 are eligible for reimbursement. All Federal agencies which are tasked will be reimbursed by FEMA directly, typically through a Standard Form 1080 or 1081, the On-Line Payments and Collection System, or a cash disbursement. Reimbursement of non-Federal entities will be accomplished by other mechanisms. Those officials authorized to approve expenditures should validate the reimbursement requests and ensure that all requests cite and are relevant to ESF #8.

h. Communications

National ESF #8 will establish communications necessary to effectively coordinate assistance. At a minimum, National ESF #8 will be expected to maintain communication with the following: Regional ESF #8; the FCO; EST; State health/medical officials as necessary; PHS AECs; DOMS; ASMRO; AMC; and local NDMS FCCs. As the situation dictates, other agencies such as: FEMA Regional Offices and PHS Regional

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Offices, also the appropriate centers of the United States Geological Survey (USGS); National Hurricane Center (NHC); National Earthquake Center (NEC); and the Severe Weather Center (SWC). A variety of communications networks and organizations will be utilized to effect these communications including the public switched telephone network, the Federal Telecommunications System (FTS), and various high frequency radio networks coordinated by FEMA and the National Communications System (NCS). Additionally, amateur radio frequencies and networks and the United States Army Military Affiliate Radio System (MARS) will be utilized to the extent necessary to help meet the communications requirements. DOD units employed in support of this ESF #8 will utilize their organic communications equipment and preassigned frequencies to facilitate their internal communications requirements.

i. Information Requests

Requests for information may be received at ESF #8 from various sources, such as the media and the general public, and they will be referred to the appropriate agency or JIC for response.

j. Journal of Activities

A journal of ESF #8 activities shall be maintained by the senior representative of each of the participating agencies. Entries should be made in the journal for each major action, occurrence, or event. OASH/OEP will, upon completion of the emergency, review the separate journals and prepare a summary after action report. The after action report, which summarizes the major activities of ESF #8, will identify key problems, indicate how they were solved, and make recommendations for improving response operations in subsequent activations. Support agencies/organizations will assist in the preparation of the after action report and endorse the final report.

E. Intra-State Actions

Regional ESF #8, supported by National ESF #8, will collaborate with the identified State health/medical coordinator(s), whose functions include working issues such as:

1. Assessment of health/ medical needs;
2. Health surveillance;
3. Medical care personnel;
4. Health/medical equipment and supplies;
5. Patient evacuation;
6. In-hospital care;
7. Food/drug/medical device safety;

8. Worker health/safety;
9. Radiological Hazards;
10. Chemical Hazards;
11. Biological Hazards;
12. Mental health;
13. Public health information;
14. Vector control;
15. Potable water/wastewater and solid waste disposal; and
16. Victim identification/mortuary services.

V. RESPONSIBILITIES

A. Primary Agency: Department of Health and Human Services, U.S. Public Health Service

1. Provide leadership in directing, coordinating, and integrating the overall Federal efforts to provide medical and public health assistance to the affected area.
2. Direct the activation of NDMS and the staffing of the NDMSOSC as necessary to support the emergency response operations.
3. Direct the activation and deployment of health/medical personnel, supplies, and equipment in response to requests for Federal health/medical assistance.
4. Coordinate the evacuation of patients from the disaster area when evacuation is deemed appropriate by State authorities.
5. Provide human services assistance under the direction of the HHS RD to ESF #8 and other ESFs as necessary.

B. Support Agencies

1. Department of Agriculture

Assist Federal health and medical response operations by providing support with personnel, equipment, food, and supplies. This support will be coordinated through the Forest Service Fire and Aviation Management Office (located in Washington, DC) and the National Interagency Coordination Center (NICC) located at Boise, Idaho. Support will primarily be for communications and aircraft and the establishment of base camps for deployed Federal health and medical teams in the disaster area.

2. Department of Defense

- a. Alert ASMRO to provide DOD NDMS FCCs (Army, Navy and Air Force) and VA NDMS FCCs reporting/regulating instruction to support disaster relief efforts.
- b. Alert DOD NDMS FCCs to activate NDMS area operations/patient reception plans; initiate bed reporting based on ASMRO instructions.
- c. In coordination with NDMSOSC, evacuate and manage patients as required from the disaster area to NDMS patient reception areas.
- d. In coordination with DOT and other transportation support agencies, transport medical personnel, supplies and equipment into the disaster area.
- e. Provide logistical support to health/medical response operations.
- f. Provide active duty, reserve and National Guard medical units for casualty clearing/staging and other missions as needed including aeromedical evacuation.
- g. Coordinate patient reception and management in NDMS areas where military treatment facilities serve as local NDMS FCCs.
- h. Provide military medical personnel to assist PHS in activities for the protection of public health (such as food, water, wastewater, solid waste disposal, vectors, hygiene, and other environmental conditions).
- i. Provide available DOD medical supplies for distribution to mass care centers and medical care locations being operated for disaster victims.
- j. Provide available emergency medical support to assist in the support of State/local governments within the disaster area. Such services may include triage, medical treatment, and the utilization of surviving DOD medical facilities within the disaster area.
- k. Provide assistance in managing human remains including victim identification and disposition.
- l. Provide technical assistance, equipment and supplies through the United States Army Corps of Engineers (USACE) as required, in support of PHS to accomplish temporary restoration of damaged public utilities affecting public health.

3. Department of Justice

- a. Assist Federal health and medical response operations in victim identification. This support will be coordinated through the Federal Bureau of Investigation (FBI) Disaster Squad located at FBI Headquarters in Washington, D.C.
- b. Provide State and local governments legal advice concerning the identification of the dead.
- c. Provide OASH/OEP with relevant intelligence information of any credible threat or other situation that could potentially threaten public health. This support will be coordinated through FBI Headquarters in Washington, DC.
- d. Provide communications, transportation, and other logistical support to the extent possible. This support is provided through the FBI.

4. Department of Transportation

- a. Assist in identifying and arranging for utilization of all types of transportation, such as air, rail, marine, and motor vehicle.
- b. Assist in identifying and arranging for utilization of United States Coast Guard (USCG) aircraft, in providing urgent airlift support when not otherwise required by ESF #1 or the USCG.
- c. Provide supplemental casualty distribution assistance from DOT resources subject to DOT statutory requirements.
- d. Coordinate with the Federal Aviation Administration (FAA) for air traffic control support for priority missions.

5. Department of Veterans Affairs

- a. Alert VA NDMS FCCs to activate NDMS area operations/patient reception plans; initiate bed reporting based on ASMRO instructions; and coordinate patient reception and management in those VA NDMS FCC areas where VA medical centers serve as local NDMS FCCs.
- b. Provide available medical support to assist in the support of State/local governments within the disaster area. Such services may include triage, medical treatment, and the utilization of surviving VA medical centers within the disaster area.

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c. Provide available medical supplies for distribution to mass care centers and medical care locations being operated for disaster victims.

d. Provide assistance in managing human remains including victim identification and disposition.

6. *Agency for International Development, Office of U.S. Foreign Disaster Assistance*

a. Provide assistance in coordinating international offers for health/medical support.

b. Provide communications support to the extent possible.

7. *American Red Cross*

a. Provide emergency first aid, supportive counseling, health care for minor illnesses and injuries to disaster victims in Mass Care shelters, ARC DFO, selected disaster clean-up areas, and other sites deemed necessary by the primary agency.

b. Supplement the existing community's health system subject to the availability of staff.

c. Provide supportive counseling for the family members of the dead and injured.

d. Provide available personnel to assist in temporary infirmaries, immunization clinics, morgues, hospitals, and nursing homes.

e. Acquaint families with available health resources and services and make appropriate referrals.

f. Provide blood and blood products through regional Blood Centers at the request of the appropriate agency.

g. Provide coordination for uploading of appropriate casualty/patient information from ESF #8 into the DWI System.

8. *Environmental Protection Agency*

Assist Federal health and medical response operations by providing technical assistance and environmental information for the assessment of the health/medical aspects of situations involving hazardous materials.

9. *Federal Emergency Management Agency*

- a. Assist NDMS in establishing priorities for application of health and medical support.
- b. Assist in providing NDMS communications support.
- c. Assist in providing information/liason with emergency management officials in NDMS FCC areas.

10. *General Services Administration*

Assist Federal health and medical response operations by providing facilities, equipment, supplies and other logistical support including the acquiring of private sector ground and air transportation resources.

11. *National Communications System*

Assist Federal health and medical response operations by providing communications support for medical command and control. This support will be coordinated through the Office of the Manager.

12. *U.S. Postal Service*

Assist Federal health and medical response operations by providing air and ground transportation support.

VI. *RESOURCE REQUIREMENTS*

A. *Assets Critical for Initial 12 hours*

The most critical requirements during the initial 12 hours of a major disaster will be medical response personnel, necessary medical supplies and equipment, transportation, logistical and administrative support, and communications systems support. The principal requirements will be:

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1. The alerting and deployment of emergency response coordinators, National ESF #8 ERT, the Regional ESF #8 emergency response structure, and other necessary ESF #8 personnel.
2. The alerting and deployment of Federalized NDMS DMATs, DMORTs, and supporting military medical units to assist State/local authorities in the delivery of patient care to victims of the disaster and the provision of mortuary services as required. Patient care will probably be rendered under austere field conditions for casualty clearing, casualty staging, and during transportation.
3. Medical supplies (including pharmaceutical and biologic products) and equipment necessary to replace those damaged or destroyed by the disaster. Additionally, resupply will be needed for deployed DMATs/DMORTS, supporting military medical units, and State/local medical units providing patient care in the affected area.
4. Transportation support to include:
 - a. Aircraft for transport of incoming medical response personnel, supplies, and equipment;
 - b. Ground transportation for deployment of incoming assets within the disaster area;
 - c. Ground transportation and rotary wing aircraft for movement of casualties within the affected area;
 - d. Fixed wing short, medium, and long-range aircraft for patient evacuation from the disaster area;
 - e. Ground transportation and rotary wing aircraft for patient distribution within local NDMS patient reception areas; and
 - f. Aircraft for retrograde transport of medical response personnel and equipment following deactivation.
5. Logistic and administrative support including:
 - a. One or more representatives of each ESF #8 lead/support agency to be located at or to be immediately available via telecommunications (as appropriate to support) to National ESF #8, Regional ESF #8, or within disaster area;

- b. One or more representatives of the lead agency to be located with the FEMA EST;
 - c. One or more representatives of the lead agency to be located with the FEMA CDRG;
 - d. One or more ERCs from OASH/OEP to deploy to the disaster area to assist Regional ESF #8 with emergency response coordination;
 - e. One or more representatives at the Centers for Disease Control Emergency Response Coordination Group (CDC ERCC) facility in Atlanta, GA. to deploy to the disaster area to assist Regional ESF #8 with emergency response coordination;
 - f. One or more representatives of National ESF #8 to deploy as required to assist Regional ESF #8 with emergency response coordination;
 - g. Qualified personnel to establish, maintain, and operate communications systems;
 - h. Clerical support personnel at the National ESF #8 and Regional ESF #8 centralized locations;
 - i. Reference material including plans, directories, maps, etcetera necessary for coordination of medical and public health response; and
 - j. Facilities adequate for the operation of the National ESF #8 and Regional ESF #8 on a 24-hour basis.
6. Communications systems including:
- a. Voice and data communications systems connecting National ESF #8 and Regional ESF #8, DOMS, ASMRO, local NDMS FCCs, FEMA EST, and the CDC ERCC;
 - b. Voice communications with DMAT sponsors;
 - c. Intra-regional voice communications systems connecting national, regional, State, and local officials involved in immediate medical response operations; and

- d. Communications required to support casualty clearing, aeromedical staging, and patient evacuation and reception operations.

B. Assets Required for Continuing Operations

The assets required for the initial 12 hours will also be required for the remainder of the response period. Requirements may be modified (increased or decreased) depending on verification of initial requests for assistance, confirmation of casualty and damage estimates/locations, and the time required for medical and public health (including environmental health) response. The discovery of previously undetected damage, hazardous conditions, or other requirements could also modify the Federal medical and public health response. Some significant increases in public health and mental health assistance will probably be required following the initial response period and will probably need to continue well into the recovery and restoration phases. Such assistance may include the provision of environmental health services for shelters.

VII. REFERENCES

- A. Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 93-288), as amended.
- B. Public Health Service Act, 42 U.S.C. 217; 42 U.S.C. 243(c)(1); 42 U.S.C. 243(c)(2); 42 U.S.C. 319.
- C. Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (P.L. 96-510).
- D. National Security Decision Directive 47, July 1982.
- E. Executive Order 12656, November 18, 1988.
- F. Executive Order 12657, November 18, 1988.
- G. DOD Directive 6010.17, National Disaster Medical System, December 28, 1988.
- H. DOD Directive 3025.1, Use of Military Resources During Peacetime Civil Emergencies within the United States, its Territories, and Possessions, May 23, 1980.
- I. 55 FR 2885, Office of the Assistant Secretary for Health; Statement of Organization, Functions, and Delegations of Authority, January 29, 1990.

- J. 55 FR 2879, Office of the Secretary; Statement of Organizations, Functions, and Delegations of Authority, January 29, 1990.
- K. "Public Health Service Disaster Response Guides," May 1987.
- L. "Facts on the National Disaster Medical System," January 1991.
- M. "National Disaster Medical System - Concept of Operations," January 1991.
- N. "National Disaster Medical System - Operations Support Center Manual," April 1991.
- O. "National Disaster Medical System - Federal Coordinating Center Guide," March 1985.
- P. "National Disaster Medical System - Disaster Medical Assistance Team Organization Guide," July 1986.
- Q. "The Public Health Consequences of Disasters," Centers for Disease Control, U.S. Public Health Service, September 1989.

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EMERGENCY SUPPORT FUNCTION #9

URBAN SEARCH AND RESCUE ANNEX

PRIMARY AGENCY: Department of Defense

SUPPORT AGENCIES: Department of Agriculture
Department of Health and Human Services
Department of Labor
Department of Transportation
Agency for International Development
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to describe the use of Federal Urban Search and Rescue (US&R) assets following an event requiring a Federal response.

B. Scope

The scope of US&R activities includes locating, extricating and providing for the immediate medical treatment of victims trapped in collapsed structures.

II. POLICIES

A. Federal US&R assets will assist and augment State and local agencies with their US&R responsibilities.

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B. The Department of Defense (DOD) is responsible for planning, coordinating and managing the Federal US&R response upon implementation of the Federal Response Plan, hereafter referred to as the Plan.

C. The Federal Emergency Management Agency (FEMA) will establish an affiliation of Federally-sponsored civilian US&R task forces. FEMA will solicit civilian task force participation, develop US&R doctrine, standardize and certify civilian task force personnel, equipment, and training. FEMA will also fund and reimburse the employment of civilian task forces upon implementation of US&R activities under the Plan. Upon activation of ESF #9, these civilian task forces become Federal US&R assets.

D. This ESF addresses only US&R, which is defined as the process of searching for, extricating and providing for the immediate medical treatment of victims trapped in collapsed structures. All other forms of search and rescue--i.e., water, wilderness, mine cave-ins--are covered under other existing authorities and will not be managed by this ESF.

E. ESF #9 will interface with ESF #8 Health and Medical Services. The point of interface will be outside a damaged structure where ESF #9 personnel place the victim into an ESF #8 casualty collection point or transportation conveyance. This handoff location will be in proximity to the collapsed structure.

III. SITUATION

A. Disaster Condition

A major disaster or civil emergency may cause conditions that vary widely in scope, urgency and degree of devastation. Substantial numbers of persons could be in life-threatening situations requiring prompt rescue and medical care. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue must begin immediately. Rescue personnel will encounter extensive damage to buildings, roadways, public works, communications and utilities. In an earthquake, aftershocks, secondary events, and other effects such as fires, tsunamis, landslides, flooding, and hazardous material releases will compound problems and may threaten both survivors and rescue personnel.

B. Planning Assumptions

1. All available State and local search and rescue organizations will be committed immediately, and will be unable to respond to all requirements.

2. Large numbers of local residents and workers or convergent volunteers will initiate activities to help US&R operations and will require coordination and direction.

3. Access to damaged areas will be restricted; initially, some sites will be accessible only by air or sea.

4. In an earthquake, aftershocks, secondary events the effects of additional earthquakes, and other disasters will threaten survivors as well as search and rescue personnel.

5. The National Guard will be employed on State active duty, and as such, will not be available for Federal US&R operations or support.

IV. Mission

When authorized and directed by FEMA, DOD will conduct US&R to save lives in designated disaster areas in support of State and local governments.

V. CONCEPT OF OPERATIONS

A. General

DOD, with support from FEMA, civilian US&R task forces, and other Federal agencies, will provide support to State and local US&R operations under three Execution Phases, in addition to Pre-Event Activities. The Execution Phases include Notification, Initial Response Actions, and Continuing Actions. Because of the urgency to rescue trapped victims, the first two phases must be accomplished within 72 hours of the occurrence of the disaster.

1. Pre-Event Activities

DOD components and supporting Federal Agencies will plan support for US&R, and as required, engage in training and other related activities in order to expeditiously execute the provisions of this annex.

2. Execution Phases

a. Notification Phase

Upon notification that a disaster has occurred which requires US&R activities, FEMA will alert the Director of Military Support (DOMS), the civilian US&R task forces, and the Department of Health and Human Services (U.S. Public Health Service). Each civilian task force will alert its members regarding activation. DOMS will designate a Supported Commander-In-Chief (CINC) and issue a warning order to all appropriate DOD components.

b. Initial Actions Phase

(1) FEMA Headquarters, DOMS, and the Supported CINC will assess the situation. Based on this analysis, DOMS will determine the allocation of civilian task forces for the response. FEMA will activate the civilian task forces and direct them to deploy to the scene. DOMS will evaluate alternatives and may direct the DOD Supported CINC or U.S. Transportation Command to move some civilian task forces by military aircraft. Other civilian task forces may move to the disaster area by their own ground transportation.

(2) DOMS will direct the Supported CINC to appoint a Defense Coordinating Officer (DCO) and conduct US&R. The Supported CINC will deploy one or more tailored Joint Task Forces (JTF) to manage the overall civilian task force effort and conduct basic and light US&R. Each JTF will consist of a number of Medium and Heavy Rescue Teams, Basic and Light Rescue Units, and service support. The Medium and Heavy Rescue Team is a team composed of a military unit headquarters and support units, and provides support for a number of civilian task forces. The Basic and Light Rescue Unit is a military unit (and may be augmented with FEMA-sponsored civilian US&R specialists and United States Army Corps of Engineers (USACE) personnel) tasked to conduct basic and light US&R.

(3) The JTF will receive mission direction from the DCO. The State Coordinating Officer (SCO) or the commonwealth or territorial counterpart, provides the DCO with the requirements for US&R. The DCO coordinates these requirements with the JTF, which assigns US&R units to one or more specific jurisdictions. In each jurisdiction, one or more Local Incident Commanders will direct the specific operations of the subordinate units of the JTF.

c. Continuing Actions Phase

The SCO may provide the DCO with additional requirements or change the priority for support. The DCO will coordinate with the JTF to provide civilian and/or military US&R units to other locations. If requested and made available, foreign US&R teams will be integrated into the operation. Units will be reassigned to other jurisdictions as required. Upon completion of the US&R mission, the JTF, if not needed for follow-on missions, will redeploy.

VI. RESPONSIBILITIES AND TASKS

A. Primary Agency: Department of Defense

1. The Director of Military Support

a. Pre-Event Activities:

Monitor the planning, training, and other activities of the CINCs and other DOD activities.

b. Notification Phase:

- (1) Serve as the national level ESF #9 coordinator.
- (2) Upon notification of a disaster requiring a Federal response, DOMS may establish a Crisis Action Team (CAT) in the Army Operations Center. In the event a CAT is established, all DOD and Federal support agencies will be notified and will be prepared to provide 24-hour representation.
- (3) Provide ESF #9 representation to FEMA National Headquarters' Emergency Support Team (EST).

c. Initial Actions Phase:

- (1) Assess the situation and allocate civilian US&R task forces with the Supported CINC and FEMA.
- (2) Direct FEMA to activate civilian task forces as required.
- (3) Provide status of US&R operations to the EST.

d. Continuing Actions Phase:

- (1) Monitor response efforts.
- (2) Provide status to the EST.

2. The Supported CINC

a. Pre-Event Activities:

- (1) Prepare military units to conduct basic and light US&R.
- (2) Conduct periodic US&R exercises including combined exercises with civilian task forces.

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- (3) In coordination with the appropriate FEMA Region, develop and validate air movement requirements.
- (4) In coordination with FEMA and United States Transportation Command (USTRANSCOM), develop plans for air transporting civilian US&R task forces.

b. Notification Phase:

- (1) Augment the Defense Coordinating Officer (DCO) with an ESF #9 staff. Provide a liaison officer to the State ESF #9 cell.
- (2) Upon arrival at the Mobilization Center or at some other location in the area, receive and accept into the JTF civilian and foreign US&R resources.
- (3) Establish communications with the appropriate FEMA Regional Office. Deploy the DCO and ESF #9 staff to link up with the Federal Coordinating Officer (FCO). The DCO should join the FCO at the FEMA Regional Operations Center (ROC) and then become a member of the Advance Element of the Emergency Response Team (ERT-A) deployed to the field. Later, ESF #9 will provide representation to the Emergency Response Team (ERT) at the Disaster Field Office (DFO).
- (4) Report to DOMS information received from the disaster area through subordinate commands as to the magnitude and scope of the US&R requirements. Report immediate lifesaving support being provided by the subordinate commands.

c. Initial Actions Phase:

- (1) Coordinate with the FCO and State agencies to determine requirements for Federal support.
- (2) At the DFO, task supporting Federal agencies to provide available assets as required; submit unfulfilled requirements to DOMS.
- (3) Recommend to the FCO and State officials how to use Federal US&R assets, both military and civilian.

- (4) Link up with departing civilian US&R task forces at their aerial Point of Departure, if possible. If not, link up with arriving task forces at the Point of Arrival. Provide assignment information upon link up.
- (5) Conduct US&R. Provide liaison teams for the civilian task forces and the local incident commanders.
- (6) Report the use of Federal US&R assets to ESF #5 - Information and Planning at the DFO and to DOMS.
- (7) Integrate the use of international US&R assets.

d. Continuing Actions Phase:

- (1) Report the use of Federal US&R assets to ESF #5 at the DFO and to DOMS.
- (2) Continue to conduct US&R.
- (3) Redeploy when released by the FCO.

3. U.S. Transportation Command

a. Pre-Event Activities:

Upon receipt of valid movement requirements and departure locations, develop Special Airlift Assignment Missions (SAAMs) for the civilian task forces. Provide technical assistance through the Air Mobility Command (AMC) Affiliation Program or other such program.

b. Notification Phase:

When tasked by the Supported CINC, be prepared to transport civilian US&R task forces and the JTF. As tasked by the DOMS, provide transport to international US&R teams upon their arrival in the United States.

c. Initial Actions Phase:

As required by the Supported CINC, provide air transportation to deploying military and civilian task forces.

d. Continuing Actions Phase:

As required, provide air transportation to redeploying military and civilian task forces.

4. U.S. Army Corps of Engineers

a. Pre-Event Activities:

Develop a short duration training program for military units in basic and light US&R.

b. Notification Phase:

Upon notification that a disaster has struck which requires US&R, alert US&R resources within USACE for possible deployment.

c. Initial Actions Phase:

- (1) Provide, as requested, engineers capable of advising on structure stability and shoring techniques.
- (2) Provide available victim detection equipment and operators.
- (3) Provide contract support for the leasing of heavy equipment and other requirements.

d. Continuing Actions Phase:

Provide available support as requested.

B. Support Agencies

1. Department of Agriculture, Forest Service

All Phases:

- a. Be prepared to provide available aircraft, equipment, materials, and personnel as requested.

- b. As required, provide liaison between Department of Agriculture (USDA) and ESF #9 at the Mobilization Centers.

2. *Department of Health and Human Services, U.S. Public Health Service*

All Phases:

- a. Assist in planning, managing and coordinating immediate medical treatment of victims trapped in collapsed structures and provide assistance in managing human remains including victim identification and disposition.
- b. Support civilian US&R Task Forces' Medical Teams to include:
 - (1) Arrange for Federalizing civilian medical team personnel that support US&R task forces and who are not full-time Federal employees being employed as a part of the Federal response system.
 - (2) Develop an appropriate pay scale for civil medical team personnel. Register medical teams of each civilian task force as a specialized Disaster Medical Assistance Team under the National Disaster Medical System (NDMS) and manage billing and other administrative duties for medical team operations.
 - (3) Ensure deploying medical personnel have an appropriate and valid license to practice.
- c. Provide liaison to ESF #9.

3. *Department of Labor*

All Phases:

Provide specialized equipment, as available, and other support to DOD as required.

4. *Department of Transportation*

All Phases:

- a. Provide the status of transportation systems into and within disaster region to include suitable operational airfields and ground transportation routes to and from the disaster area.

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- b. Be prepared to provide U.S. Coast Guard liaison to the DOMS or the Supported CINC.
- c. Provide other support to DOD, as required.

5. *Agency for International Development, Office of U.S. Foreign Disaster Assistance*

All Phases:

Act as a single point of contact for the use of international civilian resources, such as search dog teams and specialized equipment and operators. Coordinate the requests for these resources and provide information on their capabilities, support requirements and transportation.

6. *Environmental Protection Agency*

All Phases:

- a. Provide sampling and monitoring assistance to search and rescue teams. Identify and train personnel who can assist military units.
- b. Conduct and/or participate in training for DOD US&R Task Forces to assure that the DOD Task Forces are prepared for working in situations where they may encounter hazardous material releases.

7. *Federal Emergency Management Agency*

a. *Pre-Event Activities:*

- (1) Establish an affiliation of Federally sponsored civilian US&R task forces. FEMA will solicit civilian task force participation, develop US&R doctrine, standardize and certify civilian task force personnel, equipment, and training.
- (2) Plan, coordinate, and manage civilian US&R task force activities.
- (3) Maintain the National US&R Response System Database which includes current information on the civilian response system. Monitor the readiness of civilian search and rescue task forces to deploy.

b. Notification Phase:

- (1) Notify DOMS and U.S. Public Health Service that a disaster has occurred that may require US&R, and when the Director activates ESF #9, notify DOMS and U.S. Public Health Service.
- (2) Alert civilian US&R task forces that a disaster has occurred which may require US&R.
- (3) Assess the readiness of civilian search and rescue teams to deploy.
- (4) Provide to DOMS information received from FEMA Regions and State and local sources as to the magnitude and scope of the US&R requirements.
- (5) Notify DOMS the locations of all Mobilization Centers that FEMA intends to use.

c. Initial Actions Phase:

- (1) Determine the status of disaster declarations and requests for assistance from affected area(s). Assess the requirements for US&R. Pass this information to DOMS.
- (2) Request operational status of State and local search and rescue capabilities.
- (3) In coordination with DOMS, activate civilian US&R task forces. Federalize civilian task force members as required.

d. Continuing Actions Phase:

- (1) Serve as DOMS focal point for requests to provide assistance from national and international civilian service organizations. When directed by DOMS, coordinate with the Agency for International Development, Office of U.S. Foreign Disaster Assistance to obtain foreign US&R teams.
- (2) Continue to provide to DOMS information received from FEMA Regions and State and local sources as to the magnitude and scope of the US&R requirements.

- (3) Capture all costs incurred by the civilian task forces prior to attachment and after release by the JTF. FEMA will provide appropriate reimbursement to the civilian task forces home station jurisdiction for salaries and other expenses incurred as a result of the use of these task forces (with the exception of the medical team which will be processed through the Public Health Service). Coordinate reimbursement with DOD. Upon approval, provide reimbursement to the civilian teams.

8. *General Services Administration*

Initial Actions and Continuing Actions Phases:

- a. Provide supplies, equipment and services as requested for conduct of US&R operations.
- b. Provide resupply to civilian US&R teams prior to their redeployment and defederalization.

C. *Coordinating Instructions*

1. Reports. The Supported CINC will provide the following information to DOMS, initially every 6 hours:

- a. State capabilities and commitments.
- b. Quantities and locations of Federal resources committed to include the jurisdiction supported.
- c. International civilian resources committed.
- d. Pending requests for assistance.
- e. Status of communications and transportation requirements.

2. The Supported CINC will coordinate requests or changes in requirements for US&R resources or assistance with DOMS.

3. Forces Command (FORSCOM), U.S. Pacific Command and U.S. Atlantic Command will provide representation to the FEMA Regional Interagency Steering Committees (RISC). Direct coordination is authorized.

VII. ADMINISTRATION AND LOGISTICS

A. Concept of Support

DOD with support from FEMA, the General Services Administration (GSA), and other supporting Federal agencies will provide necessary logistical and administrative support to US&R assets.

B. Logistics

The JTF will provide itself and civilian task forces all necessary logistical support using existing supply systems. The JTF will deploy equipped to conduct US&R. Logistical support includes food, water, shelter, and transportation. Requests for specialized equipment not available to the JTF will be routed through the DCO's staff to the appropriate ESF. Although civilian task forces are capable of sustaining operations for a period of 72 hours, the JTF will support them upon their link-up. While with the JTF, civilian task forces will receive replenishment to the extent feasible for resources expended during their initial deployment period. Support provided by local and State resources will be used if made available. Upon redeployment, the JTF may move to a FEMA Mobilization Center. Here, GSA will order any supplies needed by the civilian task forces to replenish their deployment stocks.

C. Administration

1. The JTF will provide both itself and the civilian task forces necessary administrative support.

2. Funding. The JTF will record the expenditure of all funds associated with US&R operations. This record will include those expenses incurred by civilian task forces while under the control of the JTFs. FEMA will be responsible for capturing all costs incurred by the civilian task forces prior to attachment and after release by the JTF. FEMA will provide appropriate reimbursement to the civilian task forces home station jurisdiction for salaries and other expense incurred as a result of the use of these teams. More specific information on funding and reimbursement may be found in the Financial Management (FM) Annex to the Plan.

VIII. COMMAND AND CONTROL

The Supported CINC will use existing command, control, and communication systems for US&R operations. Military forces remain under the military chain of command. The FCO

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and other State and local officials may provide mission assignments in support of response operations but do not command military personnel.

IX. REFERENCES

- A. Department of Defense Directive 3025.1, Military Support to Civilian Authorities, 28 April 1992 (Draft).
- B. FEMA National Urban Search and Rescue Response System Series:
 - 1. Civilian Task Force Organization Manual, January 1991.
 - 2. Operational System Description and Mission Operational Procedures.
 - 3. FEMA Urban Search and Rescue Field Operations Guide.

X. TERMS AND DEFINITIONS

A. Basic and Light US&R

US&R conducted in non-structurally damaged structures or damaged light framed structures. Light framed structures include one or two story wooden framed buildings and one story light metal sided buildings.

B. Medium and Heavy US&R

US&R conducted in structurally damaged, multi-story structures or masonry, tilt-up concrete, reinforced concrete and steel framed structures.

C. Local Incident Commander

A civilian official from a jurisdiction who manages emergency services and provides tactical command and control at the disaster site for both civilian and military US&R teams. These emergency services include fire, police, rescue, and medical resources.

D. Mobilization Center

An area for Federally sponsored response resources from all Emergency Support Functions. This area is preferably located near a Point of Arrival (Aerial Port of Debarkation) and will have logistical support (food, water, shelter, etc.) for all.



EMERGENCY SUPPORT FUNCTION #10

HAZARDOUS MATERIALS ANNEX

PRIMARY AGENCY: Environmental Protection Agency

SUPPORT AGENCIES: Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of the Interior
Department of Justice
Department of Labor
Department of State
Department of Transportation
Federal Emergency Management Agency
General Services Administration
Nuclear Regulatory Commission

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide Federal support to State and local governments in response to an actual or potential discharge and/or release of hazardous materials following a catastrophic earthquake or other catastrophic disaster. As an element of the Federal Response Plan, hereafter referred to as the Plan, ESF #10 - Hazardous Materials, may be activated under one of the following conditions:

1. In response to those natural or other catastrophic disasters for which the President (through the Federal Emergency Management Agency (FEMA)) determines that Federal assistance is required to supplement the response

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efforts of the affected State and local governments, under the Robert T. Stafford Disaster Relief and Emergency Assistance Act; or

2. In anticipation of a natural or other catastrophic disaster that is expected to result in a declaration under the Stafford Act.

A Presidential declaration of an "emergency" or "major disaster" under the Stafford Act does not automatically activate this ESF. FEMA will determine, in consultation with affected States and the Environmental Protection Agency (EPA), if such activation is required to supplement the efforts of State and local governments. Throughout this Annex, the term "natural or other catastrophic disaster" means those events defined under the Stafford Act and which may result in a Presidential declaration. Within the context of this ESF, the term "Hazardous Materials" is defined broadly to include oil and hazardous substances. Federal response to releases of "hazardous materials" is carried out under the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) (40 CFR 300) which provides for Federal response to oil discharges and releases of hazardous substances (chemical, toxic, pollutant, contaminant).

B. Scope

ESF #10 provides for a coordinated response to actual or potential discharges and/or releases of hazardous materials by placing the response mechanisms of the NCP within a coordination structure which assures the most efficient and effective use of Federal resources. It includes the appropriate response actions to prevent, minimize, or mitigate a threat to public health, welfare, or the environment.

This ESF establishes the lead coordination roles, the division and specification of responsibilities among Federal agencies, and the national and on-site response organization that may be brought to bear in response actions, including description of the organizations, response personnel, and resources that are available. This ESF is applicable to all Federal departments and agencies with responsibilities and assets to support State and local response to actual or potential discharges and/or releases of hazardous materials.

Response to oil discharges and hazardous substance releases will be in accordance with the NCP. The NCP effectuates the response powers and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act, as amended (CERCLA), the authorities established by section 311 of the Clean Water Act, as amended (CWA), and the Oil Pollution Act (OPA). Under the NCP, an On-Scene Coordinator(s) (OSCs), designated by EPA, United States Coast Guard (USCG), Department of Defense

(DOD), or Department of Energy (DOE), would undertake response actions. Appropriate response actions under the NCP include: stabilization of berms, dikes, or impoundments; capping of contaminated soils or sludges; use of chemicals and other materials to contain or retard the spread of the release or to mitigate its effects; drainage controls; fences, warning signs, or other security or site control precautions; removal of highly contaminated soils from drainage areas; removal of drums, barrels, tanks, or other bulk containers that contain hazardous substances; and other measures as deemed necessary.

C. Relation to Existing Response Under the NCP and the National/Regional Response Team(s)

Coordination of response actions carried out under this ESF does not conflict with the NCP duties and responsibilities of the National Response Team (NRT)/Regional Response Teams (RRT).

The NRT, composed of 15 Federal agencies with major environmental and public health responsibilities for oil and hazardous substance releases, is the primary vehicle for coordinating Federal agency activities under the NCP. NRT carries out national planning and response coordination and is the head of a highly organized Federal oil and hazardous substance emergency response network. EPA chairs the NRT while the USCG serves as vice-chair. At the headquarters-level, activities under this ESF provide a "bridge" between the NRT and the Catastrophic Disaster Response Group (CDRG). The CDRG is a national-level policy group representing all 27 Departments and Agencies having responsibility for response activities following a catastrophic earthquake or other catastrophic natural event. The NRT participates in natural disaster preparedness activities under this ESF and is expected to be closely involved in response activities if this ESF is activated. The National Chair of ESF #10 is also the NRT Chair.

The RRTs are made up of regional representatives of the Federal agencies on the NRT as well as a representative from each State within the Region and are co-chaired by EPA and USCG. The RRTs serve as planning and preparedness bodies before a response, marshal their respective agency response resources, and provide coordination and advice to the Federal OSC(s) during response actions. Each RRT participates in preparedness activities under this ESF and is expected to be closely involved in response activities if this ESF is activated. At the regional-level, activities under this ESF provide a "bridge" between the on-site OSC directed NCP response with RRT support and the overall disaster response activities carried out at the Disaster Field Office (DFO) and managed by a Federal Coordinating Officer (FCO) who has been appointed by the President. The OSCs will carry out their responsibilities under the NCP to coordinate, integrate, and manage the Federal effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous substances, or prevent, mitigate, or minimize the threat of potential releases. Their efforts

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will be coordinated under the direction of the ESF Regional Chair, who is also the EPA RRT Co-Chair.

If the Plan is invoked and there are hazardous materials releases necessitating the activation of this ESF, the NRT/RRTs would carry out their duties and responsibilities as put forth in the NCP and agency implementing procedures. Those efforts will focus largely on specific oil and hazardous substances releases that may occur throughout the affected area. There is a need, however, for a single coordination mechanism for the Federal hazardous materials response because:

1. It is likely that there will be several releases occurring simultaneously making heavy demands on response resources, in order to make the best use of limited resources and to ensure the most efficient overall response, damage information must be gathered quickly, analyzed, and response priorities established as soon as possible.
2. Information on response activities must be provided to the DFO and the FCO on a continuous basis. In some cases, this information could be coming in from more than one State or Region. To avoid confusion, this information should flow from the response site to the ESF #10 Regional Chair, to the FCO, and to the ESF #10 National Chair.
3. Many of the agencies represented on the NRT/RRT will also be involved in responding to the disaster under other ESFs, hence there may be conflicting demands on agency resources. For example, DOD, which has provided personnel and equipment for NCP responses in the past, is also a primary agency for ESF #9 - Urban Search and Rescue (US&R) as well as a support agency to the other 10 ESFs. There may be heavy and conflicting demands upon DOD resources. Any resource conflicts affecting ESF #10 will be resolved at the DFO with the FCO and the ESF Chairmen, then through national ESF #10, and lastly at the CDRG level.

The USCG will assist the EPA in carrying out the management of preparedness and response coordination activities for this ESF, in those affected States or Regions where the USCG has jurisdiction. Such assistance can include the responsibility as regional Vice-Chair of this ESF.

II. POLICIES

A. NCP

The NCP serves as the basis for planning and utilization of Federal resources for responding to releases or threats of releases of oil or hazardous substances. Response actions under this ESF will follow the policies, procedures, directives and guidance developed to carry out the provisions contained in the NCP.

B. ESF Regional Chair

The EPA Co-Chair of the RRT will chair the regional ESF. The USCG Co-Chair may serve as Vice-Chair of the regional ESF #10.

C. Support Agencies

In accordance with the assignment of responsibilities in this annex, support agencies (see Section V.B of this ESF) will provide resources and support in response to a release or threat of a release of oil or hazardous substances.

To the extent possible at both the headquarters and regional-level, support agency representatives to this ESF should be those personnel also assigned to the NRT or RRT(s). Where such dual assignments are not possible, each ESF representative is to maintain close coordination with their agency's NRT/RRT representative.

D. Multiple Response Actions

When, due to multiple response actions, more than one Federal OSC is involved in implementing response, the ESF will be the mechanism through which close coordination will be maintained among all agencies and OSCs. The EPA Regional Chair of this ESF will assure that response actions are properly coordinated and carried out.

III. SITUATION

A. Disaster Condition

A natural or other catastrophic disaster could result in numerous situations in which hazardous materials are released into the environment. Fixed facilities (e.g., chemical plants, tank farms, laboratories, operating hazardous waste sites which produce, generate, use, store, or dispose of hazardous materials could be damaged so severely that existing spill

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control apparatus and containment measures are not effective. Hazardous materials that are transported may be involved in rail accidents, highway collisions, or waterway mishaps. Abandoned hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums. The damage to, or rupture of, pipelines transporting materials that are hazardous if improperly released will present serious problems.

B. Planning Assumptions

1. States and localities will be overwhelmed by the extent of the response effort required to assess, mitigate, monitor, cleanup, and dispose of hazardous materials released into the environment.

2. There will be numerous incidents occurring simultaneously in separate locations, both inland and along coastal waters.

3. Standard communications equipment and practices (phone lines, radio, etc.) will be disrupted or destroyed.

4. Response personnel, cleanup crews, and response equipment will have difficulty reaching the site of a hazardous materials release because of the damage sustained by the transportation infrastructure (roads, rails, bridges, airports, etc.).

5. Additional response/cleanup personnel and equipment will be needed to supplement existing capabilities and to provide backup or relief resources.

6. Even if the natural or other catastrophic disaster does not cause situations where there are actual releases, there will be considerable concern about facilities which are located in or near the affected area. These facilities will need to be assessed and monitored by ESF #10. Information submitted in compliance with Title III of the Superfund Amendments and Reauthorization Act (SARA), the Clean Air Act Amendments of 1990, the Oil Pollution Act of 1990, and the Hazardous Materials Transportation Uniform Safety Act of 1990 will be useful in identifying such facilities.

7. Laboratories responsible for analyzing hazardous materials samples may be damaged or destroyed.

8. Air transportation will be needed for damage reconnaissance and to transport personnel and equipment to the site of a release.

9. Emergency exemptions will be needed for disposal of contaminated material.

10. ESF #10 responders should expect to be self sufficient in the early days of the response.

IV. CONCEPT OF OPERATIONS

A. Scope

EPA, the primary agency for ESF #10, will provide the overall leadership for the planning and implementation of ESF #10. This ESF will promote an efficient, coordinated, and effective response to discharges or releases of hazardous materials into or threatening the environment. The operational response as prescribed in the NCP, and any agency implementing procedures that contribute to response, will be coordinated through this ESF. In conjunction with the State, the ESF will coordinate the provision of support and the overall management to the various response sites to ensure actions are taken to mitigate, clean up, and dispose of hazardous materials and minimize the impact of the incidents. The ESF promotes close coordination with Federal, State, and local officials to establish priorities for response support. The ESF provides for coordination with ESF #5 to obtain and provide information on the extent of discharges or releases into or threatening the environment.

This ESF provides for coordination efforts to identify and prioritize requests for hazardous materials response assistance, based on available State and local response resources. This ESF concept of operations assumes that close coordination will be maintained. The ESF will provide for close coordination with the DFO and other ESFs throughout the response period. This ESF requires documentation of all response activities to support after-action requirements and justify actions taken by primary and support agencies.

Upon activation of ESF #10, one or more OSCs will coordinate and direct oil and hazardous substances removal actions. Depending upon the location of the incident(s), the OSC(s) may be provided by either the EPA, USCG, DOD, or DOE. The Regional Chair of this ESF, is responsible for coordinating OSCs to make the best use of response resources and to avoid gaps or overlaps in response actions.

B. Organization

Figure 10-1 depicts the national and regional organizational structure for this ESF for situations in which oil and/or hazardous substance incidents occur and the NCP is implemented.

