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FCC AUTHORITIES TO DEAL WITH EMERGENCIES
PRIOR TO INVOCATION OF §706

February 7, 1991

Overview

- The Commission has authority to issue Special Temporary Authorizations (STAs), waive its rules and regulations, or take other special actions in response to non-wartime emergencies.

- Requests may be submitted by appropriate authority in writing, in person, or by telephone, depending on the nature and urgency of the emergency.

- Requests are submitted directly to the appropriate Commission office, to the Office of Managing Director, or through the FCC Liaison to the National Coordinating Center.

Communications Act

- Section 308 (47 U.S.C. 308) provides that the Commission may, in cases of emergency involving danger to life or property or due to damage to equipment, grant construction permits and licenses, or modifications or renewals thereof, without the filing of a formal application and for a term not to exceed the duration of the emergency.

- Section 309 (47 U.S.C. 309) provides that when there are extraordinary circumstances requiring temporary operations in the public interest, the Commission may grant a temporary authorization for a period of 180 days, and may extend that period for additional 180 day periods.

FCC Rules

- Section 1.3 of the FCC Rules provides authority, subject to the Administrative Procedures Act, to waive any provision of the rules on the Commission's own motion or on petition if good cause therefor is shown.

- Part 64, Appendix A of the FCC Rules provides for Telecommunications Service Priority (TSP) for National Security Emergency Preparedness (NSEP) permitting priority restoration and provisioning of Common Carrier services.

- Rule sections governing specific service categories are as follows:

  - Special Temporary Authorizations

- Private Radio	§1.925
- Domestic Public Fixed Radio	§21.25
- Public Mobile	§22.25
- International Fixed Public	§23.28
- Broadcast Radio	§73.1635 & §73.3542
- Experimental, Auxiliary, Special Broadcast, & Other Distribution	§74.433, §74.537, §74.633 & §74.833

- Cable Television §76.29
- Cable Television Relay §78.33
- Private Land Mobile Radio §90.145
- Private Operational Fixed Microwave §94.43

- Rule Waivers

  - Private Radio §1.931
  - Domestic Public Fixed Radio §21.19
  - Public Mobile §22.19
  - Broadcast Radio §73.3603
  - Private Land Mobile Radio §90.151

o Other rule sections of interest to emergency operations:

- Additional authority delegated (Field Operations Bureau/Engineer-in-Charge)	§0.314	
- Broadcasting emergency information	§73.1250	(Broadcast)
- Emergency antennas	§73.1680	(Broadcast)
- Operation during emergency	§80.47	(Maritime)
- Applications for operation at temporary locations	§90.137	(Land Mobile)
- Operation during a disaster	§97.401	(Amateur)
- Safety of life and protection of property	§97.403	(Amateur)
- Disaster Communications Service	Part 99	

ROUTING AND TRANSMITTAL SLIP

November 27, 1990

TO: John F. O'Neil, OSTP

Here is a copy of the package which Bruce Campbell talked with you about this morning.

Best regards.

FROM:

Robert M. Brodkey

Robert M. Brodkey, Acting Chief, 502, FCP
FEMA NP-IR-PE-PP 646-2841

Federal Emergency Management Agency

Washington, D.C. 20472

NOV 9 1990

MEMORANDUM FOR: Catastrophic Disaster Response Group (CDRG)

FROM: Grant C. Peterson, Chairman

SUBJECT: Draft Federal Natural Disaster Response Plan

Attached for your review and comment is the draft Federal Natural Disaster Response Plan. This document is the revision of the previous Plan for Federal Response to a Catastrophic Earthquake which expands the scope of the earlier Plan to address the Federal response to any significant natural disaster, including earthquakes. Other significant disasters can include hurricanes, typhoons, volcanic eruptions and other natural disasters covered under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288, as amended) in which Federal response is required to assist a State severely impacted by a disaster.

The Plan is divided into the following major sections:

- The Basic Plan covering the general conditions, assumptions, policies, concept of operations, response actions, and responsibilities of agencies providing response. It describes the framework under which Federal response operations will be carried out using Emergency Support Functions (ESFs) to provide assistance. To this end, the Basic Plan has been streamlined by deleting much of the duplication that appeared in the various sections of the previous earthquake Plan. The Policies section has been expanded to include general policy guidance for significant areas, such as donations.

- Functional Annexes covering the 12 ESFs. Each ESF is managed by a primary agency with one or more agencies providing support. The Plan includes the addition of a new ESF for Energy -- ESF #12, with the Department of Energy serving as the primary agency.

- Support Annexes covering Financial Management, Public Information and Congressional Relations.

In the initial review of the Plan last summer, the language regarding assignments may not have been fully coordinated between the primary agencies for each ESF and their support agencies.

All departments and agencies with responsibilities under the Plan should carefully review their assignments in this draft. The attachment provides some general guidance to consider in your review. If modifications are necessary, they should first be coordinated between the support agency and the appropriate primary agency so that final changes to the Plan will have been fully coordinated before coming back to FEMA.

Regarding the Financial Management Annex, it includes an emphasis on the need for primary and support agencies to provide the financial management staff necessary to process transactions incident to their assigned missions under the Plan. As part of the input for the final Plan, each department and agency is requested to provide to FEMA a point-of-contact for financial management matters.

Comments on the draft are requested no later than Friday, December 7, 1990. I am also requesting that the Annex Planning Leaders meet on December 7 at 10 a.m. in the FEMA EICC. The purpose of the meeting will be to discuss the current status of response planning and the steps that need to be taken to issue the Plan as a final document with the concurrence of all parties to the Plan. Comments on this draft may be forwarded earlier than December 7 or they may be brought to the meeting by the Annex Planning Leaders. All comments on the draft Plan should be directed to Gregg Chappell, Attn: Tom Antush, FEMA, SL-DA-PA-HM, Room 714, Washington, DC 20472, telephone (202) 646-3617. The fax number is (202) 646-3304.

I am also scheduling a meeting of the CDRG for Tuesday, December 11, 1990, at 10 a.m. in the FEMA EICC to discuss current response planning activities and the revised Plan.

I appreciate your continued support of the Federal response planning effort.

Attachments

Guidance for Review and Revision of ESF Annexes

Agencies need to reexamine their roles and responsibilities under the Plan, particularly in light of the expansion to other than catastrophic earthquakes. Since the Plan is being broadened, reference in the ESF annexes should be made to other natural disasters in addition to earthquakes.

The ESFs are probably the most unique aspect of the Plan. Each ESF represents a preassigned mission. When the Plan has been implemented in a Presidentially-declared disaster, upon request from the affected State, a primary agency can respond immediately within the framework of the ESF without waiting for formal approval from the Federal Coordinating Officer. Therefore, it is extremely important that the ESF annexes are as explicit as possible. All primary and support agencies need to take another hard look at which agencies will provide support to each ESF and specifically what each agency is expected to do. The ESF/agency matrix in the Basic Plan provides a snapshot of primary and support agencies.

FEMA is also reassessing its role as a support agency to each of the ESFs from the perspective of what assistance we can actually provide to the primary agency in a response operation. For example, in some instances, FEMA is listed as furnishing damage information which we will be doing for all ESFs as the primary agency for ESF #5. In those instances, we are deleting FEMA as a support agency. Other primary agencies listed as support agencies might want to reassess their support roles and determine that if the only support to be provided is already covered under the ESF for which they are the primary agency, then the support role should be dropped. This is particularly true for those primary agencies providing support services (ESF #s 1,2,7) to all ESFs. In any event, those ESFs providing services need to work out with the other ESFs the most expeditious way for identifying requirements. This may ease the need for the primary agencies having a "warm body" physically located on each of the other ESFs.

MORAN

The Federal Response Plan

(FOR PUBLIC LAW 93-288, AS AMENDED)

DECEMBER 1991

FEDERAL RESPONSE PLAN

(FOR PUBLIC LAW 93-288, AS AMEMDED)

DECEMBER, 1991

FEDERAL RESPONSE PLAN

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FOREWORD

Publication of the Plan represents a concerted effort by the Federal government to provide assistance in an expeditious manner to save lives and to protect property. The Plan demonstrates the ability of a large number of Federal departments and agencies, at both the national and regional levels, to work together to achieve a common goal. FEMA appreciates the cooperation and support from these departments and agencies which have contributed to the development and publication of this Plan.

The Federal Response Plan was developed through the efforts of 28 departments and agencies and the special work of the Annex Planning Leaders at the national level, and the Regional Interagency Steering Committees and Planning Area Steering Committees convened at the regional level. FEMA has worked with these groups to provide a forum for the departments and agencies with identified responsibilities in the Plan to participate in planning and exercise activities in order to develop, maintain and enhance the Federal disaster response capability.

The purpose of the Federal Response Plan is to facilitate the delivery of all types of Federal to States to help them deal with the consequences of significant disasters. The Plan outlines the planning assumptions, policies, concept of operations, organizational structures and specific assignments of responsibility to the departments and agencies in providing Federal response assistance to supplement the State and local response efforts.

Wallace E. Stickney
Director
Federal Emergency Management Agency

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LETTER OF AGREEMENT

The Federal Response Plan (for Public Law 93-288, as amended), hereafter referred to as the Plan, establishes the basis for the provision of Federal assistance to a State and its affected local governments impacted by a catastrophic or significant disaster or emergency which results in a requirement for Federal response assistance.

The Plan is based on the fundamental assumption that a significant disaster or emergency will overwhelm the capability of State and local governments to carry out the extensive emergency operations necessary to save lives and protect property. Consequently, resources of Federal departments and agencies, grouped into Emergency Support Functions (ESFs), will be used to provide Federal response assistance to the State. Departments and agencies have been assigned primary and support agency responsibilities for each of these functions.

Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) the President will appoint a Federal Coordinating Officer (FCO) as his representative to coordinate the overall delivery of Federal assistance. Federal departments and agencies will provide response assistance directly to the State, under the overall direction of the FCO.

The following departments and agencies agree to support the overall concept of operations of the Plan and to carry out their assigned functional responsibilities. The departments and agencies also agree to implement national and regional planning efforts and exercise activities in order maintain the overall Federal response capability.

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RESPONSIBILITIES UNDER THE PLAN

The Federal Response Plan (for Public Law 93-288, as amended), hereafter referred to as the Plan, establishes the basis for fulfilling the Federal government's role in providing response and recovery assistance to a State and its affected local governments impacted by a significant disaster of any kind which results in a requirement Federal response assistance.

The Plan is based on the fundamental assumption that a significant disaster will overwhelm the capability of State and local governments to carry out the extensive emergency operations that will be necessary to save lives and protect property. Consequently, resources of Federal departments and agencies will be used to provide assistance to the State. Under the Plan, departments and agencies having various authorities and resources have been assigned primary and support agency responsibilities for various Emergency Support Functions (ESFs).

Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, a Federal Coordinating Officer (FCO) will be appointed as the President's representative to coordinate overall delivery of Federal assistance. Federal departments and agencies have been assigned missions to provide assistance directly to the State, under the overall direction of the FCO.

To fulfill their responsibilities in the Plan, the following Federal departments and agencies agree to carry out their assigned missions identified under the Plan. They also agree to develop and maintain the headquarters and regional interagency planning that must be done to establish a coordinated Federal response capability.

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SIGNATORIES TO THE FEDERAL RESPONSE PLAN
(FOR PUBLIC LAW 93-288, AS AMEMDED)

Department of Agriculture
Department of Commerce
Department of Defense
Department of Education
Department of Energy
Department of Health and Human Services
Department of Housing and Urban Development
Department of the Interior
Department of Justice
Department of Labor
Department of State
Department of Transportation
Department of the Treasury
Department of Veterans Affairs
American Red Cross
Environmental Protection Agency
Federal Communications Commission
Federal Emergency Management Agency
General Services Administration
Interstate Commerce Commission
National Aeronautics and Space Administration
National Communications System
Nuclear Regulatory Commission
Office of U.S. Foreign Disaster Assistance
Office of Personnel Management
Tennessee Valley Authority
U.S. Army Corps of Engineers
U.S. Postal Service

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FEDERAL RESPONSE PLAN
(FOR PUBLIC LAW 93-288, AS AMENDED)

BASIC PLAN

I. INTRODUCTION

In 1988, Public Law 93-288 was amended by Public Law 100-707 and retitled as the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended). The Stafford Act provides the authority for the Federal government to respond to natural disasters and other incidents in order to provide assistance to save lives and protect public health, safety, and property.

The Federal Response Plan (for Public Law 93-288, as amended), hereafter referred to as the Plan, is designed to address the consequences of any disaster or emergency situation in which there is a need for Federal response assistance under the authorities of the Stafford Act. It is applicable to natural disasters such as earthquakes, hurricanes, typhoons, tornadoes and volcanic eruptions; technological emergencies involving radiological or hazardous material releases; and other significant events.

The Plan describes the basic mechanisms and structures by which the Federal government will mobilize resources and conduct activities to augment State and local response efforts. To facilitate the provision of Federal assistance, the Plan uses a functional approach to group the types of Federal assistance which a State is most likely to need under twelve Emergency Support Functions (ESFs). Each ESF is headed by a primary agency, which has been determined based on its responsibilities, resources and capabilities in the particular functional area. Other agencies have been designated as support agencies for one or more ESFs based on their resources and capabilities to support the functional area. The twelve ESFs serve as the primary mechanism through which Federal response assistance will be provided to assist the State in meeting response requirements in an affected area. Federal assistance will be provided to the affected State under the overall direction of a Federal Coordinating Officer (FCO) appointed by the President.

The Plan serves as the foundation for the further development of detailed headquarters and regional procedures to implement Federal response activities in a timely and efficient manner to support State response activities.

A. Purpose

The Plan establishes an architecture for a systematic, coordinated, and effective Federal response. The purpose of the Plan is to:

1. Establish fundamental assumptions and policies;

2. Establish a concept of operations that provides an interagency coordination mechanism to facilitate the immediate delivery of Federal response assistance;

3. Incorporate the coordination mechanisms and structures of other appropriate Federal plans and responsibilities into the overall response;

4 Assign specific functional responsibilities to appropriate Federal departments and agencies; and

5. Identify actions Federal departments and agencies will take to manage the overall Federal response, in coordination with the affected State.

B. Scope

1. The Plan applies to all Federal government departments and agencies which are tasked to provide response assistance in a disaster or emergency situation. It describes Federal actions to be taken in providing immediate response assistance to one or more affected States.

2. Response assistance includes those actions and activities which support State and local government efforts to save lives, protect public health and safety, and protect property. The identified actions and activities in the Plan, carried out under the ESFs, are based on existing Federal agency statutory authorities or on specific functional mission assignments made under the provisions of P.L. 93-288, as amended.

3. The Plan does not specifically address recovery assistance, including the provision of temporary housing, loans and grants to individuals; business loans; and grants to local and State government entities provided under disaster assistance programs of the Federal Emergency Management Agency (FEMA) and other agencies. However, recovery efforts will commence as response activities are taking place.