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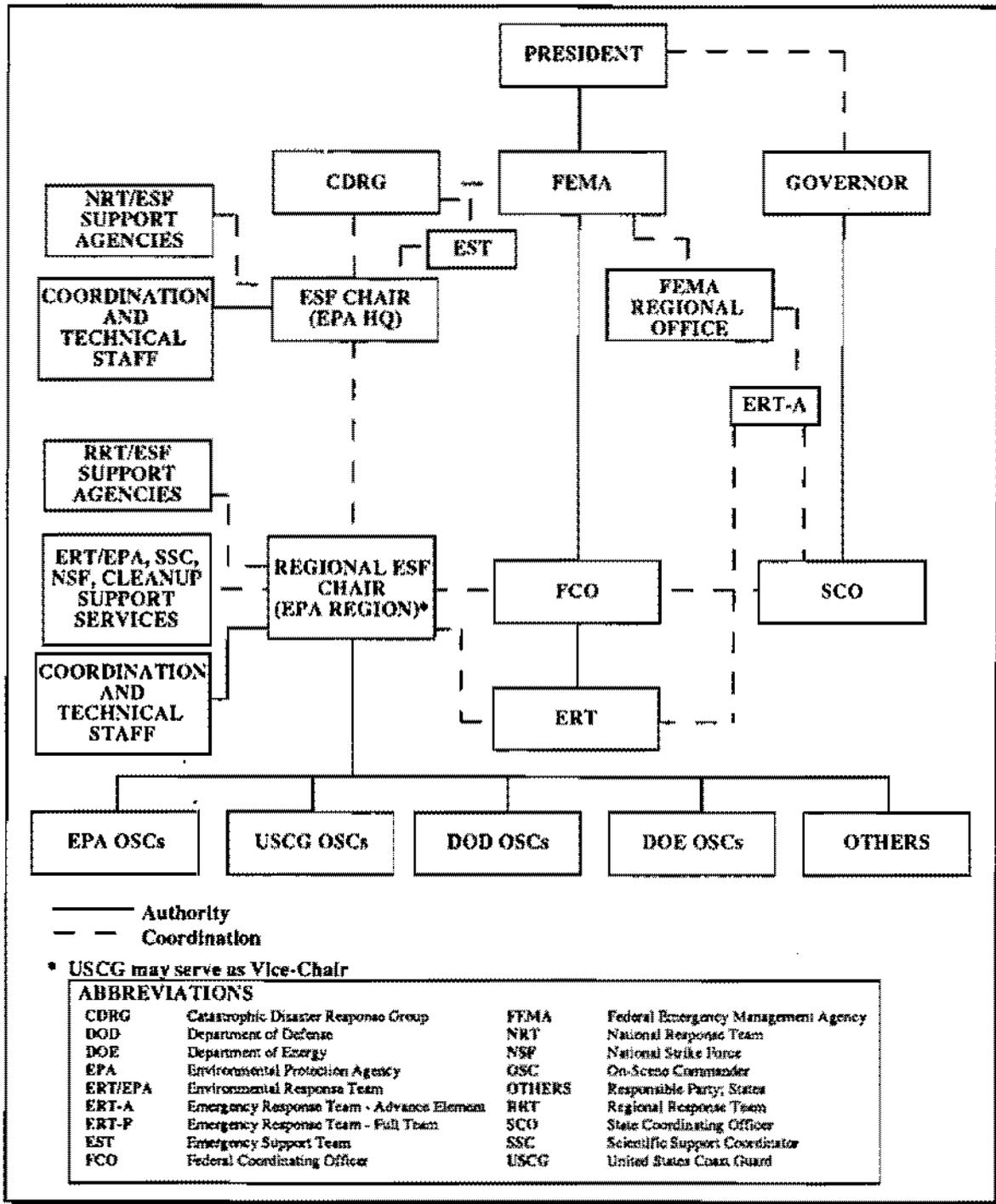


Figure 10-1 - ESF #10 National and Regional Structure

1. National-Level Response Support Structure

a. This Hazardous Materials ESF will be implemented under the direction of the Director, Chemical Emergency Preparedness and Prevention Office (CEPPO), Office of Solid Waste and Emergency Response, EPA, who also serves as the Chair for this ESF.

b. The Chair, or a designated alternate, will represent the ESF in all interactions with the CDRG and will maintain liaison with the ESF Regional Chair.

c. The ESF will operate from the EPA Headquarters Emergency Operations Center (EOC). ESF support agencies will have representatives available immediately by phone on a 24-hour basis. Following an initial situation assessment, the ESF Chair will determine which agencies will be required to continue to provide representatives to the ESF on a 24-hour basis (either by phone or in person) during the emergency response period. The EPA CEPPO will provide administrative support to this ESF.

d. The interagency EST, composed of the 12 primary agencies, will gather at FEMA Headquarters immediately upon activation of the Plan. (The EST may convene prior to activation in order to gather damage intelligence.) ESF #10 will be represented on the EST by a predesignated EPA Headquarters representative and, if necessary, by select representatives of ESF support agencies. The purpose of the ESF #10 EST representative is to provide national-level coordination and liaison among ESFs at Headquarters and to provide accurate ESF-technical information to ESF #5 and the CDRG. The EST ESF #10 representative will be in direct contact with the ESF #10 Chair at EPA Headquarters.

The ESF #10 Chair, who is also the CDRG representative, will determine national-level policy relating to the response effort. The ESF #10 Chair will provide guidance and direction to regional ESF #10 response elements as necessary on issues such as inter-regional resource use, allocation, and mobilization.

e. Policies and procedures in the NCP will be adhered to in carrying out an oil/hazardous substance response under this ESF. In certain circumstances, some administrative procedures in the NCP can be streamlined during the immediate response phase. The ESF Chair will consult with the Oil and Hazardous Substance NRT for advice and assistance in carrying out activities under this ESF. Likewise, the ESF Regional Chair will consult with the RRT for such advice or assistance.

f. EPA Headquarters will develop, maintain, and distribute a "Policies and Procedures Manual for ESF #10" that will document details of operations and procedures for this ESF (such as national-level policies) that are not covered in the NCP or other authoritative documents. This Manual, when published, will be an Appendix to ESF #10.

2. *Regional-Level Response Structure*

a. The EPA RRT Co-Chair will also serve as the Regional Chair of this ESF. Where potential or real damage to facilities under USCG jurisdiction either in the coastal zone, or along USCG inland zones, such as the Mississippi and Ohio Rivers, warrant and, upon agreement between the Regional ESF #10 Chair and the USCG District official, the USCG may serve as Vice-Chair to the regional ESF.

b. The ESF Regional Chair will represent the ESF in its dealings with the FCO, and will maintain close coordination with support agencies, other on-scene ESFs, National Chair of the ESF, OSCs, RRT, and State officials.

c. The regional-level ESF is comprised of the regional representatives of those Federal agencies listed in Section V of this ESF.

d. In the event of a multi-State incident, the ESF Regional Chair will designate an ESF #10 coordinator for each State. This designee will coordinate response efforts in the assigned State, representing the ESF at the DFO. The designee will closely coordinate decisions with the ESF #10 Chair.

e. The regional-level response structure is composed of an Emergency Response Team (ERT) and an Advance Element of the Emergency Response Team (ERT-A) in the initial phase of the response. The Regional Chair will designate a representative to the ERT-A and, in conjunction with the ESF support agencies, determine the staffing requirement for the Full ERT at the DFO. It is expected that, at a minimum, staffing at the DFO should include USCG, DOD, the Department of Commerce/National Oceanic and Atmospheric Administration (DOC/NOAA) and the Department of Health and Human Services (HHS).

f. In the DFO, the Regional ESF Chair will be the primary coordination point between the ESF #10 response activities and the FCO.

g. The Regional Chair of the ESF will be supported by Federal OSCs provided by EPA for discharges and releases into or threatening the inland zone, the USCG for discharges or releases into or threatening the coastal or inland zones (navigable waters), by DOD for hazardous substance releases from DOD facilities and vessels, or by DOE for hazardous substance releases from DOE facilities.

h. The OSC directs oil and hazardous substance response efforts and coordinates all other Federal efforts at the scene of a discharge or release. Specific response efforts are noted in the NCP and include actions taken as soon as possible to prevent, minimize, or mitigate a threat to public health, welfare, or the environment.

i. The OSC is supported by a Federal emergency response network that includes the NRT, RRT (regional representatives of the Federal agencies on the NRT, plus representatives from each State), special forces and teams (e.g., National Strike Force, Environmental Response Team, Scientific Support Coordinators) which can provide technical assistance, advice, and other services, and additional support for cleanup and disposal of released material.

j. The OSC should consult as needed with the RRT in carrying out response activities and will keep the RRT informed of response actions. To the extent possible, the RRT representative will also be his/her agency's representative to this ESF. Having the same person fulfill both roles will assure consistency in each agency's participation and involvement in ESF #10 preparedness and response activities.

k. The OSC efforts shall be coordinated with other appropriate Federal, State, local, or private response agencies. All OSCs involved in implementing this ESF will maintain close coordination with the Regional Chair of this ESF in order to ensure that the response is consistent with Federal priorities.

C. Notification

1. Upon occurrence of a natural or other catastrophic disaster that may require activation of this ESF, FEMA will notify the Director, CEPPPO, Office of Solid Waste and Emergency Response, EPA.

2. FEMA will notify the National Response Center 800-424-8802, or in Washington, D.C. 202-267-2675. The National Response Center will notify the Headquarters and Regional Chairs of this ESF and other appropriate Federal and State personnel. In the event the head of the Regional ESF cannot be contacted, the FEMA Regional Director will be contacted. The Regional Director will then be responsible for notifying the head of the regional ESF.

3. Upon notification, all ESF members will contact their parent agencies, remain in 24-hour phone contact with this ESF, and be prepared to report to their ESF location (national or regional), as required.

4. The National Response Center will notify affected regional offices and USCG District offices.

D. Response Actions

1. Initial Actions

a. The national-level ESF will become operational within 2 hours of notification. The National Chair of the ESF will notify support members required to report initially to the EPA Headquarters EOC. As a minimum, ESF representatives of the USCG, DOD, DOC/NOAA, and HHS will be expected to report to EPA Headquarters EOC upon notification that a catastrophic disaster has occurred.

b. Upon arrival at the EPA Headquarters EOC, the ESF members will provide assistance to the ESF Chair in carrying out responsibilities under this ESF. This assistance includes technical advice and information, activating agency resources to commit to response actions, and other assistance as warranted.

c. The national ESF will focus initially on the following actions:

- (1) Confirm that members of national and regional ESF staffs have been notified;
- (2) Establish communications with the affected regional ESF and DFO;
- (3) Establish communication with designated Back-Up Regions and with other appropriate regional and State elements;
- (4) Coordinate with other national-level ESFs, especially ESF #5 - Information and Planning;
- (5) Identify extent of hazardous materials incidents; and
- (6) Identify initial resource requirements.

d. The regional-level ESF will become operational upon notification from the national ESF Chair. Initial actions coordinated under the regional ESF include:

- (1) Alert members of the regional ESF.
- (2) Deploy ESF representatives to the ERT-A and to the Full ERT.
- (3) Coordinate and communicate with national ESF.

- (4) Establish communication with the Regional Operations Center (ROC) and/or State EOC (according to regional plans) to obtain initial damage estimates.
- (5) Establish communications with primary pre-designated EPA Back-Up Regions. As primary agency, EPA-designated Back-Up Regions are expected to provide the initial response support behind the affected Region. Back-Up Regions should coordinate with EPA Headquarters before deploying to the disaster and work through EPA Headquarters to obtain any additional resources required.
- (6) Assess the situation including the: nature, amount, and locations of real or potential releases of hazardous materials; pathways to human and environmental exposure; probable direction and time of travel of the materials; potential impact on human health, welfare, safety, and the environment; types, availability, and location of response resources, technical support, and cleanup services; and priorities for protecting human health, welfare, and the environment.

e. Upon identification of releases, or potential releases of oil and hazardous substances, the Regional Chair of this ESF will coordinate closely with the OSC(s) and the RRT (if convened) to develop and implement a response strategy.

2. Continuing Actions

Upon becoming fully operational and throughout the response period, the ESF support agency representatives (national and regional) will coordinate with their agencies to meet ESF needs and to carry out ESF actions. The regional ESF, under the direction of the Regional ESF Chair, will:

- a. Receive damage information from reconnaissance teams, other ESFs, and Federal, State, and local agencies;
- b. In coordination with Federal, State, and local agencies, identify support requirements and establish response priorities;
- c. Validate priorities and identify resources required;
- d. Work with State and local governments, and other Federal agencies to maximize use of available Regional assets and identify resources required from outside the Region. Initiate actions to locate and move

- resources into the disaster area. (Transport of resources will be coordinated with ESF #1 - Transportation);
- e. Continuing on-scene response operations will be coordinated through this ESF as expressed in Section I-C including stabilization of berms, dikes, or impoundments; capping of contaminated soils or sludges; use of chemicals and other materials to contain or retard the spread of the release or to mitigate its effects; drainage controls; fences, warning signs, or other security or site control precautions; removal of highly contaminated soils from drainage or other areas; and removal of drums, barrels, tanks, or other bulk containers that contain hazardous materials;
 - f. Because of the potential for response to numerous simultaneous events, OSCs will, as time permits, coordinate with the ESF Regional Chair all significant actions. Significant actions are considered those that relate to competition for and commitment of resources not under their control, recommendations to State officials as to protective actions, or impact on other response activities or priorities;
 - g. Maintain close coordination with the DFO to share information and ensure effective response to requests for assistance. The regional ESF will provide written situation reports to the national ESF #10 Chair on a regular basis as specified at the time of response (at a minimum, every shift change); and
 - h. The national ESF #10 Chair will forward a copy of the regional ESF situation reports to the ESF #10 representative on the EST.

V. RESPONSIBILITIES

A. *Primary Agency: Environmental Protection Agency*

The primary agency is the Federal department or agency assigned primary responsibility to manage and coordinate the ESF mission. Primary agencies are designated on the basis of their having the most authorities, resources, capabilities, or expertise relative to accomplishment of the ESF mission.

1. Maintain close coordination between Headquarters and the affected regional office(s), the CDRG, the EST, other ESFs, and the NRT.
2. Provide damage reports and assessments to support ESF #5.

3. Facilitate resolution of any conflicting demands for hazardous substances response resources. Coordinate (through headquarters) the program of back-up support from other Regions to the impacted area.
4. Provide technical, coordination, and administrative support and personnel, facilities, and communications for this ESF.
5. Coordinate, integrate, and manage the overall Federal effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous substances, or prevent, mitigate, or minimize the threat of potential releases.
6. Provide expertise on environmental effects of oil; discharges or releases of hazardous substances, pollutants, or contaminants and environmental pollution control techniques.
7. Provide OSCs for the inland zone.
8. Provide Chair for NRT and Co-Chairs for RRTs.

B. Support Agencies

Support agencies are those Federal departments or agencies designated to assist the primary agency with available resources, capabilities, or expertise in support of ESF response operations. Each support agency will provide representatives to support both the national and regional ESF. Each of the Federal agencies listed in this section has duties established by statute, executive order, or Presidential directive which may be relevant to Federal response actions following a release of a hazardous material.

During the planning or implementation of a response, the Federal agencies listed are prepared to provide the following assistance in their respective areas of expertise. The assistance provided by each agency is consistent with its capability and legal authority.

I. Department of Agriculture

- a. Ensure the purity and wholesomeness of meat and meat products, poultry and poultry products, and egg products.
- b. Prevent the distribution of contaminated meat and meat products, poultry and poultry products, and egg products.
- c. Measure, evaluate, and monitor impact of the emergency incident on natural resources.

FEDERAL RESPONSE PLAN

- d. Provide predictions of the effects of pollutants on soil and their movements over and through soil.
- e. Assist in developing protective measures and damage assessments.
- f. Provide emergency food coupon assistance.
- g. Assist in providing livestock feed.
- h. Assist in the disposition of livestock and poultry affected by radiation.
- i. Provide for procurement of food.
- j. Assist, in coordination with HHS and EPA, in the production, processing and distribution of food.
- k. Provide information and assistance to farmers.

2. *Department of Commerce, National Oceanic and Atmospheric Administration*

- a. Acquire and disseminate weather data and forecasts, and emergency information.
- b. Provide specific expertise on living marine resources.
- c. Coordinate scientific support for responses in coastal and marine areas including assessments of the hazards that may be involved.
- d. Predict pollutant movement and dispersion through use of trajectory modeling.
- e. Provide information on meteorological, hydrologic, ice, and oceanographic conditions for marine, coastal, and inland waters.
- f. Provide charts and maps for coastal and territorial waters and the Great Lakes.

3. *Department of Defense*

- a. Direct response actions for releases of hazardous materials from its vessels, facilities, and vehicles.

b. Provide personnel and equipment to other Federal organizations and State and local governments, as requested, if consistent with DOD operational requirements.

4. *Department of Energy*

a. Direct response actions for releases of hazardous materials from its vessels, facilities, and vehicles.

b. Provide advice in identifying the source and extent of radioactive releases relevant to the NCP, and in the removal and disposal of radioactive contamination.

5. *Department of Health and Human Services*

a. Provide assistance on all matters related to the assessment of health hazards at a response, and protection of both response workers and the public health.

b. Determine whether illnesses, diseases or complaints may be attributable to exposure to a hazardous substance.

c. Establish disease/exposure registries and conduct appropriate testing.

d. Develop, maintain, and provide information on the health effects of toxic substances.

6. *Department of the Interior*

Provide assistance and expertise in fish and wildlife resources, geology and hydrology, earthquakes and other natural hazards, minerals, soils, vegetation, mining activities, identification of hazardous substances, biological and general natural resources, cultural resources, matters affecting lands administered by Department of the Interior (DOI), and matters affecting Indian lands and resources, National parks, wildlife refuges, and fish hatcheries.

7. *Department of Justice*

Provide expert advice on complicated legal questions arising from Federal agency response.

8. *Department of Labor, Occupational Safety and Health Administration*

Provide advice and technical assistance regarding hazards to persons involved in removal or control of releases. This assistance may include review of site safety plans,

review of site work practices, assistance with exposure monitoring, and other questions about compliance with Occupational Safety and Health Act (OSHA) standards.

9. Department of Transportation

a. Research and Special Programs Administration

(1) Provide expertise on all modes of transporting oil and hazardous substances, including information on the requirements for packaging, handling, and transporting regulated hazardous materials;

(2) Provide civil transportation assistance and support; and,

(3) Coordinate Federal civil transportation response.

b. U.S. Coast Guard

(1) Assist ESF #10 primary agency (EPA) in preparedness and response coordination activities for ESF #10. Such assistance may include responsibility as Regional Vice-Chair of this ESF.

(2) Provide the Federal OSCs for response to oil and hazardous substance events occurring within its areas of jurisdiction (coastal zone and inland and navigable waters).

(3) Provide Vice-Chair for NRT and Co-Chairs for RRTs.

(4) Within the coastal zone, coordinate, integrate, and manage the overall Federal effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous substances; prevent, mitigate, or minimize the threat of potential releases.

(5) Maintain the National Response Center (see Section IV.C.2 of this ESF).

(6) Manage the National Strike Force which consists of three Strike Teams located on the Pacific and Atlantic/Gulf coasts to provide technical advice, assistance, and communications support for response actions.

(7) Offer expertise in domestic and international port safety and security, maritime law enforcement, ship navigation, and the manning, operation, and safety of vessels and marine facilities.

(8) Maintain continuously manned facilities which can be used for command, control, and surveillance of oil discharges and hazardous substance releases occurring in the coastal zone.

10. Department of State

Provide advice and assistance in coordinating an international response when a discharge or release crosses international boundaries or involves foreign flag vessels.

11. Federal Emergency Management Agency

Identify and/or obtain logistical support for Federal agencies.

12. General Services Administration

(Language under development for promulgation in the NCP.)

13. Nuclear Regulatory Commission

Provide resources and support for a release of radiological materials, and monitor the status of nuclear materials under its jurisdiction.

C. Other Agencies

Other Federal agencies may be called upon to provide advice and assistance as needed.

VI. RESOURCE REQUIREMENTS

A. Assets Critical for Initial 12 Hours

The most critical requirements during the initial 12 hours will be personnel, communications systems, sampling/monitoring/detection equipment, aerial surveillance equipment, trained field teams, and office facilities. The principal requirements will be:

1. Personnel

- a. One or more representatives of each ESF agency in phone contact (national and regional);
- b. Qualified personnel to proceed with initial actions of the ESF (national and regional);

- c. Qualified technicians to establish, maintain, and operate communications systems; and,
- d. Clerical and administrative personnel at each ESF level.

2. *Communications Systems*

- a. Dedicated voice communications systems at national and regional ESF. These systems include commercial telephone service, Federal Telecommunications Systems (FTS), radio, or other systems; and
- b. Intra-regional voice communications systems connecting regional, State, and local officials involved in immediate response operations.

3. *Equipment*

Sampling/monitoring/detection equipment to undertake the initial actions of this ESF at the regional-level.

4. *Office Facilities*

- a. Office space, conference rooms, and clerical support for both the national and regional ESFs for a 15-person staff on a 24-hour basis.
- b. Field offices as required to support emergency operations.

B. Assets Required for Continuing Operations

The assets required for the initial 12 hours also will be required for the remainder of the response period with requirements modified as follows:

1. Personnel requirements of this ESF in the field will increase after the initial assessments of oil and hazardous substances releases are completed. Under the direction of the ESF #10 Regional Chair, teams of technical personnel including chemists, engineers, environmental scientists, etc., will be dispatched to the scene of each oil or hazardous substance incident to sample, monitor, and oversee cleanup operations. Cleanup personnel, trained in oil and hazardous substances response, will be needed at each site. Following the stabilization of each incident site, containment and cleanup efforts may take weeks or months to complete.

2. Communications requirements will increase to include voice and message systems connecting all regional ESF personnel with each other, and with Headquarters staff. This ESF will need access to communications system such as those maintained by FEMA, DOD, or others.

3. Headquarters and regional facility requirements for office and conference rooms may increase.

4. Field requirements will include portable command posts, and temporary storage facilities for equipment and for drums and other overpacked materials awaiting disposal.

5. Field personnel and response equipment will need to be transported quickly to the scene of an incident, but may encounter problems due to disruptions in the roadway infrastructure. Rapid transport deployment requires the use of airplanes, helicopters, fire and high-speed power boats, as well as over-land vehicles that can function where the roadway infrastructure remains intact.

6. Headquarters and field office supplies will be needed for the duration of activities under the Plan.

7. Requirements for special equipment for field use include heavy equipment such as earth moving equipment, drum grapplers, etc.; containment equipment such as booms, berms, fences, pond liners, drum overpacks, etc.; personal protective gear such as self-contained breathing apparatus, oil and chemical resistant outer clothing, safety boots, hard hats, etc.; and response equipment including oil and chemical sampling and monitoring equipment.

VII. REFERENCES

- A. Comprehensive Environmental Response, Compensation, and Liability Act, as amended, 42 U.S.C. 9601 *et seq.* (more popularly known as Superfund).
- B. Clean Water Act, as amended, 33 U.S.C. 1321.
- C. Oil Pollution Act of 1990 (P.L. 101-380).
- D. Clean Air Act, as amended, (P.L. 101-549).
- E. Hazardous Materials Transportation Uniform Safety Act of 1990, (P.L. 101-615).
- F. National Oil and Hazardous Substances Pollution Contingency Plan, 40 CFR 300.
- G. Executive Order 12580, Superfund Implementation.
- H. Executive Order 11735, Assignment of Functions Under Section 311 of Federal Water Pollution Control Act, as amended.

- I. Joint U.S./Mexico Contingency Plan for Accidental Releases of Hazardous Substances Along the Border, January 1988.
- J. U.S./Mexico Marine Environment Agreement, July 1980.
- K. U.S./Canada Joint Marine Pollution Contingency Plan, September 1983, revised 1986.
- L. Joint Contingency Plan in the Bering and Chukchi Seas, October 17, 1989 (U.S./U.S.S.R.).

VIII. TERMS AND DEFINITIONS

A. *Comprehensive Environmental Response, Compensation, and Liability Act, as amended*

More popularly known as "Superfund," CERCLA was passed to provide the needed general authority for Federal and State governments to respond directly to hazardous substances incidents.

B. *Environmental Response Team*

Established by EPA, the Environmental Response Team includes expertise in biology, chemistry, hydrology, geology, and engineering. The Environmental Response Team provides technical advice and assistance to the OSC for both planning and response to discharges and releases of oil and hazardous substances into or threatening the environment.

C. *National Oil and Hazardous Substances Pollution Contingency Plan*

The NCP (40 CFR 300) effectuates the response powers and capabilities of the CERCLA and Section 311 of the Clean Water Act. The NCP applies to all Federal agencies and provides for efficient, coordinated, and effective response to discharges and releases of oil and hazardous substances into or threatening the environment.

D. *National Response Center*

A national communications center for activities related to oil and hazardous substance response actions. The National Response Center, located at USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate Federal OSC. The 24-hour number is 800-424-8802, or in Washington, D.C. 202-267-2675.

E. National Response Team

The NRT, composed of the 13 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating Federal agency activities under the NCP. The Team carries out national planning and response coordination and is the head of a highly organized Federal oil and hazardous substance emergency response network. The EPA serves as the NRT Chair (Director, Chemical Emergency Preparedness and Prevention Office), and the USCG serves as Vice-Chair.

F. National Strike Force

The National Strike Force (NSF) consists of three Strike Teams established by the USCG on the Pacific and Atlantic/Gulf coasts. The Strike Teams can provide advice and technical assistance for oil and hazardous substances removal, communications support, special equipment and services.

G. On-Scene Coordinator

The Federal official predesignated to coordinate and direct hazardous substance removal actions. Depending upon the location of the incident, the OSC may be provided by either the EPA, USCG, DOD, or DOE. OSCs from DOD and DOE will be used to coordinate and direct actions at their respective agency facilities.

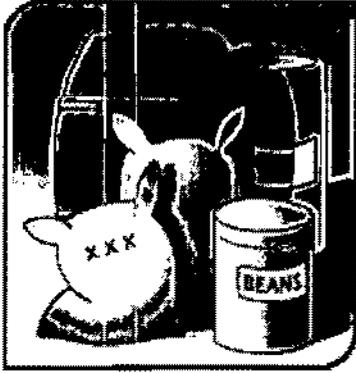
H. Regional Response Teams

Regional counterparts to the NRT, the RRTs are made up of regional representatives of the Federal agencies on the NRT, and representatives of each State within the Region. The RRTs serve as planning and preparedness bodies before a response, and provide coordination and advice to the Federal OSC during response actions.

I. Scientific Support Coordinator

Under the direction of the OSC, the Scientific Support Coordinators (SSCs) provide scientific support for response operational decisions and for coordinating on-scene scientific activity. Generally, SSCs are provided by the NOAA in coastal and marine areas, and by EPA in inland Regions.

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EMERGENCY SUPPORT FUNCTION #11

FOOD ANNEX

PRIMARY AGENCY: Department of Agriculture

SUPPORT AGENCIES: Department of Defense
Department of Health and Human Services
Department of Transportation
American Red Cross
Environmental Protection Agency
Federal Emergency Management Agency

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to identify, secure, and arrange for the transportation of food assistance to affected areas following a major disaster or emergency or other event requiring Federal response.

B. Scope

To accomplish this function, activities will be undertaken to identify food assistance needs in the aftermath of a major disaster or emergency. These activities will include obtaining appropriate food supplies; arranging for transportation of those food supplies to designated staging areas within the disaster area; and/or, authorizing disaster food stamp assistance.

II. POLICIES

A. This ESF will be implemented upon notification of occurrence of a potential or actual major disaster or emergency.

FEDERAL RESPONSE PLAN

B. Actions undertaken by this ESF will be guided by and coordinated with State and local disaster officials.

C. Food supplies secured and delivered by this ESF will be suitable for either household distribution or congregate meal service, as appropriate.

D. Transportation and distribution of food supplies within the affected area will be arranged by Federal, State, local, and volunteer agencies.

E. This ESF will coordinate with, and support as appropriate, agencies responsible for ESF #6 involved in mass feeding.

F. This ESF will encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies.

G. Priority will be given to move critical supplies of food into areas of acute need and then to areas of moderate need.

H. This ESF, upon notification that commercial channels of trade have been restored, may authorize the use of emergency Food Stamp Program procedures.

III. SITUATION

A. Disaster Condition

A catastrophic earthquake or other significant disaster or emergency will deprive substantial numbers of people of access to and/or the means to prepare food. In addition to substantial disruption to the commercial food supply and distribution network, a catastrophic earthquake may partially or totally destroy food products stored in the affected area.

B. Planning Assumptions

1. Approval of requests from the Governor or disaster relief organizations for release of State-controlled food may be given by telephone, radio or written communications, depending on circumstances, within 12 hours of the disaster or emergency.

2. Within the disaster area, the following conditions will exist:

a. Fifty percent of the food processing and distribution capabilities are disrupted;

- b. There will be only a fifty percent accessibility to usable food and food grains (e.g., honey, wheat, corn, oats, rice, etc.) in their unprocessed form. These are consumable under dire circumstances;
- c. Seventy-five percent of the water supply will be unusable, requiring juices or potable water supplies to be made available to the affected population. (Note: potable water will be supplied by ESF #3)
- d. There will be a near-total disruption of energy sources (e.g., electricity and gas). The only sources available will be oil for generators and propane tanks. Most commercial cold storage and freezer facilities will be inoperable.

3. On the fringes of the geographic areas affected, there will be schools and small institutions with large inventories estimated to be sufficient to feed up to 10,000 people for 3 days and supply their fluid needs for one day (i.e., a minimum of 1,800 calories and 3 gallons of liquid per day per person).

IV. CONCEPT OF OPERATIONS

A. General

Under the general coordination of the Food and Nutrition Service's (FNS) Disaster Task Force, this ESF will operate under existing United States Department of Agriculture (USDA) authorities and regulations as well as Public Law 93-288, as amended, to provide disaster food supplies to designated disaster staging areas and/or authorize the issuance of disaster food stamps.

At all times, requests for food, including types, amounts and destination locations, will be processed through FNS' Disaster Task Force. It is expected that the regional office level of the Disaster Task Force will be the point of contact for all State initiated requests for food assistance.

After initial State food assistance requests are forwarded to the ESF, the Disaster Task Force will coordinate efforts to obtain and transport foods and/or authorize disaster food stamps.

During the first 72 hours following a notification of a major disaster or emergency, this ESF will be staffed at least in FNS Headquarters and affected Regional Offices around the clock. After this time, continuation of 24-hour operations will be reconsidered by the Deputy Administrator for Intergovernmental Affairs and Disaster Assistance.

B. Organization

1. National-Level Response Support Structure

At the national level, FNS's Disaster Task Force will assume primary responsibility for all ESF activity. Since each support agency (see Figure 11-1) will be represented on the Emergency Support Team (EST) at the Federal Emergency Management Agency (FEMA) Headquarters and the Emergency Response Team (ERT) at the Disaster Field Office (DFO), the FNS Disaster Coordinator will maintain 24-hour contact with those representatives as necessary at those locations for the duration of the emergency response period. Support agency representatives will have sufficient knowledge of the capabilities and resources of their agencies, with appropriate authorities to commit resources to the response effort.

The official point of contact within the FNS Disaster Task Force for any matter pertaining to ESF #11 is the Disaster Coordinator, FNS, USDA.

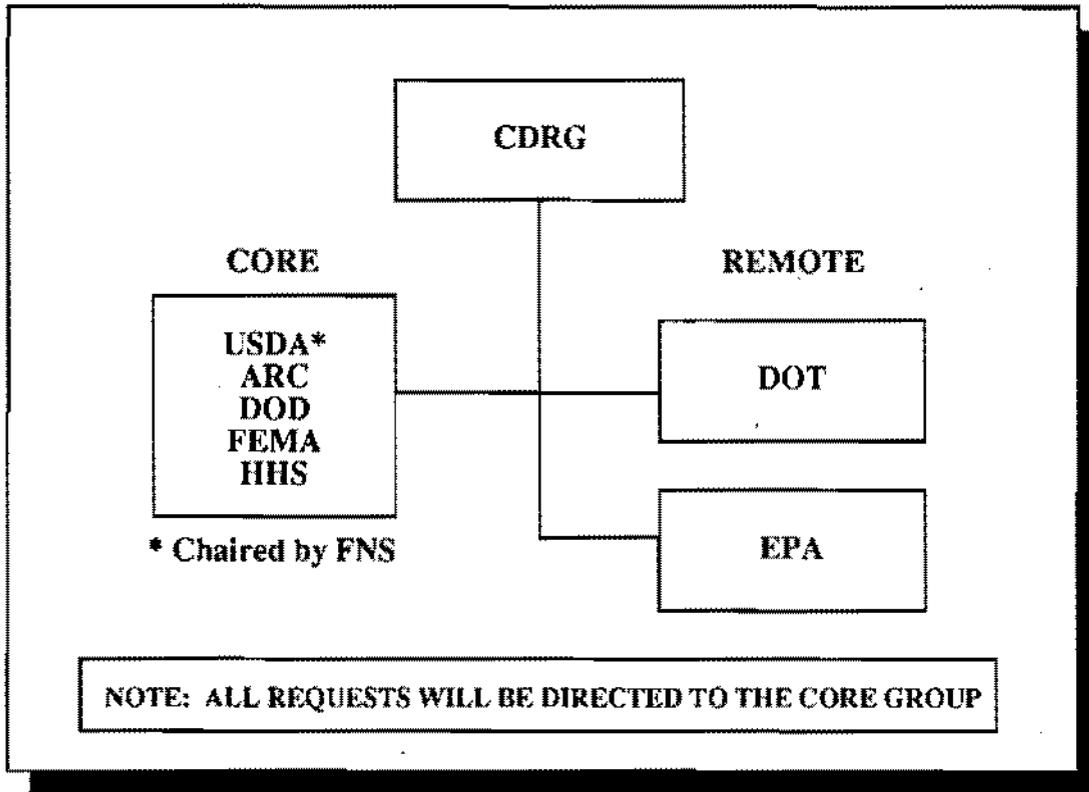


Figure 11-1 - ESF #11 National-Level Organization

2. Regional-Level Response Structure

a. The FNS Regional Disaster Coordinator is the point of contact within the Regional Office and will represent this ESF in its dealings with the Federal Coordinating Officer (FCO).

b. The regional level of the Disaster Task Force will have a representative present at the DFO on a 24-hour basis for the duration of the emergency response period. The support agencies will also have a representative available at the DFO on a 24-hour basis for the duration of the emergency response period.

C. Notification

1. FEMA will notify the USDA Emergency Coordinator of implementation of the Federal Response Plan, hereafter referred to as the Plan. USDA then will notify the FNS Disaster Coordinator. The FNS Disaster Coordinator will notify appropriate Headquarters officials, Regional Office(s) and ESF support agencies.

2. Upon notification by the Disaster Coordinator, the FNS Deputy Administrator of Intergovernmental Affairs and Disaster Assistance will report to the FEMA Emergency Information and Coordination Center (EICC) for an initial meeting of the Catastrophic Disaster Response Group (CDRG), and be available as necessary for the duration of the initial response period.

D. Response Actions

1. Initial Actions

a. Determine the critical needs of the affected population in terms of numbers of people, their location, and usable food preparation facilities for congregate feeding.

b. Catalog available resources of food, transportation, equipment, storage, and distribution facilities and be able to locate these resources geographically.

c. Evaluate the adequacy of available resources relative to need on a geographical basis.

d. Ensure that all identified USDA foods are fit for human consumption.

e. Coordinate shipment of USDA food to staging areas within the disaster area.

FEDERAL RESPONSE PLAN

f. Initiate direct market procurement of critical food supplies not available from existing inventories.

2. Continuing Actions

a. Expedite requests, if any, for emergency issuance of food stamps after access to commercial food channels has been restored.

b. Establish logistical links with organizations involved in long-term congregate meal services.

c. Establish need for and effect replacement of food products transferred from existing FNS program inventories.

V. RESPONSIBILITIES

A. Primary Agency: Department of Agriculture

1. Determine the availability of the United States Department of Agriculture (USDA) foods, including those raw agricultural commodities (wheat, corn, oats, rice, etc.) that could be used for human consumption; assess damages to food supplies.

2. Coordinate with State officials to determine food needs of the population in the affected areas based on the following categories:

- a. Acutely deficient;
- b. Moderately deficient;
- c. Self-sufficient; and
- d. Surplus supplies.

3. At the discretion of the Secretary of Agriculture, approve emergency issuance of food stamps for up to 30 days to qualifying households within the affected area upon request of the State.

4. At the discretion of the Secretary of Agriculture, make emergency food supplies available to households for take-home consumption in lieu of food stamps for qualifying households.

5. Provide damage information to ESF #5 - Information and Planning on a regular basis.

6. Develop a plan of operation that will ensure timely distribution of food in good condition to the proper location.

7. Ensure that the appropriate officials establish and maintain an information flow to the national-level ESF. These designees will ensure that requirements for food assistance are known and accomplished.

B. Support Agencies

All agencies included in support roles are necessary to ensure all Federal sources of food are included, along with agencies necessary to ensure logistical support and determine that the food is not a health hazard.

1. Department of Defense

a. Assess the availability of Department of Defense (DOD) food supplies and storage facilities capable of storing dry, chilled, and frozen food.

b. Assess the availability of DOD transportation equipment, material handling equipment, and personnel for support. This responsibility shall be confined to the posts, camps, and stations within or adjacent to the disaster area.

c. Arrange for the delivery and distribution of resources identified in B:1.a and b, to areas designated by the ESF.

2. Department of Health and Human Services

a. Determine which foods are fit for human consumption and identify potential problems of contaminated foods (e.g., radiation, chemical, bacterial, and viral).

b. Provide health education activities in the area of food preparation and storage.

3. Department of Transportation

a. Assess the availability of all modes of transportation (e.g., truck, rail, air, and sea) that are equipped to protect products cold or chilled, 32 degrees F. to 50 degrees F.; frozen, 32 degrees F. or below.

b. Coordinate with the General Services Administration (GSA) in locating and arranging for scheduling of all modes of transportation required for the movement of emergency food supplies into and within the designated area.

4. American Red Cross

- a. Identify and assess the requirements for food and distribution services on a two-phase basis: critical emergency needs immediately after the disaster, and longer-term sustained needs after the emergency phase is over.
- b. Coordinate the food distribution efforts of other volunteer organizations.

5. Federal Emergency Management Agency

Provide information on State, local, and private sources of food. This information will assist the ESF in determining types and quantities of foods FNS will need to provide.

6. Environmental Protection Agency

Assist with determining the suitability of food resources for human consumption and identify potential hazardous materials impacts on the food supply.

VI. RESOURCE REQUIREMENTS

A. Transportation Resources

Truck, rail, air and sea resources for the transportation of food, including refrigeration and cold storage capacity.

B. Food Resources

1. Food supplies in Federal, State and local government owned storage facilities.
2. Food supplies available for immediate procurement.

VII. REFERENCES

- A. 7 CFR Part 250 - Food Distribution Regulations
- B. 7 CFR Part 280 - Food Stamp Regulations
- C. FNS Instruction 708-2, Emergency Food Assistance
- D. FNS Instruction 708-5, Disruption of Commercial Channels of Food Distribution in Disaster Areas

E. FNS Instruction 708-6, Definition of Disaster Organizations

F. FNS Notice 86-43, FNS Disaster Task Forces.

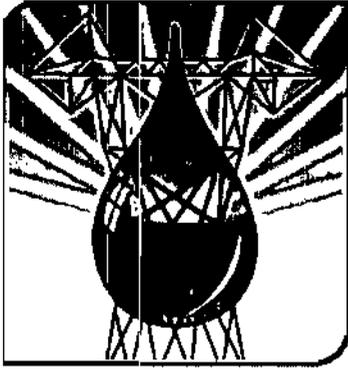
VIII. TERMS AND DEFINITIONS

FNS Disaster Task Force

1. The Food Security Act of 1985 (Public Law 99-198) requires the Secretary of Agriculture to establish a Disaster Task Force to assist States in implementing and operating various disaster food programs. The FNS Disaster Task Force coordinates the FNS overall response to disasters and emergencies. It operates under the general direction of the Deputy Administrator for Intergovernmental Affairs and Disaster Assistance. The FNS Disaster Task Force consists of the Administrator, the Deputy Administrator for Intergovernmental Affairs and Disaster Assistance, the Disaster Coordinator, representatives from the Food Stamp and Special Nutrition Programs, and representatives from Regional Office(s) affected by the disaster.

2. The FNS National Office Disaster Task Force expedites approval of disaster designation requests and policy clarifications. It also maintains liaison with the National Office of FEMA.

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EMERGENCY SUPPORT FUNCTION #12

ENERGY ANNEX

PRIMARY AGENCY: Department of Energy

SUPPORT AGENCIES: Department of Agriculture
Department of Defense
Department of State
Department of Transportation
General Services Administration
National Communications System
Nuclear Regulatory Commission
Tennessee Valley Authority

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to facilitate restoration of the Nation's energy systems following a catastrophic earthquake, natural disaster, or other significant event requiring Federal response assistance. Power and fuel are critical to save lives and protect health, safety, and property, as well as carry out other emergency response functions.

B. Scope

ESF #12 - Energy, involves coordinating the provision of emergency power and fuel to support immediate response operations as well as providing power and fuel to normalize community functioning. This ESF will work closely with State energy offices, energy suppliers, and distributors.

Within this ESF, energy includes producing, refining, transporting, generating, transmitting, conserving, building, and maintaining energy systems and system components.

FEDERAL RESPONSE PLAN

Damage to an energy system in one region can have a domino effect on energy supplies in other States which rely on the same distribution or transmission systems. As such, energy supply and distribution can be intrastate, interstate, and international.

The scope of this ESF includes:

1. Assessing energy system damage, energy supply, demand, and requirements to restore such systems;
2. Helping Federal departments and agencies obtain fuel for transportation, communications, emergency operations, and national defense;
3. Administering, as needed, statutory authorities for energy priorities and allocations;
4. Helping energy suppliers obtain equipment, specialized labor, and transportation to repair or restore energy systems;
5. Recommending Federal actions to save fuel and electric power;
6. Providing energy emergency information, education, and conservation guidance to the public;
7. Developing and implementing for the United States any international energy programs and policies appropriate to the disaster and assuring United States compliance with international agreements;
8. Informing Federal and State officials and energy suppliers about available energy supply recovery assistance;
9. Providing technical assistance involving energy systems; and
10. Recommending to the Federal Coordinating Officer (FCO) priorities to aid restoration of damaged energy systems.

II. POLICIES

A. Department of Energy (DOE) Headquarters, within 2 hours of implementation of the Federal Response Plan, hereafter referred to as the Plan, and ESF #12 activation, will designate lead field coordination responsibility and will establish a headquarters emergency actions and coordination team.

B. The Director of DOE's lead field office, in conjunction with headquarters, will assign staff to temporary duty at the Federal Emergency Management Agency's (FEMA) Disaster Field Office (DFO) as needed, and to the field mobilization center.

C. The DOE priority will be to save lives and protect property. Within 24 hours of implementation of the Plan, or upon instruction from the FCO, DOE will start submitting situation reports (SITREPs).

III. SITUATION

A. Disaster Condition

The suddenness and devastation of a catastrophic earthquake, severe natural disaster or other significant event can sever key energy lifelines, constraining supply in impacted areas, or in areas with supply links to impacted areas, and also affect transportation, communication, and other lifelines needed for public health and safety.

B. Planning Assumptions

1. There will be widespread and prolonged electric power failure. With no electric power, communications will be effected, traffic signals will not operate, causing surface movement gridlock. Such outages will impact on other emergency public health and safety services, including the movement of petroleum products for transportation and emergency power generation.

2. There will be panic hoarding of fuel in some areas served by severed pipelines. This hoarding will grow if the public perceives prolonged fuel scarcities.

3. The disaster could affect sea movement of crude oil, petroleum products and liquid natural gas, offshore drilling, gathering, and related support structures. There may be extensive pollution from leaking oil. Fires may ignite on floating oil. Natural gas lines will break and may erupt in fire. Water pressure will be low or zero, hampering firefighting, and sewer systems will not function.

IV. CONCEPT OF OPERATIONS

A. General

1. Immediately after the disaster, this ESF will assess fuel and electric power damage, energy supply and demand, and will identify requirements to repair energy systems.

FEDERAL RESPONSE PLAN

The ESF will coordinate closely with Federal and State officials to establish priorities to repair damaged energy systems, and coordinate providing temporary, alternate, or interim sources of emergency fuel and power.

2. The ESF also will coordinate emergency support needs with the International Energy Agency (IEA) and International Atomic Energy Agency (IAEA), as appropriate.

3. This ESF might claim supporting resources for industry because DOE is both the resource agency for energy supplies and the claimant for such products and services as casing, pipe, pumps, valves, turbines, generators, transformer cables, power lines, manpower and their transportation to facilitate energy industry response to damage.

4. Energy prices on products traded in world commodity markets will move rapidly and the Federal Government must provide a credible information stream on energy system damage.

5. As needed, the ESF will activate and supplement field resources with experts from headquarters, other regions, and industry.

B. Organization

1. National-Level Response Support Structure

The national ESF will coordinate closely with other ESFs and the IEA to provide timely and accurate energy impact information about supply, demand, and requirements to repair or restore energy systems, to recommend options to mitigate impacts, and to coordinate repair and restoration of energy systems.

The national ESF will operate around-the-clock from the DOE Emergency Operations Center (EOC), Room GA-293, 1000 Independence Avenue, S.W., Washington, DC, (202) 586-8100.

2. Regional-Level Response Structure

Upon Plan implementation, the regional ESF leader will represent the regional ESF in its dealings with the FCO, the State Coordinating Officer (SCO), State energy and other officials, and Federal representatives.

The regional ESF will include support agencies as well as energy suppliers.

It will coordinate with State energy offices to assess damage and to determine priorities for responding to energy system damage.

The regional ESF, as necessary, will operate at the DFO around-the-clock to facilitate emergency response and to recommend how to transition to recovery.

C. Notification Procedures

1. FEMA notifies the DOE national ESF leader, who then notifies all national support agencies, and the regional ESF leader.

2. The regional ESF leader also notifies regional support agencies, industry, DOE mobilization designees in DOE's standby emergency response organization, and expert consultants on call.

D. Response Actions

1. Initial Actions

The ESF leader will:

- a. Activate DOE's natural disaster response plan, including national and regional ESFs;
- b. Assign liaison representation to the Catastrophic Disaster Response Group (CDRG) at FEMA Headquarters;
- c. Convene at DOE the national ESF to assess the energy situation and initial emergency responses;
- d. Determine from ESF #5 - Information and Planning, information on the status of possible affected areas, including States, industry, or other sources; and
- e. Use available information to assess the energy impacts of the disaster, including resources needed to respond.

2. Continuing Actions

Upon becoming fully operational the ESF will:

FEDERAL RESPONSE PLAN

- a. Receive and assess requests for aid from States, other Federal agencies, and energy suppliers;
- b. Claim, when appropriate, needed resources to repair damaged energy systems. Such resources could include transportation to speed system repair;
- c. Work with the FCO and the SCO to establish priorities to repair damage to such systems;
- d. Give ESF #5 and the Joint Information Center (JIC) accurate assessments of energy supply, demand, and requirements to repair or restore energy systems;
- e. Keep accurate logs and other records of emergency responses; and
- f. Begin to draft recommendations for after-action reports and other reports such as FEMA's Hazard Mitigation Report.

V. RESPONSIBILITIES

A. *Primary Agency: Department of Energy*

DOE has Federal cognizance over United States energy industries. A main DOE mission is to help the Federal Government meet United States direct military, essential civilian, defense industry, and allied energy requirements during catastrophic and other significant disasters.

1. Accelerate national monitoring of energy systems damage, supply, and demand.
2. Deploy DOE response teams as needed to affected area(s) to assess energy supply, demand, damage, and requirements to repair or restore energy systems.
3. Claim supporting resources such as transportation needed to repair or restore energy systems.
4. Monitor, and if necessary, oversee repair and restoration of energy systems.
5. Administer, as needed, statutory authorities for energy priorities and allocations.

6. Document case histories of power and fuel experience in responding to the disaster.
7. Contribute to after-action reports.

B. Support Agencies

1. Department of Agriculture, Rural Electrification Administration

- a. Provide technical assistance and advice regarding the restoration of electrical power in Rural Electrification Administration (REA)-financed systems in an emergency. This includes estimating their remaining capabilities, electric power needs and supply capabilities of REA systems, and needs for materials, manpower, equipment, and supplies and reporting progress in restoring damaged REA-financed systems.
- b. Provide emergency credit to REA-financed rural electrification systems.
- c. Identify surplus power available from REA-financed systems and help make it available to areas of need.

2. Department of Defense

- a. Work with ESF #1 - Transportation to accommodate DOE's special transportation needs to move people and equipment to repair energy system (e.g., when commercial airlines cannot accommodate some utility trucks whose size requires shipment by military aircraft).
- b. Provide other logistical support to aid energy system repair and restoration, e.g., emergency generators.
- c. Provide personnel and equipment to support DOE and energy industry response and initial recovery efforts.
- d. Supplement State and local efforts to assure housing, food, fuel, etc., for DOE response teams and energy industry employees engaged in disaster response.
- e. Recommend priorities for restoring service to critical DOE and defense industry facilities.
- f. Assess, through the United States Army Corps of Engineers (USACE), damage to energy systems and hydropower facilities and requirements to restore them.

- g. Use USACE to help provide emergency generators.

3. *Department of State*

- a. Facilitate coordination with foreign nations and international organizations to provide energy and fuel to areas of need.
- b. Facilitate implementation of IEA agreements.

4. *Department of Transportation*

- a. Share with ESF #12 data about transportation use requirements in order to integrate them into DOE's assessments of total energy needs.
- b. Set safety standards to build and operate gas pipelines.

5. *General Services Administration*

- a. Provide manpower, materials, and equipment for emergency support needed to repair or restore energy systems or help supply fuel.
- b. Contract for and arrange to install telecommunications equipment critical to DOE.

6. *National Communications System*

- a. Coordinate with industry to implement pre-established Telecommunications Priorities (TCPs).
- b. Coordinate obtaining new, specialized telecommunications equipment from private carriers.
- c. Assess damage to telecommunications essential for energy system restoration.

7. *Nuclear Regulatory Commission*

- a. Report status of nuclear power plants in affected areas.
- b. Advise on shutting down active plants or activating those not operating.

8. Tennessee Valley Authority

- a. Assess supply, damage, and requirements to repair or restore electric power.
- b. Supply surplus power where needed, depending on surplus power availability, as well as the ability of transmission lines.
- c. Supply critical replacement parts, equipment and manpower to help restore service to damaged areas to the extent available within the supply system.

C. Energy Suppliers (Their Trade Associations and other Relevant Organizations)

Colocate officials with DOE cadres to facilitate assessing and repairing damage.

VI. RESOURCE REQUIREMENTS

Assets critical for response include:

1. People

- a. CDRG Staffing (one regularly, with backup);
- b. ESF Staffing (for headquarters and the field); and
- c. ESF liaison to Emergency Support Team (EST) (FEMA Headquarters).

2. Communications

- a. Cellular Phones;
- b. Portable FAX Units;
- c. Portable Computer Terminals with modems; and
- d. Battery and Power-Pack Stocks.

3. *Operating Facilities*

- a. Dedicated communications, open and secure, voice and record, in the Regions and headquarters ESF operating locations for two, 12-person shifts; and
- b. Support services and equipment at operating locations.

4. *Information Management*

- a. Maps of the damaged areas; and
- b. Phone directories (support agencies, industry, Congress, and media).

5. *Equipment*

Vehicles; radiation counters and analysis equipment; first aid kits and portable food rations and other components for individual field kits.

VII. *REFERENCES*

- A. Executive Order 12656, November 18, 1988, "Assignment of Emergency Preparedness Responsibilities."
- B. Executive Order 10480, August 14, 1953, "Further Providing For the Administration of the Defense Mobilization Program."
- C. Executive Order 12742, January 8, "National Security Industrial Responsiveness."
- D. National System for Emergency Coordination of 1988.
- E. Electric Power System Reporting Procedures (15 USC), 1989.
- F. 10 Pt. 221, Code of Federal Regulations, "Fuel Assistance to the Department of Defense."
- G. 50 U.S. Code app. 2071, "Energy Materials and Equipment."
- H. Natural Gas Policy Act.
- I. Energy Policy and Conservation Act.

- J. Strategic Petroleum Reserve Drawdown and Distribution Plan, SPR Amendment No. 4; Standard Sales Provisions codified as Appendix A to 10 CFR Pt. 625.
- K. National Oil and Hazardous Substances Pollution Contingency Plan, 40 CFR 300.
- L. Atomic Energy Act of 1954, as amended.

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FINANCIAL MANAGEMENT ANNEX

I. PURPOSE AND SCOPE

A. Purpose

This annex provides basic financial management guidance to the Federal Emergency Management Agency (FEMA) and other Federal departments and agencies (OFAs) which respond under the provisions of the Federal Response Plan, hereafter referred to as the Plan, to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established Federal policies, regulations, and standards. The annex describes general provisions which are generally applicable; however, FEMA will work directly with each OFA and tailor procedures in extraordinary circumstances.

B. Scope

This annex is applicable to all Federal departments and agencies with responsibilities in the Plan.

II. OPERATING ASSUMPTIONS

The financial management organization and operations described in this annex are based on the following assumptions:

- A. The expenditure of very large sums of Federal funds will be required, by FEMA and other Federal departments and agencies;
- B. Finance operations will be carried out under compressed schedules and intense political pressures, necessitating expeditious (non-routine) procedures, but with no lessened requirement for sound financial management and accountability.

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- C. A Presidential major disaster or emergency declaration will permit funding from the Federal Disaster Relief Fund under the provisions of the Stafford Act, 42 U.S.C. 5121 et seq., and applicable regulations;
- D. The Office of Management and Budget (OMB) and Congress will consider and give rapid approval to an immediate FEMA-prepared emergency supplemental budget request sufficient enough to sustain response operation for approximately three weeks. After approximately two weeks of operations and assessment when the full scale of response and recovery operations is clearer, estimates will be gathered and a second emergency supplemental appropriation will be sought if necessary.
- E. A special Financial Services Group (FSG) will be organized in the Office of Financial Management (OFM), FEMA Headquarters, to facilitate the purposes of this annex; and,
- F. A FEMA financial management unit will be established in each Disaster Field Officer (DFO) to provide immediate support to the Federal Coordinating Office (FCO) and the senior FEMA official responsible for the stewardship of FEMA funds [usually the FEMA Regional Director (RD) or his/her delegated official for a particular disaster in a specific State].

III. RESPONSIBILITIES

A. FEMA Chief Financial Officer

1. The FEMA Chief Financial Officer (CFO) serves as the senior Federal financial official under the Plan during the emergency response phase. The CFO is responsible for overseeing the request of supplemental Disaster Relief Funds from OMB and Congress, and for directing the disposition and accounting of funds expended in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq., (referred to as "the Stafford Act") and applicable regulations. The CFO will serve as the primary adviser to the Chairman of the Catastrophic Disaster Response Group (CDRG) on financial matters involving the Disaster Relief Fund and will be responsible for keeping the CDRG informed on the status of the Fund and current financial issues.

2. The CFO will provide a Senior Financial Services Officer (SFSO) at each DFO location to assist in the implementation of the Plan in the field. That individual will have sufficient delegated authority to respond quickly to financial problems, assist departments and agencies on FEMA financial matters, and coordinate with the FEMA CFO on financial issues in the field.

B. FEMA Regional Director

The FEMA RD responsible for the affected Region will, in addition to program responsibilities, initially organize and provide for financial support services at the DFO. The FEMA RD can delegate responsibility for financial matters to another FEMA official. The FEMA RD or his/her delegate is the senior FEMA financial official responsible for stewardship of FEMA funds for a specific State's Presidential disaster or emergency declaration.

C. Federal Departments and Agencies

1. Federal departments and agencies conducting activities under the Plan for which reimbursement will be sought will organize their headquarters to provide financial support for their operations. The only exception at this time is the General Services Administration (GSA) which, in addition to billing FEMA for reimbursement of eligible costs which it has incurred and paid, may function as a procurement agent for goods and services for which FEMA is billed directly by the vendor. Each department and agency is also responsible for maintaining appropriate documentation to support requests for reimbursements, submitting bills in a timely fashion and closing out mission assignments when operations cease or funds limitations are reached and not increased.

2. Each department and agency (and any of their quasi-independent subordinate organizations billing FEMA for reimbursement) that is operating in a particular State's disaster area should identify a single point of contact for financial matters and provide that information to the FEMA SFSO at the DFO.

3. Each department and agency (and any of their quasi-independent subordinate organizations billing FEMA for reimbursement) should also identify a headquarters-level single point of contact for financial matters and provide that information to the FEMA CFO.

IV. CONCEPT OF OPERATIONS

Funding for the Federal response activities conducted pursuant to the Stafford Act and implementing regulations will be made available from the Disaster Relief Fund. Policy and procedures for the use of those funds are described in regulations contained in 44 CFR Part 206, Subpart A, especially Sections 206.5, 206.7, and 206.8 thereof. The following concept of operations describes the events and policy which guide financial management for Federal response operations.

A. Before Presidential Declaration

1. After the occurrence of any event or occurrence that may result in a declared major disaster or emergency, FEMA may selectively use some or all of the Emergency Support Functions (ESFs) of the Plan. If the FEMA RD believes that Federal assistance might be necessary, the advanced element of the Emergency Response Team (ERT-A) will be activated. The first priority actions are to assess the situation and confer with the Governor in order to determine the need for Federal assistance (i.e., the need for a Presidential declaration). Selected ESFs might be activated at that time to assist the FEMA RD in the preliminary damage assessment (PDA). When an ESF is "activated" by the RD before a Presidential declaration, it is considered eligible for tasking to assist FEMA in the assessment phase associated with the declaration process and it is considered ready for tasking in accordance with its activities defined in its respective annex to the Plan once a declaration is obtained. Other agency participation in the PDA is described in 44 CFR 206.33, except for activities conducted pursuant to Section 403 (c) of the Stafford Act.

2. In the period immediately following an event but before a Presidential declaration of an emergency or major disaster, FEMA will reimburse OFAs for personnel, travel, and required logistical assistance provided as part of the preliminary damage assessment process or support to FEMA as part of the declaration process (reimbursement is provided under authority provided in Section 304 of the Stafford Act). FEMA will not reimburse agencies for direct Federal assistance provided to a State or local government prior to a Presidential declaration, except with respect to assistance provided by the Department of Defense (DOD) requested under Section 403 (c) of the Stafford Act, as limited by regulations [44 CFR 206.34 (e)] or services or technical assistance provided under Sections 201 (a) or (b), 202 (b), or 306 (b) of the Stafford Act. This does not preclude OFAs from responding with direct Federal assistance consistent with their own emergency authorities and funding independent of the Stafford Act.

3. The FEMA RD can activate an ESF (primary agency) with a telephone call which will be followed up by a written communication (traditionally called a "mission assignment letter") which contains a brief description of the mission (e.g., assist with preliminary damage assessment), a funding limitation and any requirements or criteria to be followed. That letter becomes the obligating document for FEMA and the funding limitation becomes a credit to the primary agency's reimbursable account against which actual reimbursement will be sought from FEMA. The fund limitation should not be exceeded without the prior approval of the FEMA issuing official. This process is required to maintain adequate funds control for the Disaster Relief Fund. The term "mission assignment" is defined in 44 CFR 206.2 (a) (18) and the requirement for them described in Section 206.7.

4. FEMA staff and the Governor's staff confer on the need for Federal assistance. If a Governor determines that Federal assistance is necessary, the Governor requests the President to declare that a disaster or emergency exists. FEMA reviews this request and forwards it to the President for decision. Until such time as an emergency or disaster is declared, FEMA and other Federal agencies will continue to assess the situation and assist the State to the maximum extent allowed within each OFAs authorities and funding. When it is apparent that direct Federal assistance for immediate response is necessary to save lives and property, FEMA will assist in expediting the declaration process, thereby reducing the time involved to perhaps a few hours.

5. Once an ESF has been activated, the primary agency will alert their support agencies that their help might be needed. If the primary agency decides that the services of a support agency are needed to provide technical assistance in the preliminary damage assessment process or other assistance authorized under the Stafford Act, the primary agency informs FEMA so that a letter with a fund limitation can be provided to the support agency. That letter is used to obligate FEMA funds and provide the support agency with limits for their reimbursable account.

B. After Declaration

1. Once an emergency or major disaster is declared by the President, a DFO may be opened to accommodate an Emergency Response Team (ERT) within the declared area of each State.

2. The State will name a State Coordinating Officer (SCO) who will work with the FCO to identify unmet State needs which require Federal assistance. The activated ESF primary agencies will respond to directions from the FCO. An ESF can be "activated" to perform limited activities or all activities contained in its Annex to the Plan at the discretion of the FCO. Depending on the magnitude of the required response, the FCO may authorize primary agencies to respond directly to requirements identified by the SCO. Additionally, the SCO may instruct that ESF primary agencies respond directly to authorized officials of state counterpart agencies. It is the responsibility of the FEMA RD or his/her designee to coordinate with the FCO and SCO to clearly designate those individuals who are authorized to request assistance from an ESF and to establish arrangements to assure proper procedures for administrative control of funds associated with reimbursable work pursuant to authorities of the Stafford Act.

3. Primary agencies in the field will serve as executive agents for the FCO in providing assistance under the Plan. The primary agency must insure that actions the ESF is taking are at the request of the State and be cognizant that response activities it conducts might have a cost implication for the State since direct Federal assistance is generally cost

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shared under provisions of the Stafford Act. The primary agency should accurately document taskings requested of its ESF. This documentation should include the name of the official making the request and his/her organization's name, the ESF designation if the tasking is from another ESF primary agency, the content of the request, and what action was taken.

4. If an ESF primary agency needs a support agency for meeting the ESF's direct Federal assistance mission under the Plan, the primary agency informs FEMA and provides advice to FEMA regarding the funding needed by the support agency. FEMA confirms the mission assignment to the support agency in writing and provides a fund limitation. That fund limitation should not be exceeded without prior approval of the FEMA issuing official. The primary agency should accurately document tasks requested of the support agencies. Support agencies should accurately document taskings it receives from primary agencies.

C. General

1. In a declared major disaster, the FEMA Associate Director of State and Local Programs and Support, hereafter referred to as the FEMA Associate Director, or the RD may direct any Federal agency to utilize its authorities and resources granted to it under Federal law to support State and local assistance efforts [44 CFR 206.5 (a)]. In any declared emergency, the FEMA Associate Director or the RD may direct any Federal agency to utilize its authorities and resources granted to it under Federal law to support emergency efforts by State and local governments to save lives; protect property, public health and safety; and lessen or avert the threat of catastrophe [44 CFR 206.5 (b)]. Assistance in both circumstances described above may be provided with or without compensation as determined appropriate by the FEMA Associate Director or RD [44 CFR 206.8 (a)]. It is FEMA intention to reimburse OFA for eligible costs associated with providing assistance under the Plan, except that the FEMA Associate Director or RD may not approve reimbursement of costs incurred while performing work pursuant to disaster assistance authorities and responsibilities independent of the Stafford Act [44 CFR 206.8 (c)].

2. It is the responsibility of each primary agency to keep FEMA informed regarding the need for funding needed to conduct the operations of all agencies within the ESF. Primary agencies should confer with support agencies on the need for funding for operations and the primary agency should advise FEMA on the amount and distribution of funding.

3. Each department or agency could have multiple mission assignments (with periodically increased fund limitations) per State (i.e., each separate disaster declared by the President has a unique identifying number which FEMA will provide each department or agency receiving a mission assignment). For example, an agency could have an assignment for damage assessment prior to or after declaration and one for direct Federal assistance to the State or local government after declaration. A support agency will have at least one mission

assignment and fund limitation for each ESF it is activated to support. Each agency should account for its costs and request reimbursement by each mission assignment/fund limitation.

4. Support agencies should take their directions from primary agencies. Support agencies should accurately document taskings it receives. This documentation should include the name of the requesting official, his/her organization, the ESF which has made the request, the content of the tasking, and what action was taken.

5. Documentation on taskings will be used by each Federal agency to support its accounting for costs incurred in the Federal response. This detailed documentation is not submitted as part of the request for reimbursement but should be maintained in each agency's records as supporting documentation for bills for reimbursement. From time to time, FEMA financial managers may request that a primary agency confirm that goods or services covered by specific bills for reimbursements were requested by the State. The documentation will also be needed if an agency is audited at some future date on its disaster participation.

6. Funds available in the Disaster Relief Fund at the time of occurrence of a catastrophic disaster will be exhausted rapidly, and FEMA will request emergency supplemental disaster relief funding from the Congress. The FEMA CFO will maintain a draft disaster supplemental budget request which has been coordinated in advance with OMB and the Congressional staff in order to expedite its approval within hours after the disaster declaration.

7. Within 21 days, FEMA and each department and agency will thoroughly assess their expenditures to date by Disaster number (each State) and estimate the additional resources required to accomplish the ESFs and report that information via the primary agency for each ESF, through the FCO, to the FEMA CFO. In coordination with the Associate Director of State and Local Programs and Support (SLPS) and OMB, a decision will be made regarding the need for additional supplemental Disaster Relief Fund appropriations.

V. FINANCIAL GUIDANCE AND ORGANIZATION

A. General

Timely financial support of the extensive response activities will be crucial to success in saving lives and property. Innovative and expeditious means may be employed to achieve the financial operational support objectives. However, it is mandatory that generally accepted Federal financial policies, principles, and regulations be employed in order to ensure against fraud, waste and abuse and to achieve the proper control and correct use of public funds.

B. Authority to Respond

On activation of an ESF by the FEMA RD or Associate Director or the FCO, primary agencies can begin operations and submit for reimbursement for those activities contained in the Plan pursuant to authorities contained in the Stafford Act. The verbal activation is followed by a written communication which contains a funds limitation. No additional authorizing documents are necessary. Support agencies are activated by the primary agency responsible for the ESF. The primary agency informs FEMA that the support agency has been activated and FEMA provides the support agency written verification which contains a funding limitation. In addition to those missions contained in the Plan and performed pursuant to authorities contained in the Stafford Act, the FCO can direct an OFA to accomplish a task with or without reimbursement. OFAs conducting response operations in the disaster area under their own authorities and funding should keep the FCO informed of their operations.

C. Approval to Expend Funds

1. The approval to expend funds for response operations will be given by officials of the primary and support agencies. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls. A responsible official of each agency should be designated to ensure that actions taken and costs incurred are consistent with missions identified in the Plan. Those same officials should also validate the requests to FEMA for reimbursement of eligible costs.

2. Special care must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures in order to provide clear and reasonable accountability and justification for reimbursement. This will be necessary to facilitate the final closeout and support audits of financial records after the emergency phase.

D. Financial Organization at FEMA Headquarters

1. At FEMA Headquarters, a FEMA SFSO will serve as a full-time member of the Emergency Support Team (EST). This group provides staff support to the Federal response structure at the national level and liaison to the ERT located at the DFO.

2. In addition to representation on the EST, a Financial Services Group (FSG) will be formed within FEMA's OFM. The FSG will be staffed with professional financial management personnel from the OFM. The FSG will operate around the clock to provide comprehensive dedicated financial support to the emergency response activities.

3. The CFO, FEMA, will serve as financial point of contact for the Chairman of the CDRG, providing advice on financial management matters incident to the disaster.

E. Financial Organization in the Field

1. A FEMA SFSO will serve as a member of the ERT and will deploy to the DFO with other members of the EST.

2. The CFO's representative at the DFO will provide financial management assistance and advice to the FCO and FEMA RD. The SFSO will also provide financial policy guidance to primary and support agencies and liaison to their financial management points of contact at the DFO.

3. Responding Federal departments and agencies (including FEMA) must be prepared to process financial transactions in support of their own operations. Whether department and agency financial transactions are processed at the DFO or another location, provisions should be made to provide a financial management professional or someone knowledgeable of the agency's financial operations at the DFO for liaison purposes. This will ensure expeditious dissemination of financial guidance and information.

VI. FINANCIAL MANAGEMENT OPERATIONS

A. General

Each Federal department and agency is responsible for providing its own financial services and support to its response operations in the field. Funds to cover eligible costs for response activities will be provided through reimbursement or, in special cases, advance of funds, by FEMA.

B. Procedures for Reimbursement of Federal Agencies

1. General procedures for reimbursement of Federal departments and agencies under the provisions of the Stafford Act are outlined in 44 CFR 206.8. Procedures unique to situations in which the Plan is activated are outlined below.

2. Federal agencies may submit requests for reimbursement of amounts greater than \$25,000 at any time. Separate requests are submitted for work done in connection with each specific ESF or separate mission assignment under an ESF for each disaster number. Disaster numbers will be provided to each activated department and agency on declaration.

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3. Reimbursements will be submitted to FEMA from each Federal agency. Reimbursements to support agencies do not go through the primary agency for approval; they go directly to FEMA. However, primary agencies might be asked to verify taskings billed by a support agency as described in paragraph IV.1.

4. Several methods of reimbursement are commonly used in conjunction with disaster mission assignments. These include the use of Standard Form 1080, "Voucher for Transfers Between Appropriations and/or Funds"; Standard Form 1081, "Voucher and Schedule of Withdrawals and Credits"; the On-Line Payments and Collection (OPAC) process; and cash disbursement by electronic transfer or check. The specific method used will depend on the type of expenditure and the disbursing authorities of the agencies involved and does not differ from the appropriate method during any other major disaster declaration. The most expeditious and preferred method for reimbursing Federal departments and agencies is the OPAC process.

5. The responsible financial official of the Federal department or agency reviews the reimbursement request to determine that the information is complete and presented in the requested accounting format. Expenditures are reviewed to make sure they are relevant to the mission assigned or mission described in the Annex to the Plan and that claimed costs are reasonable and supported. All reimbursement requests should cite the specific letter of activation or mission assignment (with its respective fund limitation) under which the work was performed, along with the disaster number (supplied by FEMA). Therefore, costs incurred by Departments and Agencies must be accounted for by State, by ESF, and separate reimbursements requested. Said another way, billings must be presented against each separate mission assignment and the associated fund limitation which has been issued to the agency.

6. Unless otherwise specified by the FCO, all approved requests for reimbursement shall be directed to the FEMA RD of the Region in which the costs were incurred. Reimbursement requests should be directed to the Regional Director, FEMA Region, Attention: Program Support Officer and contain the appropriate Agency Location Code (ALC) identifier as follows:

<i>FEMA</i>	<i>States</i>	<i>ALC</i>
I	Maine, New Hampshire, Massachusetts, Vermont Connecticut, Rhode Island	58-01-0005
II	New York, New Jersey, Puerto Rico, Virgin Islands	58-01-0006

<i>FEMA</i>	<i>States</i>	<i>ALC</i>
III	Pennsylvania, Delaware, Maryland District of Columbia, Virginia, West Virginia	58-01-0007
IV	North Carolina, South Carolina, Florida, Georgia, Tennessee, Kentucky, Alabama, Mississippi	58-01-0008
V	Ohio, Indiana, Michigan, Illinois, Wisconsin, Minnesota	58-01-0009
VI	Arkansas, Louisiana, Oklahoma, Texas, New Mexico	58-01-0010
VII	Iowa, Missouri, Kansas, Nebraska	58-01-0011
VIII	North Dakota, South Dakota, Montana, Wyoming, Colorado, Utah	58-01-0012
IX	Arizona, Nevada, California, Hawaii, Pacific Trust Territories	58-01-0013
X	Alaska, Washington, Oregon, Idaho	58-01-0014

C. Reimbursements By On-line Payments and Collections Process

1. The OPAC process provides the fastest/least cost method for reimbursements. Reimbursement processed through OPAC can be initiated by a Federal department or agency or any of their subordinate organizations which have access to the OPAC component of the Department of the Treasury's Government On-Line Accounting Link System (GOALS). Departments and agencies are responsible for determining their own internal organizational responsibilities for controlling and accounting for funds and deciding locations from which reimbursements will be processed by OPAC.

2. Once allowable costs in increments of at least \$25,000 or more have occurred and are adequately documented and supported, a department, agency or subordinate organization of either (Billing Agency) can process for reimbursement from FEMA (Customer Agency). The OPAC component of GOALS is accessed and new bills or adjustments are entered and the following data is entered:

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- a. The Billing Agency enters the Accounting Date (current month and the last day of the month) and the Accomplished Date (actual date the data is being entered).
- b. The 8-digit ALC is entered without hyphens for the FEMA Region responsible for the disaster number being billed.
- c. The bill is entered as a credit amount and the billing agency indicates its appropriation symbol where the FEMA funds will be transferred.
- d. The OPAC system will then ask for a description of this activity. Five lines of 80 characters each are available to provide the customer agency (FEMA) with billing information. This "description" field must contain at least the following information:
 - Line 1. "Reimburses Agency XYZ"
 - Line 2. "FEMA DR-____ -State XY; ESF____; Assignment No.____
(if applicable)"
 - Line 3. "Description of mission conducted"
 - Line 4. "From _____ to _____; Last Name; Phone Number
(date) (date) (POC for bill)"
- e. After the billing information is entered correctly, the OPAC system operator should record the Document Reference Number and print a paper copy of the bill as processed by the system and telefax it to the FEMA Comptroller; ATTN: Disaster Financial Services Group; (202) 646-2714.
- f. Agency financial personnel submitting bills for reimbursement should keep their program officials in the DFO informed of the costs of their mission operations. Support agency program officials, in turn, should keep their ESF primary agency official informed of costs being reimbursed for ESF missions.
- g. Detailed documentation supporting the reimbursement must be kept by the billing agency and must be provided to FEMA on request.

D. Reimbursement By Standard Form 1080 or 1081

Departments and agencies which do not have access to the OPAC process can use the Standard Form 1080, "Voucher For Transfers Between Appropriations/ Or Funds" for reimbursement by Treasury check or by Standard Form 1081, "Voucher and Schedule of Withdrawals and Credits" for reimbursement by electronic transfer of funds at Treasury. The SF 1080 or 1081 should include all the information described in paragraph VI. B. 1. d. above. It should also include the billing agency's accounting classification data, ALC, administrative certification signature. The form should be accompanied by an attachment which explains the following:

1. Amount previously billed;
2. Current billing amount;
3. Cumulative amount billed to date; and
4. An explanation of charges broken down by:
 - a. Personal Services including regular time (if eligible) and overtime with the number of hours and total cost.
 - b. Travel and Transportation separating per diem and other travel expenses.
 - c. Materials, Supplies, and Miscellaneous Expenses including separate identification of any single item costing \$1,000 or more. Items of expendable property or supplies costing less than \$1,000 need not be identified. Costs for rental space should be listed separately.
 - d. Costs of contracts for services listed by title and costs.

E. Expenditures Eligible for Reimbursement

1. Policies and procedures for reimbursement of OFAs are described in FEMA regulations 44 CFR Part 206, Subpart A, Section 206.8. The following is a summary of paragraph (c) of that section:

The Associate Director or RD may approve reimbursement of the following costs which are incurred in providing requested assistance:

- a. Overtime, travel, and per diem of permanent Federal agency personnel;

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- b. Wages (regular time and overtime), travel, and per diem of temporary personnel assigned solely to perform services required to execute the Plan or services directed by the FEMA Associate Director or RD in the major disaster or emergency area designated by the FEMA RD;
- c. Travel and per diem of Federal military personnel assigned solely to performance of services required to execute the Plan or services directed by the FEMA Associate Director or RD in the major disaster or emergency area designated by the FEMA RD;
- d. Cost of work, services, and materials procured under contract to support providing assistance;
- e. Costs of materials, equipment, and supplies (including transportation, repair, and maintenance) from regular Federal stocks used in providing assistance;
- f. Costs incurred which are paid from trust, revolving, or other funds, and whose reimbursement is required by law; and
- g. Other costs submitted by an agency with written justification or otherwise agreed to in writing by the FEMA Associate Director or RD.

F. Financial Records and Supporting Documentation

1. Federal departments and agencies must maintain records, receipts and documents to support claims, purchases, reimbursements and disbursements. Reimbursement requests will be documented with specific details on personnel services, travel and each other expense by object class as specified in OMB Circular A-11 and by any other subobject class used in the submitting agency's accounting system. Where contracts constitute a significant portion of the billings, the submitting Agency must provide a listing of individual contracts and their associated costs.

2. Federal agencies requesting reimbursement shall maintain all financial records, supporting documents, statistical records and other records pertinent to the provision of services or use of resources by that agency. These materials must be accessible to duly authorized representatives of FEMA and the U.S. Comptroller General for the purpose of making audits, excerpts, and transcripts, for a period of 6 years 3 months from the date of submission of the final billing.

G. Advance of Funds

1. In the event that a Federal agency is unable to initiate or complete response actions identified in the Plan due to a lack of operating funds, an advance may be made from the Disaster Relief Fund. Fund advances will be effected via Standard Form 1080, "Voucher for Transfers Between Appropriations and/or Funds", or Standard Form 1081, "Voucher and Schedule of Withdrawals and Credits". The method used will depend on the disbursing authority of the agency requiring the advance SF 1081 will be used for agencies that have disbursements made by Treasury, and SF 1080 for agencies with independent disbursing authority.

2. Upon determination of the need for an advance of funds, the senior program official from the requesting agency will request an advance in writing. The request letter should state the reason for the request, the dollar amount of the necessary advance, the ESF under which the work is to be performed, and or estimate of the total amount required to perform the mission. The letter should also indicate the recipient agency's ALC and the appropriation, fund or receipt symbol to be used in making the advance. Requests for advances should be addressed to the FEMA RD or Associate Director for SLPS. Copies of the request should be forwarded to the CFO, FEMA and the FCO.

3. Total cost estimates are particularly important in the case of fund advances, in order to ensure that all immediate financial requirements can be met. Advances should be requested to cover operational costs for fourteen days; the additional advances requested if necessary.

4. Valid requests for fund advances will processed in the most expeditious manner possible to ensure that immediate response efforts are not impeded by fiscal constraints.

G. Funding of State Operations

If States require Federal funding, it will be authorized under the individual FEMA-State Agreement(s) and passed to the State by electronic funds transfer through the Payments Management System (PMS) operated by the Department of Health and Human Services (HHS). After FEMA enters the authorized amount in the HHS PMS, the recipient State requests the funds transfer via computer communications to HHS. This FEMA process of payment advances is commonly referred to as "SmartLink".

H. Cost Estimates for Additional Appropriations

1. After the Federal departments and agencies begin their initial response operations, it will be necessary for them to make an estimate of their total funding needs for the duration

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of the emergency response. The purpose of the estimates is to help gauge the level of additional supplemental appropriations, if necessary, for the Disaster Relief Fund. The estimates do not represent a request for budget authority for the respective agencies.

2. The process for developing these estimates builds from the lowest operational level to the top, assuming that those agency officials operating in close coordination with both State officials and the FCO will have the best insight into the demand for Federal response assistance. Estimates from the field ESFs will be forwarded to the EST at FEMA Headquarters where national-level resource requirements can be added. The EST will provide the estimates to the FEMA CFO. Any unresolved issues regarding resource estimates will be presented to the CDRG for discussion and recommendation.

3. Estimates for emergency response funding in the field must be developed by State (disaster number), by ESF, by agency, by major object class (as described in OMB circular A-11). The following sequence of events is recommended.

a. Approximately ten days after the disaster event, each agency should begin to assess its costs to date, pulling together data regarding the total demand for its ESF services, and estimating the resources required to finish the job. Support agencies should provide the estimates to the primary agency for each ESF.

b. Approximately, fourteen days after the disaster event, the primary agency for each ESF should provide the estimates to FCO. The FCO should add resource estimates required for FEMA non-ESF missions supplied by the FEMA official.

c. No later than fifteen days after the disaster event, the consolidated fund estimates should be sent to the headquarters-level EST Director by the FCO.

d. The EST Director will provide the resource estimates to the respective ESF primary agencies for the addition of any national level support resource requirements.

e. The EST Director will forward the resource estimates to the FEMA CFO and refer any major unresolved resource issues to the CDRG for discussion and recommendation.

f. The FEMA CFO in consultation with the Associate Director of SLPS and OMB, will submit an additional emergency supplemental or amended budget request if required.

I. Closeout Procedures

1. Standard mission assignment closeout procedures should be followed in the event of a catastrophic disaster. These procedures are set forth in Chapter 18, paragraph 18-8, of the FEMA Disaster Operations Manual, Revised (FEMA Manual 8600.3).

2. The FCO will monitor the work remaining, and may discontinue the mission at any time by written notification to the assigned agency, specifying a termination date and requesting a final billing.

3. Federal agencies, with the exception of GSA and the United States Army Corps of Engineers (USACE), should submit a final billing within 90 days after completion of the mission or termination by the FCO. GSA is permitted 1 year, and USACE 180 days to submit a final bill after completion of assigned missions.

4. If a final bill is not submitted when due, the CFO, FEMA will request that a final bill, or a letter stating that no further reimbursement will be requested, be submitted within 60 days. If the agency does not respond to this request, the CFO should notify the agency that unless it responds within 30 days of the new request, the mission assignment will be closed and no further billings will be accepted.

5. In cases where a letter is received in lieu of a final bill, the CFO will follow normal procedures to de-obligate unused funds. (Such de-obligation is automatic when a final bill is processed.)

VII. APPLICABLE FINANCIAL MANAGEMENT REFERENCE MATERIALS

Standard financial management policies and regulations are available in each Federal department and agency and should be used in responding to major disasters. This section provides a brief overview of general authorities and guidance on select financial operations.

A. Federal Emergency Management Agency

The Stafford Act, 42 U.S.C. 5121 et seq., is the basic authority which undergirds the Plan. The Stafford Act contains provisions which change some provisions of law or regulations in Presidentially-declared major disasters and emergencies. Regulations guiding implementation of the Stafford Act are contained in 44 CFR Part 206. This rule serves as the implementing regulations for the Stafford Act. The rule outlines reimbursement procedures relevant to Presidentially declared major disasters and emergencies.

B. General Accounting Office

The General Accounting Office Policy and Procedures Manual for Guidance of Federal Agencies is a codification of material previously issued as General Regulations, Accounting Systems Memoranda, Accounting Principles Memoranda, Circular Letters, Bulletins, and other regulations. The provisions of this manual are applicable to all Federal agencies.

C. Treasury Department

The Treasury Financial Manual for Guidance of Departments and Agencies (Treasury Financial Manual) is the official publication through which the Treasury Department issues codified instructions for the guidance of Federal departments and agencies in the areas of accounting forms (Part 1), central accounting and reporting (Part 2), payroll deductions, withholdings (Part 3), disbursing (Part 4), deposits (Part 5), and other fiscal matters (Part 6).

D. General Services Administration

1. The Federal Travel Regulations, published by GSA, are applicable to all Federal agencies in determining per diem rates, imprest advance limits, and in the processing and examination of travel vouchers (41 CFR 301-304).

2. The Federal Property Management Regulations (FPMR) include the policies and guidelines relating to property management and the utilization and disposal of property in all executive agencies (41 CFR 101).

3. The Federal Acquisition Regulation (FAR) sets forth the requirements for procuring supplies and services from governmental, private and non-profit sources. The policies in the FAR are followed by all Federal agencies. Although each agency has its own "internal supplement" to the FAR, it cannot change the basic policies of the FAR (48 CFR).

E. Office of Management and Budget

OMB Circulars and Bulletins. Particular attention should be directed to the requirements specified in Circular A-11, Object Classification, Circular A-34, Budget Execution, and Circular A-73, Audit of Federal Operations and Programs.

F. Federal Departments and Agencies

Federal Departments and Agencies should use their respective financial manuals, directives and instructions for imprest fund, travel voucher examination and processing, procurement and vendor payments.

ATTACHMENT A
DRAFT SUPPLEMENTAL BUDGET REQUEST

The Honorable Richard G. Darman
Director
Office of Management and Budget
Washington, DC 20503

Dear Mr. Darman:

The purpose of this letter is to request a supplemental appropriation for the Disaster Relief Fund, which is authorized under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 100-707.

At (time) A.M. (time zone) on (date), an (event, e.g., earthquake of 7.6 Magnitude) occurred on (location, e.g., the Reelfoot Rift in the south-central New Madrid Seismic Zone). (brief description, e.g., The epicenter of the earthquake is determined to be in a sparsely populated area five miles northeast of Marked Tree, Arkansas and about 40 miles northwest of the center of Memphis, Tennessee. The greatest damage is along the axis of the Mississippi and Ohio Rivers from Helena, Arkansas in the south to Evansville, Indiana in the north. Counties in seven States have received heavy damage. The estimated number of deaths could exceed 5,000 with 10,000 injured. Damage to property, public utilities and communications systems is widespread).

The total amount of Disaster Relief Funds to be needed cannot be accurately forecast at this time. Based on initial damage assessments and the fact that there is only \$00,000,000 in fiscal year (current year) funds currently unobligated, it is estimated that FEMA will need an amendment of five billion dollars. As damage estimates are refined during the coming weeks, it is highly likely that FEMA will request an additional amendment, either to the fiscal year (current year) requested supplemental or to the fiscal year (budget year) request. It should also be noted that this request for an supplemental only covers authorities that FEMA exercises under the Stafford Act. Under their own authorities, other agencies involved in the response and recovery operations will likely be requesting budget supplementals and/or amendments.

It is requested that you forward to Congress this supplemental request of five billion dollars at this time to meet immediate, emergency needs.

Sincerely,

Wallace E. Stickney
Director

Enclosure: Supplemental Request

Concurrence:

Office of Financial Management

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PUBLIC INFORMATION ANNEX

I. PURPOSE

The purpose of this annex is to provide guidance and procedures to carry out the public information function in support of the Federal Government's response to a catastrophic earthquake, significant natural disaster or other event requiring Federal response assistance.

II. CONCEPT OF OPERATIONS

A. General

1. After a catastrophic or significant disaster, it is expected that all normal means of communications in the affected areas would either be demolished or largely incapacitated. Therefore, only limited and incomplete information is anticipated from the disaster area until communications can be restored.

2. The effective utilization of this time period, however, is critical in setting up the large and complex public information mechanism that will be needed to respond to the emergency public information and news requirements for a disaster of this magnitude.

3. While more than one news center may be established, there will be only one main coordination and release site at any given time during the post-disaster response period to assure accurate and timely dissemination of all information to the public, as well as to the media. To the maximum extent possible, Federal, State, and local information will be coordinated prior to its release.

B. Organization

The Federal Emergency Management Agency (FEMA) Assistant Associate Director for Public and Intergovernmental Affairs (AADPA) is responsible for initiating the actions required to implement Federal public affairs activities in response operations.

C. National-Level Response Structure

1. The national-level response structure is the Interagency Committee for Public Affairs in Emergencies (ICPAE). The ICPAE is the permanent mechanism established by the revised Federal Preparedness Circular 8 to coordinate public information policy, planning, and operations for the management of emergencies.

2. The ICPAE is composed of representatives of Federal departments and agencies. The chairman of the ICPAE is the Press Secretary to the President, or his designee. FEMA serves as Executive Secretariat to the Committee.

3. The ICPAE provides a mechanism to effect civil and military interagency coordination in the public affairs area to meet emergency public information needs. It establishes means to assure that the Federal Government speaks in a major disaster or emergency with authoritative, clear, and factual information in consonance with State and local emergency managers. The ICPAE provides:

- a. An interagency coordinating mechanism for planning and development of materials to improve dissemination of emergency public information to the news media and the general public, and to exchange information among agency members;
- b. A means to augment public affairs personnel to disseminate authoritative information to the news media and the public during emergencies, and to arrange training in support of this activity; and
- c. Advice and assistance on public affairs to senior officials managing emergency situations.