C. Organization

As shown in **Figure 1**, the Plan consists of the following:

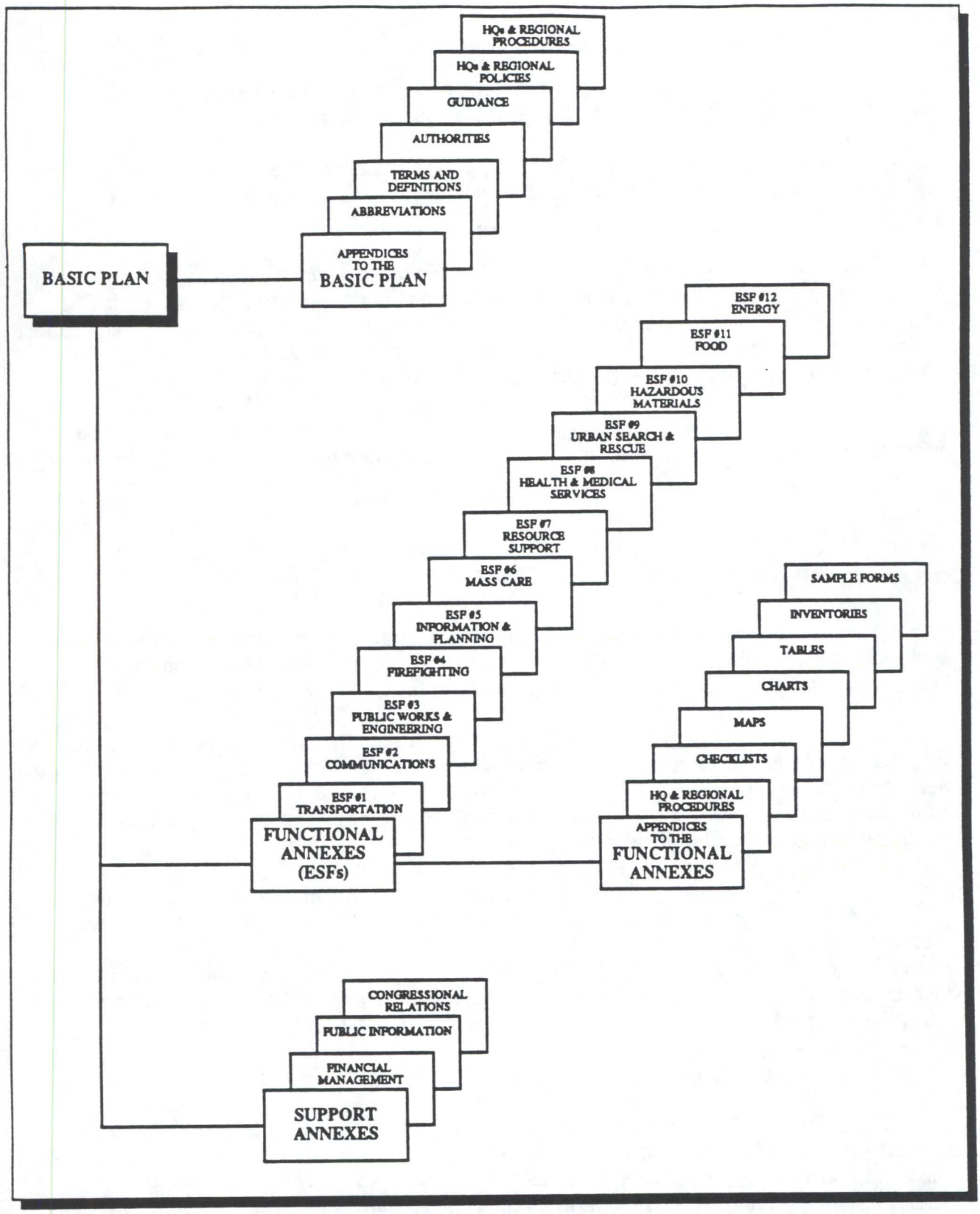

Figure 1 - Components of the Federal Response Plan

1. The Basic Plan describing the purpose, scope, situation, policies and concept of operations of Federal response activity in a disaster.

2. Appendices to the Basic Plan including a list of abbreviations, terms and definitions, authorities, guidance and related policy and procedures for specific subject areas.

3. Functional Annexes to the Basic Plan describing the policies, situation, planning assumptions, concept of operations and responsibilities for each ESF, and Appendices to the Functional Annexes describing headquarters and regional procedures for response operations of the ESFs. Included with these procedures are maps, charts, tables, checklists, resources inventories and sample forms.

4. Support Annexes to the Basic Plan describing the areas of Financial Management, Public Information, and Congressional Relations.

II. SITUATION

A. Disaster Condition

1. A significant event, such as a large or catastrophic earthquake in a high-risk, high-population area, will cause casualties, property loss, disruption of life support systems, and will impact the regional economic and social infrastructures.

2. A significant event may result in hundreds or thousands of deaths and injuries, depending on factors such as time of occurrence, 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 triggered by the disaster.

3. Property losses from a significant event may total in the billions of dollars. For example, 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 the occurrence of a significant event, 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 lifeline systems 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 in accordance with the procedures of P.L. 93-288, as amended. 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 American Red Cross (ARC) is treated as a Federal agency for the purposes of the Plan.

III. POLICIES

A. Authorities

1. In providing response assistance under the Plan, Federal departments and agencies are covered under the authorities of P.L. 93-288, as amended.

2. Response by departments and agencies under the Plan to lifesaving requirements have precedence over other Federal response activities, except where national security implications are determined to be of a higher priority.

3. The Plan does not supplant existing plans or authorities, such as the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), which have

been developed for response to incidents under department and agency statutory authorities other than the Stafford Act.

B. Assignment of Responsibilities

The Plan provides standing mission assignments to the designated departments and agencies with primary and support responsibilities to carry out ESF activities. Federal departments and agencies designated as primary agencies serve as Federal executive agents under the FCO in accomplishing the ESF response missions. Upon activation of an ESF, a primary agency is authorized to initiate and continue actions to carry out the ESF missions described in the ESF Annexes to the Plan, including tasking of designated support agencies to carry out assigned ESF missions.

C. Response Requirements

Federal assistance provided under P.L. 93-288, as amended, is to supplement State and local government response efforts. ESFs will coordinate with the affected State to identify specific response requirements and will provide Federal response assistance based on State-identified priorities.

D. Resource Coordination

1. Each ESF will identify resources that it will need to initially establish its operations. Although the scope of the Plan is not to stockpile large amounts of materials or equipment, ESFs should take steps to recognize areas of critical needs and develop strategies to expedite the obtaining of these resources to meet response requirements.

2. Each ESF will provide resources using its agency authorities and capabilities, and in coordination with other ESFs, to support its missions. ESFs will allocate available resources to each declared State based on priorities identified in conjunction with the State and in coordination with the FCO. If resources are not available within the declared State, the ESF will seek to provide them from a primary or support agency area or regional office. If the resource is unavailable from an area or regional office, the requirement will be forwarded to the appropriate ESF headquarters office for further action.

3. In the case where a conflict of priorities develops as a result of more than one ESF needing the same resource, the affected ESFs will work directly with the FCO to resolve the situation. If the FCO cannot resolve the conflict, the matter will be referred to the national Emergency Support Team (EST) and to the Catastrophic Disaster Response Group (CDRG), if necessary, for final resolution. The national EST also serves as a central source for information on the availability of resources nationally for use in res nse operations.

E. Recovery Operations

In addition to carrying out Federal activities to address response needs of an affected State, the FCO will also coordinate recovery operations, as required. Recovery operations will be initiated commensurate with State priorities and based on the availability of resources which do not conflict with response operations.

F. Operating Facilities

Operating facilities are locations established in the field for the purpose of supporting Federal response operations. There are two categories of field operating facilities:

1. Single support facilities used primarily to support the operations of a single ESF; and

2. Multiple support facilities used to support operations of several ESFs. These include:

a. Point of Departure

A Point of Departure (typically an airport) from which response personnel and resources will deploy to the disaster-affected State.

b. Point of Arrival

A Point of Arrival is a location within the disaster-affected area (typically an airport) where newly-arriving staff, supplies and equipment are initially directed to arrive. Arriving personnel and resources are dispatched to either the DFO, a Mobilization Center or directly to a Staging Area.

c. Disaster Field Office

The Disaster Field Office (DFO) is the primary field location in or near the disaster area for the coordination of the response and recovery operations. It houses the FCO, ESF staff and other staff comprising the Emergency Response Team (ERT). It will operate 24-hours a day, as needed, or with a schedule sufficient to sustain the Federal response operations. Except where facilities do not permit, the FCO will be co-located with the State Coordinating Officer (SCO) at the DFO. A DFO will be established in each affected State.

d. Mobilization Center

A Mobilization Center is a designated location at which response personnel and resources are received from the Point of Arrival and positioned for deployment to the disaster area, to a local Staging Area or directly to an incident site, as required.

e. Staging Area

A Staging Area is a facility located in the disaster impact area at the local jurisdictional level where arriving personnel and resources are staged pending assignment to an operational site within the affected jurisdiction.

G. Multi-State Response

One or more disasters may affect a number of States and regions concurrently. In those instances, the Federal government will conduct multi-State response operations. For each declared State, an FCO will be appointed to manage the specific requirements for Federal response and recovery within that State. Under multiple State declarations, regional ESFs will be required to coordinate the provision of resources to support the operations of all of the declared States.

H. Donations

1. The Federal government encourages the giving of cash to private non-profit voluntary organizations involved in disaster relief, rather than the specific donations of clothing, food, and other goods. Should goods or services be offered, the Federal government will coordinate the transportation and distribution of only those donations it accepts for use. To facilitate this policy, the Federal government will issue appropriate press releases in conjunction with States and voluntary organizations, establish a central phone number for handling donations inquiries and set up a database for recording offers of goods and volunteer services.

2. Donations coordinators will be designated at FEMA Headquarters, at each DFO and at State locations, as needed, to work with the ESFs in managing donations. FEMA will ensure that the database is made available to the ESFs to identify needed goods and services or to respond to offers of goods and services. Should an ESF wish to take advantage of the offer of a donated good or service, that ESF is responsible for contacting the potential donor and arranging for the receipt, transport and distribution, or acquisition of the donated good or service.

I. Law Enforcement

1. A State has the general responsibility for law enforcement, utilizing local resources and State resources, including the National Guard. In some cases, a State government may experience a law enforcement emergency in which it is unable to provide an adequate response to an uncommon situation which requires law enforcement assistance, 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.

2. In the event that such a law enforcement emergency exists throughout a State or part of a State, a State (on behalf of itself or a local unit of government) may

submit an application in writing from the Chief Executive Officer of the State to the Attorney General of the United States to request emergency Federal law enforcement assistance under the Justice Assistance Act of 1984, 28 C.F.R., Part 65.

3. The Attorney General will approve or disapprove the application no later than 10 days after receipt. If the application is approved, Federal law enforcement assistance may be provided to include equipment, training, intelligence or personnel.

J. Nonliability

Under Section 305 of the Stafford Act, a Federal agency or designated employee of a Federal agency performing a function under the authority of PL 93-288, as amended, is not liable for any claim based upon the exercise or performance of or the failure to exercise or perform that function.

K. Financial Management

FEMA funding for response activities will be made available to all participating departments and agencies tasked under the Plan. Reimbursement will be provided in accordance with procedures described in the Financial Management Annex to the Plan.

L. Public Information

1. A Joint Information Center (JIC) staffed with Federal, State and local public affairs representatives will be established in the disaster area to ensure the coordinated, timely, and accurate release of a wide range of information to the news media and to the public about disaster-related activities. Information intended for the news media and the public will be coordinated prior to release among Federal departments and agencies and with State and local officials.

2. A JIC also will be set up at FEMA Headquarters in Washington, D.C., upon notification of the disaster. This headquarters JIC will support both single-State and multi-State disasters.

3. Procedures regarding public information are described in the Public Information Annex to the Plan.

M. Congressional Relations

1. Congressional liaison will be established to provide information to the Washington, D.C., and district offices of Members of Congress and to respond to questions, concerns, and problems raised by their constituents. The activities will be managed by the FCO's Congressional Liaison Officer (CLO), who will be supported in the disaster area by Congressional liaison personnel from all Federal departments and agencies involved in the response, and by a congressional liaison element at FEMA Headquarters in Washington.

2. On-scene congressional relations staff will be located at the JIC established in the disaster area. At this JIC, a deputy CLO will maintain continuing liaison with the public affairs personnel at the headquarters JIC and with the congressional liaison element at FEMA Headquarters. The on-scene congressional relations staff also will provide information pertaining to requests for hearings and special legislation to the headquarters congressional liaison element.

3. Information to be released to congressional offices and constituents will be coordinated among participating Federal departments and agencies and with State and local officials, as appropriate, prior to release.

4. Both the congressional relations staff on-scene and at the national level will conduct briefings for Members of Congress and their staffs. Timing, format, and content of these briefings will be determined by the CLO in coordination with the FCO and the SCO, as appropriate.

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 direct preparation of a coordinated after-action report documenting the Federal response effort. Each Federal department and agency involved in the response effort will keep records of its activity to assist in preparing the after-action report.

IV. CONCEPT OF OPERATIONS

A. General

1. During the period immediately following a disaster, primary agencies, when directed by FEMA, will take actions to identify requirements, and mobilize and deploy resources to the affected area to assist the State in its lifesaving and life-protecting response efforts.

2. Agencies have been grouped together under the functional ESFs to facilitate the provision of response assistance to the State. These functions are transportation, communications, public works and engineering, firefighting, information and planning, mass care, resource support, health and medical services, urban search and rescue, hazardous materials, food, and energy. If Federal response assistance is required under the Plan, it will be provided using some or all of the ESFs, as necessary.

3. Each ESF has been assigned a number of missions to provide response assistance to the State. These missions are delineated in the Functional Annexes to this Plan. The designated primary agency, acting as the Federal Executive Agent, and with the assistance of one or more support agencies, is responsible for managing the

activities of the ESF and ensuring that the missions are accomplished. ESFs have the authority to execute response operations to directly support State needs. The primary and support agency assignments by each ESF are shown in **Figure 2.**

4. Specific ESF functional missions, organizational structures, response actions and primary and support agency responsibilities are described in the Functional Annexes to the Plan. Detailed operating procedures for regional and headquarters activities are described in Appendices to the Basic Plan and to the ESF Functional Annexes.

5. ESFs will coordinate directly with their functional counterpart State agencies to provide the assistance required by the State. Requests for assistance will be channeled from local jurisdictions through the designated State agencies for action. Based on State-identified response requirements, Federal response assistance will be provided by an ESF to a State agency, or at the State's request, directly to an affected local jurisdiction.

6. An FCO will be appointed by the President to coordinate the Federal activities in each declared State. The FCO will work with the SCO to identify overall requirements, including unmet needs and evolving support requirements, and coordinate these requirements with the ESFs. The FCO will also coordinate public information, Congressional liaison, community liaison, outreach and donations activities, and will facilitate the provision of information and reports to appropriate users.