4. Federal information released to the public and media during the post-event period will be coordinated and disseminated from headquarters offices by the establishment of a ICPAE National Joint Information Center (JIC) in Washington, D.C., until an on-scene JIC is operational in the disaster area.

5. Once the on-scene JIC is declared operational, it will assume primary responsibility for originating and coordinating Federal information released to the public and news media. The ICPAE National JIC will continue to support the Washington press corps, provide policy guidance and support, and provide coverage for the President and other Federal agencies, including FEMA, for as long as needed.

a. If the President, an involved Governor, or a Cabinet Officer decides to hold press conferences or interviews from Washington, D.C., the Joint Information System (JIS) will be used to inform the on-scene JIC.

b. The JIS is an expansion of the JIC concept and links all news centers and key official offices by computer electronic mail, faxes, and telephone. The JIS may come into play when the area affected, the politics of the situation, or other factors make it necessary to provide multiple news outlets. But even then, coordination through the prime JIC is necessary. The JIS is not intended to prevent individual agencies from making their own releases, but it assures that everyone is using the most recent and accurate data.

D. Regional-Level Response Structure

1. It is agreed policy to have only one primary Federal JIC in the disaster area. Circumstances may, however, make the establishment of satellite JICs desirable. If satellite JICs are established, release authority for all public information will remain at the primary on-scene JIC.

2. The JIC is a physical location where Public Affairs Officers (PAOs) from the involved response and recovery agencies come together to ensure coordination of information to be released to the media and the public. This Center becomes the central point for media access to the latest developments and emergency information. All information released is coordinated among the departments and agencies involved to assure its consistency and accuracy (although all agencies can still use their own mechanisms for release and no editorial or policy control is exercised by the coordinating public information officer over any of them).

3. It is Federal policy to encourage full participation in the JIC by the State, local, voluntary and private responding organizations. However, if this is not feasible, all organizations are encouraged to conduct their information activities within the framework of the Federal JIS concept.

4. The primary organizational elements of the JIC will be centered around divisions responsible for:

- a. Information Gathering and Production, i.e. gathering, editing, and producing information products for dissemination by the JIC in various forms suitable for use by print, broadcast, and other media;

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- b. Information Dissemination, i.e., disseminating information to various media through various means, including briefings, news releases, interviews, appearances before groups, etc.;
- c. Senior Coordination Group, i.e., a group comprised of the senior public affairs representatives from each JIC member agency. This group comes together from time to time to help guide the policies of the JIC, and to help coordinate significant JIC activities such as briefings; and
- d. Administrative and Logistical Support.

5. Local, State, and voluntary agencies will be invited to be full members of the JIC and will be entitled to share the resources available at the JIC.

6. Each person representing a JIC member organization will function in two capacities:

- a. Represent his/her agency in carrying out the public affairs mission of that agency; and
- b. Provide public affairs services for the JIC in support of the various JIC missions.

7. The primary functions of the on-scene JIC are to:

- a. Provide response and recovery information to individuals, families, business and industry directly or indirectly affected by the disaster. Information will be provided through the news media and other means. Emergency information will be provided as required during the recovery phase, including use of an outreach program. It will take the form of news about earthquake after-shocks, safety of structures, food, location of medical aid and shelter, etc. Emergency information will primarily originate with State and local authorities.
- b. Coordinate Federal information prior to release, and insuring it, in turn, is coordinated with information released by local and State governments and voluntary organizations.
- c. Process information requests from National and international media regarding the scientific evaluation of the event and the governmental response.

- d. Hold press conferences and briefings regularly to give the media access to the facts and the experts helping with recovery operations.
- e. Handle VIP briefings and tours, including official domestic and foreign visitors.
- f. Provide basic facilities, as necessary, such as communications, office, space, and supplies which would assist the news media in performing their role as disseminators of essential information to the public. Such facilities will be provided as long as the Federal Coordinating Officer (FCO) determines them to be in the public interest.
- g. Provide a rumor control function to stop untrue information from wide circulation. Work with the media to halt rumors by disseminating the facts.

C. Notification

The FEMA National Emergency Coordinating Center (NECC) will notify the AADPA of the disaster event, declaration actions, and implementation of the Federal Response Plan, hereafter referred to as the Plan.

D. Response Actions

1. Initial Actions

Upon notification that a significant natural disaster has occurred, the AADPA in FEMA Headquarters will:

- a. Contact the Regional PAO of the affected area (or some other regional official; failing to reach the Region, contact the State PAO) to obtain information about the event and regional actions underway.
- b. Contact the FEMA Director and Associate Director, State and Local Programs and Support (SLPS) to inform them of intended actions.
- c. Contact the President's Press Secretary, or his designee, to recommend calling together the ICPAE.
- d. Initiate deployment procedures, in coordination with the FCO and the Emergency Support Team (EST), for a lead PAO to go to disaster site and assume public information responsibilities in support of the FCO at the JIC.

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- e. Call EX-PI staff to duty at FEMA Headquarters for media and public information support.
- f. Notify ICPAE Committee members to meet at a time and place designated by the White House to decide national actions such as the set up of a national JIC, what Federal agencies will provide staff and support, both at the national JIC and on-scene JIC.
- g. If a decision is made to set up a national JIC, notify FEMA Headquarters communications support of the immediate need for telephones, computer lines, etc. for placement in Room 401. Additional space is available under a standby contract for a media room in the adjacent Holiday Inn. If space is not available, notify the Department of Health and Human Services (HHS) of immediate need for space to establish the national JIC. (If the HHS Great Hall is unavailable, the Department of Agriculture (USDA) or the Environmental Protection Agency (EPA) will provide facilities).
- h. Ensure enough Disaster Assistance Employee (DAE) staff have been alerted to provide proper support and are ready to travel to the disaster site.

2. *Continuing Actions*

- a. The AADPA will:
 - (1) Provide advice and support to the Catastrophic Disaster Response Group (CDRG) and keep it apprised of all public affairs actions;
 - (2) Coordinate through the ICPAE and the JIS/JIC system, national-level public affairs plans and implementations and National multi-agency and/or White House press conferences;
 - (3) Serve as the coordinator and distributor of all factual information and data for all ICPAE members involved;
 - (4) Serve as focal point for all incoming information from the lead PAO following arrival at the site and from the on-scene JIC when established; and
 - (5) Assure that JIC procedures are put into action. Detailed procedures are found in "The How-To of the Joint Information Center" document.

b. The FCO's PAO will:

- (1) Assume the on-scene Lead PAO role from the regional PAO (or senior PAO in the disaster area) upon his/her arrival in the disaster area. At that time the FEMA regional PAO will become the deputy PAO for the FCO (the Deputy PAO will assume responsibility for the hour-to-hour operation of the on-scene JIC.); and
- (2) Represent the FCO (or his/her deputy) during the continuous contacts the PAO will have with the media, public or other agencies (To ensure access, the FCO's PAO will report directly to the FCO or his/her deputy).

III. RESOURCE REQUIREMENTS

A. Personnel

Sufficient public information personnel will be required at both the on-scene JIC and in Washington, D.C. The number of those personnel at the Washington, D.C. JIC will depend upon how many Federal agencies are involved at the national-level in Washington. At the on-scene JIC, the number will depend upon how many Federal, State, local and volunteer organizations are represented in the JIC. Both locations are assumed to be required to staff the JICs around the clock.

B. Communications

1. Washington, D.C. JIC will require 100 telephone lines and telephones: (28 lines will allow department/agencies individual phones; 14 lines will hook to computer and computer networks; 8 lines will assist Congressional desks; 10 lines will be manned by a receptionist and stenographers; the remainder will serve media/press needs).

2. On-scene JIC communications resources are essential as the obvious primary mission of the JIC is to process, coordinate, and disseminate information. Communications links must be established and maintained between the JIC and a number of sites, including key State and local operations centers; State, local, or private information centers (if not colocated); voluntary agency headquarters; the Disaster Field Office (DFO) (especially if not located near the JIC); Washington, D.C. offices; and the news media.

a. Radio communications between the JIC and the news media should be planned to replace telephonic notification.

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b. PAOs operating in the field with reporters should remain in communication with the JIC by means of two-way radios. Because of terrain problems repeaters may be required to support JIC communications requirements.

c. The JIC should be configured with adequate telephone support. At a minimum, each agency at the JIC should have one voice and one data line. The number of incoming phone lines should normally be matched at least one-to-one by people to answer the lines. The news media should be provided access to phone lines for voice and data communications; lines should provide local dial tone and access to credit card or operator-assisted long distance service.

d. In addition to phone service, logistical support should be provided to news media representatives to the maximum extent possible in order to assure JIC staff with immediate access to media when circumstances require. If the media are able to efficiently operate from the JIC, they will be rapidly available when the JIC needs to communicate with them.

C. Equipment

1. Washington, D.C. JIC will require approximately 25 department/agency duty desks; 3 JIC management desks; 4 Congressional affairs desks; work space in the form of long tables, typewriters, and phones for the media; 15 computers; 2 telephone recorders; 4 VCR playback machines; xerox capability; 4 large screen televisions for monitoring press coverage and teleconferencing aids; a public address system capable of accepting phone input; interview areas furniture, including flags, agency seals, desks, couches, chairs, lamps, etc.

2. On-scene JIC will require very similar equipment as the Washington, D.C. JIC.

D. Supplies

Standard office supplies will be required by both JICs: paper, pens, pencils, typewriters, telephone call pads, and including special news release and media advisory stationary.

E. Office Facilities

1. Washington, D.C. JIC will be located at either FEMA, HHS, USDA, or EPA.

2. On-scene JIC will ideally be colocated with the DFO, either in the same structure or adjacent to it. This is important in order to facilitate JIC access to information, and leadership access to the JIC. The JIC facility must be large enough to provide agencies with

work and meeting spaces which are similar to a large newspaper city room. A briefing area large enough for several hundred news media, risers for briefers, and TV and still photographers should be available nearby.

F. Other

1. At the on-scene JIC:
 - a. Areas near the JIC should be available for landing and staging official and news media helicopters. Staging areas for news media satellite and microwave antenna vehicles must also be provided in the immediate vicinity, as well as access to roof areas for microwave dishes and moults boxes' installation;
 - b. Security personnel should be provided to protect facilities, equipment and staff, and to help maintain order;
 - c. Due to the increasing dependence on computers, transmission, and two-way radios, consideration should be given to keeping technicians on-site for computer and communications troubleshooting and repairs; and
 - d. A cadre of lead and support full-time permanent and DAE PAO needs to be pre-identified, trained, and utilized in exercises. These individuals would be put on immediate stand-by following first reports of a major earthquake or other event and deployed to headquarters or on-site as soon as any personnel are moved into the area.

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CONGRESSIONAL RELATIONS ANNEX

I. INTRODUCTION

A. Purpose

The purpose of this annex is to provide guidance and procedures regarding Congressional liaison activities in support of the Federal response activities following a catastrophic earthquake, significant natural disaster or other event.

B. Scope

The provision of guidance and procedures described here applies to all agencies with responsibilities under the Federal Response Plan, hereafter referred to as the Plan.

II. POLICIES

Under the Plan, the objective of the Congressional liaison function is to both coordinate information dissemination to Members and Committees of Congress and to advise agency officials of Congressional concern, anticipated Congressional action, and legislative developments. In so much as this function is also derivative of the overall Federal Emergency Management Agency (FEMA) responsibilities under the Plan, FEMA will coordinate its Congressional liaison activities with the other designated agencies to assure a consistent Federal image for the response efforts.

III. SITUATION

A. Disaster Condition

A catastrophic or significant disaster event will occur which will require the activation of agencies with responsibilities under the Plan.

B. Planning Assumptions

For the purpose of this annex, the disaster is assumed to be a single-State event with a single Disaster Field Office (DFO) in or near the affected area. This does not preclude the occurrence of a multi-State situation; modifications to this supplement to incorporate planning for a multi-State event will be addressed in procedures for that scenario.

IV. CONCEPT OF OPERATIONS

A. General

1. In order for an effective Congressional liaison function to be implemented, there are three FEMA components which will be integrated and mutually supportive: the functions of the headquarters Congressional Relations Officer (CRO); the Congressional Liaison Officer (CLO) located with the Federal Coordinating Officer (FCO) at the DFO; and the Deputy Congressional Liaison Officer (DCLO) located in the Joint Information Center (JIC) at the DFO.

2. Integrated Federal interaction with the Congress necessitates a coordinated Congressional liaison effort. At the headquarters-level, the FEMA CRO will conduct daily coordination sessions with the Congressional liaison staff from each Federal agency. It is anticipated that Federal agencies with lead responsibility for an Emergency Support Function (ESF) will deploy a Congressional Affairs Representative (CAR) to the field. Each CAR will work at the JIC under the direction of the FEMA DCLO. The CAR will be responsible for monitoring all Federal activities for that ESF, providing appropriate information to the affected Congressional offices, and responding to incoming Congressional inquiries.

B. Organization

1. National-level Response Structure

a. The *CRO* in headquarters will provide Congressional relations support for the Catastrophic Disaster Response Group (CDRG) and the Emergency Support Team (EST). The CRO is from the FEMA Office of Congressional Affairs and is a member of the EST. The CRO will have primary responsibility for coordinating all Congressional events pertaining to the response in the Washington D.C. area. Responsibilities of the CRO include the following:

- (1) Serves as primary Congressional liaison advisor to the FEMA Headquarters response officials;

- (2) Supports the efforts of the Congressional liaison activities in the field;
- (3) Coordinates the timing and content of information to Washington D.C. Congressional offices;
- (4) Coordinates the flow of information and needs between the FEMA Office of Congressional Affairs and the Federal response efforts;
- (5) Serves as conduit for information requests received by FEMA in Washington D.C. from Congressional offices;
- (6) Coordinates with the other Federal agencies' Congressional liaison Washington D.C. personnel to assure consistency of Federal message and logistical coordination;
- (7) Provides input to the White House Legislative Affairs office regarding overall Federal Congressional relations; and
- (8) Coordinates within FEMA and among the Federal agencies any legislative informational needs or activities pertaining to legislative developments, such as hearings, or background material for special legislation.

b. The *FEMA Office of Congressional Affairs* provides support for the activities of the headquarters CRO. Responsibilities include the following:

- (1) Provides logistical support to the CRO;
- (2) Answers incoming inquiries from Congressional offices;
- (3) Assists CRO in developing written materials for presentations;
- (4) Assists CRO in making Congressional notifications; and
- (5) Receives information from the CRO and electronically provides data to officers of Congressional Affairs of participating agencies.

2. *Regional-level Response Structure*

a. The *CLO* will be deployed from the FEMA Office of Congressional Affairs, and reports to the FCO. The CLO will colocate with the FCO and will be the overall manager of the Federal Congressional liaison efforts in the field. Responsibilities of the CLO include the following:

- (1) Serves as the primary Congressional liaison advisor to the FCO and FEMA on-site response officials;
- (2) Manages the Congressional liaison staff and overall operations in the field;
- (3) Serves as the Congressional liaison representative on the FCO's Emergency Response Team (ERT);
- (4) Supports the Congressional liaison efforts in Washington, D.C. and serves as the primary contact for the CRO in the field;
- (5) Coordinates Congressional trip requirements, both those generated by requests to Washington, D.C. and those initiated at the field level;
- (6) Coordinates with the other Federal agency personnel to assure consistency of the Federal message; and
- (7) Provides information to the CRO for reports to the White House Legislative Affairs office on overall Federal Congressional Relations for the response operations.

b. The *DCLO* will report to the CLO. The DCLO will establish operations in the JIC in or near the disaster area. Responsibilities will include the following:

- (1) Manages the Federal Congressional liaison operations at the JIC;
- (2) Assures prompt notification to Congressional Offices of significant events;
- (3) Coordinates the timing and content of information to Congressional Offices;

- (4) Serves as conduit for information requests received by FEMA in the field from Congressional Offices;
- (5) Manages inquiry and notification tracking systems; and
- (6) Monitors events in the JIC and keeps the CLO current.

c. A *CAR* is deployed by each ESF primary agency to the disaster site. (DCLO will assume responsibility for FEMA in ESF #5, the Department of Defense (DOD) will provide Congressional Affairs support for the National Communications System (NCS).) Each *CAR* will report to the DCLO and will be located in the JIC. Responsibilities will include the following:

- (1) Monitors activities of the primary and support agencies under the ESF;
- (2) In conjunction with the DCLO, conducts Congressional notification calls;
- (3) Responds in timely fashion to Congressional inquiries pertaining to ESF areas of responsibility; and
- (4) Provides support and Congressional feedback to the DCLO.

C. Response Actions

1. National-Level

a. Congressional Relations Officer

Initial Response actions include:

- (1) Report to the EST Director, establish immediate priorities and obtain information on:
 - (a) Extent and impact of damage;
 - (b) State request(s) for assistance;
 - (c) Scope of Federal efforts;

- (d) Logistics of field operations and program priorities;
 - (e) Congressional offices representing affected area; and
 - (f) Staffing of response operations at FEMA Headquarters, the DFO and other field locations.
- (2) Establish system for keeping FEMA Office of Congressional Affairs informed of issues and progress, and identify activities supportive of the field Congressional liaison efforts.
- (3) Contact Congressional offices representing the affected geographic areas and inform them of the following:
- (a) FEMA mission and current activities;
 - (b) Federal/State relationship in recovery activities;
 - (c) Where to obtain information on the Federal efforts; and
 - (d) Encourage attendance in the daily Congressional briefing.
- (4) Provide to the EST Director any appropriate political profiles of Members and feedback from initial round of discussions with Congressional offices. Supplement this information on a regular basis.
- (5) Establish and monitor tracking systems for open requests from Congressional offices and blanket notifications.
- (6) Establish contact with the headquarters CROs from the other Federal agencies.
- (7) Conduct organizational meeting with CROs from the other Federal agencies to be followed with daily conference call and/or meeting.
- (8) Organize initial interagency Congressional briefing:
- (a) *Agenda* should include discussion of the extent of physical damage, Federal authorities which will be

exercised to deal with the catastrophe, ways in which the Congressional offices can be of assistance to the relief efforts, and team building;

- (b) *Audience* should include Members and staff from any Congressional office representing the impacted area, appropriations committee staff, disaster relief committee staff, and authorization committee staff;
 - (c) *Participants* in the briefing will include the CLO who is responsible for organizing each briefing, developing the agenda and presenting various components, the chairperson of the CDRG who will be the primary briefer, and CDRG members as appropriate; and
 - (d) *Schedule* the initial briefing within 18 hours of the event. A daily briefing at the same time each day should be scheduled. This daily briefing will not be open to the press.
- (9) When the field CLO establishes contact, set the stage for comprehensive and continual communications between the two operations:
- (a) Provide background of CRO efforts to date, contacts, and sense of how things are going;
 - (b) Decide on time-specific contact for the next several days, and how/when to make emergency contact; and
 - (c) Explore ways to support each other.
- (10) Meet the PAO:
- (a) Plan time on a regular basis to keep each other informed;
 - (b) Arrange to get copies of all press releases as early as possible. Congressional notifications may need to occur prior to, or at the same time as the press release going public; and

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- (c) Obtain schedule of JIC press conferences from the PAO and arrange for Office of Congressional Affairs staff to attend press conferences.

Continuing Actions include:

- (1) Coordinate Federal information to support legislative initiatives.
- (2) Present information to Committee staff in support of agency legislative requests.
- (3) Arrange field trips for Members of Congress and staff. Coordinate with the CDRG, EST Director, Congressional liaison from other Federal agencies, FEMA Public Affairs and the FEMA CLO.
- (4) Conduct daily conference calls and/or briefings with the Congressional liaisons of other Federal agencies. This coordination session is a time to review the notifications and developments of the past 24 hours, both from field and headquarters perspectives, and to identify upcoming events which should generate notifications in the next 24 hours, coordinate congressional interagency briefings, and identify information needs. It is also a forum to identify Congressional requests for testimony or legislative technical assistance.
- (5) Conduct daily briefing for Members of Congress and their staffs. Daily briefings should include a recap of the last 24 hours of operation, items which generated notification from the DCLO or were subjects of discussion in JIC conferences and issues expected in the next 24 hours.
- (6) Coordinate summary reports of Federal Congressional relations activities for the White House Legislative Affairs office.
- (7) Coordinate the flow and timing the release of information between headquarters and the DFO.

b. Office of Congressional Affairs

Initial Response Actions include:

- (1) Compile the telephone and address list for all offices representing the geographic area affected by the disaster;
- (2) Locate on the Hill a large room for the daily Congressional briefing;
- (3) Verify list of persons from each Federal agency assigned to disaster recovery Congressional relations; and
- (4) Collect file of information to telecommunicate to field Congressional person as soon as they make contact.

Continuing Actions include:

- (1) Distribute information to CLOs in FEMA field operations and other Federal agencies;
- (2) Track and respond to Congressional inquiries;
- (3) Attend JIC press conferences; and
- (4) Track and assist in notifications.

2. *Regional-Level*

a. *Congressional Liaison Officer*

Initial Response Actions include:

- (1) Check in with the Briefing Official at the DFO. Ascertain the following:
 - (a) Extent, impact of disaster and assessment of damage;
 - (b) State's request for assistance and (areas) requested;
 - (c) Anticipated Federal response and agencies involved;
 - (d) Immediate recovery problems and issues to resolve;
 - (e) Location of JIC and other Federal facilities;

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- (f) Logistics of DFO operation;
 - (g) Location of PAO and Deputy Public Affairs Officer (DPAO); and
 - (h) Key staff assignments.
- (2) Report to the FCO. Discuss the following:
- (a) Program priorities and logistics of operation;
 - (b) Problems from response, recovery and Congressional perspectives;
 - (c) Congressional involvement thus far;
 - (d) Activities from CRO thus far;
 - (e) FCO expectations for CLO;
 - (f) Overall staffing for Congressional liaison function;
 - (g) FCO expected level of involvement in Congressional matters;
 - (h) Schedule of initial Congressional briefing;
 - (i) FCO anticipated immediate schedule and working location; and
 - (j) Future time and planned occasions to coordinate activities with FCO.
- (3) Establish contact with headquarters CRO. Discuss the following:
- (a) Issues in headquarters regarding overall operation;
 - (b) Briefing on immediate post-disaster activities;
 - (c) Briefing on "where we are now";

- (d) Congressional activities/interest;
 - (e) After hours contact for CRO on-site is CLO;
 - (f) CRO operating plan and CLO field operating plan;
 - (g) System to stay informed of issues as they happen;
 - (h) Staffing requirements/plans, name of DCLO;
 - (i) DFO and JIC location;
 - (j) Communications available and operational;
 - (k) Staff contacts for each Member's office;
 - (l) Prior relationship with FEMA and Member;
 - (m) Pertinent information of each Member; and
 - (n) Anticipated Committee interests and visits.
- (4) Establish contact with the PAO on-site. Review the following:
- (a) Respective staffing patterns;
 - (b) Desired working relationship between DCLO and DPAO's;
 - (c) Methods to support each other;
 - (d) Anticipated implementation of Public Affairs strategy, including methods utilized to inform the media;
 - (e) Coordination required for dissemination of information;
 - (f) CLO plan of operation;
 - (g) Potential problems;
 - (h) Routine for on-going coordination; and

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- (i) DCLO attendance at all media events.
- (5) Contact Congressional offices representing the geographic areas affected. For each office discuss the following:
- (a) Identify yourself, position, role, etc., and obtain the name of the Congressional staff contact;
 - (b) FEMA mission and current activities;
 - (c) Federal responsibilities and authorities, and anticipated implementation;
 - (d) Federal/State relationship in response and recovery activities;
 - (e) Congressional contact point and phone number for Federal information;
 - (f) Exchange 24-hour contact location information for each other;
 - (g) Explain purposes for daily Congressional staff briefing; and
 - (h) Identify anticipated problems or concern;
- (6) Meet with DCLO. Set tone for this mutually supportive, close working relationship. Discuss the following:
- (a) Plan of operations for Congressional relations function;
 - (b) Priorities for operation - overall and daily;
 - (c) Staffing plans for Congressional liaison operation;
 - (d) Degree to which CLO will be involved in DCLO responsibilities;
 - (e) DCLO role in JIC;

- (f) Method to keep each other informed on a routine and emergency basis;
 - (g) How Congressional calls coming into the JIC will be monitored and summarized for management purposes;
 - (h) Review information on Members affected and establish system to capture information for each Member, to delineate what type of information by Member will be of interest to Washington, D.C., CRO, CLO, FCO, and DCLO;
 - (i) Establish tracing system to maintain current information on incoming Congressional inquiries. Determine reporting requirements; and
 - (j) Establish tracking system to maintain information on Congressional notifications (projected, in-progress, and completed). Determine reporting requirements.
- (7) With the DCLO, organize a meeting with the CAR from each ESF. Discuss the following:
- (a) Overall response and recovery operations;
 - (b) Staffing for Congressional liaison function;
 - (c) Concept of operations for Congressional liaison in DFO and JIC, and role expectations;
 - (d) Notification procedures and reporting requirements;
 - (e) Inquiry procedures and reporting requirements; and
 - (f) Information to date on affected Members and their staffs.
- (8) Organize and conduct a Congressional briefing within 18 hours of your arrival. The briefing is for Members and their staffs. Initial briefing focus should review the Federal role in the recovery, Federal/State relationship, what can be expected from the Federal government and the role of the Congressional offices

in the recovery. If possible, the briefing should be held in person for the field staff. Press will not be permitted to attend. If the damage is such that a briefing in person is not feasible, the same information should be present in a teleconference, with all parties simultaneously on-line. It is preferable for the FCO to participate in the briefing presentations, if not on a daily basis, then at least for the initial briefing. An agenda will be developed by the CLO prior to the briefing. In addition to discussion of the above mentioned subjects, it should include the following:

- (a) Organizational structure and immediate objectives of Federal response efforts;
 - (b) Priority issues and concerns;
 - (c) Accomplishments to date, and anticipated actions for the next 24 hours;
 - (d) Federal/State/local government relationships in response operations;
 - (e) Process for accepting donations; and
 - (f) Contact for 24-hour notification.
- (9) Provide the FCO with a summary statement on Members affected in the recovery area, to include their anticipated level of involvement, the degree to which their district is impacted and salient key issues. As practical, provide additional data to FCO to include:
- (a) Brief biographical sketch;
 - (b) Political affiliation and term in office;
 - (c) Major committee assignments and leadership positions;
 - (d) Location (or former location) of district office(s); and
 - (e) Personal impact of disaster on Member.

- (10) Exchange information with FCO, senior response staff and CRO;
- (11) Develop daily strategy for pro-active Congressional liaison for response operation, suggesting activities for Congressional liaison staff and senior Federal officials;
- (12) Prioritize and outline activities for Congressional liaison staff;
- (13) Schedule daily coordination and planning meetings with DCLO;
- (14) Monitor implementation of the Congressional inquiry and notification tracking system;
- (15) Sign off on notification statements and draft fact sheets submitted to DCLO;
- (16) Schedule daily coordination and planning meetings with PAO. Topics for coordination include planned events with Members of Congress, problem-solving based on recovery issues, sharing of prepared information;
- (17) Maintain a log of any CLO action taken;
- (18) Monitor status of inquiries referred by DCLO to CAR(s) or other Federal agency representatives;
- (19) Maintain a copy of inquiry summary log and provide information to the FCO and FEMA headquarters;
- (20) Attend FCO conducted meetings with ESF agencies and attend ERT meetings;
- (21) Based on CRO objectives, develop itinerary and coordinate logistics with FCO staff, other Federal agency representatives, the State and PAO in preparation for visits by Members of Congress and their staffs; and
- (22) Monitor the rumor-control activities. Design Congressional liaison activity as appropriate in reaction to rumor-control and outreach feedback.

b. Deputy Congressional Liaison Officer

Initial Response Actions include:

- (1) Upon arrival at disaster scene, check in with CLO. Discuss the following:
 - (a) Briefing by CLO of recovery actions to date;
 - (b) Members affected by disaster and their level of involvement;
 - (c) Congressional liaison activities to date;
 - (d) Strategy for implementation of Congressional liaison operations;
 - (e) Anticipated problems, areas of concern;
 - (f) Congressional liaison staffing and role expectation for each position;
 - (g) Level of interaction and nature of relationship of DCLO and DPAO;
 - (h) How to maintain separate but coordinated relationships with the public affairs staff and the headquarters Congressional liaison operations; and
 - (i) Development of information tracking systems for Congressional inquiries and notifications.
- (2) Set-up operations in the JIC:
 - (a) Check in with JIC lead administrative person;
 - (b) Assure all equipment and furniture is in place for DCLO and CARs; and
 - (c) Obtain schedule of up-coming press conferences and JIC events.

- (3) Establish information tracking system to support Congressional notifications and inquiries. Instruct CARs on input;
- (4) Establish system to obtain public information as soon as cleared by JIC system and any "canned information" developed by federal agencies;
- (5) Maintain a log for all DCLO action taken;
- (6) Establish filing system by Member for use by each Congressional liaison staff person;
- (7) Begin collecting Member information for use in profiles and DFO background information;
- (8) Daily exchange of information and ideas with each CAR;
- (9) Assign CAR with light workload to assist CAR with heavy workload;
- (10) When issue surfaced as appropriate for Congressional notification, coordinate with CLO. Once approved for notification, manage CAR staff to implement and report to CLO when completed;
- (11) In coordination with CAR(s) and DPAO, prepare timely fact sheets for use by Members' offices. Submit to CLO for concurrence. Distribute to Congressional offices with copies to the CLO, HQ-CRO, ESF-area, CAR, and DPAO;
- (12) Manage implementation of Congressional inquiry and notification tracking systems;
- (13) Using information entered by CAR(s) in inquiry tracking system, prepare summary report and submit on daily basis to CLO. Log should include information indicating the office initiating the inquiry; the nature of the concern and the status;
- (14) Attend all JIC press conferences. Suggest follow-up action (both content and timing) to take with Congressional offices because of news generated;

- (15) Coordinate the exchange of information with CLO;
- (16) Manage CAR staff to assure timely notifications to each Member's office; and
- (17) In conjunction with CLO, utilize information from Members' requests and calls to the JIC to anticipate future plan of action and monitor forthcoming issues.

c. Congressional Affairs Representative

Actions include:

- (1) Report to the DCLO; establish priorities and get overall briefing on recovery operations;
- (2) Establish contact with operational staff or ESF agencies;
- (3) Develop system to stay informed of ESF developments and monitor activities of the ESF agencies for which your agency is the lead;
- (4) Suggest to the DCLO opportunities for Congressional notification;
- (5) Prepare notification statement and submit to DCLO for coordination and approval;
- (6) Conduct Congressional notification calls to the staff person in each Congressional office provided by the DCLO. If necessary, request DCLO to assign CAR from another ESF to assist in notifications;
- (7) Respond in timely fashion to Congressional inquiries pertaining to ESF of responsibility;
- (8) Maintain input to Congressional inquiry and notification tracking systems;
- (9) Provide feedback to the DCLO of Congressional reaction and attitude;

- (10) Monitor ESF activities;
- (11) Conduct Congressional notifications as appropriate;
- (12) Respond to Congressional inquiries; and
- (13) Provide support to the DCLO.

V. RESOURCE REQUIREMENTS

A. Personnel

1. Three FEMA components (CRO, CLO, and DCLO) must be integrated and mutually supportive:
 - a. The headquarters CRO is located in Washington, D.C., therefore, support for this function will be derived from staff currently serving that office; and
 - b. The assumption made is that the CLO and DCLO *must* have extensive expertise in dealing with Members of Congress as well as their staff people. It is expected that individuals serving in this capacity will be adept at assessing situations and interpreting correct, positive plans of action, many times within short periods of time.
2. Staffing in support of the CRO would be determined in part on the number of States and Congressional districts affected. The CRO will be designated by the Director, FEMA Office of Congressional Affairs. The Office of Congressional Affairs will work in support of the CRO. Existing office staff would need to be temporarily augmented to meet both the demands of the disaster and on-going agency responsibilities.
3. Staffing in support of the CLO requirements would fluctuate based on the activities. However, for initial operations, the following staff requirements are assumed:
 - a. Receptionist/switchboard operator for entire DFO. Staff person would be able to refer any incoming Congressional calls to the CLO operation;
 - b. Secretary/receptionist specifically for CLO;

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- c. Assistant to CLO to manage information if CLO is temporarily out of the office (DFO). Acts as a liaison for CLO. Remains in the DFO at all times to cover for CLO during her/his absence;
- d. DCLO, lead Congressional staff person at the JIC. Reports to the CLO;
- e. Assistant to the DCLO to assist with the Congressional operations at the JIC, and perform staff work (as a CAR) for ESF #5 - Information and Planning;
- f. Receptionist at the JIC to support the Congressional activities at that facility. Person would screen all incoming Congressional calls and refer it to the appropriate Federal agency CAR; and
- g. Secretary for Congressional operations at the JIC. Would need to be familiar with telecommunications, word processing, copying, and setting-up conference calls.

4. Each Federal agency will designate a Congressional relations person in Washington, D.C. Each ESF primary agency will deploy a CAR to the field. The CARs will locate in the JIC and report to the FEMA DCLO.

B. Communications

1. One telephone per staff person working with CLO both in DFO and JIC. Telephone must have user-friendly, high-quality conference call capability. CRO, CLO, and DCLO would need speaker phone.

- 2. Pagers for all Congressional relations staff.
- 3. Access to mobile phone.
- 4. Two-way radio accessibility.

C. Equipment

- 1. Office facilities, to include space, desks, and chairs.
- 2. Computer capabilities, specifically word processing capabilities. Three terminals and one printer at DFO. Five terminals and two printers at JIC.

3. Access to collating, stapling copy machine. Can share with other staff.
4. Postal mail - incoming and outgoing.
5. Electronic Mail - linking all Congressional relations in Washington, D.C. and the field.
6. Fax machine capability. Can share with other staff.
7. Teleconference area (quiet area with telephone capability to handle teleconference calls). Can share with other staff.
8. Office supplies to include envelopes, paper, file folders, pens/pencils, franked letterhead and envelopes, calendar, liquid correcting fluid, felt markers, tape, stapler/staples, paper clips, scissors. Also need Congressional district atlas, Congressional yellow books, dictionary, thesaurus, etc.
9. DCLO should arrive with a regional "fly-away" kit equipped with basic supplies adequate for a few days of operation. Each Region should be charged with the responsibility of having these kits prepared and in the field immediately upon a disaster occurring.
10. Use of courier service to hand carry information/fact sheets to Members staff located within the disaster area for timely utilization of information.
11. Copies of Federal publications explaining Federal programs and authorities. Used to acquaint and familiarize Members and their staff with what programs are operational.

D. Transportation

1. All staff will need transportation from the airport upon arrival to the DFO and JIC.
2. Transportation (automobiles or 4-wheel drive vehicles) will be required for transportation around the area.
3. Transportation between the DFO and JIC; possibly several times a day.
4. Transportation for visiting Members of Congress and their staffs to tour the area. Access to secure areas with visiting Members and their staff.

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APPENDIX A

LIST OF ACRONYMS/ABBREVIATIONS

AADPA	Assistant Associate Director for Public and Intergovernmental Affairs
AE	Aeromedical Evacuation
AEC	Agency Emergency Coordinators
AECC	Aeromedical Evacuation Control Center
AECE	Aeromedical Evacuation Control Element
AECM	Aeromedical Evacuation Crew Members
AELT	Aeromedical Evacuation Liaison Team
AES	Aeromedical Evacuation System
AMC	Air Mobility Command, U.S. Air Force
ALCC	Airlift Control Center
AMS	Aerial Measuring System
AOC	Army Operations Center, Pentagon
AP	Assembly Point
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ARRL	American Radio Relay League
ASH	Assistant Secretary for Health, Department of Health and Human Services
ASMRO	Armed Services Medical Regulating Office, Department of Defense
AUTODIN	Automatic Digital Network
AUTOVON	Automatic Voice Network
BIA	Bureau of Indian Affairs
BIFC	Boise Interagency Fire Center
BLM	Bureau of Land Management
BOR	Bureau of Reclamation
BPA	Blanket Purchasing Agreements
C	Base Camp
CAR	Congressional Affairs Representative
CAT	Crisis Action Team
CCC	Commodity Credit Corporation
CCP	Casualty Collection Point
CDC	Centers for Disease Control, U.S. Public Health Service
CDRG	Catastrophic Disaster Response Group
CEPPO	Chemical Emergency Preparedness and Prevention Office

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CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
CINC	Commander-In-Chief
CLO	Congressional Liaison Officer
CMT	Crisis Management Team
CONUS	Continental United States
CONUSA	Continental United States Army
CR	Congressional Relations
CRC	Crisis Response Cell
CRM	Crisis Resource Manager
CRO	Congressional Relations Officer
CWA	Clean Water Act
DAE	Disaster Assistance Employee
DASH	Deputy Assistant Secretary for Health, Department of Health and Human Services
DCLO	Deputy Congressional Liaison Officer
DCO	Defense Coordinating Officer
DFO	Disaster Field Office
DFSG	Disaster Financial Services Group
DLA	Defense Logistics Agency
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team, National Disaster Medical System
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOEd	Department of Education
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor
DOMS	Directorate of Military Support, Department of Defense
DOS	Department of State
DOT	Department of Transportation
DPAO	Deputy Public Affairs Officer
DWI	Disaster Welfare Inquiry

EC	Emergency Coordinator
ECS	Emergency Communications Staff
EI	Essential Elements of Information
EICC	Emergency Information and Coordination Center
EMS	Emergency Medical Services
EO	Executive Order
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
ERB	Economic Resources Board
ERC	Emergency Response Coordinator
ERCG	Emergency Response Coordination Group, Public Health Service/Centers for Disease Control and Agency for Toxic Substances and Disease Registry
ERT	Emergency Response Team
ERT-A	Advance Element of the Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team
FAA	Federal Aviation Administration
FAX	Facsimile
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FERC	FEMA Emergency Response Capability
FESC	Federal Emergency Support Coordinator
FHWA	Federal Highway Administration
FNS	Food and Nutrition Services
FORSCOM	Forces Command, Department of Defense
FRCM	FEMA Regional Communications Manager
FRERP	Federal Radiological Emergency Response Plan
FSS	Federal Supply Service
FTS	Federal Telecommunications Systems
GSA	General Services Administration
GSACR	GSA Communications Representative

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HET-ESF	Headquarters Emergency Transportation - Emergency Support Function
HF	High Frequency
HHS	Department of Health and Human Services
HQDA	Headquarters, Department of the Army
HQUSACE	Headquarters, United States Army Corps of Engineers
HUD	Department of Housing and Urban Development
HWC	Health and Welfare Canada
IAEA	International Atomic Energy Agency
ICC	Interstate Commerce Commission
ICPAE	Interagency Committee on Public Affairs in Emergencies
ICS	Incident Command System
IEA	International Energy Agency
IRMS	Information Resources Management Service
J-4/ICS	Office of the Joint Chiefs of Staff
JIC	Joint Information Center
JIS	Joint Information System
JTF	Joint Task Force
JMMO	Joint Medical Mobilization Office
JTRB	Joint Telecommunications Resources Board
KCCO	Kansas City Commodity Office
LOC-TFCS	Letter-of-Credit - Treasury Financial Communications System
M	Marshalling Area
MARS	U.S. Army Military Affiliate Radio System
MASF	Mobile Aeromedical Staging Facility
MC	Mobilization Center
MCR	Military Communications Representative
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MRE	Meals Ready to Eat

NASA	National Aeronautics and Space Administration
NCC	National Coordinating Center
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NCS	National Communications System
NCS/DCA-OC	National Communications System/Defense Communications Agency-Operations Center
NCSP	National Communications Support Plan
NCSRMR	National Communications System Regional Manager
NDMOC	National Disaster Medical Operations Center
NDMS	National Disaster Medical System
NDMSOSC	National Disaster Medical System Operations Support Center
NECC	National Emergency Coordination Center (FEMA)
NEIS	National Earthquake Information Service
NFDA	National Funeral Directors Association
NGB	National Guard Bureau
NICC	National Interagency Coordination Center
NIFCC	National Interagency Fire Coordination Center, U.S. Forest Service
NIMH	National Institutes of Mental Health
NOAA	National Oceanic and Atmospheric Administration
NP	National Preparedness
NRC	Nuclear Regulatory Commission
NRT	National Response Team
NSEP	National Security Emergency Preparedness
NSF	National Strike Force
NTIA	National Telecommunications and Information Administration
NTSP	National Telecommunications Support Plan
NVOAD	National Voluntary Organizations Active in Disaster
NWS	National Weather Service
OASH	Office of the Assistant Secretary for Health, Department of Health and Human Services
OCHAMPUS	Office of Civilian Health and Medical Program of the Uniformed Services, Department of Defense
OEP	Office of Emergency Preparedness, U.S. Public Health Service
OET	Office of Emergency Transportation
OFA	Other Federal Agency
OFDA	Office of U.S. Foreign Disaster Assistance
OJCS	Office of the Joint Chiefs of Staff, Department of Defense

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OMB	Office of Management and Budget
OPA	Oil Pollution Act
OPM	Office of Personnel Management
OSC	On-Scene Coordinator
OSHA	Occupational Safety and Health Administration
OSTP	Office of Science Technology Policy
PA	Public Affairs
PAO	Public Affairs Officer
PBS	Public Building Service (GSA)
PHS	U.S. Public Health Service, Department of Health and Human Services
PIO	Public Information Officer
P.L.	Public Law
POA	Point of Arrival
POD	Point of Departure
PRA	Patient Reporting Activity
PSR	Personal Service Radio
RACES	Radio Amateur Civil Emergency Services
RCP	Regional Oil and Hazardous Substances Pollution Contingency Plan
RD	Regional Director
REA	Rural Electrification Administration
REACT	Radio Emergency Associated Communication Team
REC	Regional Emergency Coordinator
RECC	Regional Emergency Communications Coordinator
RECP	Regional Emergency Communications Plan
REP	Regional Evacuation Point
RET	Regional Emergency Transportation
RETCO	Regional Emergency Transportation Coordinator
RHA	Regional Health Administrator (HHS)
RMNCS	Regional Manager National Communications System
ROC	Regional Operations Center
ROST	Regional Operations Support Team
RRT	Regional Response Team

S	Staging Area
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act
SCO	State Coordinating Officer
SCS	Soil Conservation Service
SF	Standard Form
SITREP	Situation Report
SLPS	State and Local Programs and Support Directorate (FEMA)
SOP	Standard Operating Procedure
TAES	Tactical Aeromedical Evacuation System
TCP	Telecommunications Priorities
TOA	Transportation Operating Agencies
TREAS	Department of the Treasury
TSP	Telecommunications Service Priority
TVA	Tennessee Valley Authority
U.S.	United States
USACE	United States Army Corps of Engineers
USAF	United States Air Force
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USGS	United States Geological Survey
USLANTCOM	United States Atlantic Command
USN	United States Navy
USPACOM	United States Pacific Command
USPHS	United States Public Health Service
USPS	United States Postal Service
USTRANSCOM	United States Transportation Command, Department of Defense
US&R	Urban Search and Rescue
VA	Department of Veterans Affairs
VHA	Veterans Health Administration, Department of Veterans Affairs
ZECP	Zone Emergency Communications Planner

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APPENDIX B

TERMS AND DEFINITIONS

The terms and definitions used in the Plan are consistent whenever possible with other current terminology used in the emergency management community. Those which are specific to disaster response and recovery activities, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended), or to other types of response activities are listed below. Individual annexes also may contain terms unique to the specific Emergency Support Function (ESF).

1. ***Advance Element of the Emergency Response Team (ERT-A)***. The portion of the Emergency Response Team (ERT) which is the first group deployed to the field to respond to a disaster incident.
2. ***Catastrophic Disaster***. Although there is no commonly accepted definition of a catastrophic disaster, the term implies an event or incident which produces severe and widespread damages of such a magnitude as to result in the requirement for significant resources from outside the affected area to provide the necessary response. For example, whether a given earthquake qualifies as catastrophic disaster depends on the combined effect of geologic parameters (e.g., magnitude, duration, type of earth movement, etc.); environmental parameters (e.g., location, time of occurrence, existing weather conditions, etc.); sociological parameters (e.g., preparedness of the population, warning, enhanced building construction, etc.); and destructive parameters (e.g., building damage and collapse, damage to infrastructure and systems, etc.). For the purpose of this Plan, a catastrophic disaster is defined as an event that results in large numbers of deaths and injuries; causes extensive damage or destruction of facilities that provide and sustain human needs; produces an overwhelming demand on State and local response resources and mechanisms; causes a severe long-term effect on general economic activity; and severely affects State, local, and private sector capabilities to begin and sustain response activities.
3. ***Catastrophic Disaster Response Group (CDRG)***. The national-level group of representatives from the Federal departments and agencies under the Plan. The CDRG serves as a centralized coordinating group which supports the on-scene Federal response and recovery efforts. Its members have access to the appropriate policymakers in their respective parent organizations to facilitate decisions on problems and policy issues.
4. ***Defense Coordinating Officer (DCO)***. Supported and provided by the Department of Defense (DOD) to serve in the field as the point of contact to the Federal

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Coordinating Officer (FCO) and the ESFs regarding requests for military assistance. The DCO and staff coordinate support and provide liaison to the ESFs.

5. **Designated Area.** The geographical area designated under a Presidential major disaster declaration which is eligible to receive disaster assistance in accordance with the provisions of Public Law (P.L.) 93-288, as amended.

6. **Disaster Field Office (DFO).** The office established in or near the designated area to support Federal and State response and recovery operations. The DFO houses the FCO and the Emergency Response Team (ERT), and where possible, the State Coordinating Officer (SCO) and support staff.

7. **Emergency.** As defined at Title V of P.L. 93-288, Section 102(1), an emergency is any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety. Title V includes authority for the President to direct Federal agencies to provide emergency assistance to save lives and protect property and public health and safety for emergencies other than natural disasters. Under Title V, the President may direct the provision of emergency assistance either at the request of a Governor (Section 501(a)) or upon determination by the President that an emergency exists for which the primary responsibility for response rests with the United States (501(b)).

8. **Emergency Operations Center (EOC).** A site from which civil government officials (municipal, county, State and Federal) exercise direction and control in an emergency or disaster.

9. **Emergency Response Team (ERT).** An interagency team, consisting of the lead representative from each Federal department or agency assigned primary responsibility for an ESF and key members of the FCO's staff, formed to assist the FCO in carrying out his/her coordination responsibilities. The ERT provides a forum for coordinating the overall Federal response, reporting on the conduct of specific operations, exchanging information, and resolving issues related to ESF and other response requirements. ERT members respond to and meet as requested by the FCO. The ERT may be expanded by the FCO to include designated representatives of other Federal departments and agencies as needed.

10. **Emergency Support Function (ESF).** A functional area of response activity established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety. ESFs represent those types of Federal assistance which the State will most likely need because of the overwhelming impact of a catastrophic or significant disaster on its own resources and response capabilities, or because of the specialized or unique nature of the

assistance required. ESF missions are designed to supplement State and local response efforts.

11. **Emergency Support Team (EST).** An interagency group operating from the Federal Emergency Management Agency (FEMA) headquarters. The EST oversees the national-level response support effort and coordinates activities with the ESF primary and support agencies in supporting Federal response requirements in the field.

12. **Federal Coordinating Officer (FCO).** The senior Federal official appointed in accordance with the provisions of P.L. 93-288, as amended, to coordinate the overall response and recovery activities. The FCO represents the President as provided by Section 303 of P.L. 93-288, as amended, for the purpose of coordinating the administration of Federal relief activities in the designated area. Additionally, the FCO is delegated responsibilities and performs those for the FEMA Director as outlined in Executive Order 12148 and those responsibilities delegated to the FEMA Regional Director in Title 44 Code of Federal Regulations, Part 205.

13. **High-risk, High-population Areas.** Heavily populated areas of the United States, particularly susceptible to high-intensity earthquakes, for which Federal emergency response may be necessary in the event of an earthquake. FEMA has identified the following areas as meeting this definition: Honolulu, HI; San Diego, Los Angeles, and San Francisco, CA; Puget Sound, WA; Anchorage, AK; Salt Lake City, UT; the seven-State area of the central United States (MO, KY, TN, MS, AR, IN, IL); Charleston, SC; Boston, MA; New York; Puerto Rico; and the Virgin Islands.

14. **Joint Information Center (JIC).** The primary field location for the coordination of Federal and State media relations, located in or near the DFO.

15. **Major Disaster.** As defined under P.L. 93-288, any natural catastrophe, (including any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

16. **National Emergency Coordination Center (NECC).** The FEMA facility which provides notification to Headquarters and Regional responders of implementation of the Plan.

FEDERAL RESPONSE PLAN

17. **Operational Facilities.** All of the facilities required to support response and recovery operations, such as the DFO, points of arrival, points of departure, mobilization areas and staging areas.

18. **Pre-disaster Response.** Based on the potential or known threat of a natural disaster, i.e. hurricane, typhoon and volcanic eruption, or other event, preparatory actions taken by Federal, State, and local governments to protect life and property and to minimize the effects of the event on response personnel and equipment. These actions facilitate the deployment of resources necessary for immediate response and initial recovery operations, as required.

19. **Primary Agency.** The Federal department or agency assigned primary responsibility to manage and coordinate a specific ESF. Primary agencies are designated on the basis of their having the most authorities, resources, capabilities, or expertise relative to accomplishment of the specific ESF support. Primary agencies are responsible for overall planning and coordination of the delivery of ESF-related Federal assistance to their State counterparts, in conjunction with their support agencies.

20. **Recovery.** Activities traditionally associated with providing Federal supplemental disaster recovery assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after the response activities cease. Recovery includes individual and public assistance programs which provide temporary housing assistance, grants and loans to eligible individuals and government entities to recovery from the effects of a disaster.

21. **Regional Operations Center (ROC).** The temporary operations facility for the coordination of Federal response and recovery activities, located at the FEMA Regional Office (or at the Federal Regional Center) and led by the FEMA Regional Director or Deputy Director until the DFO becomes operational. Coordination of operations shifts to the State EOC upon arrival of the ERT-A at that location. From that time forward, the ROC performs a support role for Federal staff at the disaster scene.

22. **Response.** Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property, and meet basic human needs. Based on the requirements of the situation, response assistance will be provided to an affected State under the Federal Response Plan using a partial activation of selected ESFs or the full activation of all ESFs to meet the needs of the situation.

23. **State.** For the purpose of this Plan and as defined under P.L. 93-288, any State of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam,

American Samoa, the Trust Territory of the Pacific Islands, the Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, or the Republic of the Marshall Islands.

24. *State Coordinating Officer (SCO)*. The representative of the Governor who coordinates State, Commonwealth, or Territorial response and recovery activities with those of the Federal Government.

25. *Support Agency*. A Federal department or agency designated to assist a specific primary agency with available resources, capabilities, or expertise in support of ESF response operations, under the coordination of the primary agency.

26. *Technological Hazard*. Includes a range of hazards emanating from the manufacture, transportation, and use of such substances as radioactive materials, chemicals, explosives, flammables, agricultural pesticides, herbicides and disease agents; oil spills on land, coastal waters or inland water systems; and debris from space.

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APPENDIX C

COMPENDIUM OF EMERGENCY AUTHORITIES AND DIRECTIVES

***PUBLIC LAW 78-410, "PUBLIC HEALTH SERVICE ACT," SECTION 216,
42 U.S.C. 217 ---***

This provision authorizes the President, in time of war or upon Presidential declaration of an emergency, to utilize the Public Health Service to the extent and in the manner that in his judgement will promote the public interest.

PUBLIC LAW 78-410, "PUBLIC HEALTH SERVICE ACT," SECTION 311 U.S.C. 243 ---

This provision authorizes the Secretary of Health and Human Services to develop (and may take such action as may be necessary to implement) a plan under which personnel, equipment, medical services, and other resources of the Public Health Service and other agencies under the jurisdiction of the Secretary may be effectively used to control epidemics of any disease or condition, as specified, and to meet other health emergencies or problems involving or resulting from disasters or any such disease.

PUBLIC LAW 78-410, "DEFENSE HEALTH SERVICE ACT," SECTION 319 ---

This provision authorizes the Secretary of Health and Human Services to take appropriate action to respond to a "public health emergency" resulting from disease, disorder, or other cause. The Secretary must consult with the Director of the National Institute of Health, Administrator of the Alcohol, Drug Abuse, and Mental Health Administration, Commissioner of the Food and Drug Administration, or the Director of the Center, for Disease Control before determining that an emergency exists, and he must act through that official in responding to the emergency.

***PUBLIC LAW 81-774, "DEFENSE PRODUCTION ACT OF 1950, AS AMENDED,"
50 U.S.C. 2061, TITLE I, SECTION 101(a) AND 101(b) ---***

This provision authorizes the President to establish performance priorities and to allocate materials and facilities to promote the national defense.

FEDERAL RESPONSE PLAN

PUBLIC LAW 93-288, AS AMENDED BY PUBLIC LAW 100-707, "ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT," NOVEMBER 23, 1988 ---

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288 as amended, provides an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage which result from disasters. The President, in response to a State Governor's request, may declare an "emergency" or "major disaster," in order to provide Federal assistance under the Act. The President, in Executive Order 12148, delegated all functions, except those in Section 301, 401, and 409, to the Director, Federal Emergency Management Agency (FEMA). The Act provides for the appointment of a Federal Coordinating Officer who will operate in the designated area with a State Coordinating Officer for the purpose of coordinating state and local disaster assistance efforts with those of the Federal Government.

PUBLIC LAW 95-124, "EARTHQUAKE HAZARDS REDUCTION ACT OF 1977," 42 U.S.C. 7701 AND 7704 ---

The Earthquake Hazards Reduction Act of 1977, as amended by P.L. 96-472 and P.L. 99-105, provides for the establishment of the National Earthquake Hazards Reduction Program (NEHRP) to reduce the risk to life and property from future earthquakes in the United States. FEMA is designated as the agency with primary responsibilities to plan and coordinate the NEHRP, which has five major elements: Hazard Delineation and Assessment; Earthquake Prediction Research; Seismic Design and Engineering Research; Preparedness Planning and Hazard Awareness; and, Fundamental Seismological Studies. Planning for the Federal response to a catastrophic earthquake is a major aspect of Preparedness Planning and Hazard Awareness under the NEHRP.

PUBLIC LAW 95-313, "COOPERATIVE FORESTRY ASSISTANCE ACT OF 1978" ---

This Act authorizes the Secretary of Agriculture to assist in the prevention and control of rural fires through coordination among Federal, State, and local agencies; and to provide prompt and adequate assistance whenever a rural fire emergency overwhelms, or threatens to overwhelm, the firefighting capability of the affected State or rural area.

PUBLIC LAW 96-510, "COMPREHENSIVE ENVIRONMENTAL RESPONSE, COMPENSATION, AND LIABILITY ACT OF 1980," SECTION 104(i), 42 U.S.C. 9604(i) ---

More popularly known as "Superfund", CERCLA was passed to provide the needed general authority for Federal and State governments to respond directly to hazardous substances incidents.

PUBLIC LAW 101-640, "WATER RESOURCES DEVELOPMENT ACT OF 1990," TITLE III, SECTION 302, 5(A)(1), NOVEMBER 28,1990 ---

This Act amends 33 U.S.C. 701n)a)(1) by replacing the term "flood emergency preparation" to include "preparation for emergency response to any disaster" and includes a provision that "The emergency fund may be expended for emergency dredging for restoration of authorized projects for Federal navigable channels and waterways made necessary by flood, drought, earthquake, or other natural disasters."

UNITED STATES CONGRESS ACT OF JANUARY 5, 1905, AS AMENDED, 36 U.S.C. ---

The American National Red Cross Congressional Charter assigning the authority and responsibility for the American Red Cross to undertake activities for the relief of individuals suffering from a disaster.

COMMUNICATIONS ACT OF 1934, AS AMENDED ---

This Act gives the Federal Communications Commission emergency authority to grant Special Temporary Authority on an expedited basis to operate radio frequency devices.

OLDER AMERICANS ACT OF 1965, AS AMENDED, SECTION 310, 42 U.S.C. 3030 ---

This provision authorizes the Commissioner of the Administration on Aging to reimburse States for social services provided to older Americans following a Presidentially-declared disaster.

FOOD STAMP ACT OF 1977, SECTION 5(h)(1), IMPLEMENTED BY PROPOSED FINAL RULEMAKING AT 46 CFR 8922 AND 46 CFR 8923 ---

Authorizes the Department of Agriculture to make food stamps available to low income households in any disaster situation in which normal channels of retail food distribution have been restored and the existing Food Stamp Program cannot handle

FEDERAL RESPONSE PLAN

applications from affected households. Food stamp assistance must be requested by a State.

INTERSTATE COMMERCE ACT, EMERGENCY RATES, 49 U.S.C. 10724 AND 11121 TO 11128 ---

These authorities allow the Interstate Commerce Commission (ICC) to authorize a common carrier to give reduced rates for service and transportation in an emergency. Further, these authorities permit the ICC to suspend any car service rule or practice, take action during emergencies to promote car service in the interest of the public and commerce; to require joint or common use of facilities when that action will best meet the emergency; to direct preferences or priorities in transportation, embargoes, or movement of traffic under permits; and to reroute traffic.

"ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT (P.L. 93-288, AS AMENDED)," IMPLEMENTED BY FOOD DISTRIBUTION REGULATIONS, PARTS 250.1(b) AND 250.8(e) ---

These provisions allow any person/household temporarily displaced by a disaster to obtain USDA foods in congregate feeding provided by volunteer organizations such as the American Red Cross and the Salvation Army; no formal approval is required from USDA. Additionally, low income families can receive household distributions of food in situations where a Food Stamp Program is not available (e.g., commercial channels of trade are disrupted); formal USDA approval is required.

EXECUTIVE ORDER 10480, AS AMENDED, "FURTHER PROVIDING FOR THE ADMINISTRATION OF THE DEFENSE MOBILIZATION PROGRAM," AUGUST 14, 1953 ---

Part II of the Order delegates to the Director, FEMA, with authority to redelegate, the priorities and allocation functions conferred on the President by Title I of the Defense Production Act of 1950, as amended.

EXECUTIVE ORDER 12148, "FEDERAL EMERGENCY MANAGEMENT," JULY 20, 1979 ---

Executive Order 12148 transferred functions and responsibilities associated with Federal emergency management to the Director, FEMA. Assigns the Director, FEMA, the responsibility to establish Federal policies for and to coordinate all civil defense and civil emergency planning, management, mitigation, and assistance functions of Executive Agencies.

EXECUTIVE ORDER 12472, "ASSIGNMENT OF NATIONAL SECURITY AND EMERGENCY PREPAREDNESS TELECOMMUNICATIONS FUNCTIONS," APRIL 3, 1984 ---

Executive Order 12472 establishes the National Communications System (NCS). The NCS consists of the telecommunications assets of the entities represented on the NCS Committee of Principals and an administrative structure consisting of the Executive Agent, the NCS Committee of Principals, and the Manager. The NCS Committee of Principals consists of representatives from those Federal departments, agencies, or entities, designated by the President, which lease or own telecommunications facilities or services of significance to national security or emergency preparedness.

EXECUTIVE ORDER 12656, "ASSIGNMENT OF EMERGENCY PREPAREDNESS RESPONSIBILITIES," November 18, 1988 ---

Assigns emergency preparedness responsibilities to Federal departments and agencies.

EXECUTIVE ORDER 12657, "FEMA ASSISTANCE IN EMERGENCY PREPAREDNESS PLANNING AT COMMERCIAL NUCLEAR POWER PLANTS," November 18, 1988 ---

Assigns FEMA and other Federal agencies certain emergency planning responsibilities related to commercial nuclear power plants.

EXECUTIVE ORDER 12777, "IMPLEMENTATION OF SECTION 311 OF THE FEDERAL WATER POLLUTION ACT OF OCTOBER 18, 1972, AS AMENDED, AND THE OIL POLLUTION ACT OF 1990," OCTOBER 18, 1991 ---

Refers to certain activities of the National Response Team and the Regional Response Team under the National Contingency Plan.

7 CFR, PART 250.1(B)(10)&(11) ---

Refers to Section 409 and 410 b of P.L. 93-288, as amended, Robert T. Stafford Disaster Relief and Emergency Assistance Act, which reads, "The Secretary of Agriculture shall utilize funds appropriated under Section 32 of the Act of August 1935 (7 USC 612 c) to purchase food commodities necessary to provide adequate supplies for use in any area of the United States in the event of a major disaster or emergency in such area."

**28 CFR, PART 65, "EMERGENCY FEDERAL LAW ENFORCEMENT ASSISTANCE";
FINAL RULE ---**

These Department of Justice regulations implement the Emergency Federal Law Enforcement Assistance functions vested in the Attorney General by the Justice Assistance Act of 1984 (Public Law 98-473). Those functions were established to assist State and/or local units of government in responding to a law enforcement emergency. The Act defines the term "law enforcement emergency" as an uncommon situation which requires law enforcement, which is or threatens to become of serious or epidemic proportions, and with respect to which State and local resources are inadequate to protect the lives and property of citizens, or to enforce the criminal law. Emergencies which are not of an ongoing or chronic nature, such as the Mount Saint Helens volcanic eruption, are eligible for Federal law enforcement assistance. Such assistance is defined as funds, equipment, training, intelligence information, and personnel. Requests for assistance must be submitted in writing to the Attorney General by the chief executive officer of a State. The Plan does not cover the provision of law enforcement assistance. Such assistance will be provided in accordance with the regulations referred to in this paragraph [28 CFR Part 65, implementing the Justice Assistance Act of 1984] or pursuant to any other applicable authority of the Department of Justice.

**40 CFR PART 300, "NATIONAL OIL AND HAZARDOUS SUBSTANCES POLLUTION
CONTINGENCY PLAN" (NCP) ---**

The purpose of the NCP is to effectuate the powers and responsibilities for responding to nonradiological oil and hazardous substances discharges, releases, or substantial threats of releases as specified in the Comprehensive Environmental Response, Compensation and Liability Act, as amended, (CERCLA) and the authorities established by Section 311 of the Clean Water Act, as amended. The plan is required by section 105 of CERCLA, 42 U.S.C. 9605, and by section 311(c)(2) of the Clean Water Act, as amended, 33 U.S.C. 1321(c)(2).

**44 CFR PART 322, AS AMENDED, "DEFENSE PRODUCTION: PRIORITIES AND
ALLOCATION AUTHORITY (DMA-3)" ---**

The Order delegates the functions of the Director, FEMA, under Title I of the Defense Production Act, as amended, to those offices and agencies named in Section 201 of Executive Order 10480 with respect to the areas of responsibility designated and to the Secretary of Transportation with respect to priorities and allocations for civil transportation services.

FEDERAL COMMUNICATIONS COMMISSION REPORT AND ORDER OF AUGUST 4, 1981 ---

This order modified parts 2, 90, and 99 of the Commission Rules and Regulations to establish a disaster radio response capability for local government and State radio services.

"FEDERAL RADIOLOGICAL EMERGENCY RESPONSE PLAN" ---

This document is to be used by Federal agencies in peacetime radiological emergencies. It primarily concerns the off-site Federal response in support of State and local governments with jurisdiction for the emergency. The Federal Radiological Emergency Response Plan (FRERP) provides the Federal government's concept of operations based on specific authorities for responding to radiological emergencies, outlines Federal policies and planning assumptions that underlie this concept of operations and on which Federal agency response plans were based, and specifies authorities and responsibilities of each Federal agency that may have a significant role in such emergencies.

"NATIONAL PLAN FOR TELECOMMUNICATIONS SUPPORT IN NON-WARTIME EMERGENCIES," JANUARY 1992 ---

This plan provides guidance in planning for and providing telecommunications support for Federal agencies involved in emergencies, major disasters, and other exigencies, excluding war.

DEPARTMENT OF DEFENSE DIRECTIVE 3025.1, "MILITARY SUPPORT TO CIVIL AUTHORITIES (MSCA)," 1992 ---

This directive outlines Department of Defense (DOD) policy on assistance to the civilian sector during disasters and other emergencies. Use of DOD military resources in civil emergency relief operations will be limited to those resources not immediately required for the execution of the primary defense mission. Normally, DOD military resources will be committed as a supplement to non-DOD resources which are required to cope with the humanitarian and property protection requirement caused by the emergency. In any emergency, commanders are authorized to employ DOD resources to save lives, prevent human suffering, or mitigate great property loss. Upon declaration of a major disaster under the provisions of P.L. 93-288, as amended, the Secretary of the Army is the DOD Executive Agent, and the Director of Military Support is the action agent for civil emergency relief operations. Military personnel will be under command of and directly responsible to their military superiors and will

not be used to enforce or execute civil law in violation of 18 U.S.C. 1385 except as otherwise authorized by law. Military resources shall not be procured, stockpiled, or developed solely to provide assistance to civil authorities during emergencies.

FEDERAL PREPAREDNESS CIRCULAR 8, "PUBLIC AFFAIRS IN EMERGENCIES" --

This Circular establishes the Interagency Committee on Public Affairs in Emergencies (ICPAE) to coordinate public information planning and operations for management of emergency information. The Circular was reviewed in draft by the ICPAE and will receive formal department and agency review.

AMERICAN RED CROSS DISASTER SERVICES REGULATIONS AND PROCEDURES, ARC 3003, JANUARY 1984 ---

This document details the delegation of disaster services program responsibilities to officials and units of the American Red Cross. Also defined are Red Cross administrative regulations and procedures for disaster planning, preparedness, and response.

AMERICAN NATIONAL RED CROSS MASS CARE PREPAREDNESS AND OPERATION PROCEDURES AND REGULATIONS, ARC 3031 ---

This document details the Red Cross mass care preparedness and operating regulations and procedures.

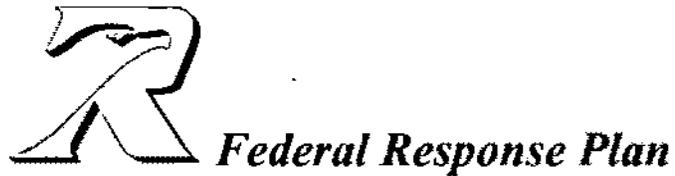
AMERICAN NATIONAL RED CROSS NATIONAL BOARD OF GOVERNORS DISASTER SERVICES POLICY STATEMENT, JULY 1, 1977 ---

This document outlines the basic policies of the American Red Cross disaster services program, and the disaster relief services to be provided by units of the American Red Cross on a uniform and nationwide basis.

***STATEMENT OF UNDERSTANDING BETWEEN THE FEDERAL EMERGENCY
MANAGEMENT AGENCY AND THE AMERICAN NATIONAL RED CROSS, JANUARY
22, 1982 ---***

The statement of understanding between FEMA and the American National Red Cross describes major responsibilities in disaster preparedness planning and operations in the event of a war-caused national emergency or a peacetime disaster, outlines areas of mutual support and cooperation, and provides a frame of reference for similar cooperative agreements between State and local governments and the operations headquarters and chapters of the ARC.

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Notices of Change Published

FEMA 229, Chg 1	Change Procedure	08/30/94
FEMA 229, Chg 2	ESF #9 Primary Agency	02/03/95
FEMA 229, Chg 3	SBA (<i>Add</i>)	02/03/95
FEMA 229, Chg 4	ESF #12 Revision	02/03/95
FEMA 229, Chg 5	ESF #3 Revision	04/18/95
FEMA 229, Chg 6	ESF #7 (<i>Security</i>)	05/15/95
FEMA 229, Chg 7	ESF #2 Revision	06/07/95
FEMA 229, Chg 8	Appendix C Revision	08/31/95
FEMA 229, Chg 9	Basic Plan (<i>Military Support</i>)	11/10/95
FEMA 229, Chg 10	ESF #8 (<i>Add DOE</i>)	09/16/96
FEMA 229, Chg 11	Terrorism (<i>Incident Annex</i>)	02/07/97



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
August 30, 1994	FEMA 229, Chg. 1	Change Procedure

1. **Purpose.** This notice establishes the procedure for making changes to the Federal Response Plan (FRP), FEMA Publication 229.

2. **Background.** The FRP was signed by 26 Federal departments and agencies as well as the American Red Cross and published in April 1992. Based on experience in disaster operations and lessons learned from exercises, changes to the FRP are needed over time. These changes will be developed and issued on an interim basis and later incorporated into periodic revisions of the entire document.

3. **Applicability and Scope.** The provisions of this procedure apply to all departments and agencies that are signatories to the FRP.

4. **Types of Changes.** Changes developed and published under this notice include both additions of new or supplementary material to further describe, expand upon, or implement the Plan, and deletions of material from the Plan. Changes will include the revised Emergency Support Team (EST) and Emergency Response Team (ERT) generic organizational structures and functions; revisions to the scope or responsibility for Emergency Support Function (ESF) missions; and additions of other annexes to support the FRP concept of operations. Changes will not contravene authorities or other plans now contained in statute or regulation.

5. **Format for Changes.** Proposed changes will be developed using the original FRP format so that additions or deletions of a word, sentence, paragraph, page or section in the FRP are clearly shown for review and coordination purposes. Proposed additions or deletions of text or figures should clearly indicate the specific changes to be made. Attachment I provides an example of a proposed change using the shading or redline method to mark new text and the strikeout method or lines to mark old text.

6. **Coordination and Approval.** A change may be proposed and developed by any FRP signatory department or agency. The department or agency proposing the change has the responsibility to coordinate it among the departments and agencies to be directly impacted by the change, to include the primary and support agencies of each affected ESF and the associated program areas, as required. The proposing department or agency then is responsible to: a) obtain the official written approval for the change from the appropriate senior officials of the affected departments and agencies; b) provide a copy of the proposed

change to members of the Catastrophic Disaster Response Group (CDRG) for information; and, c) provide the final change to FEMA, Response and Recovery Directorate, Interagency Planning and Liaison Division, Attn: Tom Antush, Room 600, Washington, DC 20472, (FAX: 202-646-2901; voice: 202-646-3617) for the purposes of tracking, review and official issuance.

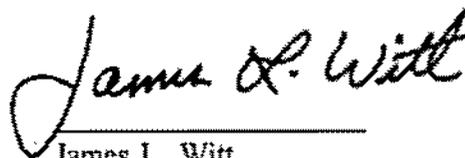
7. **Notice of Change.** After the above coordination actions have been accomplished, including receipt of the necessary signed approvals supporting the final change language, FEMA will issue the official Notice of Change signed by the FEMA Associate Director, Response and Recovery. The Notice will specify the Date, Number, Subject, Purpose, Supersession, Background, and Action Required and provide the change language on one or more numbered and dated insert pages which will replace the previous pages in the FRP. Once published, the changes will be considered part of the FRP for operational purposes, pending a formal revision and reissuance of the entire document. Interim changes can be further modified or updated using the above process.

8. **Distribution.** FEMA will distribute each Notice of Change to all signatory departments and agencies, FEMA Headquarters and Regional Offices, and to State emergency management offices. Other organizations will be provided Notices of Change upon request to FEMA.

9. **Official Files.** FEMA will maintain the official files of all changes and supporting material, and will periodically publish and distribute an index of all changes made to date.

10. **Plan Revision.** FEMA is responsible for coordinating the review and revision of the FRP. As with the original FRP, FEMA will distribute a revised FRP for concurrence and request the signatures of the head or a designated senior official of each of the departments and agencies participating in the Plan.

11. **Additional Copies.** Additional copies of each Notice of Change are available from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.



James L. Witt
Director
Federal Emergency Management Agency

EMERGENCY SUPPORT FUNCTION #9

URBAN SEARCH AND RESCUE ANNEX

PRIMARY AGENCY: ~~Federal Emergency Management Agency~~
Department of Defense

SUPPORT AGENCIES: Department of Agriculture
~~Department of Defense~~
Department of Health and Human Services
Department of Labor
Department of Transportation
Agency for International Development
Environmental Protection Agency
~~Federal Emergency Management Agency~~
General Services Administration

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to describe the use of Federal Urban Search and Rescue (US&R) assets following an event requiring a Federal response.

B. Scope

The scope of US&R activities includes locating, extricating and providing for the immediate medical treatment of victims trapped in collapsed structures.

II. POLICIES

A. Federal US&R assets will assist and augment State and local agencies with their US&R responsibilities.



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
February 3, 1995	FEMA 229, Chg 2	ESF #9 Primary Agency

1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), which was published in April 1992.
2. **Background.** This change reflects the designation of the Federal Emergency Management Agency (FEMA) as the Primary Agency for Emergency Support Function (ESF) #9 Urban Search and Rescue. As a result of this change, the Department of Defense (DOD) now is designated as a Support Agency for ESF #9. A revised ESF #9 Annex incorporating this change throughout the Annex will be published at a later time.
3. **Supersession.** This change supersedes the original designation of the Department of Defense as the Primary Agency for ESF #9.
4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should do the following:

Change FEMA to the Primary Agency and **add** DOD as a Support Agency for ESF #9 on Page 14 in *Figure 2* of the Basic Plan and on Page ESF #9-1 of the Urban Search and Rescue Annex.

5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

Richard W. Krimm
Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
February 3, 1995	FEMA 229, Chg 3	SBA

1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), which was published in April 1992.
2. **Background.** Since June 1, 1994, the Small Business Administration (SBA) has been participating in Federal Response Plan (FRP) planning activities. On December 23, 1994, SBA Administrator Phil Lader signed a Letter of Agreement to support the FRP. This action officially adds SBA as an FRP signatory with Support Agency responsibilities. These responsibilities will be described and published in a subsequent Notice of Change.
3. **Supersession.** None.
4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should do the following:

- Add** SBA as a signatory to the Federal Response Plan on Page xiii and as a Support Agency to ESF #5 Information and Planning in *Figure 2* on Page 14 of the Basic Plan.
5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

Richard W. Krimm
Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
February 3, 1995	FEMA 229, Chg 4	ESF #12 Revision

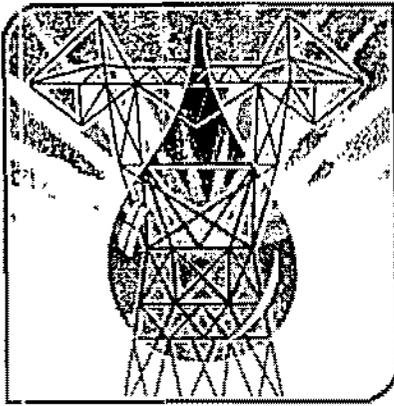
1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), which was published in April 1992.
2. **Background.** This change revises the Emergency Support Function (ESF) #12 Energy Annex to the FRP.
3. **Supersession.** This change supersedes the existing ESF #12 Energy Annex.
4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should make the following page changes:

Remove old pages ESF #12-1 to ESF #12-12 and **insert** new pages ESF #12-1 to ESF #12-10.

5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

Richard W. Krimm
Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency



EMERGENCY SUPPORT FUNCTION #12

ENERGY ANNEX

PRIMARY AGENCY: Department of Energy

SUPPORT AGENCIES: Department of Agriculture
Department of Defense
Department of the Interior
Department of State
Department of Transportation
Environmental Protection Agency
General Services Administration
National Communications System
Nuclear Regulatory Commission
Tennessee Valley Authority

I. INTRODUCTION

A. Purpose

The purpose of Emergency Support Function (ESF) #12 is to help restore the Nation's energy systems following a catastrophic earthquake, natural disaster, or other significant event requiring Federal response assistance. Power and fuel are critical to saving lives and protecting health, safety, and property, and also enable other emergency support functions to respond more effectively.

B. Scope

ESF #12 gathers, assesses, and shares information on energy system damage and estimations on the impact of energy system outages within affected areas. Additionally, this ESF works closely with and aids in meeting requests for assistance from State/local energy officials, energy suppliers and deliverers.

Within ESF #12, energy includes producing, refining, transporting, generating, transmitting, conserving, building, and maintaining of energy systems and system components.

Damage to an energy system in one geographic region may affect energy supplies in other regions that rely on the same delivery systems. Consequently, energy supply and transportation problems can be intrastate, interstate, and international.

II. POLICIES

A. Upon activation of ESF #12, the Department of Energy (DOE) Headquarters will establish the Headquarters Emergency Management Team (EMT).

B. DOE Headquarters will assign personnel to temporary duty at the Federal Emergency Management Agency (FEMA) Regional Operations Center (ROC), and, as required, to the Emergency Support Team (EST) at FEMA Headquarters.

C. The ESF #12 priority will be to save lives, protect property, and assist other ESFs by aiding the restoration of damaged energy systems.

D. Within 24 hours of the Federal Response Plan implementation or upon instruction from FEMA, DOE will start submitting situation reports (SITREPs) to FEMA Headquarters.

III. SITUATION

A. Disaster Condition

The suddenness and devastation of a catastrophic event (a severe disaster, either natural or man-made) may sever key energy lifelines, constraining supply in affected areas and most likely adversely impacting adjacent areas, especially those with supply links to the directly-affected areas. Such an event also could affect transportation, communication, and other lifelines needed for public health and safety.

B. Planning Assumptions

1. There may be widespread and possibly prolonged electric power failures;
 2. The transportation and telecommunications infrastructures will be affected;
- and,
3. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.

C. ESF #12 Response and Restoration Activities

1. Serve as the focal point within the Federal government for receipt of reports on damage to energy supply and distribution systems, and requirements for system restoration;
2. Advise Federal, State and local authorities on priorities for energy restoration, assistance, and supply;
3. Assist industry, state, and local emergency response actions;
4. Assist Federal departments and agencies by locating fuel for transportation, communications, emergency operations, and national defense;
5. Recommend Federal actions to conserve fuel and electric power; and,
6. Provide energy information and conservation guidance to the public.

IV. CONCEPT OF OPERATIONS

A. At the National level, this ESF will:

1. Assess fuel and electric power damage, energy supply and demand, and will identify requirements to repair energy systems. The ESF will coordinate closely with Federal and State officials to establish priorities to repair damaged energy systems, and coordinate providing temporary, alternate, or interim sources of emergency fuel and power. It will obtain current information regarding damage to energy supply and distribution systems, and assess the requirements for restoration.
2. In addition to energy system damage and restoration information, provide timely and credible energy supply forecasts.
3. Provide technical experts on energy supply production and delivery to coordinate energy information exchange.
4. Coordinate with other ESFs to provide timely and accurate energy impact information, to recommend options to mitigate impacts, and to coordinate repair and restoration of energy systems.
5. Operate around-the-clock from the DOE Operations Center (OC), Room GA-282, 1000 Independence Ave, S.W., Washington, D.C. 20585 (Tel:202-586-8100).

B. At the Regional level, this ESF will:

1. Appoint a person to represent the ESF in its dealings with the FCO, the State Coordinating Officer (SCO), State energy and any other local official, and Federal representatives.
2. Obtain information regarding energy impacts and provide situation and any other reports to the national ESF through the DOE OC.
3. Coordinate with Federal and State officials in the Region to recommend priorities to repair damaged energy systems.

C. Response Actions

1. The DOE Headquarters Emergency Management Team will:
 - a. Activate DOE's disaster response procedures;
 - b. Notify ESF #12 representative to the Catastrophic Disaster Response Group (CDRG);
 - c. Assign, as necessary, staff representation to the Emergency Support Team at FEMA Headquarters;
 - d. Arrange, as necessary, for ESF #12 representation at the regional level; and,
 - e. Use available information to determine the status and assess the energy impacts of the disaster, including resources needed to respond.
2. The Regional-level ESF will:
 - a. Receive and respond to requests for information from States, local governments, other Federal agencies, and industry;
 - b. Assist the FCO and SCO to establish priorities to repair damage;
 - c. Identify needed resources to repair or restore damaged energy systems; and,
 - d. Provide periodic situation and any other reports as directed by DOE Headquarters.

V. RESPONSIBILITIES

A. Primary Agency: Department of Energy

1. Serve as the focal point for issues and policy decisions relating to energy in all response and recovery efforts.
2. Monitor energy system damage and repair work.
3. Collect, assess, and provide information on energy supply, demand, and prices; contribute to after-action reports.
4. Identify supporting resources needed to repair or restore energy systems.
5. Deploy DOE response teams as needed to affected area(s) to assist in response and recovery efforts.
6. Review and sponsor, to the National Communications System, the energy industry's requests to Telecommunications Service Priority (TSP) assignments to provision new services.

B. Support Agencies

1. Department of Agriculture, Rural Electrification Administration

- a. Provide advice regarding the restoration of electrical power in Rural Electrification Administration (REA) financed systems. This includes estimating system damage, available supply, and the need for local assistance.
- b. Provide emergency credit to REA financed rural electrification systems.
- c. Identify surplus power available from REA financed systems and other sources, and help make it available to areas of need.

2. Department of Defense

- a. Activate and deploy the Prime Power Battalion staff to provide technical assistance.
- b. Report damage assessment and recommend priorities to ESF#12 for

restoring energy service to critical defense facilities, to include hydropower and inland waterways.

3. *Department of the Interior*

a. *Bureau of Land Management*

- (1) Provide information on energy production and supply on Federal lands.
- (2) Assess damage of production and transmission systems.
- (3) Provide engineering and technical support as necessary.

b. *Bureau of Reclamation*

- (1) Provide technical assistance for assessment of hydroelectric facilities and flood control actions as they affect energy production.
- (2) Utilize Reclamation personnel to assist in repair of damaged hydropower generation facilities.
- (3) Modify operations at Reclamation facilities to increase electrical generation to supplement losses in areas damaged by a disaster.
- (4) Utilize hydroelectric plants' internal restart capabilities to assist in restoring the power system if "blackouts" occur.

c. *Minerals Management Service*

- (1) For offshore facilities, provide energy production and well reserve information.
- (2) Assess energy production damage and projected repair schedules for offshore facilities.
- (3) Provide engineering and technical support as necessary.

4. *Department of State*

a. Coordinate with foreign nations and international organizations for assistance and information regarding energy supply and system damage.

b. Assist implementation of emergency related international energy agreements.

5. *Department of Transportation*

1. Respond to requests for transportation assistance and waiver of restrictions to meet emergency requirements.

6. *Environmental Protection Agency*

Respond to requests for hazardous materials response assistance to meet emergency energy requirements consistent with the National Oil and Hazardous Substances Contingency Plan (40 CFR part 300).

7. *General Services Administration*

Provide labor, materials, and equipment for emergency support needed to repair or restore energy systems or help supply fuel.

8. *National Communications System*

a. Assist DOE in its efforts to aid the energy industry to provision new services or to restore existing services that are assigned Telecommunications Service Priority restoration priorities.

b. Assess damage to telecommunications identified by DOE as essential for energy system restoration (Electrical Service Priorities - ESP).

9. *Nuclear Regulatory Commission*

a. Report power status of nuclear power plants in affected areas.

b. Advise on capability to increase, reduce or shut down power from nuclear power plants.

10. *Tennessee Valley Authority (TVA)*

a. Assess supply, system damage and repair requirements within the TVA.

b. Supply surplus power as required to the power grid.

- c. Supply critical replacement parts and equipment, as requested.
- d. Supply technical expertise, as requested.

VI. RESOURCE REQUIREMENTS

Assets critical for response include:

1. People

- a. CDRG staffing (one regularly, with backup);
- b. ESF staffing (for Headquarters and the field); and,
- c. ESF liaison to Emergency Support Team (EST) at FEMA Headquarters.

2. Communications

- a. Cellular phones,
- b. Portable FAX units;
- c. Portable computer terminals with modems; and,
- d. Battery and Power-Pack stocks.

3. Operating Facilities

- a. Dedicated communications, open and secure, voice and record, in the Regions and Headquarters ESF operating locations for two, 12-person shifts; and
- b. Support services and equipment at operating locations.

4. Information Management

- a. Maps of the damaged areas; and,
- b. Phone directories (support agencies; industry, Congress, and media).

5. *Equipment*

Vehicles; radiation counters and analysis equipment; first aid kits and portable food rations and other components for individual field kits.

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Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
April 18, 1995	FEMA 229, Chg 5	ESF #3 Revision

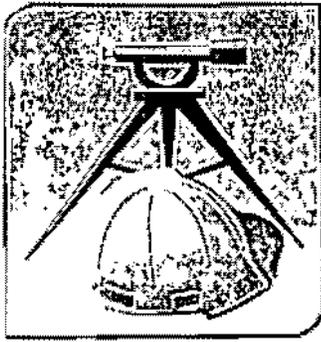
1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), which was published in April 1992.
2. **Background.** This change revises the Emergency Support Function (ESF) #3 Public Works and Engineering Annex to the FRP.
3. **Supersession.** This change supersedes the existing ESF #3 Public Works and Engineering Annex.
4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should make the following page changes:

Remove old pages ESF #3-1 to ESF #3-14 and insert new pages ESF #3-1 to ESF #3-15.

5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

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Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency



EMERGENCY SUPPORT FUNCTION #3

PUBLIC WORKS AND ENGINEERING

PRIMARY AGENCY: Department of Defense
U.S. Army Corps of Engineers

SUPPORT AGENCIES: Department of Agriculture
Department of Commerce
Department of Energy
Department of Health and Human Services
Department of the Interior
Department of Labor
Department of Transportation
Department of Veterans Affairs
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration
Tennessee Valley Authority

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide public works and engineering support to assist the State(s) in meeting goals related to lifesaving, life-protecting, and recovery activities following a major disaster.

B. Scope

Support under ESF #3 includes technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of water and wastewater treatment facilities, provision of potable water, provision of emergency power, and real estate support and equipment for the stated purposes. Activities within the scope of ESF #3 include:

1. Participation in pre-disaster activities, such as pre-positioning assessment teams and other advance elements;

2. Participation in needs/damage assessments immediately following disasters;
3. Emergency clearance of debris to enable reconnaissance of the damaged areas and passage of emergency personnel and equipment for lifesaving, life-protecting, and health and safety purposes during the immediate-response phase;
4. Removal and ultimate management of debris from public streets and roads;
5. Temporary repair or replacement of emergency access routes, which include damaged streets, roads, bridges, ports, waterways, airfields, and other facilities necessary for passage of rescue personnel;
6. Emergency restoration of critical public facilities, including the temporary restoration of water supplies and wastewater treatment systems;
7. Emergency demolition or stabilization of damaged structures and facilities designated by State or local governments as immediate hazards to public health and safety, or as necessary to facilitate lifesaving operations (temporary protective measures to abate immediate hazards to the public for health and safety reasons until demolition is accomplished);
8. Emergency contracting to support public health and safety, such as providing for potable water, ice, or temporary housing;
9. Technical assistance, including inspection of private residential structures and commercial structures;
10. Assistance in the preparation of Damage Survey Reports (DSRs) and Preliminary Damage Assessments (PDAs);
11. Support to other ESFs as outlined in the Federal Response Plan; and
12. Incorporation and support of mitigation during response and recovery operations.