7. The FCO will head a regional interagency ERT, composed of ESF representatives and other support staff. The ERT provides initial response coordination with the affected State at the State Emergency Operations Center (EOC) and supports the FCO and ESF operations in the field. The FCO will coordinate response activities with the ESF representatives on the ERT to ensure that Federal resources are made available to meet the requirements identified by the State.

8. An national interagency EST, composed of ESF representatives and other support staff, will operate at FEMA Headquarters to provide support for the FCO and the ERT.

9. A CDRG, composed of representatives from all departments and agencies under the Plan, will operate at the national level to provide guidance and policy direction on response coordination and operational issues arising from FCO and ESF response activities. The CDRG is also supported by the EST and will operate from FEMA Headquarters.

10. Activities under the Plan will be organized at various levels to provide partial response and recovery (utilizing selected ESFs) or to provide full response and recovery (utilizing all ESFs).

EMERGENCY SUPPORT FUNCTION (ESF) ASSIGNMENT MATRIX

#	1	2	3	4	5	6	7	8	9	10	11	12
ESF / ORG	TRANSPORATION	COMMUNICATIONS	PUBLIC WORKS AND ENGINEERING	FIREFIGHTING	INFORMATION AND PLANNING	MASS CARE	RESOURCE SUPPORT	HEALTH AND MEDICAL SERVICES	URBAN SEARCH AND RESCUE	HAZARDOUS MATERIALS	FOOD	ENERGY
USDA	S	S	S	P	S	S	S	S	S	S	P	S
DOC		S	S	S	S	S	S			S		
DOD	S	S	S	S	S	S	S	S	P	S	S	S
DOEd					S							
DOE	S		S		S		S			S		P
DHHS			S		S	S	S	P	S	S	S	
DHUD						S						
DOI		S	S	S	S					S		
DOJ					S		S	S		S		
DOL			S				S		S	S		
DOS	S									S		S
DOT	P	S	S		S		S	S	S	S	S	S
TREAS					S							
VA						S	S	S	S			
ARC					S	P		S				
EPA			S		S			S	S	P	S	
FCC		S										
FEMA		S		S	P	S	S	S	S	S	S	
GSA	S	S	S		S	S	P	S	S			S
ICC	S											
NASA					S							
NCS		P			S		S	S				S
NRC					S					S		S
OFDA								S	S			
OPM							S					
TVA	S		S									S
USACE	S		P	S	S	S		S	S			S
USPS	S					S		S				

P - Primary Agency: Responsible for Management of the ESF
S - Support Agency: Responsible for Supporting the Primary Agency

Figure 2 - Emergency Support Function Assignment Matrix

B. Organization

The organization to implement the procedures under the Plan is composed of standard elements at the national and regional levels. The overall response structure is shown in **Figure 3**. It is designed to be flexible in order to accommodate the response and recovery requirements specific to the disaster. The organizational structure shows the composition of the elements supporting the response activities, but does not necessarily represent lines of authority or reporting relationships. In general, national-level elements provide support to the regional-level elements deployed to the field to implement the on-scene response operations. Response operations in the field will be implemented and managed by ESFs under the overall coordination of the FCO.

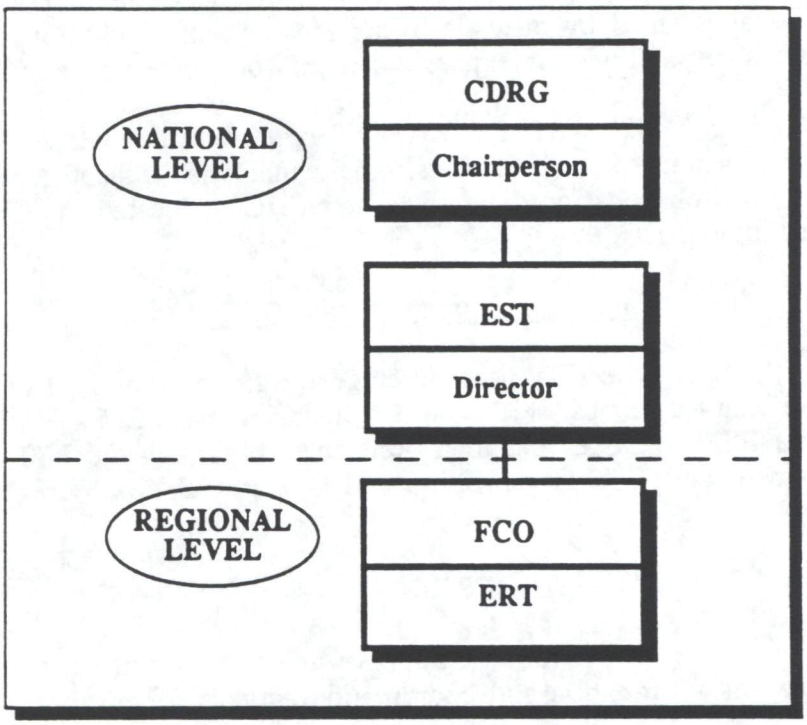

Figure 3 - Federal Response Structure

1. Nation -Level Response Structure

The national-level response structure is composed of national interagency coordination and support elements from the participating departments and agencies that will co-locate at FEMA Headquarters. This includes the CDRG and the EST. These elements will be augmented by individual agency support elements at other locations. As shown in **Figure 4**, the national-level response structure is composed of the following specific elements:

a. Catastrophic Disaster Response Group (CDRG)

(1) The CDRG is the headquarters-level coordinating group which addresses policy issues and support requirements from the FCO and ESF response elements in the field. It is chaired by the FEMA Associate Director, State and Local Programs and Support Directorate (SLPS), and includes representatives from the Federal departments and agencies which have responsibilities under the Plan. The CDRG addresses response issues and problems which require national-level decisions or policy direction. The CDRG may be augmented by officials from other organizations, not listed in the Plan, which have resources, capabilities, or expertise needed for the response effort.

(2) The CDRG will meet on an as-needed basis at the request of the CDRG Chairperson. Meetings, unless otherwise indicated, will be held at the Emergency Information and Coordination Center (EICC), located in FEMA Headquarters, Washington, DC.

b. Emergency Support Team (EST)

The EST is an interagency group comprised of representatives from each of the primary agencies, select support agencies and FEMA Headquarters staff. It operates from the FEMA EICC. Detailed procedures regarding the EST organization and operations are found in the "EST Organization and Operational Procedures" document published by FEMA.

(1) The EST:

(a) Supports the CDRG and assists in assuring interagency headquarters information and coordination support for response activities;

(b) Serves as the central source of information at the national level regarding the status of Federal response activities and helps disseminate information to the media, Congress and the general public; and

(c) Provides interagency resource coordination support to the FCO and regional response operations. In this capacity, the EST provides coordination support with the FCO, ERT and ESF activities in the field, as necessary. ESF

representatives from the primary agencies provide liaison between field operations, their respective emergency operations centers (if applicable) and headquarters activities. The EST also coordinates offers of donations, including unsolicited resources offered by various individuals and groups, with field elements for use in response operations.

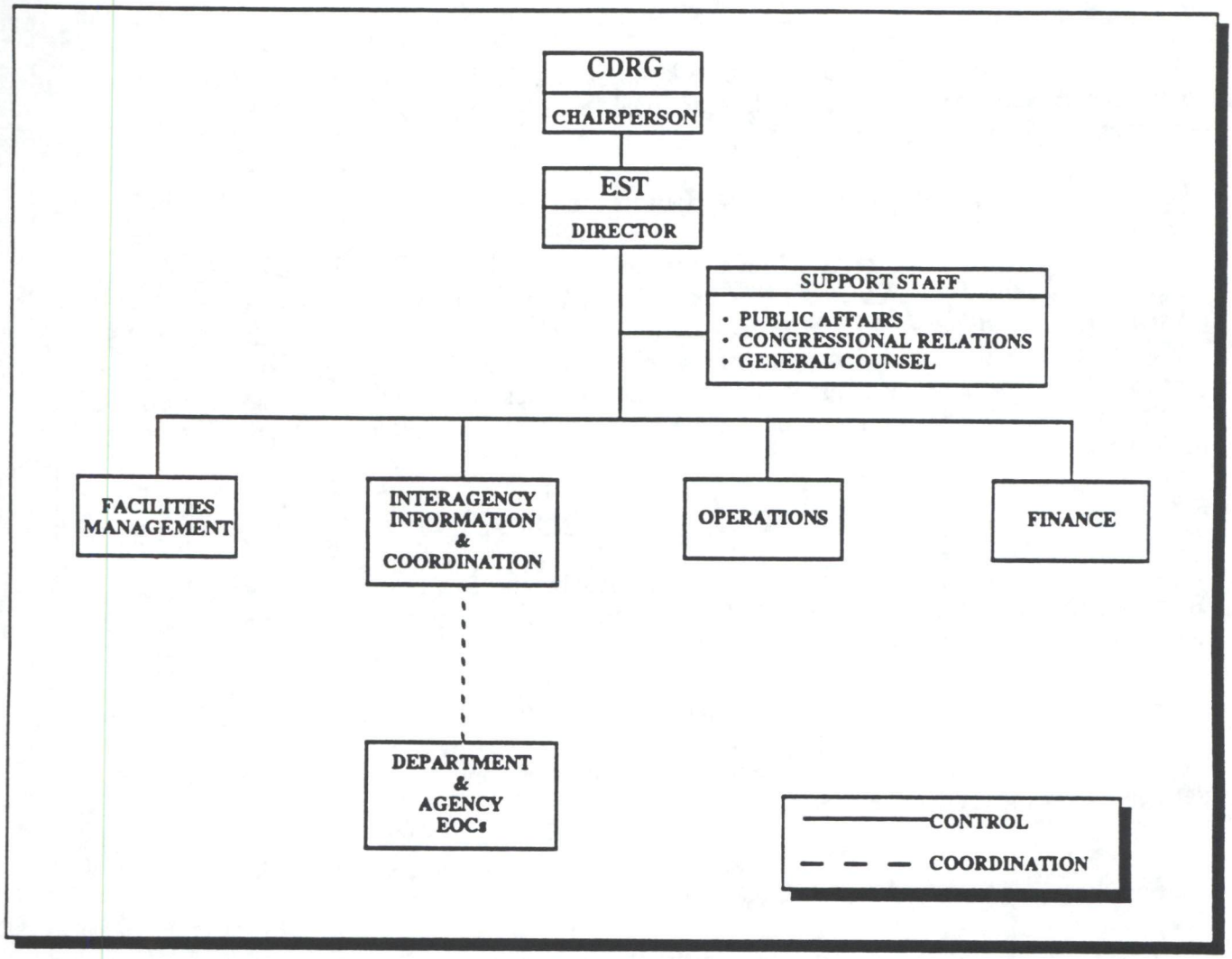

Figure 4 - National-Level Organization Structure

(2) To accomplish the resource coordination function, the EST:

(a) Coordinates the requirements for additional resources to support operations for which an ESF is unable to obtain under its own authorities;

(b) Advises the CDRG regarding the need to resolve a resource conflict between two or more ESFs which cannot be resolved in the affected region; and

(c) Provides overall coordination of resources for multi-State and multi-regional disaster response and recovery activities.

c. Agency Operational Centers

In addition to supporting EST activities at the FEMA EICC, departments and agencies will conduct national-level response activities at their own emergency operating centers.

2. Regional-level Response Structure

The regional-level response structure is composed of an interagency staff of representatives from the ESFs and FEMA at the Regional Operations Center (ROC) initially located at the FEMA Regional Office. As required, an ERT will deploy to the field to conduct the initial response and recovery operations. When fully operational, the regional-level response structure consists of the FCO and the ERT in a Disaster Field Office, with ESFs providing response assistance on site. The regional structure is depicted in **Figure 5**.

a. Regional Operations Center (ROC)

The ROC is activated by the Regional Director at a FEMA Regional Office. It is staffed by FEMA and representatives from the primary agencies and other agencies, as needed to initiate Federal response activity. The ROC:

(1) Gathers damage information regarding the affected area;

(2) Serves as a point-of-contact for the affected State(s), national EST and Federal agencies;

(3) Establishes communications links with the affected State(s), national EST and Federal agencies;

(4) Supports deployment of the Emergency Response Team(s) (ERT(s)) to field locations;

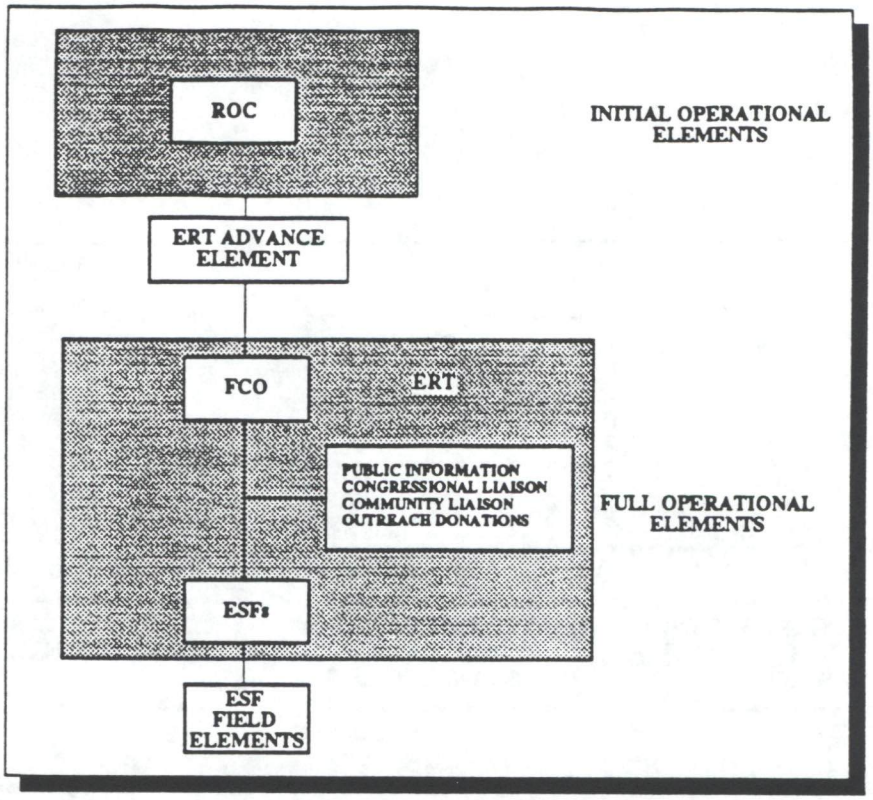

Figure 5 - Regional-Level Response Structure

(5) Implements information and planning activities for ESF #5; and

(6) Serves as a initial coordination office for Federal activity until the DFO is fully established in the field. The organization of the ROC is shown in **Figure 6.**

b. Emergency Response Team (ERT)

The ERT is the interagency group that provides administrative, logistical, and operational support to the regional response activities in the field. The ERT includes staff from FEMA and other agencies who support the FCO in carrying out interagency activities. The ERT also provides support for the dissemination of information to the media, Congress and the general public. Each FEMA Regional Office is responsible for rostering an ERT and developing appropriate procedures for its notification and deployment.