II. POLICIES

A. The Directorate of Military Support (DOMS) is the responsible national-level Department of Defense (DoD) representative. DoD has designated the United States Army Corps of Engineers (USACE) as its operating agent for planning, preparedness, and response under ESF #3. USACE will be assisted by other units of the Department, as needed.

B. USACE will develop work priorities in cooperation with the State and in coordination with the Federal Coordinating Officer (FCO).

C. USACE will perform work under Public Law 84-99 and other USACE authorities, when applicable.

D. USACE divisions will appoint an overall coordinator for all ESF #3 response and recovery activities at the Disaster Field Office (DFO) at the time of the disaster.

III. SITUATION

A. Disaster Condition

A major disaster may cause unprecedented property damage. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassable. Public utilities may be damaged and be partially or fully inoperable. A major disaster may affect the lives of many State and local response personnel, and prevent them from performing their prescribed emergency duties. Similarly, equipment in the immediate disaster area may be damaged or inaccessible. Sufficient resources may not be available to State and local agencies to meet emergency requirements. Federal assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, efficient, and effective response.

B. Planning Assumptions

1. Access to the disaster areas will be dependent upon the re-establishment of ground and water routes. In many locations, debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.
2. Rapid assessment of the disaster area may be required to determine critical response times and potential workloads.

3. Emergency environmental waivers and legal clearances may be needed to dispose of debris and materials from demolition activities. Per Federal regulations, local authorities will be responsible for required waivers and clearances.
4. Significant numbers of personnel having engineering and construction skills and construction equipment and materials will be required from outside the disaster area.
5. Support agencies will perform tasks under their own authorities, as applicable, in addition to missions received under the authority of the Plan.
6. Previously inspected structures will require re-evaluation if aftershocks occur following an earthquake.

IV. CONCEPT OF OPERATIONS

A. General

ESF #3 support will supplement State and local emergency response actions. Close coordination will be maintained with Federal, State, and local officials to determine potential taskings. The priority of taskings will be determined jointly between the Federal and State officials. The ESF #3 team will provide damage information to the ESF #5 Information and Planning element for overall damage assessment, and inform the Operations element on the damage situation and ESF activities. Support agency representatives will co-locate with USACE field personnel to coordinate support with their agencies, as necessary.

B. Organization

1. National-Level Response Structure

a. Catastrophic Disaster Response Group

The Catastrophic Disaster Response Group (CDRG) is an interagency group that addresses response and recovery issues and problems that require national-level decisions or policy direction. It provides the Director of FEMA with broad-based input and a forum in which to discuss issues with senior-level representatives from the signatory agencies of the Plan. The USACE representative to the CDRG is the Chief of the Operations, Construction, and Readiness Division of the Directorate of Civil Works. The alternate representative is the Chief, Readiness Branch, Operations, Construction, and Readiness Division; Directorate of Civil Works. The CDRG will meet as needed at the direction of the CDRG Chairperson.

b. Emergency Support Team

The Emergency Support Team (EST) supports the CDRG and provides administrative, logistical, and operational support for response and recovery activities in the field. It serves as a central source of information on the status of Federal response and helps to disseminate information to the media, Congress, and the general public. The ESF #3 representative to the EST is responsible for coordinating mission assignments involving ESF #3 and coordinating ESF #3 resources to support disaster operations. The USACE representative to the EST is from Readiness Branch; Operations, Construction, and Readiness Division; Directorate of Civil Works.

c. Agency Operations Elements

The Headquarters USACE (HQUSACE) Crisis Management Team (CMT) will operate from the HQUSACE Emergency Operations Center (EOC). The CMT will support the CDRG and USACE EST representatives in all matters. HQUSACE may request support agency liaison representatives to report to HQUSACE EOC, if the disaster situation warrants.

2. Regional-Level Response Structure

a. Regional Operations Center

The Regional Operations Center (ROC) will establish contact with the affected State(s) to gather information on the status of the affected area, and serves as a temporary coordination office for Federal activity until the Emergency Response Team (ERT) is established at the DFO. A USACE division will provide the necessary representation at the ROC. These representatives will remain in the ROC until deactivated or released by the ROC Director. The ROC will deploy part of the Advance Element of the Emergency Response Team (ERT-A) to establish communications with State and local governments.

b. Field Assessment Team (FAsT)

The FAsT is a Federal team developed to perform rapid, initial field assessments at the request of the FEMA Regional Director (RD). The FAsT at the regional level is under the direct control of the RD. Until all regions have FAsTs, FEMA HQ will control the deployment of a national FAsT, subject to the request of the RD. The focus of the FAsT is to collect and provide information to determine requirements for critical resources needed to support emergency response activities. This team is intended to be small, self-sufficient, and deployed within the first hours after a disaster. As appropriate, it will ultimately transition to the assessment element of the ERT-A team. The ESF #3 representative will be an infrastructure specialist.

c. Advance Element of the Emergency Response Team

The ERT-A is the initial group to respond to a disaster in the field. The purpose of the ERT-A is to coordinate with FEMA, the other Federal representatives, and the affected State(s) in assessing the impact of the event, identifying requirements, and establishing an operational DFO, as necessary. The ERT-A will be incorporated into a full ERT, if the situation warrants. This team may be deployed to a forward position in advance of a forecasted disaster. The USACE division having responsibility for the State in which the disaster occurs will ensure that necessary representatives are immediately provided for the formation of the ERT-A.

d. Emergency Support Function #3 Group

A supplemental ESF #3 component to the ERT will locate to the DFO and evolve into the ESF #3 Group after the DFO is established. Among the ESF #3 roles are preparing statements of work, cost estimates and estimated completion dates for mission assignments, tracking and executing mission assignments, assessing information, determining resource requirements, setting priorities, disseminating information, and taking other response and recovery actions. In addition to assigning the representatives from the ERT-A for the full ERT, the designated USACE division also will provide necessary staff for both response and recovery operations.

e. Defense Coordinating Officer

DoD will provide a Defense Coordinating Officer (DCO) to serve as the single point of contact to the FCO and ESF representatives for all requests for military assistance in addition to that already provided by ESF #3. USACE will support the DCO, as necessary.

f. Response and Recovery Operations

USACE divisions and/or districts may establish field offices to support assignments and missions. Divisions and districts will carry out mission assignments based on FEMA guidance and within established procedures found in the Corps of Engineers Disaster Mission and Functional Guides. Crisis Management Teams (CMTs) will operate from their respective EOCs.

C. Notification

1. In accordance with the Plan, FEMA will, upon occurrence of a potential or actual disaster, activate some or all of the structures of the Plan. The FEMA NECC will notify the CDRG, EST staff, and ESF #3 and/or the Army Operations Center (AOC). The AOC will

then immediately notify the CDRG members from USACE and the DOMS. Should the notification from FEMA come differently from the above, the AOC and HQUSACE EOC will exchange telephonic notifications to insure that each is aware of the situation. The AOC and EOC will notify ESF #3 EST members and subordinate units.

2. Upon occurrence of a major disaster and/or notification of Plan activation, from HQUSACE or FEMA, divisions and districts will implement their local notification plans. If the initial situation is unknown, all divisions will place their personnel on alert and/or on standby for immediate execution of the Plan.

V. *RESPONSIBILITIES*

A. *Primary Agency: Department of Defense*

1. *Directorate of Military Support (DOMS)*

a. *Pre-disaster Actions*

- (1) Annually review and provide comments to HQUSACE on this Annex.
- (2) Develop plans to provide available military resources (technical assistance, personnel, supplies, and equipment) to support ESF #3 in activities including removal of debris, emergency demolition, provision of emergency power, restoration of essential public facilities and water supplies.

b. *Continuing Actions*

Continue to provide available military resources to support ESF #3 activities.

2. *Army Operations Center (AOC)*

- a. Notify USACE, DOMS, and CDRG members directly, if possible.
- b. Notify HQUSACE EOC of Plan activation.

3. *HQUSACE*

a. *Pre-disaster Actions*

- (1) Review the Plan annually. Submit comments as appropriate and revise this Annex as necessary.
- (2) Designate the USACE representatives to CDRG and EST and maintain an operational EOC and CMT.
- (3) Develop additional USACE guidance as required to execute assigned missions.
- (4) Participate in training and exercises to include those of support agencies.
- (5) Conduct periodic meetings and workshops with support agencies at the national level to maintain capabilities, plan for and prepare to respond to a disaster in the event of activation.
- (6) Provide consolidated input to the Emergency Support Function Leaders Group (ESFLG) for all interagency ESF #3 actions.

b. Response Actions

- (1) If notification of the plan activation comes from other than AOC, ensure that AOC has been notified and has all available information.
- (2) Send EST representatives to FEMA HQ, as required.
- (3) Provide CDRG representation, as needed.
- (4) Activate EOC and CMT and begin notification procedures.
- (5) Establish communications with FEMA HQ, DoD-DOMS through the AOC, and USACE subordinate commands.
- (6) Provide liaison to FEMA HQ to coordinate congressional relations activities with FEMA's Congressional Relations Officer (CLO).
- (7) Provide public affairs liaison to FEMA HQ Joint Information Center (JIC).

- (8) Notify MSCs and support agencies that FEMA has activated ESF #3. Alert support agencies to be prepared to provide resources, if requested.

c. Continuing Actions

- (1) Continue CMT functions and EOC operations.
- (2) Ensure that proper and adequate coordination is in effect at all levels.

4. Regional (Division and District) Actions

a. Pre-disaster Actions

- (1) Review this Annex annually and provide comments to HQUSACE on this Annex and other parts of the Plan.
- (2) Designate personnel to staff the ROC, ERT-A, FAsT, and the cell as outlined in the Basic Plan.
- (3) Develop response plans to execute USACE missions efficiently and rapidly. Meet with State and local governments to explain the Plan and the ESF #3 concept of operations.
- (4) Ensure that personnel are properly trained to implement the Plan.
- (5) Provide support to the JIC and congressional liaison element, as required.
- (6) Establish required interagency teams to accomplish mission assignments, as appropriate (i.e., FAsT).
- (7) Conduct meetings with other Federal agencies focused on supporting ESF #3 in conjunction/concurrently with Regional Interagency Steering Committee (RISC) meetings.
- (8) Identify and provide support to the Interagency Hazard Mitigation Team.

b. Response Actions

- (1) Deploy USACE representatives to the ROC, FAsT, and ERT-A in accordance with the Plan. Dispatch liaisons to affected State emergency management agencies, as requested.
- (2) Provide damage assessment to the ROC and HQUSACE to analyze USACE's potential involvement or extent of assistance required.
- (3) Activate EOC and identify facilities for USACE field offices.
- (4) Establish upward, downward, and lateral communications within all USACE channels and submit SITREPS.
- (5) Notify support agencies' regional offices of ESF #3 activation.
- (6) Establish communications with other agencies and the DCO at the DFO.
- (7) Execute assigned ESF #3 missions.
- (8) Support other ESFs as necessary.
- (9) Provide administrative support, mapping, communications, equipment, and personnel at the ESF #3 operating level.
- (10) Provide public affairs and congressional affairs representatives to support the JIC and the CLO.
- (11) Conduct ESF #3 Situation Assessment. Gather Essential Elements of Information (EEI) and report to the ROC, HQUSACE, DFO, and EOC.

c. Continuing Actions

- (1) Support the State as required. Establish priorities in coordination with the State.
- (2) Work with State and local governments to maximize use of available regional assets and identify resources required from outside the region.

- (3) Use designated support agencies.
- (4) Support other ESFs as necessary.
- (5) Submit SITREPS.
- (6) Continue assessing damages.
- (7) Establish field offices, as required.
- (8) Maintain fiscal controls, accounting, and timekeeping records.
- (9) Carry out mission assignments in accordance with the FEMA Interim Standard Operating Procedures for the Management of Mission Assignments and the ESF #3 Disaster Guidebooks, including mission guides and functional guides.
- (10) Assure programmatic and fiscal closure on all mission assignments.

B. Support Agencies

1. Pre-disaster Actions

- a. Review this Annex annually and provide comments to HQUSACE.
- b. Actively participate at the national level in all ESF #3 meetings, workshops, and exercises to ensure coordination of roles and responsibilities during a disaster.
- c. Provide HQUSACE with points of contact at the national level for coordinating plans and responses.
- d. Ensure that points of contact are established at the regional level.
- e. Provide representatives as required to support the regional ESF #3 organizations within regional/divisional boundaries. Representatives will be available on a 24-hour basis for the duration of the response period. Required support agency representatives will be notified to report to their respective operating locations.

2. Specific Agency Responsibilities

a. Department of Agriculture

- (1) The Forest Service will provide engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, repair of roads and bridges, temporary repair of essential public facilities, and water supply. The Forest Service will be the regional contact for this support.
- (2) The Natural Resources Conservation Service (NRCS) will provide technical personnel to evaluate damage to water control facilities. The NRCS will be the regional contact for this support.

b. Department of Commerce

The Department of Commerce intends to use the Interagency Committee on Seismic Safety in Construction, Building and Fire Research Laboratory, National Institute of Standards and Technology, to provide direct technical support and advice on procurement of external consulting services for assessing the structural and fire safety of damaged buildings and lifelines (public works and utilities).

c. Department of Energy

- (1) Assist in establishing priorities.
- (2) Provide technical assistance on energy systems and supplies.
- (3) Act as liaison with energy industries.

d. Department of Health and Human Services, Public Health Service

- (1) Supply engineering and environmental health personnel to assist in providing potable water, wastewater and solid-waste facilities.
- (2) Provide guidance related to health problems associated with hazardous materials.

e. Department of the Interior

- (1) Provide engineering support to assist in evaluating damages to water control systems, such as dams, levees, water delivery facilities and structures.

- (2) Provide technical assistance in contract management, contracting, procurement, construction inspection, environmental and archeological assessments.
- (3) Provide personnel to assist in Preliminary Damage Assessments, Damage Survey Report preparation, structural inspections, debris clearance, demolition, and restoration of facilities in general.
- (4) Name a point of contact (in the Bureau of Reclamation) for all Department of the Interior support for ESF #3.

f. Department of Labor

Provide technical personnel to assess threats to public health and safety. Provide supplemental assistance in debris removal or demolition activities performed by the ESF. The Occupational Safety and Health Administration (OSHA) will be the regional contact for this support.

g. Department of Transportation

The regional contacts for these support activities are the Federal Aviation Administration (FAA), the Federal Highway Administration (FHWA), and/or the United States Coast Guard (USCG).

- (1) Provide personnel to assess damages to all types of transportation systems and assist in evaluating alternatives for repair or temporary replacement.
- (2) Assist in identifying and arranging for utilization of all types of transportation, including transport by water.
- (3) Arrange for movement of required engineering and construction resources into the disaster area.

h. Department of Veterans Affairs

- (1) Provide available engineering and contracting/procurement personnel for emergency debris inspection, removal, demolition, repair of roads and bridges, and temporary repair of essential public facilities. The Office of Construction Management will be the contact for this support.

- (2) Provide logistical support to ESF #3.
- (3) Assist in locating construction resources not available in the disaster area.
- (4) Lease space or buildings.
- (5) Obtain easements/licenses/permits to use land to erect tents, temporary structures, etc.
- (6) Acquire riparian or water rights for water supply needs.

i. Environmental Protection Agency

- (1) Assist in determining the suitability of water resources for human consumption and identifying hazardous materials having the potential to affect drinking water supplies.
- (2) Assist in locating disposal sites for debris-clearance activities.
- (3) Identify locations and provide safety guidance for areas affected by hazardous materials. Ensure the protection and clean-up of these areas.
- (4) Assist in identifying needs for, and the emergency repair of, water and wastewater facilities.

j. General Services Administration

- (1) Provide engineering and contracting/procurement personnel for emergency debris clearance, demolition, public works repair, electric generation, and water supply missions. (ESF #7 will be the contact for this support.)
- (2) Provide logistical support to ESF #3.
- (3) Assist in locating construction resources not available in the disaster area.
- (4) Contract for technical assistance.
- (5) Lease space and/or buildings.

k. Tennessee Valley Authority (TVA)

- (1) Provide technical personnel to evaluate damaged structures and water control projects, such as dams and levees, and to assist in demolition and/or repairs.
- (2) Provide equipment and construction personnel, including leadership, for temporary repairs of damaged public buildings, roads, bridges, buried pipelines, and water control structures.
- (3) Supply water from TVA lakes and reservoirs to nearby jurisdictions having inoperable water systems.

l. Federal Emergency Management Agency

- (1) Provide reconnaissance, remote sensing, and Geographic Information System (GIS) support.
- (2) Assess potential and actual infrastructure damage caused by the disaster.
- (3) Provide working space and equipment for ESF operations.



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
May 15, 1995	FEMA 229, Chg 6	ESF #7

1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), which was published in April 1992.

2. **Background.** This change assigns to Emergency Support Function (ESF) #7 the responsibility for coordinating supplementary Federal law enforcement assistance when it is requested by a State and for serving as the point of contact with the State for enforcement matters. To support this requirement, the Federal Emergency Management Agency (FEMA) shall provide a Law Enforcement Liaison Officer to operate an information clearinghouse and to facilitate the coordination of Federal law enforcement organizations. This activity is reflected as an additional responsibility for FEMA under ESF #7.

3. **Supersession.** None.

4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should do the following:

Remove old pages ESF #7-11 and ESF #7-12 and insert new pages ESF #7-11 and ESF #7-12.

5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.

6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

Richard W. Krimm
Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency

b. Provide persons knowledgeable in Federal procurement and distribution operations and provide computer support for operations, as appropriate.

9. Federal Emergency Management Agency

a. Act as liaison in the provision of logistical support to Federal, State, and local governments.

b. Provide a Law Enforcement Liaison Officer to operate an information clearinghouse and to facilitate the coordination of Federal law enforcement organizations.

10. National Communications System

Assist, as appropriate, in coordinating the provisioning of commercial telecommunications assets within the disaster area to ensure passage of requirements to the agency having the logistical support responsibility.

11. Office of Personnel Management

Identify, locate, and, if necessary, recruit personnel needed to support disaster operations, after appropriate coordination with GSA.

VI. RESOURCES REQUIREMENTS

A. Specific requirements for each of the ESFs and the resources required for them will be developed during the regional planning process following estimates of the potential demand.

B. Each supporting agency will provide the procurement personnel necessary to establish logistical operations effectively at the national and regional-levels.

C. Other resources required by this ESF shall be established in coordination with supporting agencies.

VII. REFERENCES

A. The Federal Property and Administrative Services Act of 1949.

B. The Defense Production Act of 1950.

- C. GSA/FEMA Memorandum of Understanding, GSA Orders, and DOD regulations governing DOD civil assistance.

VIII. TERMS AND DEFINITIONS

A. Federal Emergency Support Coordinator

The FESC is the principal point of contact between GSA and FEMA for the establishment of logistical support priorities, allocation of GSA resources, and the coordination of the delivery of all GSA services, equipment, and materials except that pertaining to telecommunications. The FESC, with appropriate GSA support staff as determined by the FESC, shall normally be located at the DFO. However, at the discretion of the FCO, logistical support may be provided from an already established GSA office granted that such support is not delayed. The FESC serves until released by the FCO.

B. Regional Emergency Coordinator

The GSA REC or a designated alternate is the regional point of contact for FEMA alerts and requests for assistance.



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
June 7, 1995	FEMA 229, Chg 7	ESF #2 Revision

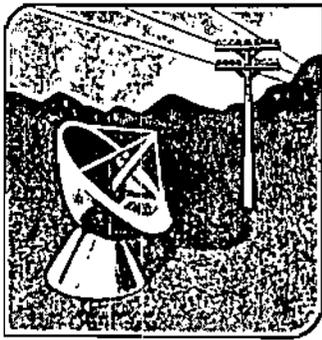
1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), which was published in April 1992.
2. **Background.** This change revises the Emergency Support Function (ESF) #2 Communications Annex to the FRP. On June 7, 1995, the Office of Science and Technology Policy (OSTP), became a signatory to the FRP and was designated as the Primary Agency for the Annex. However, on behalf of OSTP, the Office of the Manager, National Communications System (NCS) will continue to execute the Primary Agency functions for ESF #2.
3. **Supersession.** This change supersedes the existing ESF #2 Communications Annex.
4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should make the following page changes:

Remove old pages ESF #2-1 to ESF #2-14 and **insert** new pages ESF #2-1 to ESF #2-27.

5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

Richard W. Krimm
Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency



EMERGENCY SUPPORT FUNCTION #2

COMMUNICATIONS ANNEX

PRIMARY AGENCY: Office of Science and Technology Policy

SUPPORT AGENCIES: Department of Agriculture
Department of Commerce
Department of Defense
Department of the Interior
Department of the Transportation
Federal Communications Commission
Federal Emergency Management Agency
General Services Administration
National Communications System

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to assure the provision of Federal telecommunications support to Federal, State, and local response efforts following a Presidentially-declared emergency, major disaster, and extraordinary situation under the Federal Response Plan (FRP). This ESF supplements the provisions of the **National Plan for Telecommunications Support in Non-Wartime Emergencies**, hereafter referred to as the National Telecommunications Support Plan (NTSP).

B. Scope

ESF #2 coordinates Federal actions to be taken to provide the required national security and emergency preparedness (NS/EP) telecommunications support to Federal, State, and local disaster response elements. This ESF will coordinate the establishment of required temporary NS/EP telecommunications in any area affected by a Presidentially-declared emergency, major disaster, or extraordinary situation. Support includes Government-furnished telecommunications, commercially leased communications, and expedited telecommunication

services provided under provisions of the Telecommunications Service Priority (TSP) System. This ESF applies to all Federal agencies which may require telecommunication services or whose telecommunication assets may be employed during a disaster response.

II. POLICIES

A. The NTSP serves as a basis for planning and utilization of national telecommunication assets and resources in support of the provisions of the **Robert T. Stafford Disaster Relief and Emergency Act** in a Presidentially-declared disaster and in extraordinary situations. It is the formal U.S. Government document applicable to all Federal Departments and Agencies, issued by the Director, Office of Science and Technology Policy (OSTP), Executive Office of the President, in accordance with National Security Council policy direction.

B. The NTSP contains the authority for the National Communications System (NCS) to develop plans and coordinate and manage telecommunications support for Federal organizations in non-wartime emergencies. This authority is derived from Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions," April 3, 1984.

C. The June 11, 1993, memorandum from the Director, OSTP, to the Manager, NCS, stated that "the FRP clearly shows that OSTP is the Primary Agency for the ESF for Communications, but that the Office of the Manager, NCS, will execute these functions on behalf of OSTP." It further stated that the National Telecommunications Management Structure (NTMS) will be implemented to ensure a flexible, integrated response capability to manage the Nation's telecommunication assets across the full spectrum of domestic and national security emergencies.

III. SITUATION

A. Disaster Condition

1. A disaster condition may result from a catastrophic earthquake, significant natural disaster, nuclear accident, or any other incident that produces extensive damage and results in a large volume of requests from all levels of government authority for services required to save lives and alleviate human suffering. These authorities require accurate and timely information on which to base their decisions and focus their response actions. At the same time, widespread damage to commercial telecommunication facilities may occur. At a time when the need for real-time electronically processed information is greatest, the capability to produce it may

be seriously restricted or nonexistent. All surviving telecommunication assets of the various levels of government, augmented by extra-regional assets, will be needed immediately to assure a proper response to the needs of victims of the event.

2. When activated, ESF #2 will be capable of coordinating and supporting NS/EP telecommunication requirements across the spectrum of emergencies.

B. Planning Assumptions

1. Initially, State and local government officials will focus on coordinating lifesaving activities concurrent with reestablishing control in the disaster area. They will, in conjunction with the telecommunications industry, accomplish as much restoration and reconstruction of telecommunication facilities as the situation permits.

2. Initial reports of damage may be fragmented and provide an incomplete picture concerning the extent of the damage to telecommunication facilities.

3. Weather and other environmental factors may restrict the ability of suppliers to deploy mobile or transportable telecommunications equipment into the affected area.

4. The affected region's ability to communicate with the rest of the country may be impaired. Some key individuals may be isolated from their regional offices and/or operational centers.

5. The type of disaster and the potential for related disasters will necessitate the careful consideration of sites for establishing Disaster Field Offices (DFO) in the least vulnerable locations supportable by available telecommunication facilities.

IV. CONCEPT OF OPERATIONS

A. Operational Guidelines

During an emergency the following guidelines will be observed to allow ESF #2 to meet its disaster response responsibilities:

1. Telecommunications management will occur on a bottom-up basis; decisions will be made at the lowest level with only those issues requiring adjudication or additional resources being referred to the next higher management level;
2. Uniform emergency telecommunications management and operational plans, procedures, and handbooks will be used throughout the entire ESF#2 operating environment;
3. Only one person will have overall responsibility for the coordination of telecommunications in support of the disaster response at any given time. When General Services Administration (GSA) assistance is requested during a disaster response and a Federal Emergency Communications Coordinator (FECC) is appointed, the FECC is the one person responsible for the coordination, restoration and provisioning of all telecommunications in the disaster area;
4. The Federal Emergency Management Agency (FEMA) controls FEMA communication assets in the disaster area, but coordinates their employment with the FECC. This requirement applies to all Departments or Agencies which bring telecommunications assets in support of the disaster response; and
5. The FECC will be the telecommunications industry's single Federal point of contact (POC) in the disaster area for requirements and will coordinate industry's response.

B. Operational Situations

Operations under this ESF shall be executed in accordance with the NTSP. There are various scenarios resulting from an emergency response. The most common situations are listed below. There are other possible situations that may occur at points along the crisis spectrum during response operations. Only the most common scenarios are described.

The first situation takes place at the low end of the emergency spectrum during responses to fairly localized emergencies or disasters. These emergencies require only minimal telecommunications support and the responsibility for coordination and provisioning is assumed by the FEMA Regional Communications Manager (FRCM) supported by the GSA Regional Emergency Communications Planner (RECP) when requested. The second of the most common situations occurs during larger, non-Presidentially-declared disasters or extraordinary situations where the response requires the appointment of an FECC. The third situation is a Presidentially-declared disaster where the response requires the appointment of an FECC. The concept of operations for each of these situations is detailed below.

1. *Situation 1: The FRCM Retains Coordination Responsibilities Supported by GSA*

a. *General*

The vast majority of emergency and disaster situations are local in nature, requiring minimal telecommunications support. Often the FRP is not activated, and if it is, only a few of the ESFs are called upon to support the response. Generally, ESF #2 elements have limited responsibilities at this level. The primary ESF #2 responder is an FRCM with support from the appropriate GSA RECP when requested and in accordance with existing MOUs.

b. *Operations*

(1) *National Level*

National level ESF #2 participation in a response to an emergency or disaster of this magnitude is limited. The Manager, National Coordinating Center for Telecommunications (NCC), will monitor the situation and consult with industry and government NCC representatives affected by an emergency to coordinate responses to NS/EP telecommunications service requirements as necessary. At this time, the NCC may issue situation reports and bulletins to inform the Manager, NCS, the Director, OSTP, and others of the status of the telecommunications infrastructure and service requests. The NCC may become actively involved in the coordination of service initiation and restoration if telecommunications provisioning under the TSP System is required, if requested by government or industry, or if NS/EP requirements involve coordination among several States, regions, organizations, or service providers.

(2) *Regional Level and Disaster Area*

The FRCM assumes responsibility for coordinating the provisioning of all telecommunications to meet responder and NS/EP requirements. The appropriate GSA RECP supports the FRCM as necessary under existing MOUs. The FRCM may request the appointment of an FECC if the situation deteriorates and telecommunication requirements increase.

2. *Situation 2: Extraordinary Situation Response Requiring the Appointment of an FECC*

a. *General*

The appointment of an FECC may be required throughout a broad range of extraordinary situations. The primary operational elements involved in responses at this midrange of the emergency spectrum are the NCC, the FRCM, and the FECC. The NCC, the FRCM, and the GSA RECPs (assigned as FECCs) perform critical NS/EP telecommunications management planning functions on a day-to-day basis in addition to any required emergency response activities.

b. *Operations*

(1) *National Level*

(a) During an emergency response in this situation, the Manager, NCC, will consult with industry and government NCC representatives affected by an emergency to coordinate responses to NS/EP telecommunications service requirements; to receive reports on the extent of damage to their facilities, equipment, services, or capabilities; and to obtain estimates of restoration times and capabilities. At this time, the NCC may issue situation reports and bulletins to inform the Manager, NCS, the Director, OSTP, and others of the status of the telecommunications infrastructure and service requests. The NCC will become actively involved in the coordination of service initiation and restoration when one of the following situations occurs:

- (i) Telecommunications industry representatives request assistance or coordination in supporting NS/EP situations.
- (ii) The affected Federal Government organization(s) declares that existing procedures will not result in sufficient and timely NS/EP telecommunications service.

- (iii) The scope of the NS/EP service or support requirements involves coordination among several States, regions, organizations, or service providers.

(b) When one of the above occurs, the Manager, NCC, coordinates with government and industry representatives in the NCC to determine the appropriate course(s) of action to meet Federal government NS/EP telecommunications service requirements.

(c) Activities may occur in anticipation of an imminent disaster or emergency (such as a hurricane) or upon receipt of strategic warning of a hostile threat to the nation. If advance warning of an imminent disaster is issued and a Presidential emergency declaration or invocation is expected, the Manager, NCC, may recall NCC representatives and increase monitoring of the situation. The Manager, NCC, in consultation with FEMA, may also coordinate prepositioning of response personnel and emergency telecommunications equipment to provide a rapid response capability for the impending disaster. Additionally, Office of the Manager, NCS (OMNCS) staff assigned emergency response duties during major disasters or national security crises may be recalled in order to receive instructions prior to reporting to their assigned positions.

(2) *Regional Level and Disaster Area*

(a) The Director, FEMA, may assign a Senior FEMA Official (SFO) to coordinate Federal response activities at the scene of a disaster or extraordinary situation. Initially, the FRCM will assist the SFO and provide telecommunications support for response operations. If the FRCM determines that additional telecommunications support is required, he will recommend to the SFO that an FECC be activated. The SFO will request that GSA assign an FECC. The FECC will report to the SFO and assume the functions of the principal Federal manager for emergency telecommunications. The FECC will be responsible for coordinating all telecommunication services for the DFO.

(b) To ensure that telecommunication requirements are met, the FECC may use the TSP System to request priority provisioning and restoration of telecommunication services. TSP support is coordinated through the TSP Program Office in the NCC.

3. *Situation 3: A Presidentially-Declared Disaster Response Requiring the Appointment of an FECC*

a. *General*

Response operations for a major disaster will normally commence upon activation of the FRP and ESF #2. The Director, FEMA, will selectively activate ESFs based on the nature and scope of the event and the Federal resources required to support State and local responses. Once a response requirement is identified, FEMA activates some or all of the FRP.

b. *Operations*

(1) *National Level*

National level ESF #2 operations will normally commence at the same time that the ESF #2 position on the Emergency Support Team (EST) is activated under the FRP. The EST is comprised of representatives from all the ESFs and is located at FEMA Headquarters. Upon notification of the disaster, the NCC will be activated. The NCC staff assesses anticipated/actual damage, identifies NS/EP service requirements, prioritizes requirements, monitors the developing situation/response, renders status reports, and coordinates service provisioning and restorations, when required. The NCC staff makes assessments based upon reports from the FECC and NCC industry representatives who coordinate with their parent company emergency operating centers. The Manager, NCC, appoints ESF #2 representatives to the EST providing for 24-hour coverage, if required. If the Catastrophic Disaster Response Group (CDRG) is convened to address priority issues, the Deputy Manager, NCS, will represent ESF #2 at such meetings. The Manager, NCS, may dispatch an NCS Disaster Area Liaison Officer to the disaster site to assist the FECC in coordinating national-level telecommunications support to the disaster response. FEMA will dispatch an agency representative to the disaster area to assist in the coordination of FEMA's telecommunications support.

(2) *Regional Level and Disaster Area*

For a major disaster, the Federal Coordinating Officer (FCO) will request the appointment of an FECC. GSA will ensure that a qualified person capable of performing the required functions is identified (that person could be the GSA RECP who serves as NCS Regional Manager for that region). The FECC will deploy to the scene of a Presidentially-declared disaster as the principal Federal telecommunications manager in the disaster area. The FECC will normally deploy to the affected State Emergency Operations Center

(EOC) as part of the Advance Element of the Emergency Response Team (ERT-A) and will play a significant role in the selection of a DFO site. FEMA will provide an agency representative to assist in the coordination of FEMA's telecommunications support in the establishment of the DFO. Federal disaster response operations are coordinated from the Regional Operations Center (ROC) until the DFO is operational, normally a period of 48 to 96 hours. The FECC deploys to the disaster area and works with FEMA communications personnel to establish telecommunication services for the DFO. At the DFO, the FECC is assisted by the Emergency Communications Staff (ECS), a group of government and industry telecommunication managers trained in emergency response and DFO operations. If conflicts over priorities and/or resources cannot be resolved at the local level, the problem will be passed to the appropriate echelon as necessary for resolution, including the Manager, NCC; Manager, NCS; Director, OSTP; and the Joint Telecommunications Resources Board (JTRB).

C. Notification

1. After the notification of a crisis or disaster and the implementation of the FRP, the Manager, NCC, will alert all NCC personnel and assume national level coordination of telecommunication assets as necessary. During non-duty hours the National Communications System/Defense Information Systems Agency-Network Operations Center (NCS/DISA-NOC) will alert the Manager, NCC, who will direct that an NCC Initial Response Team (IRT) be formed to assess the situation.

2. Immediately upon receipt of information about the emergency or disaster and upon notification of any FRP activation, the NCC will contact FEMA for information and guidance on the situation and ongoing response planning, and coordinate ESF #2 response preparations.

D. Response Actions

1. Initial Actions

a. Immediately upon notification of the emergency or disaster, the Manager, NCC, will begin gathering damage assessment data from the government and industry representatives to the NCC. The Manager, NCC, will determine the appropriate level of response for national level ESF #2 elements in coordination with FEMA and GSA.

b. The FECC will determine the ESF #2 regional and disaster area response in coordination with the applicable FEMA Regional Director.

- c. The initial focus of the NCC will be to identify:
- (1) Operational telecommunication assets available for use within the affected area;
 - (2) Telecommunication assets not within the affected area which may be brought physically or electronically to bear to support the affected area; and
 - (3) Actual and planned actions of the commercial telecommunication companies toward recovery and reconstruction of their facilities.

d. Until the FECC and the ECS are deployed and operational, the FRCM shall accumulate damage information obtained from the FEMA Regional Director, other Federal agencies, and industry sources. Additionally, the FRCM may make initial estimates of the amount of Federal telecommunications support that may be required. This information will be provided to the FECC upon arrival in the affected area as well as a status report on the telecommunications situation, Department and Agency telecommunication assets that have arrived in the disaster area, telecommunication services provided, and any open telecommunication requests.

e. The ECS will be organized in the disaster area and expanded as necessary by drawing on experienced personnel from unaffected areas.

f. NCC personnel, in coordination with the FECC, shall begin inventory of Federal communications assets available to support the recovery mission(s). Federal agencies, with communication assets, may be asked to contribute these assets to the response effort. The Manager, NCC, will be kept informed of these assets and their status.

- g. Potential NCC actions include:
- (1) Obtaining the location of the proposed DFO;
 - (2) Obtaining latest weather report for the area, including present conditions, the 24-hour forecast, and the long-range forecast;

- (3) Obtaining information from ESF #1 (Transportation) about road, rail, and all transportation conditions in the area and whether they can be used to get mobile telecommunication systems into the area; and
- (4) Determining from FEMA and/or ESF #7 (Resource Support) the location of possible sources of secondary response locations in the disaster area, e.g., staging areas, satellite DFOs, etc.

h. The FRCM or the FECC, when activated, will assess the need for mobile and transportable telecommunications equipment. The FECC, through the NCC, may request NCS member organizations to identify assets for possible deployment.

I. The NCC, in coordination with the FECC, will assess the need for telecommunications industry support so that such support is available as needed.

2. *Continuing Actions*

a. The FECC or FRCM will prepare and process any required reports.

b. The representatives of the NCS member organizations whose organizations have been tasked to provide assets will confirm to the NCC that those assets have been prepared for movement to the disaster area, as and when needed, and will report when they have been deployed and have become operational.

c. The FECC or FRCM, assisted by the ECS, shall:

- (1) Coordinate Federal telecommunications support to all responding Federal agencies, State and local governments, and quasi-governmental and volunteer agencies as directed by the FEMA Regional Director, FCO, or State Coordinating Officer (SCO);
- (2) Release Federal telecommunication resources as soon as commercial carrier services can support the response mission; and

- (3) Maintain an audit trail of all telecommunications support provided. NCS member organizations' procedures shall be used to accomplish this audit.

d. The NCC will provide damage information to the Emergency Support Team (EST), ESF #2 representative and FECC on a regular basis, and to other Federal agencies upon request.

e. Requests for telecommunications support will come from many sources. The FECC or FRCM will forward unresolved claims to the NCC. When the allocation of telecommunication resources cannot be resolved by the NCC to the satisfaction of the parties involved, it will be presented to the JTRB for resolution.

f. The NCC is responsible for developing and promulgating information collection guidelines and procedures to enhance assessment, allocation, and coordination of government and industry telecommunication assets.

V. RESPONSIBILITIES

A. Primary Agency: Office of Science and Technology Policy

1. The Office of Science and Technology Policy is the primary agency for ESF #2 and has directed that the Office of the Manager, NCS (OMNCS) will execute ESF #2 primary agency functions on behalf of OSTP until such time as the situation requires the attention of the JTRB.

2. Responsibilities for execution of this ESF are as stated in the NTSP except as annotated herein.

B. Support Agencies

1. ESF support agency representatives will be aware of their parent organizations' capabilities to provide mobile/transportable resources for telecommunication activities.

2. Any Department or Agency having substantial communication assets in the disaster area should have representation on the ECS.

3. Departments and Agencies will coordinate any required connection to commercial or government telecommunication resources through the FECC if the FECC is activated, or with the FRCM if no FECC is activated.

4. The Federal agencies listed below provide the indicated support to ESF #2 efforts under this plan.

a. Department of Agriculture

- (1) Provide radio communication systems for support of fire fighters, law enforcement officers, and disaster response operations.
- (2) Provide engineers, technical personnel, and liaison staff to assist the ECS and to maintain the Department of Agriculture (USDA) radio systems.
- (3) Provide USDA radio systems for use by damage reconnaissance teams to report information from the disaster area to the DFO, and such other applications as determined by the radio communications coordinator.
- (4) Provide a communications officer to accompany radio systems for the purpose of user training and operator maintenance indoctrination.
- (5) Provide additional radio systems required for the establishment of a DFO radio net.

b. Department of Commerce, National Telecommunications and Information Administration

The National Telecommunications and Information Administration (NTIA) will provide policy and procedural guidance concerning the control and allocation of radio frequency assignments in those parts of the electromagnetic spectrum assigned to the Federal Government. The NTIA shall amend, modify, or revoke such assignments as necessary and will develop plans and procedures for spectrum priorities, including a system for radio spectrum management. NTIA will also assist the Director of OSTP in the implementation of

these plans and procedures in non-wartime emergencies, including the resolution of any conflicts in or among such priorities. Finally, the NTIA will maintain and publish the NTIA Emergency Readiness Plan for Use of the Radio Spectrum.

c. Department of Defense (Secretary of Defense)

The Secretary of Defense shall provide assistance in civil emergencies in accordance with national policies, consistent with defense priorities as set forth in the Department of Defense (DOD) Directive 3025.1, Military Support to Civil Authorities. The Secretary of Defense has designated the Secretary of the Army as the DOD Executive Agency for DOD support to civil emergencies.

d. Department of the Interior

Provide radio and radio-telephone systems not necessary for meeting Department of the Interior emergency missions.

e. Department of Transportation

- (1) Arrange for the Federal Aviation Administration (FAA) Emergency Radio System to be used by other Federal organizations when it does not interfere with the FAA's mission.
- (2) Arrange for access to the FAA FM communications system.
- (3) Arrange, as required, for use of Department of Transportation (DOT) emergency communications, i.e., United States Coast Guard (USCG); Federal Highway Administration (FHWA); and Office of Emergency Transportation (OET) System, when it does not interfere with their missions.
- (4) Make available DOT mobile telecommunications facilities to other Federal organizations when not required to support other DOT missions.

- (5) Provide, subject to statutory mission requirements, a transportable communications station and personnel to provide immediate interface at the DFO with the commercial and FTS networks.
- (6) Coordinate the movement of telecommunications personnel and equipment into the disaster area with ESF #1 (Transportation).

f. Federal Communications Commission

The Federal Communications Commission (FCC) has the responsibility for reviewing the policies, plans, and procedures that are developed by all entities licensed or regulated by the Commission to provide national security and emergency preparedness telecommunication services, in order to ensure that such policies, plans and procedures are consistent with the public interest, convenience, and necessity. The FCC shall perform such functions as required by law with respect to all entities licensed or regulated by the Commission, including (but not limited to) the extension, discontinuance, or reduction of common carrier facilities or services; the control of common carrier rates, charges, practices, and classifications; the construction authorization, activation, deactivation, or closing of radio stations, services, and facilities; the assignment of radio frequencies to Commission licensees; the investigation of violations of pertinent law and regulation; and the initiation of appropriate enforcement actions.

g. Federal Emergency Management Agency

- (1) Provide a representative or representatives to serve on the FECC's staff to coordinate the employment of FEMA's telecommunication assets in the disaster area, coordinate FEMA requests for telephone service and connectivity, and provide expertise on the MATTS/MERS and FEMA networks.
- (2) Coordinate the establishment of telecommunications support in the DFO with the FECC.
- (3) Install computers and LAN(s) at the DFO as required.

- (4) Coordinate the employment of FEMA's telecommunication assets, to include MATTS/MERS, in the disaster area with the FECC.
- (5) Provide radio equipment and other organic telecommunications support.
- (6) Provide communications support to State and local officials to assist in the dissemination of warnings to the populace of risks and hazards.
- (7) Provide frequency management and site engineering expertise to the ECS.
- (8) Provide representation on the ECS and to coordinate FEMA resources and TSP requests with the FECC.
- (9) Provide video expertise to ECS.
- (10) The FRCM will:
 - (a) Recommend the activation of the FECC to the FCO;
 - (b) Assume all the responsibilities of the FECC until the FECC is deployed or in the event the FECC is not deployed; and
 - (c) Determine initial estimates of the amount of Federal telecommunications support that may be required until an FECC is appointed.

h. General Services Administration

(1) The Administrator, GSA, will ensure that a GSA Regional Emergency Communications Planner (RECP) who serves as a NCS Regional Manager (NCSRM) and FECC are identified for each of the ten standard Federal Regions. The Administrator will authorize the GSA RECP/NCSRM to accept guidance from the FEMA Regional Director during the predeployment phase of a telecommunications emergency. National level guidance will be

provided by the GSA Information Technology Service (ITS) Emergency Communications Coordinator. The Administrator will authorize the GSA RECP/NCSRM or designated alternates to perform the function of the FECC upon request by the FCO or SFO.

(2) The GSA RECP/NCSRM will prepare and maintain a Regional Support Plan for each designated standard Federal region, coordinating plan development with counterpart GSA RECP/NCSRMs in contiguous regions. The GSA RECP/NCSRM will supervise the training of potential FECCs within the assigned region.