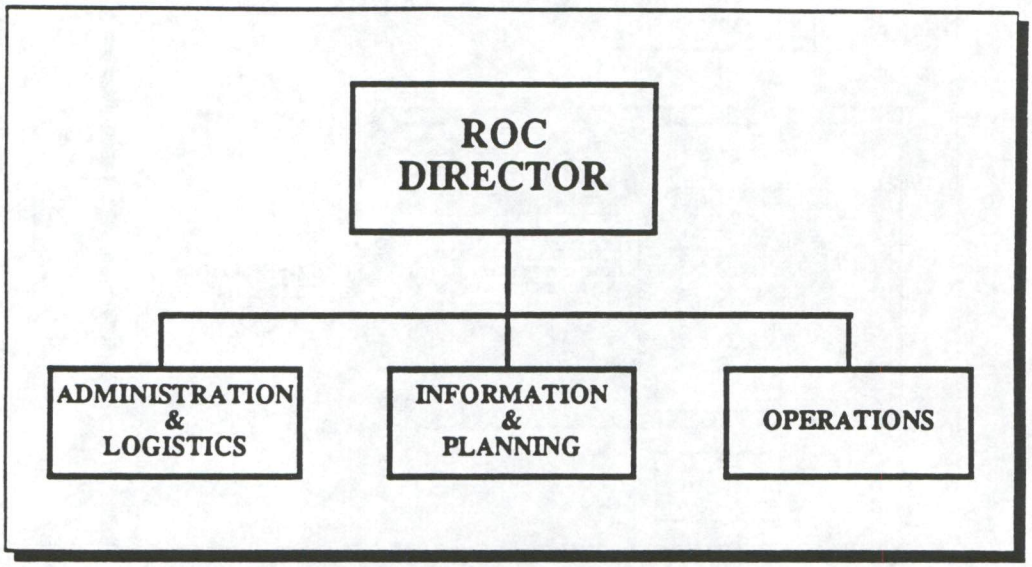

Figure 6 - Regional Operations Center (ROC) Organization

(1) ERT Advance Element (ERT-A)

The ERT Advance Element (ERT-A) is the initial group to respond in the field to an incident. It is the nucleus of the full ERT which operates from the DFO. As shown in **Figures 7** and **8**, the Advance Element is headed by a team leader from FEMA and is composed of FEMA program and support staff and other representatives from the ESF primary agencies. It is organized with Administration and Logistics, Information and Planning, and Operations groups and includes staff for public information, congressional liaison, and community liaison activities, as required.

(a) The ERT-A will deploy to the State EOC or to other designated State operating facilities to work directly with the State to obtain information on the impact of the event and to begin identifying specific State requirements for Federal response assistance.

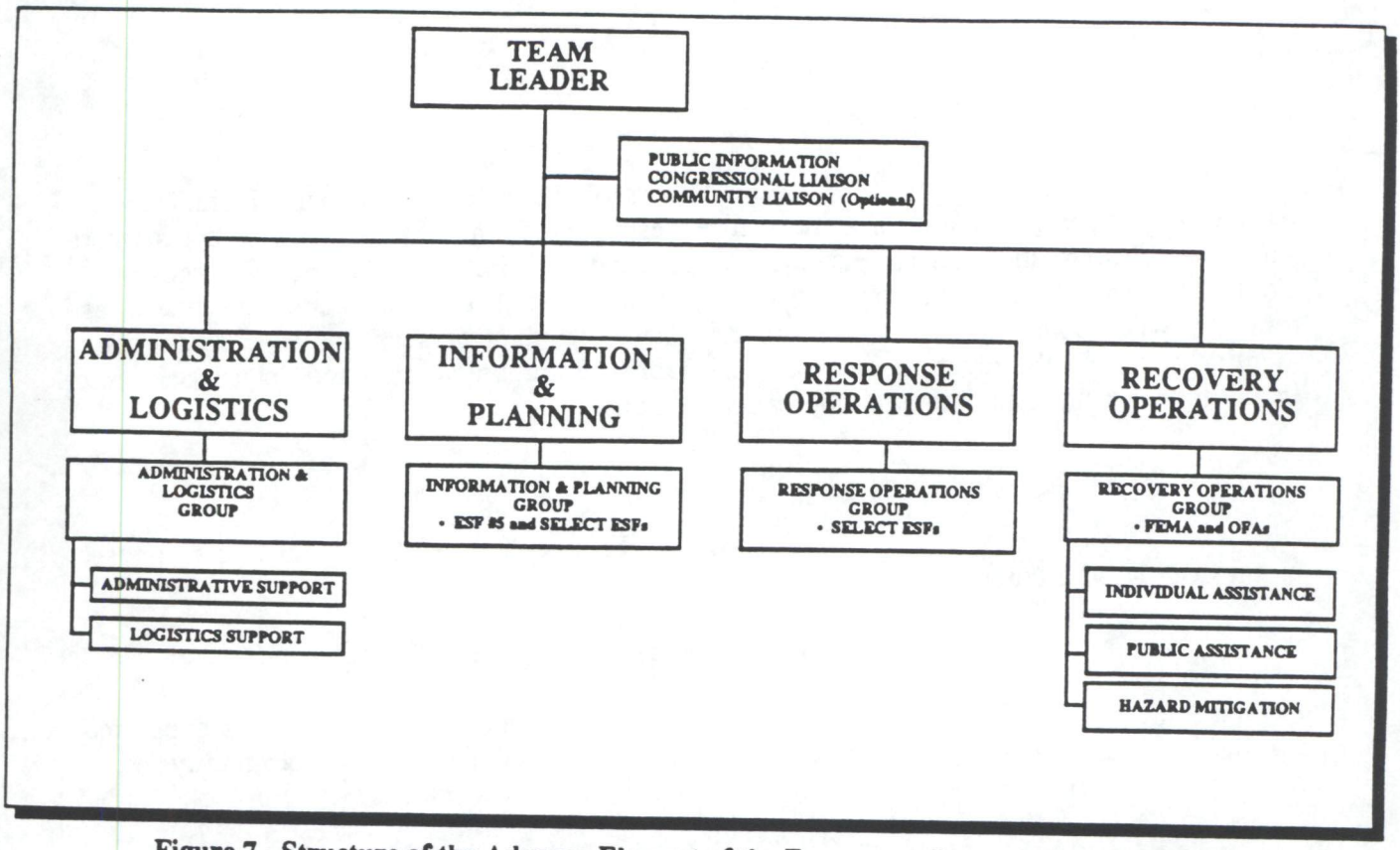

Figure 7 - Structure of the Advance Element of the Emergency Response Team (ERT-A) for Partial Response and Recovery

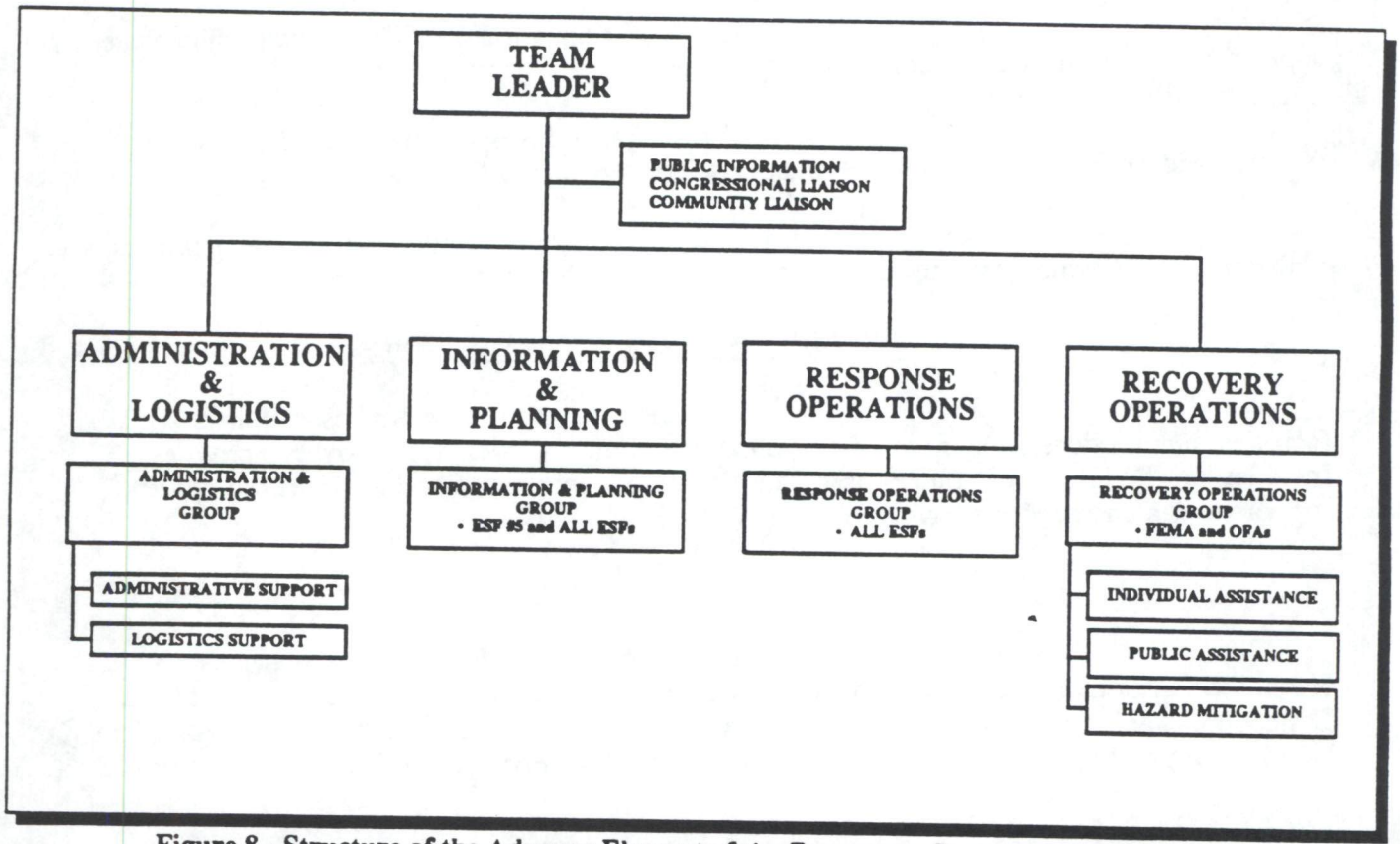

Figure 8 - Structure of the Advance Element of the Emergency Response Team (ERT-A) for Full Response and Recovery

(b) Others of the Advance Element, including leasing, communications and procurement representatives, and logistical and other support staff from FEMA, the General Services Administration (GSA), the Federal Emergency Communications Coordinator (FECC) or a representative, and the U.S. Forest Service, as required, will deploy directly to the disaster site to conduct on-scene damage assessment; identify or verify the location for a DFO; establish communications; and set up operations, including the establishment of mobilization centers.

(2) ERT

As shown in **Figures 9** and **10**, the ERT is composed of the following elements:

(a) Federal Coordinating Officer (FCO)

The FCO is head of the ERT and is supported in the field by staff carrying out public information, congressional liaison, community relations, outreach and donations coordination activities. The FCO:

(1) Coordinates overall response and recovery activities with the State;

(2) Works with the SCO to determine State support requirements and to coordinate these requirements with the ESFs;

(3) Tasks ESFs or any Federal agency to perform additional missions not specifically addressed in the Plan; and

(4) Coordinates response issues and problems with the CDRG which require national-level decisions or policy direction.

(b) Administration and Logistics

This element includes activities which provide facilities and services in support of response operations, as well for recovery activities. Includes the DFO support functions of administrative services, fiscal services, computer support and a message center.

(c) Information and Planning

This element is ESF #5, which provides centralized information and planning for response and recovery operations. It includes a Collection, Analysis and Processing (CAP) section to develop information and action plans based on input from each operational element, including ESFs and other ERT functions; a

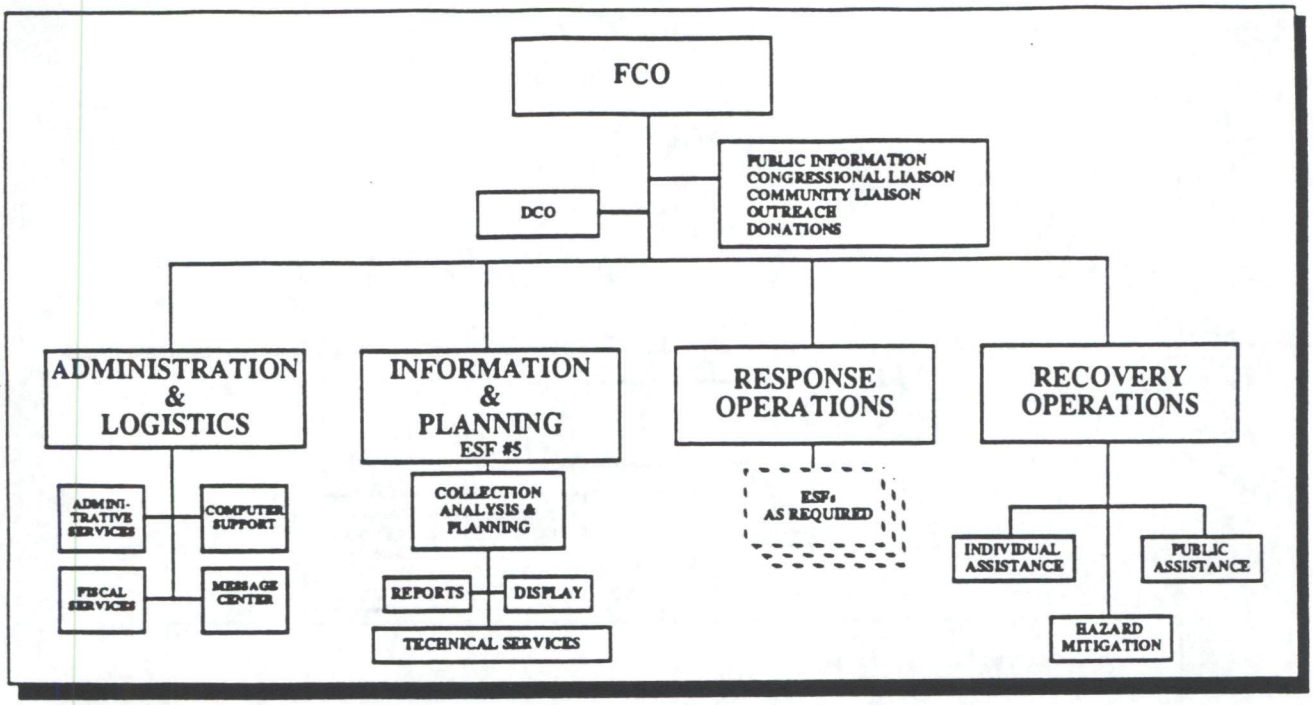

Figure 9 - Structure of the Emergency Response Team (ERT) for Partial Response and Recovery

Reports section to develop briefings, reports, and action plans based on input from the CAP section; a Display section to operate a situation room for the display of critical information on maps, charts, and status boards; and a Technical Services section to provide technical advice to the CAP section and other response and recovery elements.

(d) Response Operations

This element includes the ESFs which are activated to provide direct response assistance in support of the State requirements. The functions include ESF #1 - Transportation, ESF #2 - Communications, ESF #3 - Public Works and Engineering, ESF #4 - Firefighting, ESF #6 - Mass Care, ESF #7 - Resource Support, ESF #8 - Health and Medical Services, ESF #9 - Urban Search and Rescue, ESF #10 - Hazardous Materials, ESF #11 - Food, and ESF #12 - Energy.

(e) Recovery Operations

This element includes the program activities of FEMA and other Federal agencies (OFAs) which provide the disaster recovery assistance to individuals, businesses and public entities. It includes Individual Assistance, Public Assistance, and Hazard Mitigation.

(3) Defense Coordinating Officer (DCO)

A Defense Coordinating Officer (DCO) is provided by the Department of Defense (DOD) to serve in the field as the point of contact to the FCO and the ESFs regarding requests for military assistance.

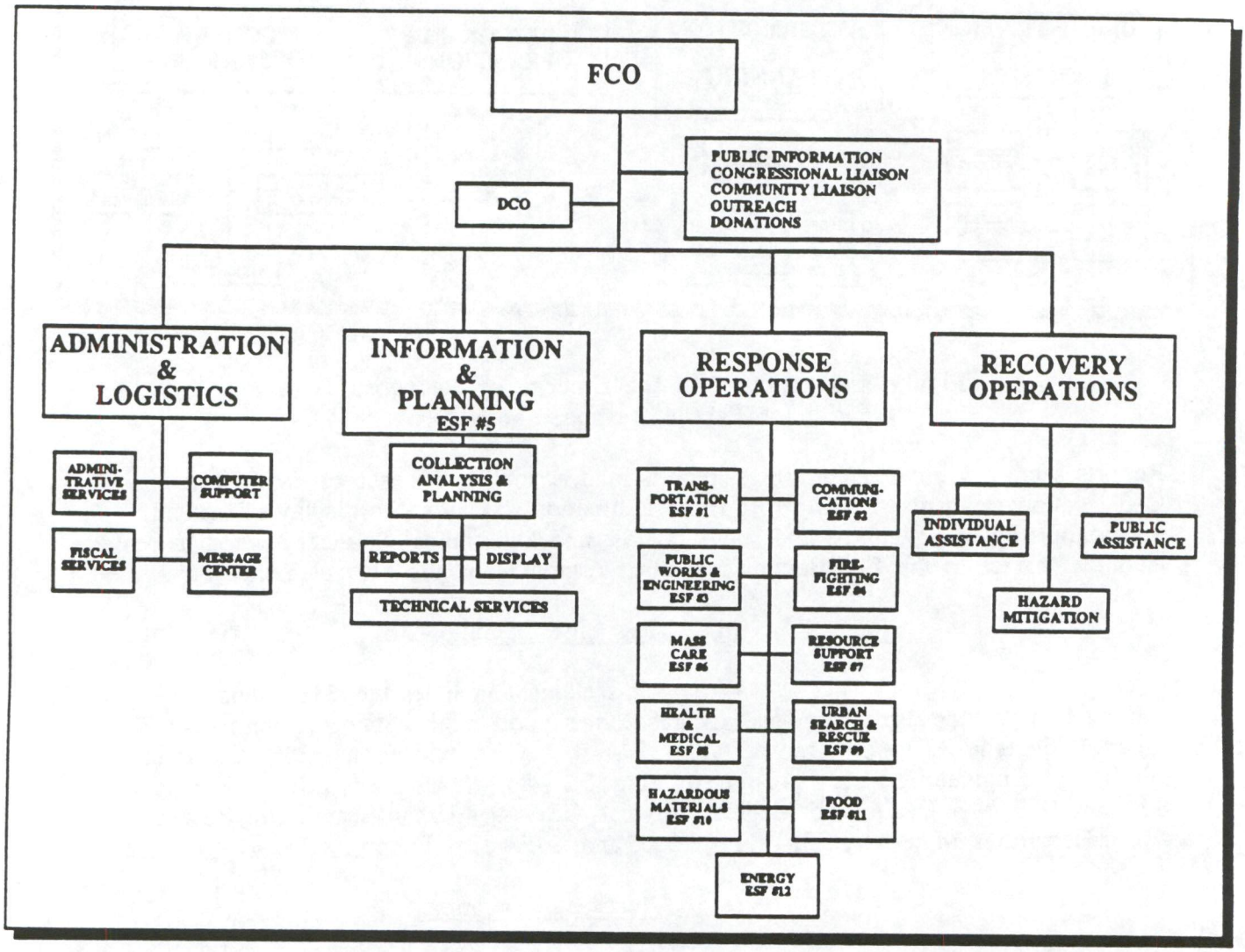

Figure 10 - Structure of the Emergency Response Team (ERT) for Full Response and Recovery

(4) ESF Operations

Each ESF is responsible for verifying State-identified requirements and resource requests and to organize its operations by identifying requirements for operations offices, mobilization centers, staging areas, and other facilities it deems necessary to support the delivery of assistance to the State. The ESF primary agency will identify the functional support requirements to be provided by the appropriate ESFs or support agencies.

C. Notification

1. FEMA may receive initial notification or warning of a disaster from multiple sources, including the National Earthquake Information Service (NEIS) of the U.S. Geological Survey (USGS), the Office of Territorial Affairs, Department of the Interior, the National Weather Service (NWS), the FEMA National Warning Center, a FEMA Region, a State EOC, and the news media.

2. Upon occurrence of an event, the FEMA National Emergency Information and Coordination Center (NECC) will notify key FEMA Headquarters and regional officials. If there is a need for activation of response structures of the Plan, the NECC will notify CDRG and EST members at the national level, as required; in the region(s), Regional Director(s) will notify members of the ERT(s).

3. Upon notification by FEMA, each agency is responsible for conducting its own internal national and regional notifications.

4. CDRG members may be called to assemble at the FEMA EICC for an initial meeting. CDRG members or alternates must be available at the call of the CDRG Chairperson to meet at any time during the initial response period, as necessary.

5. Detailed Federal headquarters and regional response notification procedures are described in regional and headquarters appendices to this Plan.

D. Activation

1. The Plan will be utilized to address particular requirements of a given disaster situation, based on the nature and scope of the event and the level of Federal resources required to support State and local response efforts.

2. Once a response requirement is identified, some or all of the structures of the Plan will be activated. This includes the establishment of the EST at headquarters, the activation of some or all of the ESFs and the deployment of an ERT from the regional office. Initial actions that will be taken at the national level and in the regions upon activation of the Plan are shown in **Figure 11**.

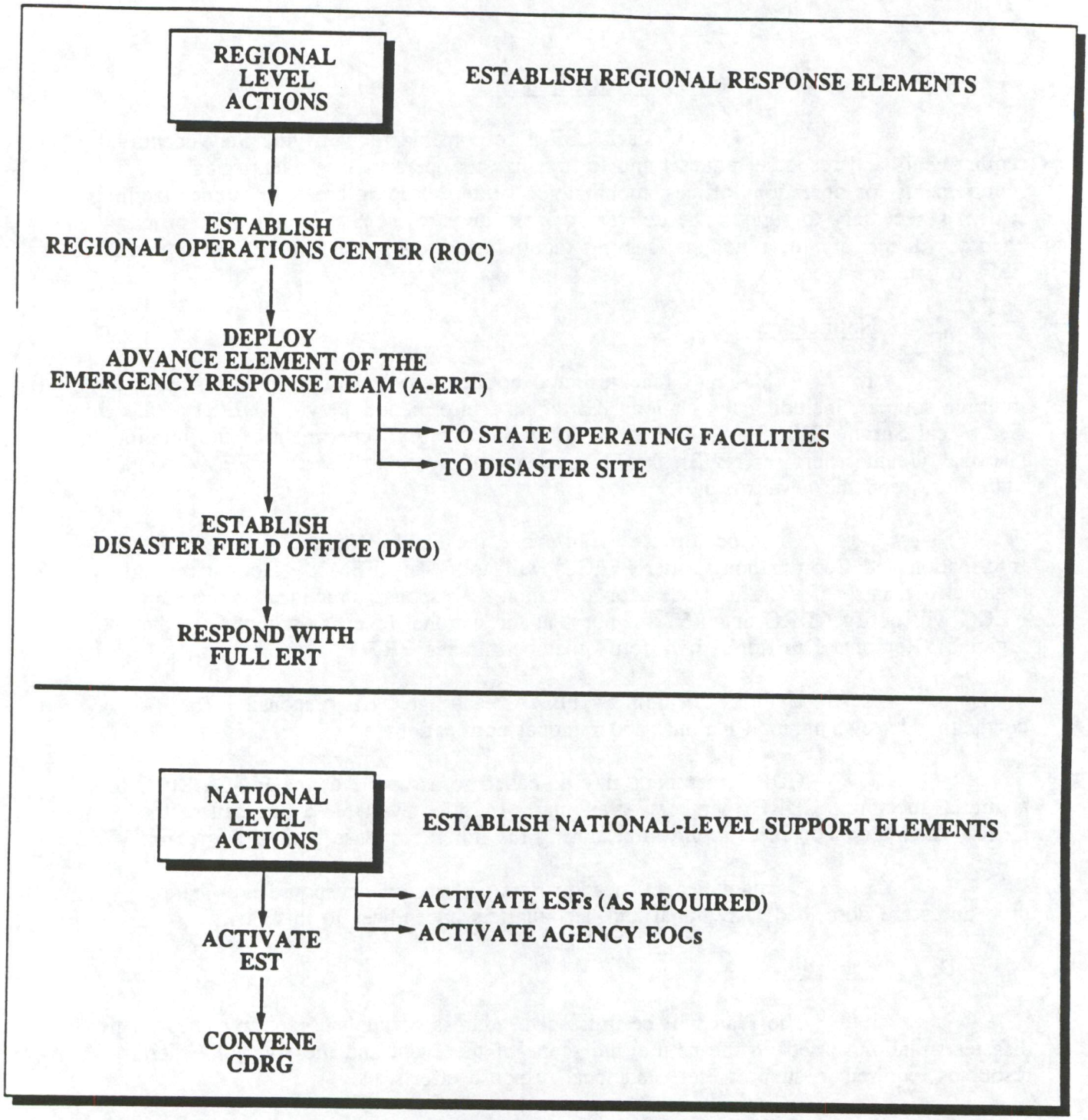

Figure 11 - Initial Response Actions

3. At the national level, the FEMA Associate Director, SLPS, in consultation with the FEMA Director, has the authority to implement the Plan and to activate part or all of the response structures in headquarters to address the specific situation.

4. At the regional level, a FEMA Regional Director, in consultation with the Associate Director, SLPS, and the FEMA Director, also may activate part or all of the response structures of the Plan within the Region for the purpose of providing response support to an affected State.

5. Based on requirements of the situation, FEMA Headquarters and regional offices will notify Federal departments and agencies regarding the need for partial or full activation of the ESFs and other structures of the Plan. Priority for notification by FEMA will be given to contacting primary agencies.

E. Deployment

When activated, ESFs and other operational elements will take actions to identify, mobilize, and deploy personnel and resources to support regional and national response operations, including the ROC and ERT activities in the regions and CDRG and EST activities in FEMA Headquarters.

V. RESPONSE ACTIONS

A. Initial Actions

1. Headquarters Actions

a. The FEMA Director will provide information on the requirements for Federal response assistance to the White House and to senior-level Federal Government officials, as required. The FEMA Associate Director, SLPS, will activate the CDRG and the EST.

b. The interagency EST will assemble in the EICC within two hours of notification to initiate headquarters interagency operations. The EST will provide support for regional response activities, as needed.

c. At the call of the CDRG Chairperson, the CDRG will convene in the FEMA EICC. Members will report on their agency deployment actions and initial activities in support of the ESFs.

d. Federal departments and agencies will activate their headquarters EOCs, as needed, to provide coordination and support to regional response elements in the field.

e. FEMA will take the necessary actions to expedite the processing of a Governor's request for a Presidential major disaster or emergency declaration.

2. Regional Actions

a. Upon occurrence of an event that requires Federal response, the FEMA Regional Director will implement initial Federal response activities from the Regional Office.

b. FEMA and other Federal agencies activate a ROC and establish links with the affected State until the ERT is established in the field.

c. The FEMA Regional Director, with the support of the ESFs, will initially deploy members of the ERT-A to the affected State for the purpose of assessing the impact of the situation, collecting damage information and setting up response operations in the field. The Regional Director will coordinate the Federal support of State requirements until the FCO assumes those responsibilities.

d. ESFs will take actions to quickly determine the impact of the disaster on their own capabilities and to identify, mobilize, and deploy resources to support response activities in the affected State.

B. Continuing Actions

1. Headquarters Actions

a. The EST will establish communications with the FEMA region and with the DFO. The EST will provide liaison between the national-level participating departments and agencies for response operations support, including coordination of national-level resource requirements.

b. The FEMA Headquarters JIC will support the JIC in the field, as required.

c. The Congressional Affairs staff will conduct briefings for Members of Congress and their staffs, in coordination with the Congressional Liaison element of the ERT.

d. Federal agencies will take action as appropriate to support ESF activities, as directed by the designated primary agencies.

2. Regional Actions

a. The FCO will coordinate Federal response activities with the SCO of the affected State.

b. Each ESF will establish contact with its State response counterpart to determine the specific requirements for Federal assistance. Each ESF will designate a representative to coordinate ESF activities with the FCO.

VI. RESPONSIBILITIES

A. Federal Emergency Management Agency

1. At FEMA Headquarters, several offices have responsibilities for developing, exercising, and maintaining the Plan and implementing the Federal response at the national level:

a. The Office of the Director, in consultation with the Associate Director, SLPS, and the appropriate Regional Director, is responsible for implementing Headquarters response actions under the Plan. The Director also is responsible, by delegation from the President, for appointing an FCO for each declared State.

b. The State and Local Programs and Support (SLPS) Directorate is responsible for providing the overall direction of the planning process and establishing a program for periodic exercise and Plan review. The Office of Emergency Management, SLPS, is responsible for overseeing and coordinating planning and response activities under the Plan. The Office of Disaster Assistance Programs is responsible for processing a Governor's request for disaster assistance and for managing recovery activities under a disaster declaration.

c. The National Preparedness (NP) Directorate, together with SLPS, is responsible for the design and implementation of procedures for the EST. Both Directorates, in close coordination with the FEMA Region, are responsible for the design, development, and related guidance for the implementation of the ERT. NP is responsible for headquarters-wide EST rostering, alerting and notification of the EST and the CDRG through the NECC, providing an EST operational capability in the EICC, and for providing a range of emergency support to the ERT through the FEMA Emergency Response Capability (FERC).

d. The External Affairs Directorate is responsible to support public affairs and Congressional relations activities under the Plan. The Office of Public Affairs is responsible for implementing public affairs activities under the Plan, including coordinating the public information activities of other agencies utilizing one or more JICs. The Office of Congressional Relations is responsible for establishing contact with Congressional offices representing the affected area and providing support for all aspects of Congressional relations, including providing personnel for headquarters and regional operations, conducting briefings and developing special legislation, as needed, to facilitate the response process.

e. The Office of the Comptroller is responsible for developing guidance and procedures in concert with Plan agencies regarding the disposition and

accounting of funds. This includes providing a funding code for reimbursement of eligible expenditures related to P.L. 93-288 activities, establishing a Letter of Credit mechanism to ensure rapid availability and transfer of funds to Federal and State organizations, when required, and processing requests for supplemental appropriations, as needed.

g. The Office of General Counsel is responsible for providing legal advice to the CDRG Chair and coordinating with other agencies regarding P.L. 93-288 authorities and other agency emergency authorities and directives. The Office will coordinate the preparation of emergency legislation required to support the response effort.

h. The Office of Administrative Services is responsible for providing administrative and logistical support for headquarters response activities, including the EST and CDRG.