(3) When requested, the FECC will deploy to the scene of a Presidentially-declared emergency or major disaster, or an extraordinary situation to survey the status of telecommunications and to determine surviving capabilities and the extent of damage within the impacted area. The FECC will coordinate with other Federal organizations to determine their emergency telecommunication service requirements.

(4) When activated the FECC will:

- (a) Accumulate damage information obtained from the FEMA Regional Director, the NCC, other Federal agencies and industry sources, and conduct telecommunications status evaluations;
- (b) Advise the FCO on all telecommunications matters;
- (c) Act as the single government point of contact in the disaster area for industry for all telecommunication requests and actions;
- (d) Assess the need for mobile or transportable equipment;
- (e) Release Federal telecommunications resources as soon as commercial carrier services can support the response mission;
- (f) Coordinate with Federal, State, and local organizations, and the major private relief organizations as well as other ESFs involved with

- disaster recovery to ascertain their telecommunication requirements;
- (g) Ensure that required services are provided in support of the Federal disaster response and recovery effort;
- (h) Coordinate the distribution of cellular phone assets by appropriate government and industry representatives in support of user requirements;
- (i) Assemble and lead the ECS;
- (j) Maintain an audit trail of all telecommunications support provided;
- (k) Prioritize telecommunication requirements;
- (l) Ensure that an ESF #2 representative is deployed to the ROC to support the Regional Operations Support Team (ROST);
- (m) Coordinate frequency management for the disaster area to include frequencies used by deployed military assets;
- (n) Coordinate the use of military telecommunication assets;
- (o) Coordinate TSP requests;
- (p) Ensure that ESF #2 representatives are provided to support the Ground Assessment Team;
- (q) Provide an ESF #2 representative to support the ERT-A;

- (r) Coordinate telecommunications support to the Disaster Mobilization Center as necessary; and
- (s) Prepare and process any required reports.

I. National Communications System

(1) The Manager, NCS, acting for the Director, OSTP, will ensure the provision of adequate telecommunications support to Federal recovery operations. The Manager, NCS, through the NCC, will provide information and assistance to the JTRB as required.

- (2) The Manager, NCS, is responsible for:
- (a) Supporting the JTRB as required in accordance with standard operating procedures issued by the Director, OSTP;
 - (b) Ensuring that all information regarding potential and/or actual emergency situations with significant telecommunication implications is brought to the attention of the Director, OSTP;
 - (c) Coordinating response activities with FEMA, GSA, and other JTRB member organizations;
 - (d) Monitoring the status of crucial situations which have the potential of developing into emergencies, major disasters, or extraordinary situations, and those that may require emergency telecommunications support;
 - (e) Coordinating with ESF #12 (Energy) telecommunications industry requests for support under the Electric Service Priority (ESP) initiative, emergency fuel resupply, and safe access for telecommunications work crews into disaster areas;

- (f) Supporting the ESP initiative by providing updated data to and from the Department of Energy (DOE) and the participating telecommunication companies;
 - (g) Monitoring the recovery efforts and, as required, coordinating the provision of telecommunications needed by the Federal Government;
 - (h) Coordinating, when requested by the FECC, with NCS member organizations to obtain additional telecommunication specialists to augment the ECS;
 - (i) Appointing an NCS Disaster Area Liaison Officer to provide on site assistance to the FECC in coordinating national level telecommunications support in the disaster area; and
 - (j) Activating Individual Mobilization Augmentees (IMA) to support disaster responses at the DFO, regional and national levels.
- (3) The Manager, NCC, is responsible for:
- (a) Monitoring the status of crucial situations which have the potential of developing into emergencies, major disasters, or extraordinary situations to determine that adequate NS/EP telecommunication services are being provided to support recovery operations;
 - (b) Assessing the impact upon existing Federal government NS/EP telecommunication services;
 - (c) Coordinating the restoration and/or rerouting of existing Federal government NS/EP telecommunication services and the provisioning of new NS/EP telecommunication services;

- (d) Coordinating with telecommunication service providers, and prioritizing requirements as necessary, when providers are unable to satisfy all telecommunication service requirements, when there are conflicts between multiple FECCs, or when the allocation of available resources cannot be fully accomplished at the field level;
- (e) Coordinating with Federal Departments and Agencies those special telecommunications industry requests for assistance that support NS/EP activities to include support under the ESP initiative, emergency fuel resupply, and safe access for telecommunications work crews into disaster areas;
- (f) Coordinating with appropriate government and industry representatives in support of FECC requests to meet user requirements for cellular phone assets; and
- (g) Providing situation status to the JTRB as required.

j. Other Federal Agencies

- (1) NCS member organizations shall be prepared to assist the Manager, NCS, in the deployment/use of agency-owned/leased or otherwise unique telecommunications assets to support the recovery effort.
- (2) All other Federal agencies shall:
 - (a) Use organizational resources to meet their mission requirements before requesting the FECC to obtain emergency telecommunications support;

- (b) Notify the FECC promptly of all telecommunication requirements and available assets. This will eliminate the possibility of service duplications and ensure prompt provision of needed services and facilities to the proper user;
- (c) Coordinate with the FECC when telecommunications support (other than that provided or already coordinated through the FECC) has been requested by a representative of an organization at a disaster location;
- (d) Coordinate any requests for commercial or government telecommunication resources through the FECC if the FECC is activated, or with the FRCM if no FECC is activated;
- (e) Coordinate with the NCC as necessary for any required national level telecommunications support;
- (f) Notify the FECC promptly when their telecommunication resources are to be withdrawn or discontinued; and
- (g) Notify the FECC when telecommunication resources provided by the FECC are no longer required.

VI. RESOURCE REQUIREMENTS

A. Assets Critical for the Initial 12 Hours

The assets below may be of critical importance in providing telecommunications to responders in the affected area during the initial phases of a response. Actions will be taken by ESF #2 personnel at all levels to determine requirements for the equipment listed below:

1. Mobile or transportable telecommunications equipment;
2. Cellular phones;
3. Cell sites on wheels (COWS);
4. Multichannel radio systems;
5. Base station and hand held portables;
6. Mobile or transportable microwave systems;
7. Mobile or transportable switchboards and station equipment;
8. Aircraft suitable as platforms for airborne radio repeaters;
9. Trained installation and operations personnel available for deployment to the field; and
10. Naval ship(s) as appropriate to act as relay platforms.

B. High Frequency (HF) Radio Support for Field Activities

1. The Shared Resources (SHARES) HF Radio Program provides a single, interagency, backup message handling capability by bringing together the HF radio resources of Federal and federally affiliated organizations to support NS/EP requirements. More than 1000 HF stations participate in the program and may be available to support emergency message traffic during a disaster response.

2. FEMA's National Emergency Communications Network (NECN) is an HF network supporting command and control functions of the FRP. This net is used by Federal, State and other emergency responders to provide backup communications links into the DFO(s).

3. Amateur Radio networks/systems may provide daily and emergency public service communications during emergencies and major disasters. The American Radio Relay

League (ARRL) sponsors the combined facilities of the Amateur Radio Emergency Services (ARES) and the National Traffic System (NTS), and recognizes the Radio Amateur Civil Emergency Services (RACES) and the Military Affiliate Radio System (MARS).

VII. REFERENCES

- A. Executive Order 12472, April 3, 1984.
- B. National Plan for Telecommunications Support in Non-Wartime Emergencies, January 1992.
- C. Office of Science and Technology Policy Memorandum, National Security and Emergency Preparedness Telecommunications, June 11, 1993.
- D. U.S. Army Regulation 500-60, September 1, 1981.
- E. Headquarters, U.S. Army Forces Command, Military Assistance to Civil Authority Plan, Annex G (Communications), April 28, 1978, with changes.
- F. Agency Asset Usage Plans for individual NCS member organizations, various dates.
- G. Telecommunications industry entity plans for responding to crisis and emergency situations, various dates.
- H. TSP System for NS/EP, 9 July 1990.

VIII. TERMS AND DEFINITIONS

A. *Communications Carrier Representative*

That individual representative of a commercial carrier who has been designated to function in a liaison capacity with the ECS.

B. *Emergency Communications Staff*

Those regional telecommunications specialists of NCS member organizations plus representatives of the telecommunications industry, when required, who assist the FECC in carrying out assigned functions. The ECS meets the criteria of the National System for Emergency Coordination as a regional telecommunications functional group.

C. *Extraordinary Situation*

Any situation which, in the judgement of the FEMA Director, has unique national significance and requires coordination of the Federal presence. The term includes a radiological incident or disaster, catastrophic hazardous material situation, catastrophic manmade emergency, a major civil disturbance having national significance, and response to an incident associated with a special event such as a political, sports, or entertainment extravaganza.

D. *Federal Emergency Communications Coordinator*

That person, assigned by the GSA, who functions as the principal Federal manager for emergency telecommunication requirements in major disasters, emergencies, and extraordinary situations, when requested by the FCO or SCO.

E. *FEMA Regional Communications Manager*

That person assigned by the FEMA to manage FEMA's telecommunication assets in the disaster area.

F. *GSA Communications Representative*

That individual assigned by GSA to function as the GSA representative on the ECS, thereby allowing the FECC to function entirely in support of the FCO.

G. *Individual Mobilization Augmentee*

A U.S. Army Signal Corps Reserve Officer who can be activated by the OMNCS to support emergency response operations at local, regional, or national levels. This individual has been trained by the OMNCS in emergency response operations.

H. Joint Telecommunications Resource Board

The JTRB assists the Director, OSTP, in the exercise of assigned non-wartime emergency telecommunications functions.

I. Military Communications Representative

That individual designated by the appropriate military area command to serve on the ECS and provide a liaison to the Defense Coordinating Officer (DCO). He/she shall advise on the military capability for providing communications support in an operational area, and the operations of such support when provided.

J. National Communications System

The NCS consists of an administrative structure (i.e., Executive Agent, Manager, Committee of Principals) and the telecommunications assets for those Federal departments, agencies, or organizations designated by the President which lease or own telecommunication facilities or services of significance to national security or emergency preparedness and, to the extent permitted by law, other Executive entities which bear policy, regulatory, or enforcement responsibilities of importance to national security emergency preparedness telecommunications capabilities. The mission of the NCS is contained in Executive Order 12472, April 3, 1984, and is to assist the President, the National Security Council, the Director of OSTP, and the Director of the Office of Management and Budget in:

1. The exercise of their wartime and non-wartime emergency telecommunication functions, and
2. The coordination of the planning for and provision of national security emergency preparedness communications for the Federal government under all circumstances, including crisis or emergency, attack, recovery, and reconstitution.

K. National Communications System Regional Manager

A GSA Regional Emergency Communications Planner identified by GSA to provide Federal regional planning for emergencies covered by this annex and who may be

appointed by the GSA Administrator to serve as a Federal Emergency Communications Coordinator when requested by an SFO or FCO.

L. National Coordinating Center for Telecommunications

The NCC is a joint telecommunications industry-Federal Government operation established to assist in the initiation, coordination, restoration, and reconstitution of national security and emergency preparedness telecommunications services or facilities.

M. NCS/DISA Network Operations Center

The NCS/DISA NOC is a 24-hour operations center that provides point of contact for the NCS/NCC during non-duty hours.

N. NCS Disaster Area Liaison Officer

That person dispatched to the disaster area by the Manager, NCS, to assist the FECC in coordinating national level telecommunications support in the disaster area.



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
August 31, 1995	FEMA 229, Chg 8	Appendix C Revision

1. **Purpose.** This notice transmits a change to the Federal Response Plan (FEMA 229), dated April 1992.
2. **Background.** The change updates Appendix C, Compendium of Emergency Authorities and Directives for Federal departments and agencies to refer to before, during, and after a disaster.
3. **Supersession.** This change supersedes Appendix C of the Federal Response Plan.
4. **Action Required.**

Holders of the Federal Response Plan (FEMA 229) should make the following page changes:

Remove: old pages C-1 through C-9 **Insert:** new pages C-1 through C-12

5. **Distribution.** All Federal departments and agencies with Federal Response Plan responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

Richard W. Krimm
Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency

APPENDIX C

COMPENDIUM OF EMERGENCY AUTHORITIES AND DIRECTIVES

STATUTES

***SECTION 5(h), FOOD STAMP ACT OF 1977, PUBLIC LAW 93-113, AS AMENDED
(7 U.S.C. 2014(h)) ---***

Authorizes the Department of Agriculture to make food stamps available to low income households in any disaster situation in which normal channels of retail food distribution have been restored and the existing Food Stamp Program cannot handle applications from affected households. Food stamp assistance must be requested by a State.

***URBAN PROPERTY PROTECTION AND REINSURANCE ACT OF 1968, PUBLIC LAW
90-448, AS AMENDED (12 U.S.C. 1749bbb et seq.) ---***

This act provides crime insurance at affordable rates in urban areas to small businesses and individuals.

***SECTION 7(b), SMALL BUSINESS ACT, PUBLIC LAW 85-536, AS AMENDED
(15 U.S.C. 636(b)) ---***

When physical disasters are declared by the President or the Administrator of SBA this Act authorizes SBA to make long term, low interest loans to victims to repair or replace uninsured disaster damaged property. SBA's disaster loans are the primary form of Federal recovery assistance for nonfarm, private sector disaster losses. The disaster loan program is the only form of SBA assistance not limited to small businesses. Disaster loans are direct loans available to homeowners, renters, businesses of all sizes and nonprofit organizations. The interest rate on most loans cannot exceed 4 percent and the term can be as long as 30 years. The maximum amount to individuals is \$200,000 for real estate, and \$40,000 for personal property. Loans can be increased by 20 percent for mitigation purposes and some existing liens can be refinanced. For businesses, the maximum loan is \$1,500,000 which can be waived for major sources of employment.

SECTION 7, COOPERATIVE FORESTRY ASSISTANCE ACT OF 1978, PUBLIC LAW 95-313, AS AMENDED (16 U.S.C. 2106) ---

This Act authorizes the Secretary of Agriculture to assist in the prevention and control of rural fires through coordination among Federal, State, and local agencies; and to provide prompt and adequate assistance whenever a rural fire emergency overwhelms, or threatens to overwhelm, the firefighting capability of the affected State or rural area.

SECTION 125, TITLE 23, UNITED STATES CODE, "HIGHWAYS," PUBLIC LAW 85-767, AS AMENDED (23 U.S.C. 125) ---

This provision authorizes the Secretary of Transportation to provide funding assistance for the repair of Federal-aid highways or roads on Federal lands that have been seriously damaged by natural disasters or catastrophic failures from an external cause. Congress had created a special emergency relief fund within the Federal-aid highway account for these repairs. Federal funding assistance is intended to supplement the commitment of resources by State, counties and cities or other Federal agencies to help pay for usually heavy expenses resulting from extraordinary conditions."

FLOOD AND COASTAL STORMS EMERGENCIES ACT, PUBLIC LAW 84-99, AS AMENDED (33 U.S.C. 701n) ---

Authorizes an emergency fund to be used "...in preparation for emergency response to any natural disaster, in flood fighting and secure operations, or in the repair or restoration of any flood control work threatened or destroyed by flood..." and for emergency drinking water and for emergency dredging for restoration of authorized projects for Federal navigable channels and waterways made necessary by flood, drought, earthquake, or other natural disasters."

ACT OF JANUARY 5, 1905, AS AMENDED (36 U.S.C. 1 et seq.) ---

The American National Red Cross Congressional Charter assigning the authority and responsibility for the American Red Cross to undertake activities for the relief of individuals suffering from a disaster.

**SECTION 216, PUBLIC HEALTH SERVICE ACT, PUBLIC LAW 78-410, AS AMENDED
(42 U.S.C. 217) ---**

This provision authorizes the President, in time of war or upon Presidential proclamation of an emergency, to utilize the Public Health Service to the extent and in the manner that in his judgement will promote the public interest.

**SECTION 311, CLEAN WATER ACT, AS AMENDED BY SECTION 4201 OF THE OIL
POLLUTION ACT OF 1990, PUBLIC LAW 101-380, (33 U.S.C. 2701 note) ---**

This statute provides authority for Federal planning, preparedness and response activities for addressing oil, and to a lesser extent, hazardous substance releases or discharges.

**SECTION 311, PUBLIC HEALTH SERVICE ACT, PUBLIC LAW 78-410, AS AMENDED
(42 U.S.C. 243) ---**

This provision authorizes the Secretary of Health and Human Services to develop (and may take such action as may be necessary to implement) a plan under which personnel, equipment, medical services, and other resources of the Public Health Service and other agencies under the jurisdiction of the Secretary may be effectively used to control epidemics of any disease or condition and to meet other health emergencies or problems involving or resulting from disasters or any such disease.

**SECTION 319, PUBLIC HEALTH SERVICE ACT, PUBLIC LAW 78-410, AS AMENDED
(42 U.S.C. 247d) ---**

This provision authorizes the Secretary of Health and Human Services to take appropriate action to respond to a "public health emergency" resulting from disease, disorder, or other cause. The Secretary must consult with the Director of the National Institute of Health, Administrator of the Alcohol, Drug Abuse, and Mental Health Administration, Commissioner of the Food and Drug Administration, or the Director of the Center, for Disease Control before determining that an emergency exists, and he must act through that official in responding to the emergency.

SECTION 310, OLDER AMERICANS ACT OF 1965, PUBLIC LAW 89-73, AS AMENDED (42 U.S.C. 3030) —

This provision authorizes the Commissioner of the Administration on Aging to reimburse States for social services provided to older Americans following a Presidentially-declared disaster.

NATIONAL FLOOD INSURANCE ACT OF 1968, PUBLIC LAW 90-48, AS AMENDED, AND THE FLOOD DISASTER PROTECTION ACT OF 1973, PUBLIC LAW 93-234, AS AMENDED (42 U.S.C. 4001 et seq.) ---

Provides subsidized insurance for existing structure and insurance at actuarial rates for new structures in return for communities adopting flood plain management measures to prohibit unwise future development that might require Federal disaster relief.

ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT, PUBLIC LAW 93-288, AS AMENDED (42 U.S.C. 5121 et seq.) ---

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288 as amended, provides an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage which result from disasters. The President, in response to a State Governor's request, may declare an "emergency" or "major disaster," in order to provide Federal assistance under the Act. The President, in Executive Order 12148, delegated all functions, except those in Section 301, 401, and 409, to the Director, Federal Emergency Management Agency (FEMA). The Act provides for the appointment of a Federal Coordinating Officer who will operate in the designated area with a State Coordinating Officer for the purpose of coordinating state and local disaster assistance efforts with those of the Federal Government.

SECTION 5, EARTHQUAKE HAZARDS REDUCTION ACT OF 1977, PUBLIC LAW 95-124, AS AMENDED (42 U.S.C. 7704) ---

The Earthquake Hazards Reduction Act of 1977, as amended, provides for the establishment of the National Earthquake Hazards Reduction Program (NEHRP) to reduce the risk to life and property from future earthquakes in the United States. FEMA is designated as the agency with primary responsibilities to plan and coordinate the NEHRP, which has five major elements: Hazard Delineation and Assessment;

Earthquake Prediction Research; Seismic Design and Engineering Research; Preparedness Planning and Hazard Awareness; and, Fundamental Seismological Studies. Planning for the Federal response to a catastrophic earthquake is a major aspect of Preparedness Planning and Hazard Awareness under the NEHRP.

SECTION 104(i), COMPREHENSIVE ENVIRONMENTAL RESPONSE, COMPENSATION, AND LIABILITY ACT OF 1980 (CERCLA), PUBLIC LAW 96-510, AS AMENDED (42 U.S.C. 9604(i)) ---

More popularly known as "Superfund", CERCLA provides authority for Federal and State governments to respond directly to hazardous substances incidents.

SECTIONS 301-322, STEWART B. MCKINNEY HOMELESS ASSISTANCE ACT, PUBLIC LAW 100-71, AS AMENDED (42 U.S.C. 11331 et seq) ---

Establishes the Federal Emergency Management Food and Shelter Program.

SECTION 309(f), COMMUNICATIONS ACT OF 1934, AS AMENDED (47 U.S.C. 309(f)) ---

This Act gives the Federal Communications Commission emergency authority to grant Special Temporary Authority on an expedited basis to operate radio frequency devices.

SECTION 10724 (EMERGENCY RATES) AND SUBCHAPTER II (CAR SERVICE), INTERSTATE COMMERCE ACT, PUBLIC LAW 95-473, AS AMENDED (49 U.S.C. 10724, 11121-11128) ---

These authorities allow the Interstate Commerce Commission (ICC) to authorize a common carrier to give reduced rates for service and transportation in an emergency. Further, these authorities permit the ICC to suspend any car service rule or practice, take action during emergencies to promote car service in the interest of the public and commerce; to require joint or common use of facilities when that action will best meet the emergency; to direct preferences or priorities in transportation, embargoes, or movement of traffic under permits; and to reroute traffic.

FEDERAL RESPONSE PLAN

SECTIONS 101-103, 303, NATIONAL SECURITY ACT OF 1947, AS AMENDED (50 U.S.C. 402-405) ---

This Act establishes the Department of Defense, Central Intelligence Agency, National Security Council, and authorizes the President to conduct certain other operations and activities to promote National Security.

SECTION 101, DEFENSE PRODUCTION ACT OF 1950, PUBLIC LAW 81-774, AS AMENDED (50 U.S.C. 2061) ---

This provision authorizes the President to establish performance priorities and to allocate materials and facilities to promote the national defense.

SECTION 301, MULTHAZARD RESEARCH, PLANNING, AND MITIGATION," PUBLIC LAW 96-412, AS AMENDED (50 U.S.C. APP. 2251 NOTE) ---

Authorizes FEMA Director to conduct programs of multihazard research, planning, and mitigation of natural and manmade hazards, particularly with respect to research and training.

EXECUTIVE ORDERS

EXECUTIVE ORDER 11988 OF MAY 24, 1977, "FLOODPLAIN MANAGEMENT," 3 CFR, 1971 COMP., P. 117, AS AMENDED, 42 U.S.C. 4321 note. ---

This Order was designed to establish Federal agencies give floodplains special consideration in the Agencies operations and activities. Under the order, FEMA and the Corps of Engineers are required to provide leadership and take actions to:

- avoid development in the base floodplain unless it is the only practicable alternative;
- reduce the hazard and risk associated with floods;
- minimize impact of floods on human safety, health and welfare; and
- restore and preserve the natural and beneficial values of the base floodplain.

note: See National Flood Insurance Act of 1968***

EXECUTIVE ORDER 12148 OF JULY 20, 1979, "FEDERAL EMERGENCY MANAGEMENT," 3 CFR, 1979 COMP., P. 412 ---

Executive Order 12148 transferred functions and responsibilities associated with Federal emergency management to the Director, FEMA. Assigns the Director, FEMA, the responsibility to establish Federal policies for and to coordinate all civil defense and civil emergency planning, management, mitigation, and assistance functions of Executive Agencies. This E.O. also implements Reorganization Plan No. 3 of 1978.

"For purposes of this Order, 'civil emergency' means any accidental, natural, man-caused, or wartime emergency or threat thereof, which causes or may cause substantial injury or harm to the population or substantial damage to or loss of property."

EXECUTIVE ORDER 12472 OF APRIL 3, 1984, "ASSIGNMENT OF NATIONAL SECURITY AND EMERGENCY PREPAREDNESS TELECOMMUNICATIONS FUNCTIONS," 3 CFR, 1984 COMP., P. 193 ---

Executive Order 12472 establishes the National Communications System (NCS). The NCS consists of the telecommunications assets of the entities represented on the NCS Committee of Principals and an administrative structure consisting of the Executive Agent, the NCS Committee of Principals, and the Manager. The NCS Committee of Principals consists of representatives from those Federal departments, agencies, or entities, designated by the President, which lease or own telecommunications facilities or services of significance to national security or emergency preparedness.

EXECUTIVE ORDER 12656 OF NOVEMBER 18, 1988, "ASSIGNMENT OF EMERGENCY PREPAREDNESS RESPONSIBILITIES," 3 CFR, 1988 COMP., P. 585 ---

Assigns emergency preparedness responsibilities to Federal departments and agencies.

EXECUTIVE ORDER 12657 OF NOVEMBER 18, 1988, "FEDERAL EMERGENCY MANAGEMENT AGENCY ASSISTANCE IN EMERGENCY PREPAREDNESS PLANNING AT COMMERCIAL NUCLEAR POWER PLANTS," 3 CFR, 1988 COMP., P. 611 ---

Assigns FEMA and other Federal agencies certain emergency planning responsibilities related to commercial nuclear power plants.

EXECUTIVE ORDER 12777 OF OCTOBER 18, 1991, "IMPLEMENTATION OF SECTION 311 OF THE FEDERAL WATER POLLUTION ACT OF OCTOBER 18, 1972, AS AMENDED, AND THE OIL POLLUTION ACT OF 1990," 3 CFR, 1991 COMP., P. 351--

This document was published to redelegate authority granted to the President under the Oil Pollution Act of 1990. The Oil Pollution Act in particular, assigns to Interior (redelegated to the Minerals Management Service) and other Federal agencies (US Coast Guard and the Environmental Protection Agency) emergency planning responsibilities for oil spills and hazardous substances.

EXECUTIVE ORDER 12919 OF JUNE 3, 1994, "NATIONAL DEFENSE INDUSTRIAL RESOURCES PREPAREDNESS," 59 FR 29525 ---

This document delegates authorities and addresses national defense industrial resource policies and programs under the Defense Production Act of 1950, as amended.

REGULATIONS

7 CFR, PART 251, "THE EMERGENCY FOOD ASSISTANCE PROGRAM" ---

These regulations, which implement sections 409 and 410(b) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, allow any person/household temporarily displaced by a disaster to obtain USDA foods in congregate feeding provided by volunteer organizations such as the American Red Cross and the Salvation Army; no formal approval is required from USDA. Additionally, low income families can receive household distributions of food in situations where a Food Stamp Program is not available (e.g., commercial channels of trade are disrupted); formal USDA approval is required.

The Stafford Act provides: "The Secretary of Agriculture shall utilize funds appropriated under Section 32 of the Act of August 1935 (7 U.S.C. 612 c) to purchase food commodities necessary to provide adequate supplies for use in any area of the United States in the event of a major disaster or emergency in such area."

7 CFR, PART 280, "EMERGENCY FOOD ASSISTANCE FOR VICTIMS OF DISASTER"

This provides for issuance of food stamps to victims of disaster when their households have lost food in the disaster or are otherwise in temporary need and commercial channels of distribution have been disrupted and later restored.

28 CFR, PART 65, "EMERGENCY FEDERAL LAW ENFORCEMENT ASSISTANCE"

These Department of Justice regulations implement the Emergency Federal Law Enforcement Assistance functions vested in the Attorney General by the Justice Assistance Act of 1984 (Public Law 98-473). Those functions were established to assist State and/or local units of government in responding to a law enforcement emergency. The Act defines the term "law enforcement emergency" as an uncommon situation which requires law enforcement, which is or threatens to become of serious or epidemic proportions, and with respect to which State and local resources are inadequate to protect the lives and property of citizens, or to enforce the criminal law. Emergencies which are not of an ongoing or chronic nature, such as the Mount Saint Helens volcanic eruption, are eligible for Federal law enforcement assistance. Such assistance is defined as funds, equipment, training, intelligence information, and personnel. Requests for assistance must be submitted in writing to the Attorney General by the chief executive officer of a State. The Plan does not cover the provision of law enforcement assistance. Such assistance will be provided in accordance with the regulations referred to in this paragraph [28 CFR Part 65, implementing the Justice Assistance Act of 1984] or pursuant to any other applicable authority of the Department of Justice.

40 CFR, PART 300, "NATIONAL OIL AND HAZARDOUS SUBSTANCES POLLUTION CONTINGENCY PLAN" (NCP) ---

The purpose of the NCP is to effectuate the powers and responsibilities for responding to nonradiological oil and hazardous substances discharges, releases, or substantial threats of releases as specified in the Comprehensive Environmental Response, Compensation and Liability Act, as amended, (CERCLA) and the authorities established by Section 311 of the Clean Water Act, as amended. The plan is required by section 105 of CERCLA, 42 U.S.C. 9605, and by section 311(c)(2) of the Clean Water Act, as amended, 33 U.S.C. 1321(c)(2).

OTHER AUTHORITIES

DEPARTMENT OF DEFENSE DIRECTIVE 3025.1, "MILITARY SUPPORT TO CIVIL AUTHORITIES (MSCA)," 1992 ---

This directive outlines Department of Defense (DOD) policy on assistance to the civilian sector during disasters and other emergencies. Use of DOD military resources in civil emergency relief operations will be limited to those resources not immediately required for the execution of the primary defense mission. Normally, DOD military resources will be committed as a supplement to non-DOD resources which are required to cope with the humanitarian and property protection requirement caused by the emergency. In any emergency, commanders are authorized to employ DOD resources to save lives, prevent human suffering, or mitigate great property loss. Upon declaration of a major disaster under the provisions of P.L. 93-288, as amended, the Secretary of the Army is the DOD Executive Agent, and the Director of Military Support is the action agent for civil emergency relief operations. Military personnel will be under command of and directly responsible to their military superiors and will not be used to enforce or execute civil law in violation of 18 U.S.C. 1385 except as otherwise authorized by law. Military resources shall not be procured, stockpiled, or developed solely to provide assistance to civil authorities during emergencies.

FEDERAL COMMUNICATIONS COMMISSION REPORT AND ORDER OF AUGUST 4, 1981 ---

This order modified parts 2, 90, and 99 of the Commission Rules and Regulations to establish a disaster radio response capability for local government and State radio services.

FEDERAL RADIOLOGICAL EMERGENCY RESPONSE PLAN ---

This document is to be used by Federal agencies in peacetime radiological emergencies. It primarily concerns the off-site Federal response in support of State and local governments with jurisdiction for the emergency. The Federal Radiological Emergency Response Plan (FRERP) provides the Federal government's concept of operations based on specific authorities for responding to radiological emergencies, outlines Federal policies and planning assumptions that underlie this concept of operations, and specifies authorities and responsibilities of each Federal agency that may have a significant role in such emergencies.

NATIONAL PLAN FOR TELECOMMUNICATIONS SUPPORT IN NON-WARTIME EMERGENCIES, JANUARY 1992 ---

This plan provides guidance in planning for and providing telecommunications support for Federal agencies involved in emergencies, major disasters, and other exigencies, excluding war.

FEDERAL PREPAREDNESS CIRCULAR 8, "PUBLIC AFFAIRS IN EMERGENCIES" --

This Circular establishes the Interagency Committee on Public Affairs in Emergencies (ICPAE) to coordinate public information planning and operations for management of emergency information. The Circular was reviewed in draft by the ICPAE and will receive formal department and agency review.

AMERICAN RED CROSS DISASTER SERVICES PROGRAM, FOUNDATIONS OF THE DISASTER SERVICES PROGRAM, ARC 3003, OCTOBER 1994 ---

This document provides an overview of the American Red Cross Disaster Services Program including policy and mission statements.

AMERICAN RED CROSS DISASTER SERVICES REGULATIONS AND PROCEDURES, MASS CARE - PREPAREDNESS AND OPERATIONS, ARC 3031, APRIL 1987 ---

This document details the Red Cross mass care preparedness and operating regulations and procedures.

AMERICAN RED CROSS DISASTER SERVICES REGULATIONS AND PROCEDURES, DISASTER WELFARE INQUIRY, ARC 3035, SEPTEMBER 1990 ---

This document details the American Red Cross disaster welfare inquiry preparedness and operating regulations and procedures.

AMERICAN RED CROSS DISASTER SERVICES REGULATIONS AND PROCEDURES, DISASTER HEALTH SERVICES - PREPAREDNESS AND OPERATIONS, ARC 3050, APRIL 1988 ---

This document details the American Red Cross disaster health services preparedness and operating regulations and procedures.

***AMERICAN RED CROSS DISASTER SERVICES REGULATIONS AND PROCEDURES,
DISASTER MENTAL HEALTH SERVICES, ARC 3050M, NOVEMBER 1991 ---***

This document details the American Red Cross disaster mental health services preparedness and operating regulations and procedures.

***AMERICAN NATIONAL RED CROSS NATIONAL BOARD OF GOVERNORS DISASTER
SERVICES POLICY STATEMENTS, FEBRUARY, 1994 ---***

This document outlines the basic policies of the American Red Cross disaster services program, and the disaster relief services to be provided by units of the American Red Cross on a uniform and nationwide basis.

***STATEMENT OF UNDERSTANDING BETWEEN THE FEDERAL EMERGENCY
MANAGEMENT AGENCY AND THE AMERICAN NATIONAL RED CROSS,
JANUARY 22, 1982 ---***

The statement of understanding between FEMA and the American National Red Cross describes major responsibilities in disaster preparedness planning and operations in the event of a war-caused national emergency or a peacetime disaster, outlines areas of mutual support and cooperation, and provides a frame of reference for similar cooperative agreements between State and local governments and the operations headquarters and chapters of the ARC.

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Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
November 10, 1995	FEMA 229, Change 9	Basic Plan Revision

1. **Purpose.** This notice transmits a change to the Federal Response Plan (FRP), FEMA 229, dated April 1992.
2. **Background.** This change adds a new section (paragraph "O. - Military Support") under the *Policies* area of the Basic Plan. It briefly summarizes the organizational role of the military in a Federal response environment.
3. **Supersession.** This change augments, but does not supersede existing FRP guidance.
4. **Action Required.**

Holders of the FRP (FEMA 229) should make the following page changes:

Remove: old pages 11 and 12

Insert: new pages 11,12, 12A, and 12B

5. **Distribution.** All Federal departments and agencies with FRP responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

William C. Tidball
Associate Director
Response and Recovery Directorate

5. Procedures regarding congressional relations and liaison are described in the Congressional Relations Annex to the Plan.

N. After-Action Reports

Following Federal response to a disaster under the Plan, FEMA will coordinate an after-action report documenting the Federal response effort. Each Federal department and agency involved in the response will keep records of its activity to assist in preparing the after-action report.

O. Military Support

1. The Department of Defense (DoD) maintains a large pool of resources (personnel, equipment, and supplies), of which significant elements may be available to support the Federal response to a disaster or emergency. (Note: DoD will normally provide support only when other resource avenues are unavailable, and only if such support does not interfere with their primary mission or ability to respond to operational contingencies.) To assure a coordinated and consistent DoD response following execution of the Plan, requests for military resource support will be processed through the Defense Coordinating Officer (DCO), a military or civilian DoD official specifically designated to mediate DoD support activity. As the designated DoD on-scene member of the Emergency Response Team (ERT), the DCO is the single point of contact for coordinating and tasking the use of all DoD resources (excluding National Guard forces operating under State control) in support of Federal relief efforts.

2. The DCO coordinates requests for assistance (RFAs) and mission assignment (MA) taskings with the FCO or designated representative (normally the Chief of the Operations Section, through which RFAs are received and MAs channeled). Within this ERT structure, the specific responsibilities of the DCO (subject to modification based on the situation) include:

- a. Validating requirements for military support (i.e., determining if the military can and should support the request).
- b. Reassigning MAs to the appropriate military organization(s).
- c. Assigning military Emergency Preparedness Liaison Officers (EPLOs) to provide direct assistance to applicable activated ESF's. (Note: A pre-designated State EPLO will similarly assist the SCO.)

3. The DCO will coordinate actions and refer problems, through appropriate military channels, to the Director of Military Support (DOMS), which represents the DoD executive agent (Secretary of the Army) for provision of military assistance to the civil arena. DOMS exercises national-level oversight of the DCO function, and facilitates resolution of problematic or contentious military support issues at the national level.

4. The DCO will be supported on-scene by a dedicated Defense Coordinating Element (DCE), comprised of administrative, staff, and liaison (including EPLO) personnel. Normally, the DCE will collocate with the ERT Operations Section in the DFO.

5. Based on the magnitude of the disaster and anticipated level of resource involvement, DoD may establish a Joint Task Force (JTF) to consolidate and manage supporting operational military activities (a JTF is a temporary multiservice organization created to respond to a specific crisis). A JTF commander exercises operational control (OPCON) of all allocated DoD assets; provides personnel, equipment, and supplies to the disaster area; and provides disaster response support to the local government based on MAs received through the DCO. Although a JTF commander may supplant the DCO as the senior DoD representative, the DCO will continue to exercise the ERT staff function of MA coordination and validation, and will act as a liaison between the ERT staff and the JTF staff.

6. More detailed information and guidance on military support procedures are set forth in DoD 3025.1-M, *Manual for Civil Emergencies*, dated June 1994.

III. SITUATION

A. Disaster Condition

1. A disaster or emergency may overwhelm the capabilities of a State and its local governments in providing a timely and effective response to meet the needs of the situation. For example, the occurrence of a large or catastrophic earthquake in a high-risk, high-population area will cause casualties, property loss, disruption of normal life support systems, and will impact the regional economic, physical, and social infrastructures.

2. A disaster or emergency has the potential to cause substantial health and medical problems, with hundreds or thousands of deaths and injuries, depending on factors such as time of occurrence, severity of impact, existing weather conditions, area demographics, and the nature of building construction. Deaths and injuries will occur principally from the collapse of manmade structures and collateral events, such as fires and mudslides.

3. A disaster or emergency may cause significant damage particularly to the economic and physical infrastructure. An earthquake may trigger fires, floods, or other events that will multiply property losses and hinder the immediate emergency response effort. An earthquake or hurricane may significantly damage or destroy highway, airport, railway, marine, communications, water, waste disposal, electrical power, natural gas and petroleum transmission systems.

B. Planning Assumptions

1. The Plan assumes that a disaster or emergency, such as an earthquake, may occur with little or no warning at a time of day that produces maximum casualties. The Plan also deals with other types of disasters, such as a hurricane, which could result in a large number of casualties and cause widespread damage, or with the consequences of any event in which Federal response assistance under the authorities of the Stafford Act is required. In all cases, the Plan assumes that the response capability of an affected State will be quickly overwhelmed.

2. The large number of casualties and/or the heavy damage to buildings, structures and the basic infrastructure will necessitate direct Federal government assistance to support State and local authorities in conducting lifesaving and life-supporting efforts.

3. As the result of persons being injured and others being trapped in damaged or destroyed structures, the likelihood of a significant number of deaths within 72 hours will require the immediate response of Federal search and rescue personnel, and medical personnel, supplies and equipment to minimize preventable deaths and disabilities.

4. Federal departments and agencies may need to respond on short notice to provide effective and timely assistance to the State. Therefore, the Plan provides pre-assigned missions for Federal agencies to expedite the provision of response assistance to support State and local efforts to save lives, alleviate suffering and protect property.

5. The declaration process under the Plan will be carried out under P.L. 93-288, as amended, and as prescribed in 44 C.F.R., Part 205. Based on the severity and magnitude of the situation, the Governor will request the President to declare a major disaster or an emergency for the State, and the President will issue a declaration, as warranted. The President will also appoint an FCO to coordinate the overall activities under the declaration.

6. For certain situations, the President may declare an emergency with or without a Governor's request, as specified in Title V of P.L. 93-288, as amended. Under Title V, the President may direct the provision of emergency assistance, either at the request of a Governor (Section 501.(a)), or upon determination by the President that an "emergency exists for which the primary responsibility for response rests with the United States..." (Section 501.(b)).

7. The ARC is deemed to be a Federal agency for the purposes of the Plan. Though created by the United States Congress in 1905, the ARC is a private, charitable corporation whose primary functions include the alleviation of human suffering caused by disaster or other natural catastrophe.

IV. CONCEPT OF OPERATIONS

A. General

1. During the period immediately following a major disaster or emergency requiring Federal response, primary agencies, when directed by FEMA, will take actions to identify



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date	Number	Subject
September 16, 1996	FEMA 229, Chg 10	ESF #8

1. **Purpose.** This notice transmits a change to the Federal Response Plan (FRP), FEMA 229, dated April 1992.
2. **Background.** This change adds the Department of Energy (DOE) as a Support Agency to ESF # 8 Health and Medical Services. DOE support includes Radiation Emergency Assistance Center /Training Site (REAC/TS) assistance; Radiological Assistance Program (RAP) resources; and Atmospheric Release Advisory Capability (ARAC) predictions in support of health and medical activities associated with radiological accidents.
3. **Supersession.** None.
4. **Action Required.**

Holders of the FRP (FEMA 229) should make the following page changes:

Remove: old page ESF #8-1

Insert: new pages ESF #8-1 and ESF #8-22A

ReNUMBER: old paragraphs 3 through 12 as paragraphs 4 through 13
on pages ESF #8-23 to ESF #8-25

5. **Distribution.** All Federal departments and agencies with FRP responsibilities.
6. **Additional Copies.** Additional copies of this Notice of Change may be obtained from FEMA, Printing and Publications Division, Room 324, Washington, DC 20472.

William C. Tidball
Associate Director
Response and Recovery Directorate



EMERGENCY SUPPORT FUNCTION #8

HEALTH AND MEDICAL SERVICES ANNEX

PRIMARY AGENCY: Department of Health and Human Services
U.S. Public Health Service

SUPPORT AGENCIES: Department of Agriculture
Department of Defense
Department of Energy
Department of Justice
Department of Transportation
Department of Veterans Affairs
Agency for International Development
American Red Cross
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration
National Communications System
U.S. Postal Service

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide United States Government coordinated assistance to supplement State and local resources in response to public health and medical care needs following a significant natural disaster or man-made event. Assistance provided under ESF #8 - Health and Medical Services, is directed by the Department of Health and Human Services (HHS) through its Executive Agent, the Assistant Secretary for Health (ASH), who heads the United States Public Health Service (PHS). Resources will be furnished when State and local resources are overwhelmed and medical and/or public health assistance is requested from the Federal Government.

3. *Department of Energy*

a. Through its Radiation Emergency Assistance Center/Training Site (REAC/TS):

(1) Provide 24-hour direct or consultative assistance regarding medical and health physics problems associated with radiological accidents.

(2) Offer to health professionals intense training in medical management for radiological accidents.

(3) Provide counseling to victims of radiological accidents.

b. Through its Radiological Assistance Program (RAP):

(1) Provide regional resources (personnel, specialized equipment, and supplies) to evaluate, control, and mitigate radiological hazards to workers and the public.

(2) Assist in the decontamination of victims.

(3) Assist State and local authorities in the monitoring and surveillance of the accident area.

c. Through its Atmospheric Release Advisory Capability (ARAC), provide real-time transport, dispersion, and dose predictions of atmospheric releases of radioactive and hazardous materials that can be used by authorities in taking protective actions related to sheltering and evacuation of people.



Federal Emergency Management Agency
Federal Response Plan
Notice of Change

Date:	Number:	Subject:
February 7, 1997	FEMA 229, Chg 11	Terrorism

- 1. Purpose.** This notice of change adds a Terrorism Incident Annex to the Federal Response Plan (FRP), which will be used to implement Presidential Decision Directive 39 (PDD-39).
- 2. Background.** PDD-39 defines policies regarding the Federal response to threats or acts of terrorism involving nuclear, biological, and/or chemical material, and/or weapons of mass destruction (NBC/WMD). PDD-39 directs the undersigned departments and agencies to perform specific responsibilities that may affect the performance of their responsibilities under the FRP.
- 3. Supersession.** None.
- 4. Action Required.** Insert pages TI-1 through TI-22 after page CR-22.
- 5. Distribution.** All Federal departments and agencies with FRP responsibilities.
- 6. Additional Copies.** May be obtained by contacting FEMA Printing and Publications at (202) 646-3484.