2. Each FEMA Regional Director is responsible for implementing the Plan in the FEMA Region. This includes coordinating the development of an interagency response capability, the development and maintenance of regional supplements to the Plan, ESF Appendices, and Standard Operating Procedures (SOPs). The Regional Director is also responsible for exercising the Plan in the Region and for implementing Federal response activities under the Plan during an actual event.

B. Primary Agencies

1. At the national level, primary agencies are responsible to plan and coordinate with their support agencies for the delivery of ESF-related assistance. Primary agencies are responsible for preparing and maintaining the ESF annexes and appendices to the Plan to reflect the policies, procedures regarding assistance to be provided, and associated responsibilities of the designated primary and support agencies. Each primary agency at the national level will:

a. Designate an official to serve as a representative to the CDRG;

b. Designate staff to serve as a point-of-contact on the EST for ESF activities and to provide support for Congressional relations, public information and financial management activities, as required;

c. Designate an official at the headquarters level and in each FEMA Region to be responsible for the development of planning and procedures for each ESF;

d. Provide direction and assistance to regional elements tasked to assist with planning and response operations;

e. Participate to the extent possible in the processes of developing and exercising the Plan; and

f. Coordinate the development of supplemental material to the Plan, including national and regional appendices and other supplements describing specific policies and procedures for response operations.

2. At the regional level, primary agencies will work with their support agencies to provide assistance to the State and to other ESFs, as needed. Primary agencies will use the ESF annexes of the Plan as a basis for developing regional appendices to the ESF annexes and regional SOPs to support response activities.

C. Support Agencies

Support agencies will assist the primary agencies in preparing and maintaining ESF annexes and appendices, developing national and regional operating procedures, and providing support for ESF operations. Each support agency will:

1. Designate the headquarters office which will serve as the primary point of contact for all actions relating to the Plan;

2. Participate fully in the process of exercising, reviewing, maintaining and implementing the Plan; and

3. Designate representatives to serve on the CDRG and to staff ESF field operations at the DFO and at other operational locations.

D. Other Federal Agencies

Other Federal departments and agencies may have authorities, resources, capabilities, or expertise that may be required to support response operations, but that have not been formally designated under the Plan. Those organizations may be requested to participate in Federal planning and response operations and asked to designate staff to serve as representatives to the CDRG, and to provide support to response operations in the field.

Functional Annexes:

ESF #1 - Transportation
ESF #2 - Communications
ESF #3 - Public Works and Engineering
ESF #4 - Firefighting
ESF #5 - Information and Planning
ESF #6 - Mass Care
ESF #7 - Resource Support
ESF #8 - Health and Medical Services
ESF #9 - Urban Search and Rescue
ESF #10 - Hazardous Materials
ESF #11 - Food
ESF #12 - Energy

Support Annexes:

FM - Financial Management
PI - Public Information
CR - Congressional Relations

EMERGENCY SUPPORT FUNCTION #1

TRANSPORTATION ANNEX

PRIMARY AGENCY: Department of Transportation

SUPPORT AGENCIES: Department of Agriculture
Department of Defense
Department of Energy
Department of State
General Services Administration
Interstate Commerce Commission
Tennessee Valley Authority
U.S. Army Corps of Engineers
U.S. Postal Service

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide for the coordination of Federal transportation support to State and local governmental entities, voluntary organizations, and Federal agencies requiring transportation capacity to perform disaster assistance missions following a catastrophic earthquake, significant natural disaster, or other event requiring Federal response.

B. Scope

The provision of Federal transportation support includes:

1. Overall coordination of Federal and civil transportation assistance to State and local governmental entities, voluntary organizations, and Federal agencies requiring transportation capacity to perform disaster assistance missions;

2. The provision of civil transportation capacity to nonmilitary Federal agencies;

3. The provision of Federally-arranged transportation support and Federal transportation capacity to Federal military and nonmilitary agencies, voluntary organizations, and State and local governmental entities requiring such assistance; and

4. The implementation, as required, of Secretary of Transportation authority, herewith referred to as Department of Transportation (DOT) emergency-related responsibilities to include, but not be limited to: the prioritization and/or allocation of civil transportation capacity, processing of all transportation requests from Federal/State agencies,

control of air and marine traffic, funding of emergency highway repair, hazardous material actions, damage assessment and appropriate emergency coordination with State and local counterparts.

II. POLICIES

A. Federal transportation planning will be directed toward satisfying three primary demands. The first is to satisfy the requirements of Federal entities requiring transportation capacity (service, equipment, facilities, and systems) to perform their assigned disaster missions. The second is to provide Federal transportation assistance to State and local governmental entities, and voluntary organizations upon their request. The third is to facilitate both obtaining and utilizing civil transportation capacity for Federal, State, and local entities and voluntary organizations if such support is required. Additionally, if multi-regional coordination is required, it will be the responsibility of DOT at the national-level to effect required coordination between regions.

B. Federal transportation planning will include consideration of utilizing available transportation capacity, organic to Federal agencies.

C. Federal transportation planning will recognize State transportation network control policies and plans directed at controlling the movement of relief supplies and personnel effectively.

D. The DOT Crisis Coordinator, the Director of Emergency Transportation, or their designees, will exercise authority derived from the Stafford Act and/or Title I of the Defense Production Act of 1950, as amended.

III. SITUATION

A. Disaster Condition

A significant disaster will severely damage the civil transportation infrastructure. Most localized transportation activities will be hampered by lack of undamaged surface transportation infrastructure and disrupted communications.

B. Planning Assumptions

1. The area/regional civil transportation infrastructure will sustain damage. The damage, dependent upon the peculiarities of the civil transportation network, will influence the means and accessibility level for relief services and supplies.

2. Disaster responses which require transportation capacity will be difficult to coordinate effectively during the immediate post-disaster period.

3. Gradual clearing of access routes will permit a sustained flow of emergency relief, although localized distribution patterns will be disrupted for a significant period.

4. The requirement for transportation capacity during the immediate lifesaving response phase will exceed the availability of State and/or locally controlled or readily obtained assets.

5. The initial Federal transportation assistance effort under the Regional Emergency Transportation Coordinator (RETCO's) leadership, will rely on the response capability of the individual Federal agencies. When the Federal Response Plan, hereafter referred to as the Plan, is implemented, Federal transportation assistance will be provided in accordance with the requirements of the Plan.

IV. CONCEPT OF OPERATIONS

A. General

1. Under significant disaster conditions, DOT is responsible for coordinating Federal emergency transportation assistance to affected State and local governmental entities. This normally is accomplished at the Region through the DOT RETCOs, who are senior regional DOT officials assigned to coordinate any DOT regional response to a major disaster or emergency. The Department is also responsible for coordinating transportation assistance for Federal agencies with disaster mission assignments which lack sufficient transportation capabilities necessary to perform their emergency missions. All requests will be submitted to ESF #1 - Transportation for review and action.

2. Within the context of the Plan, all references to the DOT include the Office of the Secretary and all the departmental operating administrations. The responsibility for operationally implementing the provisions of this ESF is assigned to each of the Department's RETCOs within their respective geographical jurisdictions. Overall direction and control will be provided by the Secretary of Transportation's appointed departmental Crisis Coordinator or the Director of Emergency Transportation until such time as a Crisis Coordinator is appointed.

3. The RETCO will provide and/or establish communications with ESF #5 - Information and Planning, in order to report and receive damage information. To facilitate this information flow, the RETCO will establish liaison with that group and, where practical, provide liaison with communications capability compatible with the equipment used by the group. In the absence of liaison, the RETCO will receive information from the national-level ESF #5, if communications between the two groups are operating, or through the Federal Coordinating Officer (FCO) if communications between the two groups are not functioning. The initial concentration of the RETCO will be to provide transportation assistance to Federal agencies requiring assistance to meet their disaster assignments. Federal agencies having transportation capacity will notify the

RETCO concerning type, number, and availability. The RETCO will accumulate Federal transportation capacity requirements directly from Federal agencies and redistribute the available Federal transportation capacity to those agencies. If available Federal transportation capacity is insufficient to meet initial requirements, the RETCO will coordinate Federal agencies requests for obtaining civil transportation capacity. Care will be taken to coordinate and obtain such civil transportation capacity as required, with the appropriate State and local governmental entities to avoid placing competing service demands upon the civil transportation sector.

B. Organization

1. National-Level Response Support Structure

a. National-level policy direction, control, and assistance will be provided by the DOT Crisis Coordinator. The Departmental Representative assigned to the Emergency Support Team (EST) will receive direction from the DOT Crisis Coordinator.

b. The DOT Crisis Coordinator, or the coordinator's designee, will represent the Department in deliberations of the Catastrophic Disaster Response Group (CDRG).

c. At the request of the Crisis Coordinator, after an initial situation assessment, representatives from the appropriate Federal transportation support agencies will form a headquarters level DOT Emergency Transportation Emergency Support Function (HET-ESF), which will be directed by the DOT Crisis Coordinator.

d. The DOT Crisis Coordinator will exercise policy direction and control over the Federal transportation community disaster response conducted by the Department, to include each concerned RETCO.

e. The HET-ESF will assemble and operate, when deemed appropriate by the DOT Crisis Coordinator, from the DOT Situation Center, Room 7332, DOT Headquarters Building, 400 Seventh Street S.W., Washington, DC.

2. Regional-Level Response Structure

a. The RETCO is responsible for the implementation and coordination of the Federal transportation assistance activity with other Federal entities and with State and local government entities through established reporting channels within each RETCO's assigned jurisdiction.

b. In the event that an affected RETCO is unable to function for whatever reason after an earthquake, the RETCO's responsibility will be assumed by the senior official within the RETCO's administration, in accordance with established line of succession procedures.

C. Notification Procedures

1. Headquarters

a. The initial notification will be sent by FEMA to the DOT Office of Emergency Transportation (OET) (202-366-5118) during normal duty hours or to the United States Coast Guard (USCG) Flag Plot (202-267-2100) during non-duty hours.

b. The contacted entity, i.e., OET or USCG Flag Plot, will implement the appropriate DOT alerting procedures and notify immediately the HET-ESF members from the Interstate Commerce Commission (ICC), General Services Administration (GSA), and other support agencies.

c. ESF #1 support representatives will report as required to the DOT Crisis Management Center.

2. Region

a. The affected RETCO(s) initially will be alerted in accordance with procedures set out in regional supplements.

b. Upon notification, the affected RETCO(s) will implement the RETCO's notification plan and establish communications with the DOT Crisis Management Center.

D. Response Actions

1. Initial Actions

a. Headquarters

(1) Immediately following implementation of the notification procedures, priority attention will be directed toward the following:

(a) Assuring necessary emergency operating facilities and incident reporting systems are established;

(b) Establishing communications with the concerned RETCO(s) and the Office of the Secretary;

(c) Establishing communications with FEMA and other affected departments to obtain the location of possible damage areas, degree of damage, and other available information;

(d) Providing appropriate representation to the CDRG and, if required, to the EST; and

(e) Implementing the appropriate provisions of the DOT Crisis Action Plan and other plans or actions as required to ensure adequate staff and logistical support.

(2) The DOT Crisis Coordinator or, as appropriate, members of the HET-ESF will be available to provide assistance upon request of the RETCO.

(3) Primary reliance for communications capability will be placed upon public communications including the Federal Telecommunications System (FTS). Additionally, systems operated by the DOT will be used as required. Integration of the HET-ESF communication system with other involved Federal agencies will be accomplished through provisions of the applicable regional communication plan.

b. Region

The RETCO will give priority attention to:

(1) Assuring that necessary emergency reporting systems and operating facilities are established;

(2) Establishing communications with the FCO and the State Coordinating Officer (SCO);

(3) Establishing communications with the DOT Situation Management Center;

(4) Implementing the appropriate provisions of the regional supplement; and

(5) Exercising, as required, appropriate actions to include civil transportation priorities and allocations derived from the Defense Production Act of 1950, as amended.

2. Continuing Actions

a. Under conditions where State and local governmental entities require Federal assistance to obtain transportation capacity to supplement their own capability, the RETCO will attempt to meet the demands from available Federal capability. If available Federal transportation capacity is insufficient to meet the demand, the RETCO will assist the State and local governmental entities, upon their request, in obtaining civil transportation capacity.

b. The RETCO will provide necessary coordination with appropriate State and local agencies to facilitate the flow of civil transportation capacity involving the movement of persons and things to, from, and within the disaster area(s).

c. The RETCO will maintain continual surveillance over the availability of both Federal and civil transportation capacity. Shortage conditions will be reported immediately to the DOT Crisis Coordinator and the FCO.

d. The RETCO will be responsible for the administrative support of individuals supporting emergency transportation operations.

e. The RETCO, assisted by the supporting Federal agencies identified in each regional supplement, will perform the following:

(1) Upon implementation of the Plan, establish a fully operational emergency transportation response center at a location designated by the RETCO in accordance with the appropriate regional supplement to the Plan;

(2) Establish liaison with ESF #5 to facilitate the flow of damage information;

(3) Establish liaison with the designated State/local official(s) identified in the applicable regional supplement to facilitate the flow of information and State/local transportation requirements;

(4) Develop a database of State, local, and regionally available Federal transportation services which are not required to support the owning or contracting agencies' immediate emergency mission requirements; and

(5) Provide reports to the DOT Crisis Coordinator as required by that Crisis Coordinator.

f. This ESF, in coordination with ESF #7 - Resource Support, will determine the number and types of transportation assets required to support the disaster response effort.

g. Motor equipment shall be procured from the following sources:

(1) Equipment owned by Federal agencies that may be reassigned to the Federal disaster operation;

(2) Federal supply schedule contractors; and

(3) Other commercial sources.

h. ESF #1 will determine the appropriateness of the types of vehicles and equipment provided to satisfy the identified requirement.

V. RESPONSIBILITIES

A. Primary Agency: Department of Transportation

1. Implement, as required, DOT emergency-related functions to include the prioritization and/or allocation of all or part of civil transportation capacity, air and marine traffic control, emergency highway funding for Federally-owned highways and highways on the Federal-Aid system, hazardous material containment response, and damage assessment.

2. Coordinate the provision of Federal transportation capacity in support of Federal agencies, volunteer agencies, and State and local governmental entities.

3. Coordinate, through the DOT RETCO, with regional Department of Defense (DOD) elements, including the Disaster Coordinating Officer (DCO), and assist as requested, in support of DOD's responsibilities under ESF #9 - Urban Search and Rescue.

4. Assist DOD Transportation Operating Agencies (TOAs), upon their request, in support of their responsibility to provide TOA-procured transportation capacity.

5. Provide Federally-arranged transportation support, in coordination with the GSA and ICC to:

   a. Nonmilitary Federal agencies, State, and local governmental entities, and volunteer agencies; and

   b. Federal military TOAs upon their request.

6. Assist State and local governmental entities in determining the most viable available transportation networks to, from, and within the disaster area, and regulate the use of such networks as appropriate.

7. Identify supporting resource requirements, accumulate such requirements, and take such actions to affect their review and implementation by appropriate authority. Provide for the prioritization or allocation of available supporting resources as they are made available, if required.

8. Upon the identification of transportation capacity shortfalls, report such shortfalls and proposed actions to the FCO.

9. In coordination with the ICC, implement and administer civil transportation control systems, if the disaster situation requires the implementation of such controls.

B. Support Agencies

1. Department of Agriculture; Department of Defense; Department of Energy; Department of Justice; Department of State; General Services Administration; U.S. Army Corps of Engineers; U.S. Postal Service, and the Tennessee Valley Authority.

a. Make available Federal transportation capacity not required by the agency to fulfill its emergency mission.

b. Make available civil transportation capacity under contract at the time of a disaster not required by the agency for its emergency mission.

c. Provide representation to a regional response group formed to facilitate the coordination and distribution of Federal assistance to Federal, State, and local governmental agencies experiencing resource shortfalls.

d. Provide support to DOT in the emergency operation of inland waterways, ports, and harbors to include specifically dredging operations, as it relates to the U.S. Army Corps of Engineers (USACE) (Civil Works).

e. GSA, who will be colocated with ESF #1, upon receipt of requirements from ESF #1, will determine the number and types of transportation assets required to support the disaster response effort. The assets may be provided from equipment owned by Federal agencies and reassigned to the disaster operations, Federal supply schedule contractors and from other commercial sources. GSA will notify the appropriate Regional Administrator(s) of the requirement.

2. Interstate Commerce Commission

a. Assist the DOT, as required, in providing Federally-arranged transportation support to Federal agencies, volunteer agencies, and State and local government entities.

b. Administer DOT civil transportation control systems (e.g., priorities and allocations) as may be requested of the Chairman of the ICC when so requested by the Secretary of Transportation.

VI. RESOURCE REQUIREMENTS

Estimated logistic requirements (e.g., personnel, supplies and equipment, facilities, and communications) will be developed during the regional planning process and through exercises.

VII. REFERENCES

A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act

B. The Defense Production Act of 1950, as amended.

VIII. TERMS AND DEFINITIONS

A. Civil Transportation Capacity

Service, equipment, facilities, and systems of all modes and types offering such service, equipment, facilities, and systems.

B. DOD TOA-Procured Transportation Capacity

Civil transportation capacity required by Federal military agencies and procured through appropriate DOD TOAs in accordance with DOD Procurement Regulations.

C. DOT Crisis Coordinator

The DOT Crisis Coordinator is a senior-level departmental official appointed by the Secretary of Transportation following a major national security or domestic emergency having a significant adverse impact on the civil transportation system with authority both to coordinate fully the DOT response and to exercise, as appropriate, the Secretary's Defense Production Act of 1950, as amended, priorities and allocation authority.

D. Federally-Arranged Transportation Support

The identification of available civil transportation services, and assistance in procuring such capacity, in support of State and local governmental entities, volunteer agencies, and Federal agencies unable to obtain required services through normal civil transportation procurement channels.

E. Headquarters Emergency Transportation Emergency Support Function (HET-ESF)

The national-level transportation ESF, Federal transportation officials assigned to the departmental crisis response elements, the EST, CDRG, Joint Information Center (JIC), etal.

F. Regional Emergency Transportation Coordinator (RETCO)

The regional representative of the Secretary of Transportation for emergency transportation response and planning matters.

EMERGENCY SUPPORT FUNCTION #2

COMMUNICATIONS ANNEX

PRIMARY AGENCY: National Communications System

SUPPORT AGENCIES: Department of Agriculture
Department of Commerce - National Telecommunications and Information Administration
Department of Defense
Department of the Interior
Department of Transportation
Federal Communications Commission
Federal Emergency Management Agency
General Services Administration

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, Extraordinary Situation, and other emergencies under the Federal Response Plan, hereafter referred to as the Plan. 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 - Communications, coordinates Federal actions to be taken to assure the provision of required telecommunications support to Federal, State, and local disaster response elements. This ESF will coordinate the establishment of required temporary telecommunications in the area which has been impacted by Presidentially declared Emergencies, Major Disasters, Extraordinary Situations, and other emergencies. Support includes government furnished telecommunications, commercially leased communications, and telecommunications services provided under provisions of the National Security and Emergency Preparedness (NSEP) Telecommunications Service Priority (TSP) System Procedures for expediting service requirements. This ESF applies to telecommunications assets of all Federal agencies in a disaster.

II. POLICIES

A. The NTSP serves as a basis for planning and utilization of national telecommunications assets and resources in support of the provisions of the **Robert T. Stafford Disaster Relief and Emergency Act** in a Presidentially declared Emergency, Major Disaster, Extraordinary Situation and other emergencies. It is the formal US Government document applicable to all Federal departments and agencies, issued by the Director, Office of Science and Technology Policy, 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 E.O. 12472, "**Assignment of National Security and Emergency Preparedness Telecommunications Functions**," April 3, 1984.

III. SITUATION

A. Disaster Condition

A disaster condition may result from a catastrophic earthquake, significant natural disaster or other incident that produces extensive damage and results in 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. Concomitantly, widespread damage to commercial telecommunications facilities is likely. 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 telecommunications 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.

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 telecommunications facilities as the situation permits.

2. Initial reports of damage will be fragmented and provide an incomplete picture concerning the extent of the damage to telecommunications facilities.

3. Weather and other environmental factors will restrict the ability of suppliers to deploy mobile or transportable telecommunications equipment into the affected area.

4. The affected Regions' ability to communicate with the rest of the country will be impaired. Some key individuals will be isolated from their regional offices and/or operational centers.

5. The type of natural disaster will necessitate the careful consideration of sites for establishing Disaster Field Offices (DFO) in the least vulnerable locations supportable by available telecommunications facilities.

IV. CONCEPT OF OPERATIONS

A. General

Operations under ESF #2 shall be executed in accordance with the NTSP.

B. Notification

1. After the notification to implement the Plan, the Manager, National Coordinating Center will alert all NCC personnel and assume control. During non-duty hours the National Communications System/Defense Information Systems Agency-Network Management Operating Center (NCS/DISA-NMOC) will alert the Manager, NCC, who will direct that NCC personnel be recalled.

2. Immediately upon receipt of information about the disaster and upon notification, the NCC will establish contact with Federal Emergency Management Agency (FEMA) to obtain information and guidance.

C. Response Actions

1. Initial Actions

a. Immediately upon notification to execute the Plan, the Manager, NCC will begin gathering damage assessment data from the Government and industry representatives to the NCC.

b. Until the NCC staff is assembled, the NCS/DISA-NMOC will accumulate damage information obtained from agency and industry contacts.

c. The NTSP shall be implemented immediately. The initial focus will be to identify:

(1) Operational telecommunications facilities available for use within the affected area;

(2) Telecommunications facilities 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 telecommunications companies toward recovery and reconstruction of their facilities.

d. Until the Federal Emergency Communications Coordinator (FECC) and Emergency Communications Staff (ECS) are deployed and operational, the FEMA Regional Communications Manager (FRCM) shall accumulate damage information obtained from the FEMA Regional Director (RD), 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.

e. An ECS will be organized in the affected Region and expanded as necessary by drawing on experienced personnel from other unaffected Regions.

f. NCC personnel shall begin inventory of Federal communications assets available to support the recovery mission(s). Federal agencies, with communications assets, may be asked to contribute these assets to the response effort. The Manager, NCS will be kept informed of these assets and their status.

g. The NCC shall:

(1) Obtain from FEMA or the FECC the location of the proposed DFO;

(2) Obtain from the National Weather Service or the FECC the latest weather report for the area, including present conditions, the 24-hour forecast, and the long-range forecast;

(3) Obtain information from ESF #1-Transportation about road, rail, and air transportation conditions in the area and whether they can be used to get mobile telecommunications systems into the area; and

(4) Determine from FEMA the location of possible sources of secondary response locations in the disaster area, e.g., staging areas, satellite DFOs, etc.

h. The FECC, assisted by the ECS and Communications Resource Manager (CRM), if activated, will assess the need for mobile or transportable telecommunications equipment. The FECC, through the NCC or CRM (if activated), may request NCS member organizations to identify assets for possible deployment.

i. The NCC 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 reports in accordance with the NTSP.

b. The representatives of the NCS member organizations whose organizations have been tasked to provide assets will confirm to the NCC or CRM (if activated) 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 RD, FCO, or SCO;

(2) Be prepared to release Federal telecommunications 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 and/or CRM 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. Standing requests for information should be submitted to the NCC and/or CRM as soon as possible so that procedures can be developed for acquiring the information.

e. Requests for telecommunications support will come from many sources. The FECC or FRCM will forward unresolved claims to the NCC or CRM (if activated). When the allocation of telecommunication resources cannot be resolved by the NCS or CRM to the satisfaction of the parties involved, it will be presented to the Joint Telecommunications Resources Board (JTRB) for resolution.

f. The NCC will develop and promulgate information collection guidelines and procedures to enhance assessment, allocation, and reallocation of telecommunications industry assets.

V. RESPONSIBILITIES

A. 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 transportation resources for telecommunications activities.

2. The Federal agencies listed below provide the indicated support to NCS efforts under the Plan.

a. Department of Agriculture

(1) Provide radio communications systems for support of firefighters, law enforcement officers, and disaster response operations.

(2) Provide engineers, technical personnel, and liaison staff to assist the ECS and to maintain the US 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 the Interior

Provide radio and radio-telephone systems not necessary for meeting Department of the Interior (DOI) emergency missions.

c. 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 Departmemt 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 doesn't 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 Federal Telecommunication System (FTS) networks.

(6) Coordinate the movement of telecommunications personnel and equipment into the disaster area with ESF #1 - Transportation.

d. Federal Emergency Management Agency

(1) Provide an FRCM to serve on the ECS.

(2) Provide radio equipment, radio spectrum management, and other organic telecommunications support.

(3) Provide communications support to State and local officials to assist in the dissemination of warnings to the populace of risks and hazards.

e. 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) Notify the FECC when telecommunications support (other than that provided by the FECC) is supplied to a representative of the organization at an operational location. Notification will be made by the organization's senior representative on site as soon as the type, quantity, and nature of the support are known.

(b) Use organizational resources to meet their mission requirements before requesting the FECC to obtain emergency telecommunications support.

(c) 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.

(d) Notify the FECC promptly when their telecommunication resources are to be withdrawn or discontinued.

(e) 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 are of critical importance to providing telecommunications to the affected area:

1. Mobile or transportable telecommunications equipment;

2. Multichannel radio systems;

3. Base station and hand held portables;

4. Mobile or transportable microwave systems;

5. Mobile or transportable switchboards and station equipment;

6. Aircraft suitable as platforms for airborne radio repeaters;

7. Trained installation and operations personnel available for deployment to the field; and

8. Naval ship(s) as appropriate to act as relay platforms.

B. Support for Field Activities

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). Other licensed amateur activities and Personal Service Radio (PSR) groups also provide public communications during Emergencies and Major Disasters. Members of the Radio Emergency Associated Communication Team (REACT) perform similar services utilizing Citizen Band radio equipment.

VII. REFERENCES

A. Executive Order 12472, April 3, 1984.

B. National Plan for Telecommunications Support in Non-Wartime Emergencies, November 1991.

C. US Army Regulation 500-60, September 1, 1981.

D. Headquarters, US Army Forces Command, Military Assistance to Civil Authority Plan, Annex G (Communications), April 28, 1978, with changes.

E. Agency Asset Usage Plans for individual NCS member organizations, various dates.

F. Telecommunications industry entity plans for responding to crisis and emergency situations, various dates.

G. Telecommunications Service Priority (TSP) System for National Security Emergency Preparedness (NSEP), 09 July 1990.

VIII. TERMS AND DEFINITIONS

A. Communications Carrier Representative

That individual representative of a commercial carrier(s) who has (have) been designated to function in a liaison capacity with the ECS.

B. Communications Resources Manager

That person appointed by the Manager, NCS, to assist in resolving claims for telecommunications resources where telecommunications service providers are unable to satisfy all telecommunication service requirements, when there are conflicts among multiple FECCs, or when the allocation of available resources cannot be fully accomplished at the field level.

C. 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. This ECS meets the criteria of the National System for Emergency Coordination as a regional telecommunications functional group.

D. Federal Emergency Communications Coordinator

That person, assigned by the General Services Administration (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 State Coordinating Coordinating (SCO).

E. GSA Communications Representative

The 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.

F. Joint Telecommunications Resource Board (JTRB)

The JTRB assists the Director of the Office of Science and Technology Policy in the exercise of assigned non-wartime emergency telecommunications functions.

G. 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 to supervise the operations of such support when provided.

H. National Communications System

The NCS consists of an administrative structure (i.e., Executive Agent, Manager, Committee of Principals) and the telecommunications assets of those Federal departments, agencies, or organizations designated by the President which lease or own telecommunications 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 the Office of Science and Technology Policy, and the Director of the Office of Management and Budget in:

1. The exercise of their wartime and non-wartime emergency telecommunications 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.

I. National Coordinating Center

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.

J. NCS/DISA Network Management Operations Center

The NCS/DISA Network Management Operations Center is a 24-hour operations center that provides point of contact for the NCS/NCC during non-duty hours.

K. FEMA Regional Communications Manager

That person assigned by FEMA, to manage FEMA's telecommunications assets and to serve as a member of the ECS.

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PUBLIC WORKS AND ENGINEERING ESF #3

EMERGENCY SUPPORT FUNCTION ANNEX

PRIMARY AGENCY: U.S. Army Corps of Engineers

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 Labor
Department of Transportation
Environmental Protection 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 needs related to lifesaving or life protecting following a major or catastrophic disaster.

B. Scope

1. ESF #3 - Public Works and Engineering support includes technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of wastewater and solid waste facilities, and real estate support for the stated purposes.