Robert M. Walker
Assistant Secretary of the Army
(Installations, Logistics, and Environment)
Department of Defense

Philip R. Lee, M.D.
Assistant Secretary for Health
Department of Health and Human Services

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Executive Associate Director
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TERRORISM INCIDENT ANNEX

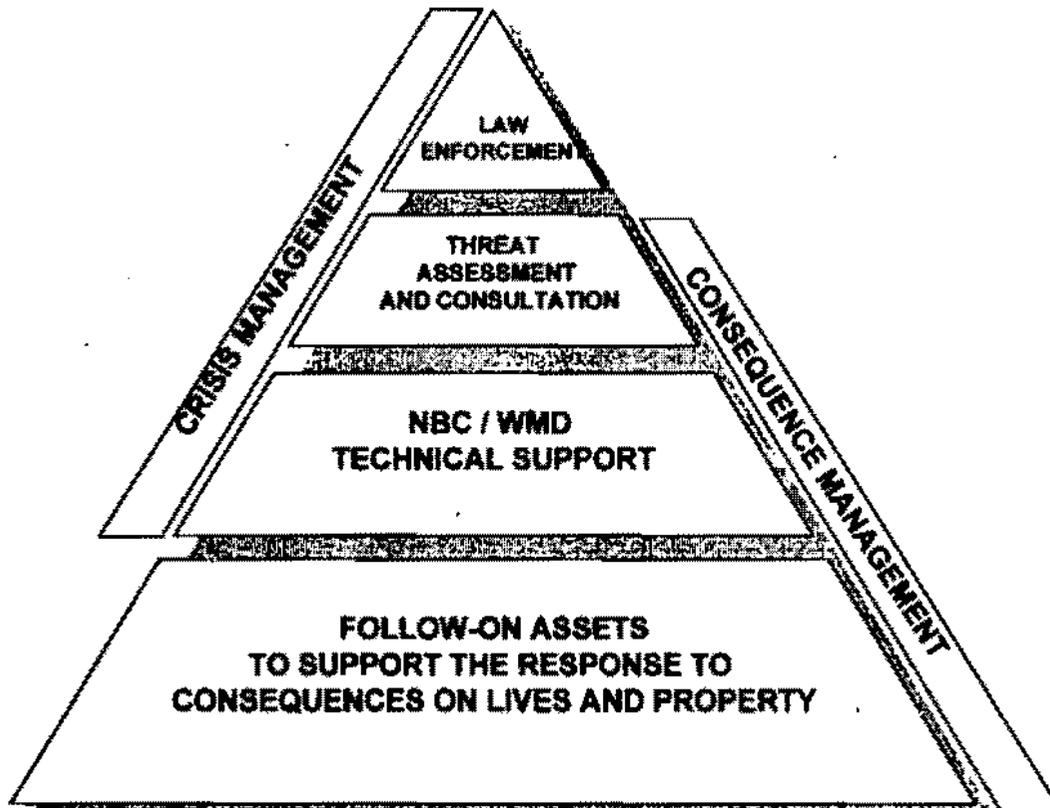


I. INTRODUCTION

In June 1995, the White House issued Presidential Decision Directive 39 (PDD-39), "*United States Policy on Counterterrorism*." PDD-39 directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons including weapons of mass destruction (WMD). PDD-39 discusses crisis management and consequence management.

Crisis management includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The laws of the United States assign primary authority to the Federal Government to prevent and respond to acts of terrorism; State and local governments provide assistance as required. Crisis management is predominantly a law enforcement response. Based on the situation, a Federal crisis management response may be supported by technical operations, and by Federal consequence management, which may operate concurrently (see **Figure 1**).

Consequence management includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses and individuals affected by the consequences of terrorism. The laws of the United States assign primary authority to the States to respond to the consequences of terrorism; the Federal Government provides assistance as required.



source: DHHS-PHS / FEMA

Figure 1 - Relationship between Crisis and Consequence Management

A. Purpose

The purpose of this Terrorism Incident Annex, hereafter referred to as the Annex, is to describe the Federal concept of operations to implement PDD-39, when necessary, to respond to terrorist incidents within the United States. The Annex:

1. Describes crisis management. Guidance is provided in other Federal plans.
2. Defines the policies and structures to coordinate crisis management with consequence management.
3. Defines consequence management, which uses Federal Response Plan (FRP) structures, supplemented as necessary by structures that are normally activated through other Federal plans.

B. Scope

1. The Annex applies to all threats or acts of terrorism within the United States that the White House determines require a Federal response.
2. The Annex applies to all Federal departments and agencies that may be directed to respond to a threat or act of terrorism within the United States.
3. The Annex builds upon FRP concepts and procedures by addressing *unique* policies, assumptions, structures, responsibilities, and actions that will be applied for consequence management as necessary.

II. POLICIES

A. Lead Agency Responsibilities. PDD-39 validates and reaffirms existing Federal Lead Agency responsibilities for counterterrorism, which are assigned to the Department of Justice, as delegated to the Federal Bureau of Investigation (FBI), for threats or acts of terrorism within the United States. It is FBI policy that crisis management will involve only those Federal agencies requested by the FBI to provide expert guidance and/or assistance, as described in the PDD-39 Domestic Guidelines (classified) and FBI Incident Contingency Plans (classified).

B. Consequence Management. PDD-39 states that the Federal Emergency Management Agency (FEMA) shall ensure that the FRP is adequate to respond to the consequences of terrorism. FEMA, with the support of all agencies in the FRP, shall act in support of the FBI in Washington, DC, and on the scene of the crisis, until such time as the Attorney General shall transfer the Lead Agency role to FEMA (see **Figure 2**). FEMA retains responsibility for consequence management throughout the Federal response, and acts in support of the FBI as appropriate, until the Attorney General, in consultation with the FBI Director and the FEMA Director, determines that such support is no longer required. It is FEMA policy to use FRP structures to coordinate all Federal assistance to State and local governments for consequence management.

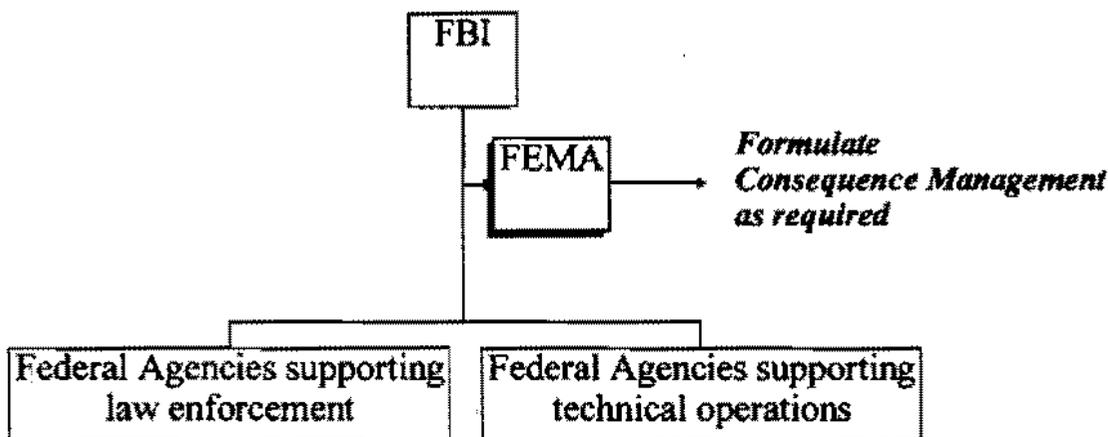


Figure 2 - Relationship Among Federal Agencies Under PDD-39

C. Costs. PDD-39 states that Federal agencies directed to participate in the resolution of terrorist incidents or conduct of counterterrorist operations shall bear the costs of their own participation, unless otherwise directed by the President.

III. SITUATION

A. Conditions

1. A general concern or actual threat of an act of terrorism occurring at or during a special event within the United States may cause the President to direct Federal agencies to implement precautionary measures which may include some of the consequence management actions described in this Annex. When directed, FEMA will coordinate with the FBI and the affected State to identify potential consequence management requirements and with Federal consequence management agencies to implement increased readiness operations.

2. A *significant threat* or act of terrorism may cause the FBI to respond and to implement a crisis management response as described in this Annex. FBI requests for assistance from other Federal agencies will be coordinated through the Attorney General and the President with coordination of NSC groups as warranted. During the course of a crisis management response, consequences may become imminent or occur that cause the President to direct FEMA to implement a consequence management response as described in this Annex.

3. The occurrence of an incident without warning that produces major consequences involving NBC/WMD may cause the President to direct FEMA to implement a consequence management response as described in this Annex.

B. Planning Assumptions

1. No single agency at the local, State, Federal or private level possesses the authority and the expertise to act unilaterally on many difficult issues that may arise in response to threats or acts of terrorism, particularly if NBC/WMD are involved.¹

2. An act of terrorism, particularly an act directed against a large population center within the United States involving NBC/WMD, may produce major consequences that would overwhelm the capabilities of many local and State governments almost immediately. Major consequences involving NBC/WMD may overwhelm existing Federal capabilities as well.

3. Local, State, and Federal responders may define working perimeters -- that may overlap to some degree. Perimeters may be used to control access to the area, target public information messages, assign operational sectors among responding organizations, and assess potential effects on the population and the environment. Control of these perimeters may be enforced by different authorities, which may impede the overall response if adequate coordination is not established.

4. If protective capabilities are not available, responders cannot be required to put their own lives at risk in order to enter a perimeter contaminated with NBC material. It is possible that the perimeter will be closed until the effects of the NBC material have degraded to levels that are safe for first responders.

5. This Annex may be implemented in situations involving major consequences in a single State or multiple States. The FBI will establish coordination relationships among FBI Field Offices and with Federal agencies supporting crisis management, including FEMA, based on the locations involved.²

6. This Annex may be implemented in situations that also involve consequences in neighboring nations.

IV. CONCEPT OF OPERATIONS

A. Crisis Management

(FBI, National Security Division, Domestic Terrorism / Counterterrorism Planning Section)

PDD-39 reaffirms the FBI's Federal lead responsibility for crisis management response to threats or acts of terrorism that take place within United States territory or in international waters and do not involve the flag vessel of a foreign country. The FBI provides a graduated flexible response to a range of incidents, including:

- A credible threat, which may be presented in verbal, written, intelligence-based or other form.
- An act of terrorism which exceeds the local FBI field division capability to resolve.
- The confirmed presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or property loss (e.g., a "*significant threat*").
- The detonation of an explosive device, utilization of a WMD, or other destructive event, with or without warning, that results in limited injury or death (e.g., "*limited consequences / State and local consequence management response*").
- The detonation of an explosive device, utilization of a WMD, or other destructive event, with or without warning, that results in substantial injury or death (e.g., "*major consequences / Federal consequence management response*").

In response to a credible threat involving NBC/WMD, the FBI initiates a threat assessment process that involves close coordination with Federal agencies with technical expertise, in order to determine the viability of the threat from a technical, as well as tactical and behavioral standpoint.

The FBI provides the initial notification to law enforcement authorities within the affected State of a threat or occurrence that the FBI confirms as an act of terrorism. If warranted, the FBI implements an FBI response and simultaneously advises the Attorney General, who notifies the President and NSC groups as warranted, that a Federal crisis management response is

required. If a Federal crisis management response is authorized, the FBI activates multi-agency crisis management structures at FBI Headquarters, the responsible FBI Field Office, and at the incident site (see Figure 3). (The FBI provides guidance on the crisis management response in the FBI Nuclear Incident Contingency Plan (classified) and the FBI Chemical/Biological Incident Contingency Plan (classified)).

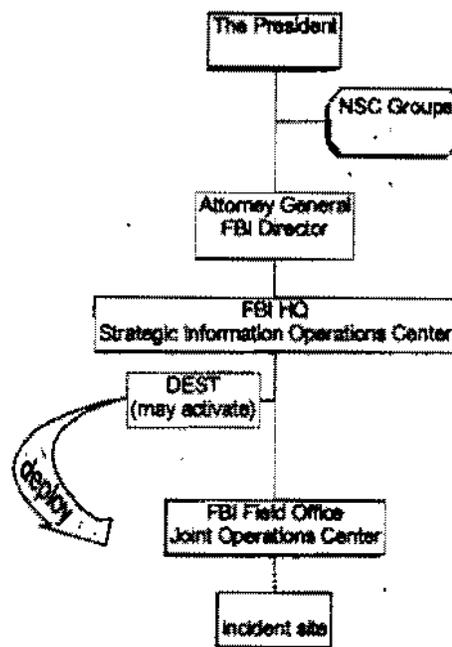


Figure 3 - Multi-Agency Crisis Management Structures

If the threat involves NBC/WMD, the FBI Director may recommend to the Attorney General, who notifies the President and NSC groups as warranted, to deploy a Domestic Emergency Support Team (DEST). The mission of the DEST is to provide expert advice and assistance to the FBI On-Scene Commander (OSC) related to the capabilities of the DEST agencies and to coordinate follow-on response assets. When deployed, the DEST merges into the existing Joint Operations Center (JOC) structure. (Authorization and coordination procedures and the interagency organizational structure for the DEST are outlined in the PDD-39 Domestic Guidelines (classified)).

During crisis management, the FBI coordinates closely with local law enforcement authorities to provide a successful law enforcement resolution to the incident. The FBI also coordinates with other Federal authorities, including FEMA. The FBI Field Office responsible for the incident site modifies its Command Post to function as a JOC. The JOC

FEDERAL RESPONSE PLAN

structure includes the following standard groups: Command, Operations, Support, and Consequence Management. Representation within the JOC includes some Federal, State, and local agencies with roles in consequence management. FEMA notifies Federal, State and local consequence management agencies selected by the FBI OSC to request that they deploy representatives to the JOC. Selected Federal, State and local consequence management agencies may be requested to serve in the JOC Command Group, the JOC Support Group/Media component, and the JOC Consequence Management Group (see Figure 4, shaded boxes).

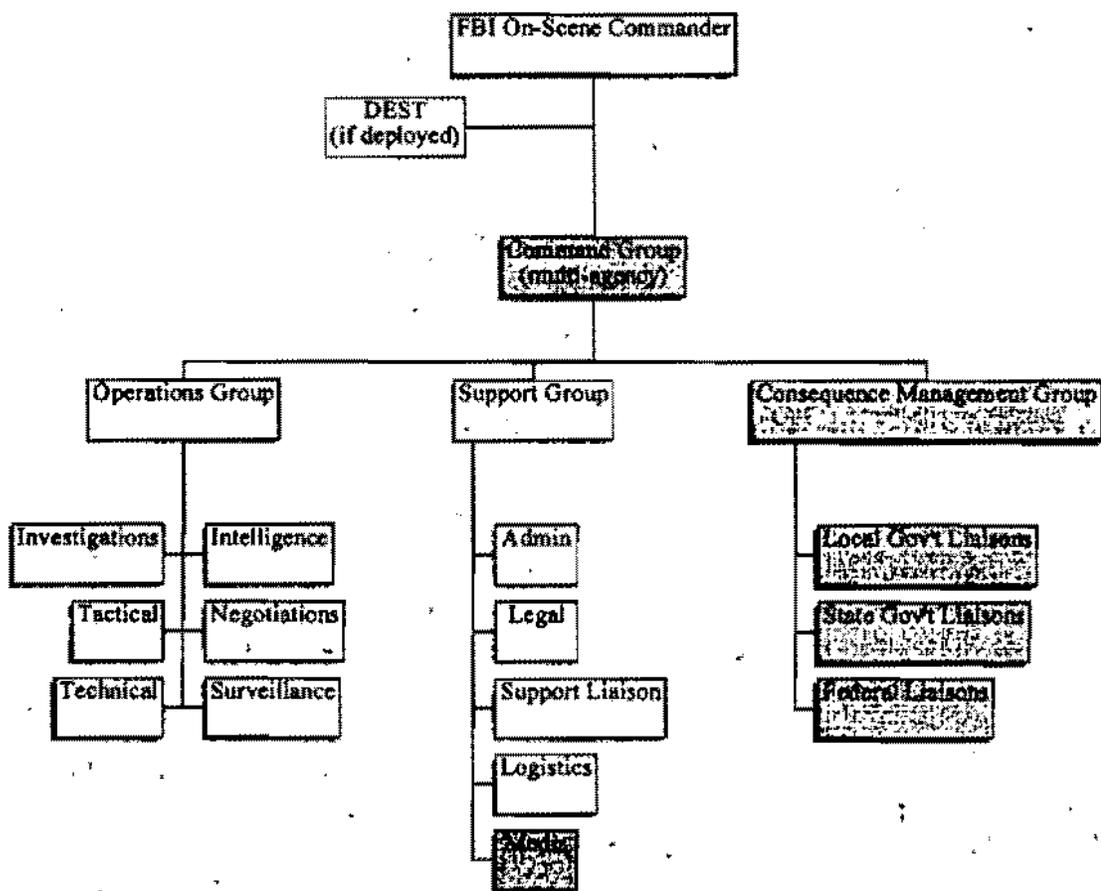


Figure 4 - FBI Joint Operations Center Structure

A FEMA representative coordinates the actions of the JOC Consequence Management Group, expedites activation of a Federal consequence management response should it become necessary, and works with an FBI representative who serves as the liaison between the Consequence Management Group and the FBI OSC. The JOC Consequence Management Group monitors the crisis management response in order to advise on decisions that may have

implications for consequence management, and to provide continuity should a Federal consequence management response become necessary.

B. Consequence Management

1. Pre-Incident

The FBI may notify Federal agencies, including FEMA, of a *significant threat* of an act of terrorism. Federal agencies requested by the FBI, including FEMA, will deploy a representative(s) to the FBI Headquarters Strategic Information Operations Center (SIOC). Based on the circumstances, FEMA Headquarters and the responsible FEMA Region(s) may implement a standard procedure to alert involved FEMA officials and Federal agencies supporting consequence management. FEMA and other Federal agencies requested by the FBI OSC will deploy representatives to the JOC(s) being established by the responsible FBI Field Office(s).³ Representatives may include a senior official to serve in the JOC Command Group, in order to assist the FBI OSC and to provide continuity in leadership should a Federal consequence management response be required.

Issues arising from the response that affect multiple agency authorities and areas of expertise will be discussed by the FBI OSC and the other members of the JOC Command Group, who are all working in consultation with other local, State and Federal representatives. While the FBI OSC retains authority to make Federal crisis management decisions at all times, operational decisions are made cooperatively to the greatest extent possible. The FBI OSC and the senior FEMA official will provide, or obtain from higher authority, an immediate resolution of conflicts in priorities for allocation of critical Federal resources (such as airlift or technical operations assets) between the crisis management and the consequence management response.

The JOC Command Group plays an important role in ensuring coordination of Federal crisis management and consequence management actions. Coordination will also be achieved through the exchange of operational reports on the incident. Because reports prepared by the FBI are "law enforcement sensitive," FEMA representatives with access to the reports will review them, according to standard procedure, in order to identify and forward information to Emergency Support Function (ESF) #5 that may affect operational priorities and action plans for consequence management.

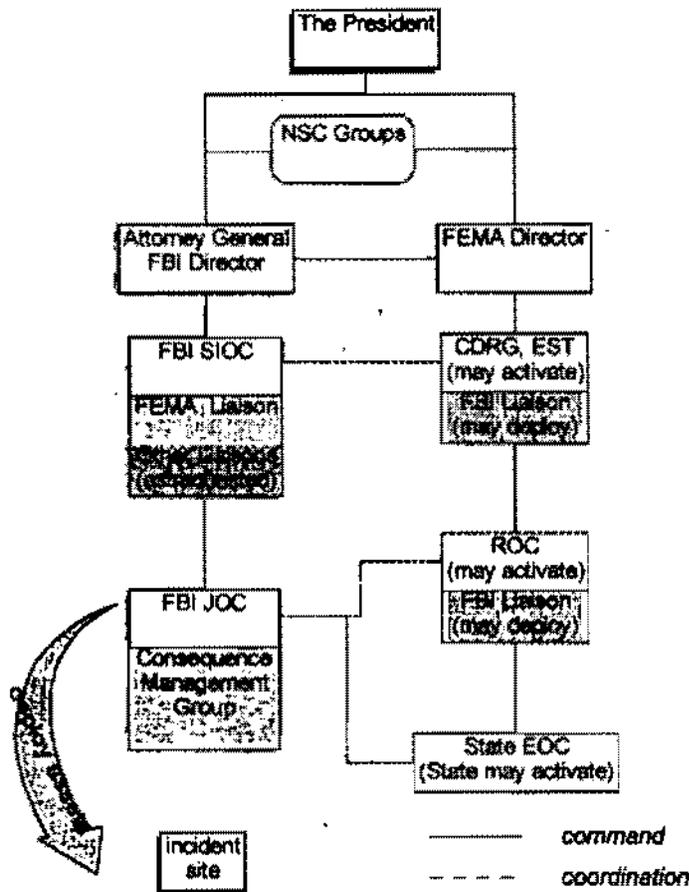


Figure 5 - Pre-Incident Consequence Management

As a situation progresses, consequences may become imminent. FEMA will consult immediately with the White House and the Governor's office in order to determine if FEMA is directed to use authorities of the Robert T. Stafford Disaster Relief and Emergency Assistance (Stafford) Act to mission-assign Federal consequence management agencies to pre-deploy assets, in order to lessen or avert the threat of a catastrophe. These actions will involve appropriate notification and coordination with the FBI, as the overall Federal Lead Agency for counterterrorism. FEMA Headquarters may activate an Emergency Support Team (EST), may convene an executive-level meeting of the Catastrophic Disaster Response Group (CDRG), and may place an Emergency Response Team - National (ERT-N) on alert.⁴ When FEMA activates the EST, FEMA will notify FBI Headquarters to request a liaison. The responsible FEMA Region(s) may activate a Regional Operations Center (ROC) and deploy a representative(s) to the affected State(s) (see Figure 5). When the responsible FEMA Region(s) activate a ROC, the Region(s) will notify the responsible FBI Field Office(s) to request a liaison.

2. *Trans-Incident*

(Situations involving a transition from a threat to an act of terrorism).

If consequences become imminent or occur that cause the President to direct FEMA to implement a Federal consequence management response, then FEMA will initiate procedures to activate additional FRP structures (the EST, the CDRG, the ROC, and a Disaster Field Office (DFO) if necessary). Federal, State and local consequence management agencies will begin to disengage from the JOC (see Figure 6). The senior FEMA official and liaisons will remain at the JOC until the FBI and FEMA agree that a liaison presence is no longer required. FEMA will establish Joint Information Centers (JICs) in the field and Washington, DC, to serve as the primary Federal information centers on the consequence management response for the media, members of Congress, and foreign governments. FEMA JICs will establish coordination with the FBI Media component in the field and the FBI Headquarters National Press Office, which serve as the primary Federal information centers on the crisis management response.

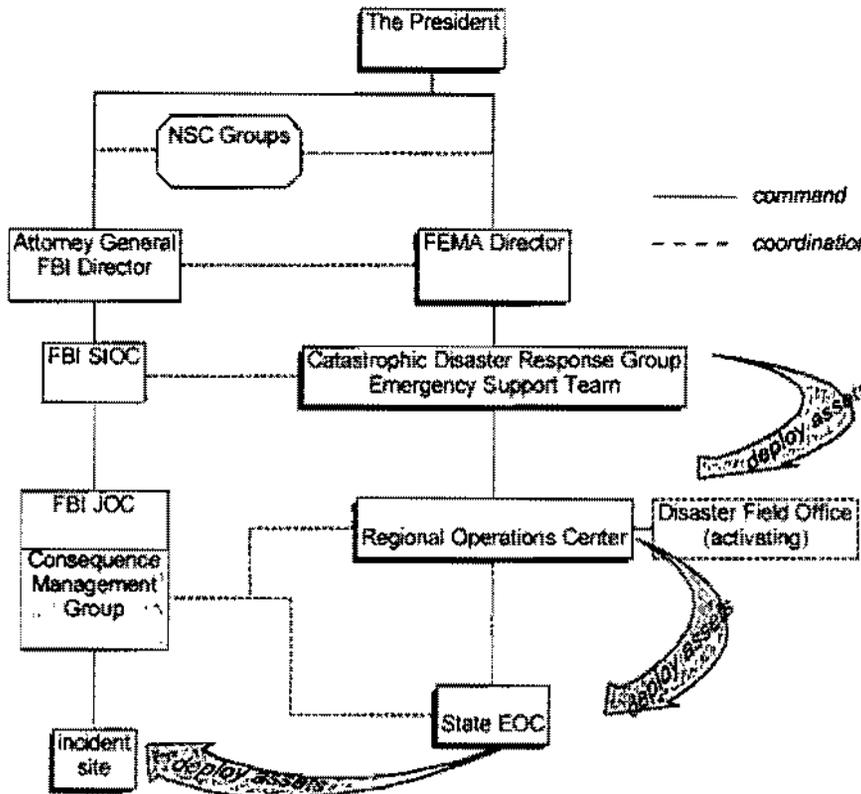


Figure 6 - Trans-Incident Consequence Management

3. *Post-Incident*

(Situations without warning).

If an incident occurs without warning that produces major consequences and appears to be caused by an act of terrorism, then FEMA and the FBI will initiate consequence management and crisis management actions concurrently. FEMA will consult immediately with the White House and the Governor's office to determine if a Federal consequence management response is required. If the President directs FEMA to implement a Federal consequence management response, then FEMA will implement portions of this Annex and other FRP annexes as required. FEMA will support the FBI as required and will lead a concurrent Federal consequence management response.

During the consequence management response, the FBI provides a liaison to either the ROC Director or the Federal Coordinating Officer (FCO) in the field, and a liaison to the EST Director at FEMA Headquarters (see **Figure 7**). Issues arising from the response that affect multiple agency authorities and areas of expertise will be discussed by the ROC Director or FCO, in consultation with the FBI liaison, the on-scene decisionmakers of the Federal agencies supporting the technical operation, and the ESF Leaders, who are all working in consultation with local, State and other Federal representatives. While the ROC Director or FCO retains authority to make Federal consequence management decisions at all times, operational decisions are made cooperatively to the greatest extent possible. Meetings will continue to be scheduled until the FBI and FEMA agree that coordination is no longer required. Operational reports will continue to be exchanged, as described in the pre-incident phase. The FBI liaisons will remain at the EST and the ROC or DFO until FEMA and the FBI agree that a liaison presence is no longer required.

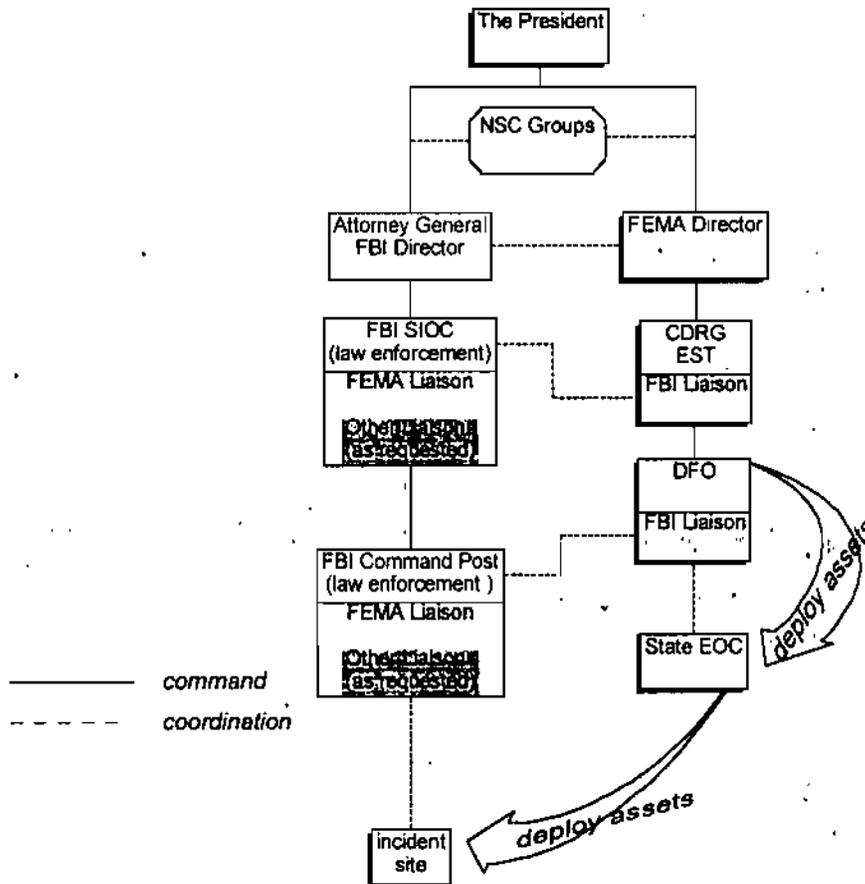


Figure 7 - Post-Incident Consequence Management

4. *Disengagement*

If an act of terrorism does not occur, then the consequence management response disengages when the FEMA Director, in consultation with the FBI Director, directs FEMA Headquarters and the responsible Region(s) to issue a cancellation notification by standard procedure to appropriate FEMA officials and FRP agencies. FRP agencies disengage according to standard procedure.

If an act of terrorism occurs that results in major consequences, then each FRP structure (the EST, the CDRG, the ROC, and the DFO if necessary) disengages at the appropriate time according to standard procedures. Following FRP disengagement, operations by individual Federal agencies or by multiple Federal agencies under other Federal plans may

FEDERAL RESPONSE PLAN

continue, in order to support the affected State and local governments with long-term hazard monitoring, environmental decontamination, and site restoration (clean-up).

V. RESPONSIBILITIES

A. FBI

PDD-39 clarifies and expands upon the responsibilities of the FBI as the Federal Lead Agency for crisis management. The FBI will:

- Appoint an FBI OSC to provide leadership and direction to the Federal crisis management response. The FBI OSC will convene meetings with decisionmakers representing FEMA, the Federal agencies involved in technical operations, and the State (as appropriate). These meetings will be held in order to formulate incident action plans, define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.
- Issue and track the status of crisis management actions assigned to Federal agencies. A common system should be used by the FBI and FEMA, in order to provide a capability to control, prioritize, and deconflict taskings to Federal agencies, several of which support crisis management and consequence management.
- Establish the primary Federal operations centers for crisis management in the field and Washington, DC:
- Establish the primary Federal centers for information on the crisis management response for the media, members of Congress, and foreign governments in the field and Washington, DC.
- Designate appropriate liaison and advisory personnel to support FEMA.
- Determine when a threat of an act of terrorism warrants consultation with the White House.
- Advise the White House, through the Attorney General, when the FBI requires assistance for a Federal crisis management response, in accordance with the PDD-39 Domestic Guidelines.

- Coordinate the Federal crisis management response with the lead State and local crisis management agencies.

B. FEMA

PDD-39 clarifies and expands upon the responsibilities of FEMA as the Federal Lead Agency for consequence management. FEMA will:

- Appoint a ROC Director or FCO to provide leadership and direction to the Federal consequence management response. The ROC Director or FCO will convene meetings with decisionmakers representing the FBI, the Federal agencies involved in technical operations, and the State (as appropriate). These meetings will be held in order to formulate incident action plans, define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.
- Issue and track the status of consequence management actions assigned to Federal agencies. A common system should be used by the FBI and FEMA, in order to provide a capability to control, prioritize, deconflict, and (*as appropriate*) audit and reimburse taskings to Federal agencies, several of which support crisis management and consequence management.
- Establish the primary Federal operations centers for consequence management in the field and Washington, DC.
- Establish the primary Federal centers for information on the consequence management response for the media, members of Congress, and foreign governments in the field and Washington, DC.
- Designate appropriate liaison and advisory personnel to support the FBI.
- Determine when consequences are imminent that warrant consultation with the White House and the Governor's office.
- Consult with the White House and the Governor's office to determine if a Federal consequence management response is required and if FEMA is directed to use Stafford Act authorities. This process will involve appropriate notification and coordination with the FBI.

- Coordinate the Federal consequence management response with the lead State and local consequence management agencies.

C. *Federal Agencies Supporting Technical Operations*

1. *Department of Defense*

As directed in PDD-39, the Department of Defense (DOD) will activate technical operations capabilities to support the Federal response to threats or acts of NBC/WMD terrorism. As required under the Constitution and laws of the United States, DOD will coordinate military operations within the United States with the appropriate civilian lead agency(ies) for the technical operations.

2. *Department of Energy*

As directed in PDD-39, the Department of Energy (DOE) will activate nuclear response capabilities to support the Federal response to threats or acts of nuclear/WMD terrorism. DOE may coordinate with individual agencies identified in the FRERP to use the structures, relationships, and capabilities described in the FRERP to support response operations. The FRERP does not require formal implementation. Under the FRERP:

- The Federal OSC under the FRERP will coordinate the FRERP response with the FEMA official (either the senior FEMA official at the JOC, the ROC Director or the FCO), who is responsible under PDD-39 for on-scene coordination of all Federal support to State and local governments (see Figure 8).
- The FRERP response may include onsite management, radiological monitoring and assessment, development of Federal protective action recommendations, and provision of information on the radiological response to the public, the White House and Members of Congress, and foreign governments. The Lead Federal Agency (LFA) of the FRERP will serve as the primary Federal source of information regarding onsite radiological conditions and offsite radiological effects.
- The LFA/FRERP will issue taskings that draw upon funding from the responding FRERP agencies.

3. Department of Health and Human Services

As directed in PDD-39, the Department of Health and Human Services (DHHS) will activate health and medical response capabilities to support the Federal response to threats or acts of NBC/WMD terrorism. DHHS may coordinate with individual agencies identified in the *DHHS Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism*, to use the structures, relationships, and capabilities described in the DHHS plan to support response operations. If the DHHS plan is formally implemented:

- The DHHS on-scene representative will coordinate, through the ESF #8 Leader, the DHHS plan response with the FEMA official (either the senior FEMA official at the JOC, the ROC Director or the FCO), who is responsible under PDD-39 for on-scene coordination of all Federal support to State and local governments (see **Figure 8**).
- The DHHS plan response may include threat assessment, consultation, agent identification, epidemiological investigation, hazard detection and reduction, decontamination, public health support, medical support, and pharmaceutical support operations.
- DHHS will issue taskings that draw upon funding from the responding DHHS plan agencies.

4. Environmental Protection Agency

As directed in PDD-39, the Environmental Protection Agency (EPA) will activate environmental response capabilities to support the Federal response to acts of NBC/WMD terrorism. EPA may coordinate with individual agencies identified in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) to use the structures, relationships, and capabilities of the National Response System as described in the NCP to support response operations. If the NCP is formally implemented:

- The On-Scene Coordinator under the NCP will coordinate, through the ESF #10 Leader, the NCP response with the FEMA official (either the senior FEMA official at the JOC, the ROC Director or the FCO), who is responsible under PDD-39 for on-scene coordination of all Federal support to State and local governments (see **Figure 8**).

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- The NCP response may include threat assessment, consultation, agent identification, hazard detection and reduction, environmental monitoring, decontamination, and long-term site restoration (environmental clean-up) operations.

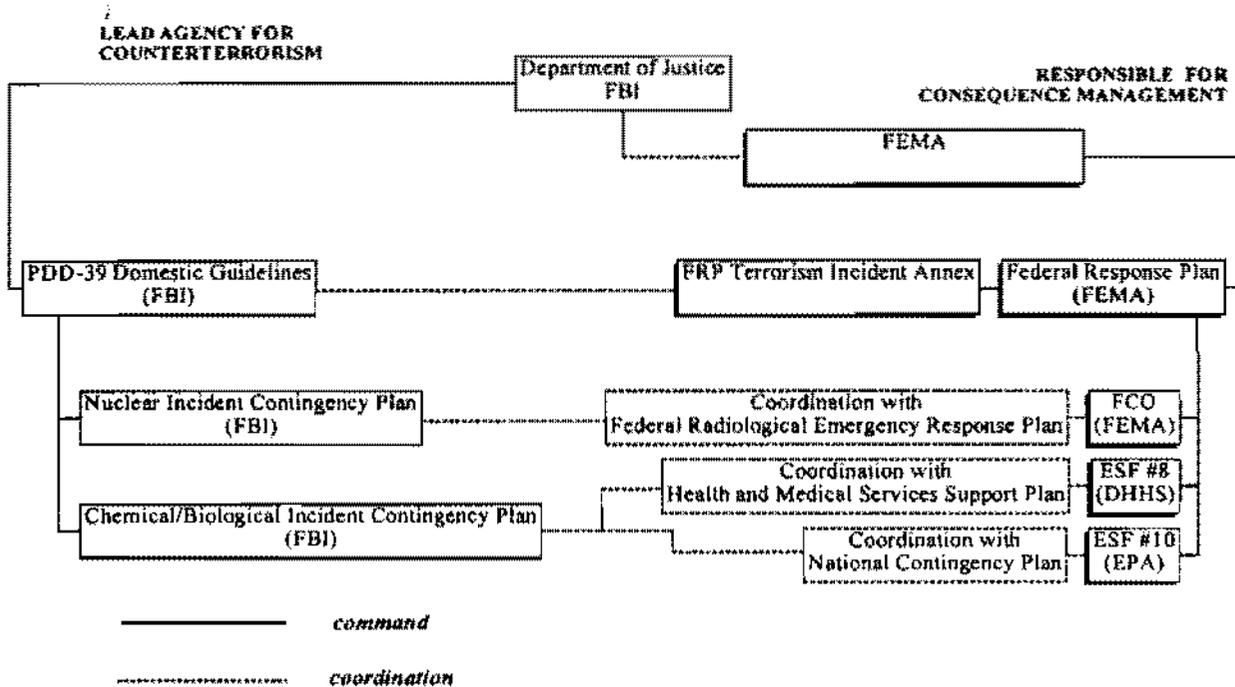


Figure 8 - Relationships Among Federal Plans to Implement PDD-39

VI. FUNDING GUIDELINES

As stated in PDD-39, Federal agencies directed to participate in the resolution of terrorist incidents or conduct of counterterrorist operations bear the costs of their own participation, unless otherwise directed by the President. This does not preclude Federal agencies from reallocating funds from current agency operating budgets, accepting reimbursable work orders offered by other Federal agencies, and/or submitting requests for supplemental appropriation to the Office of Management and Budget for consideration.

If the President directs FEMA to use Stafford Act authorities, FEMA will issue mission assignments through the FRP to support consequence management. FEMA provides the following funding guidance to the FRP agencies:

A. *Special Events and the Stafford Act*

Commitments by individual agencies to take precautionary measures in anticipation of special events will not be reimbursed under the Stafford Act, unless mission-assigned by FEMA to support consequence management.

B. *Crisis Management / Law Enforcement and the Stafford Act*

Stafford Act authorities do not pertain to law enforcement functions. Law enforcement or crisis management actions will not be mission-assigned for reimbursement under the Stafford Act.⁵

VII. *REFERENCES (not otherwise referenced in the FRP)*

A. Presidential Decision Directive 39 (classified). An unclassified extract may be obtained from FEMA.

B. FBI Chemical/Biological Incident Contingency Plan (classified). An unclassified version may be obtained from the FBI.

C. FBI Nuclear Incident Contingency Plan (classified). An unclassified version may be obtained from the FBI.

D. PDD-39 Domestic Guidelines (classified).

E. DHHS Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism.

VIII. *PRIMARY POINT OF CONTACT*

Inquiries concerning this Annex should be addressed to the Federal Emergency Management Agency, Response and Recovery Directorate, Operations and Planning Division, Planning and Coordination Branch.^{6,7}

FOLLOW-ON PLANNING REQUIREMENTS

- ¹ FEMA will incorporate language into the FRP Basic Plan concerning the incident command system (ICS) and command structures.
- ² FEMA will incorporate language into an FRP procedure and FEMA internal procedures for backup operations concerning support to multiple terrorism operations within a single State or in multiple States.
- ³ FEMA Headquarters will develop planning guidance for the FEMA Regions to incorporate language into the Regional Response Plans to explain that the senior FEMA official at the JOC has the authority to expedite activation of a Federal consequence management response. Following a Stafford Act declaration, Federal consequence management operations will transition from the JOC Consequence Management Group, supported by the ROC, to a DFO.
- ⁴ FEMA will incorporate language into the FRP Basic Plan concerning the Emergency Response Team - National.
- ⁵ FEMA will review and update language concerning Stafford Act declarations and mission assignments in the FRP Basic Plan, as follows:

FEMA can use limited pre-deployment authorities in advance of a Stafford Act declaration to “*lessen or avert the threat of a catastrophe*”, only if the President expresses intent to go forward with a declaration (Section 201). This authority is further interpreted by Congressional intent, to the effect that the President must determine that assistance under existing Federal programs is inadequate to meet the crisis before FEMA may directly intervene under the Stafford Act.

The Stafford Act authorizes the President to issue “*emergency*” and “*major disaster*” declarations (Section 501). Emergency declarations may be issued in response to a Governor’s request, or in response to those rare emergencies, including some acts of terrorism, for which the Federal Government is assigned in the laws of the United States the exclusive or preeminent responsibility and authority to respond. Major disaster declarations may be issued in response to a Governor’s request for any natural catastrophe or, regardless of cause, any fire, flood or explosion which has caused damage of sufficient severity and magnitude, as determined by the President, to warrant major disaster assistance under the Act.

If a Stafford Act declaration is provided, funding for consequence management may continue to be allocated from responding department and agency operating budgets, the Disaster Relief Fund, and supplemental appropriations.

Mission assignments are reimbursable work orders issued by FEMA to Federal agencies directing completion of a specific task. While the Stafford Act states that "*Federal agencies may* (emphasis added) *be reimbursed for expenditures under the Act*" from the Disaster Relief Fund (Section 304), it is FEMA policy to reimburse Federal agencies for work performed under mission assignments. Mission assignments issued to support consequence management will follow FEMA's "*Standard Operating Procedures for the Management of Mission Assignments (May 1994)*" or applicable superseding documentation.

⁶ FEMA will update FRP Appendix A. The following acronyms and abbreviations used in the Annex will be incorporated:

DEST	Domestic Emergency Support Team
FBI OSC	FBI On-Scene Commander
JOC	Joint Operations Center
NBC	Nuclear, Biological, and Chemical
NSC	National Security Council
PDD-39	Presidential Decision Directive 39
SIOC	Strategic Information Operations Center
WMD	Weapons of Mass Destruction

⁷ FEMA will incorporate these terms and definitions into the FRP Appendix B:

1. **Biological agents** are microorganisms or toxins from living organisms that have infectious or non-infectious properties which produce lethal or serious effects in plants and animals. (FBI)
2. **Chemical agents** are solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals. (FBI)
3. **Limited consequences** are within State and local capabilities.
4. **Major consequences** exceed State and local capabilities, requiring a Federal response.

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5. **Nuclear weapons release** nuclear energy in an explosive manner as the result of nuclear chain reactions involving fission and/or fusion of atomic nuclei. (DOE)
6. **Significant threat.** *The confirmed presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or property loss.* (FBI)
7. **Technical operations** include operations to identify, assess, dismantle, transfer, dispose, and decontaminate personnel and property exposed to explosive ordnance or NBC/WMD material.
8. **Terrorist Incident.** *A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.* (FBI)
9. **Weapon of Mass Destruction.** *(A) Any destructive device as defined in section 921 of this title, (which reads) any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one quarter ounce, mine or device similar to the above; (B) poison gas; (C) any weapon involving a disease organism; or (D) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.* (18 U.S.C., Section 2332a)