2. Activities within the scope of ESF #3 include:

a. Emergency clearance of debris for reconnaissance of the damage areas and passage of emergency personnel and equipment for lifesaving, life protecting, health and safety purposes during the immediate response phase;

b. Temporary construction of emergency access routes which include damaged streets, roads, bridges, ports, waterways, airfields, and any other facilities necessary for passage of rescue personnel;

c. Emergency restoration of critical public services and facilities including supply of adequate amounts of potable water, temporary restoration of water supply systems, and the provision of water for firefighting;

d. Emergency demolition or stabilization of damaged structures and facilities designated by State or local government as immediate hazards to the public health and safety, or as necessary to facilitate the accomplishment of life saving operations (undertake temporary protective measures to abate immediate hazards to the public for health and safety reasons until demolition is accomplished);

e. Technical assistance and damage assessment, including structural inspection of structures; and

f. Support to other ESF's as outlined in the Federal Response Plan, hereafter referred to as the Plan.

II. Policies

A. US Army Corps of Engineers (USACE) will develop work priorities in cooperation with the State unless directed otherwise by the Federal Coordinating Officer (FCO).

B. USACE will perform work under Public Law 84-99 and other USACE authorities when applicable.

C. Support agencies will perform tasks under their own authorities as applicable, in addition to missions received under the authority of the Plan.

D. USACE will appoint an overall coordinator for all response and recovery activities at the Disaster Field Office (DFO) at the time of the disaster.

III. SITUATION

A. Disaster Condition

A catastrophic or major disaster will cause unprecedented property damage. Structures will be destroyed or severely weakened. Homes. public buildings, bridges, and other facilities will have to be reinforced or demolished to ensure safety. Debris will make streets and highways impassable. Public utilities will be damaged and may be partially or fully inoperable. A major disaster may affect the lives of many State and local response personnel, preventing 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. Assistance from the Federal government may be needed to clear debris, perform damage assessment, structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.

2. Access to the disaster areas will be dependent upon the re-establishment of ground routes. In many locations debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.

3. Rapid damage assessment of the disaster area will be required to determine potential work load.

4. Emergency environmental waivers and legal clearances will be needed for disposal of materials from debris clearance and demolition activities.

5. Significant numbers of personnel with engineering and construction skills along with construction equipment and materials will be required from outside the disaster area.

6. Aftershocks (assuming an earthquake event) will require re-evaluation of previously assessed structures and damages.

IV. CONCEPT OF OPERATIONS

A. General

ESF #3 support will supplement State and local emergency response actions immediately following a disaster. Close coordination will be maintained with Federal, State, and local officials to become aware of potential taskings. 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 team for overall damage assessment. Support agency representatives will colocate with USACE field personnel, as required and if necessary coordinate their support with their agencies.

B. Organization

1. National-Level Response Structure

a. Catastrophic Disaster Response Group (CDRG)

An interagency group to address response issues and problems which require national-level decisions or policy direction or that cannot be resolved by the

FCO. The USACE representative to the CDRG is the Chief, Operations, Construction, and Readiness Division, Directorate of Civil Works. The alternate representative is the Chief, Readiness Branch, Operations, Construction Readiness Division, Directorate of Civil Works. The CDRG will meet on an as-needed basis at the direction of the CDRG Chairperson.

b. Emergency Support Team (EST)

The EST supports the CDRG and provides administrative, logistical and operational support for response activities in the field. It serves as a central source of information on the status of Federal response activities and helps disseminate information to the media, Congress and the general public. The USACE representative to the EST is the Chief, Domestic Emergency Section, Readiness Branch, Operations, Construction Readiness Division, Directorate of Civil Works.

c. Agency Operations Elements

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.

2. Regional-Level Response Structures

a. Regional Operations Center (ROC)

The ROC establishes linkage with the affected State 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 in the field. A USACE division and/or its assigned district will provide the necessary representation on the ROC. These representatives will remain in the ROC until de-activated or released by head of the ROC.

b. Emergency Response Team

(1) Advance Emergency Response Team (ERT-A)

The ERT-A is the initial group to respond to the incident at the disaster site. This team may be deployed to a forward position in advance of a disaster which has warning (i.e., hurricane). The USACE division having responsibility for the State in which the disaster occurs will ensure necessary representatives are immediately provided for the formation of the ERT-A. These personnel may be from division or district offices.

(2) Full Emergency Response Team (ERT)

Once the DFO is established, a full ERT will locate to the DFO. The ERT role is that of coordination, assessing information, determining resource requirements, setting priorities, disseminating information, and taking actions for

response and recovery activities. In addition to keeping the representatives from the ERT-A for the full ERT, the designated USACE division will provide the necessary representation for both response and recovery operations (See FIG. 6 of the Basic Plan).

(3) Defense Coordinating Officer (DCO)

The Department of Defense (DOD) will provide a DCO to serve as the single point of contact to the FCO and ESF representatives for all requests for military assistance. USACE will provide support as necessary to the DCO.

(4) Emergency Support Function Operations

The designated USACE division or district will establish necessary field offices to support all assignments and missions.

C. Notification

1. Upon occurrence of a potentially major or catastrophic disaster or a decision to implement the Plan, the Federal Emergency Management (FEMA) Headquarters will notify the Chief, Domestic Emergency Section, HQUSACE. The alternate person to contact is the Chief, Readiness Branch. The Chief, Domestic Emergency Section will notify the HQUSACE staff elements, appropriate USACE division(s), and all national ESF #3 support agencies.

2. Upon occurrence of a major disaster or notification of activation of the Plan from HQUSACE or FEMA, divisions and districts will implement their local notification plans. If initial situation is unknown, all divisions will place their personnel on alert and/or on standby for immediate execution of the Plan.

V. RESPONSE ACTIONS

A. Initial Actions

1. HQUSACE Actions

a. Send EST representatives to FEMA Headquarters.

b. Provide CDRG representation as needed.

c. Activate EOC and CMT and begin notification procedures.

d. Establish communications with FEMA Headquarters and USACE subordinate commands.

e. Provide representative to FEMA Headquarters to coordinate Congressional relations activities with FEMA Congressional Relations Officer.

f. Provide Public Affairs representative to FEMA Headquarters Joint Information Center (JIC).

2. Regional (Division and District) Actions

a. Ensure USACE representation to the ROC and ERT-A are dispatched in accordance with the Plan.

b. Provide damage assessment to analyze USACE's potential involvement or extent of assistance required for work under ESF #3 and USACE authorities. Provide damage assessments of USACE facilities and equipment and the impact of the disaster on USACE personnel strength.

c. Activate EOC and identify facilities for USACE field offices.

d. Establish upward, downward, and lateral communications within all USACE channels.

e. Establish communications with FEMA, State, and ESF #3 support agencies.

f. Support other ESF's as necessary.

g. Arrange for additional engineering and construction resources as needed to supplement State and local efforts.

h. Provide administrative support, mapping, communications, equipment, and personnel at the ESF operating level.

i. Provide Public Affairs and Congressional Affairs representatives to support the JIC and Congressional Liaison Officer (CLO).

B. Continuing Actions

1. Headquarters (HQUSACE) Actions

a. Continue CMT functions and EOC operations.

b. Ensure proper and adequate coordination is in effect at all levels.

2. Regional (Division and District) Actions

a. Provide support to the State as required. Establish priorities in coordination with the State.

b. Work with State and local governments to maximize use of available regional assets and identify resources required from outside the Region.

c. Utilize designated support agencies.

d. Support other ESF's as necessary.

e. Submit Situations Reports (SITREPS).

f. Continue with damage assessment.

g. Establish field offices as required.

h. Maintain fiscal controls, accounting, and timekeeping.

VI. RESPONSIBILITIES

A. FEMA. See Basic Plan.

B. USACE

1. HQUSACE

a. Annually review the Plan including other annexes, submit comments as appropriate, and revise this annex as necessary.

b. Designate the USACE representatives to CDRG and EST and maintain operational EOC and CMT.

c. Develop additional USACE guidance as required to execute assigned missions.

d. Participate in training and exercises.

2. Regional (USACE Division and District)

a. Annually review and provide comments to HQUSACE on this annex and other parts of the Plan.

b. Designate personnel as outlined in the Basic Plan and representatives to the ROC, ERT-A, and ESF staff.

c. Develop plans for State-wide response under the Plan to efficiently and rapidly execute USACE missions.

d. Ensure personnel are properly trained and exercised to implement the Plan.

e. Provide support to the JIC and Congressional Liaison element.

C. Support Agencies

1. Support agencies will annually review and provide comments to HQUSACE relating to this annex.

2. Participate in exercises regarding the Plan.

3. Provide HQUSACE with points of contact at the national level for coordination of planning and response.

4. Support agencies at the national-level will ensure points of contact are established at the regional-level.

5. Support agencies will provide representatives as required to support the regional ESF #3 organizations. 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 the respective operating locations. All specific support activities expected to be provided by the following agencies will be coordinated and outlined in USACE division and district response plans.

a. Department of Agriculture (USDA)

(1) The US Forest Service (USFS) will provide engineering and contracting/procurement personnel and equipment to assist in emergency debris removal, demolition, repair of roads and bridges, temporary repair of essential public facilities, and water supply. The USFS will be the regional contact for this support.

(2) The Soil Conservation Service (SCS) will provide technical personnel to evaluate damage to water control facilities. The SCS will be the regional contact for this support.

b. Department of Commerce (DOC)

Using the Interagency Committee on Seismic Safety in Construction/Building and Fire Research Laboratory /National Institute of Standards and Technology provide direct technical support and advice on procurement of external consulting services for assessing the structural and fire safety of damaged and lifelines (public works and utilities).

c. Department of Defense (DOD)

Provide available military resources (technical assistance, personnel, supplies, and equipment) to support ESF #3 activities including debris removal, emergency demolition, emergency power, restoration of essential public facilities, and water supply. The Director of Military Support (DOMS) will be the contact for this support at the national-level with designated Continental United States (CONUS) at the regional-level.

d. Department of Energy (DOE)

Provide technical assistance, equipment, and materials as required and available to meet fuel and energy requirements for executing ESF #3 missions.

e. Department of Health and Human Services (HHS) (Public Health Service) - (PHS)

(1) Provide engineering and environmental health personnel to assist in corrective actions related to water, wastewater and solid waste facilities.

(2) Provide guidance related to hazardous materials.

f. Department of Interior (DOI)

(1) Provide engineering support to assist in evaluating damages to water control facilities. The Bureau of Reclamation (BOR) will be the regional contact for this support.

(2) Provide technical assistance, contracting/procurement personnel, equipment, mapping, and materials to support ESF missions. The BOR and the Bureau of Land Management (BLM) will be the regional contacts for this support. The US Geological Survey (USGS) will be the contact for mapping support.

(3) Provide technical assistance and advice concerning potential continuing geological hazards which could impact ESF operations. USGS will be the regional contact for this support.

(4) Provide personnel and equipment to assist in damage assessment, debris clearance, demolition, and emergency restoration of facilities in general, and specifically on Indian reservations and national park areas. BOR, the Bureau of Indian Affairs (BIA) and/or the National Park Service (NPS), as applicable, will be the regional contacts for this support. (DOI will designate a single overall point of contact for coordinating all of its support activities.)

g. Department of Labor (DOL)

Provide technical personnel to assess threat 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. The Mine Safety and Health Administration will be the regional contact for Urban Search and Rescue related missions.

h. Department of Transportation (DOT)

The regional contacts for these support activities are the Federal Aviation Administration (FAA), the Federal Highway Administration (FHWA) and/or the US 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 of water.

(3) Arrange for movement of required engineering and construction resources into the disaster area.

i. Environmental Protection Agency (EPA)

(1) Provide personnel to assist in damage assessment of water and wastewater systems and determine necessary emergency repairs.

(2) Assist in determining the suitability of water resources for human consumption and identifying potential hazardous materials impacting drinking water supplies.

(3) Assist in locating disposal sites for debris clearance activities.

(4) Provide locations and safety guidance for areas affected by hazardous materials. Insure that protection and clean up of these areas are accomplished.

j. General Services Administration (GSA)

(1) Provide engineering and contracting/procurement personnel for emergency debris clearance, demolition, public works repair, and water supply missions. The Public Building Services (PBS) will be the contact for this support.

(2) Provide logistical support to the ESF.

(3) Assist in locating construction resources not available in the disaster area.

k. Tennessee Valley Authority (TVA)

(1) Provide technical personnel to evaluate damaged structures and water control projects, such as dams and levees, for demolition and/or repairs.

(2) Provide construction personnel and equipment, to include leadership, for temporary repairs of damaged public buildings, roads, bridges, buried pipe lines and water control structures.

(3) Provide water supply from TVA lakes and reservoirs to nearby entities that have inoperable water systems.

VII. RESOURCE REQUIREMENTS

Estimated resource requirements during the emergency response period (e.g., personnel, communications systems, equipment, and supplies, and office facilities), will be developed during the regional planning process.

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EMERGENCY SUPPORT FUNCTION #4

FIREFIGHTING ANNEX

PRIMARY AGENCY: Department of Agriculture - Forest Service

SUPPORT AGENCIES: Department of Commerce
Department of Defense
Department of the Interior
Federal Emergency Management Agency
U.S. Army Corps of Engineers

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to detect and suppress wildland, rural, and urban fires resulting from, or occurring coincidentally with, a catastrophic earthquake, significant natural disaster or other event requiring Federal response assistance.

B. Scope

ESF #4 - Firefighting, involves managing and coordinating firefighting activities, including the detection and suppression of fires on Federal lands, and providing personnel, equipment, and supplies in support of State and local agencies involved in rural and urban firefighting operations.

II. POLICIES

A. Processes and procedures established in the National Interagency Mobilization Guide shall be followed in responding to disaster-related emergencies under the Plan.

B. National support shall be accomplished through the National Interagency Coordination Center (NICC) located at the Boise Interagency Fire Center (BIFC) in Boise, Idaho.

C. Coordination with, and support of State and local fire suppression organizations shall be accomplished through State foresters operating under the Incident Command System (ICS).

D. Priority shall be given to saving lives and protecting property, in that order.

E. The primary agency for this ESF will be the U.S. Department of Agriculture (USDA) (Forest Service) at the national-level. For operations that occur in the State of Alaska, operational lead for firefighting response will be the Department of Interior (DOI).

III. SITUATION

A. Disaster Condition

Under the best of circumstances, the management of a large firefighting operation is complex, often involving thousands of people and several different agencies and jurisdictions. Fires resulting from, or independent of but coincident with, a catastrophic earthquake or other disaster will place extraordinary demands on available resources and logistics support systems.

A major earthquake or other significant event may result in many urban, rural, and wildland fires. Ignition sources of little concern under normal conditions could cause hundreds of fires during and after an earthquake. The damage potential from fires in urban areas during and after a major earthquake exceeds that of all other causes. Numerous fires are anticipated in rural and wildland settings as well. Under the worst conditions, these fires will have the potential to spread rapidly, cause extensive damage, and pose a serious threat to life and property. Urban fire departments not incapacitated by the earthquake will be totally committed to fires in urban areas. Normally available firefighting resources will be difficult to obtain and utilize because of massive disruption of communication, transportation, utility, and water systems.

B. Planning Assumptions

1. Many urban, rural, and wildland fires will result from or occur coincidentally with an earthquake or as the result of another significant event. Large, damaging fires will be common.

2. At the time of an earthquake or other disaster, there will be major wildfires burning elsewhere in the United States. These fires will draw upon the same resources (people, equipment, and supplies) that would be needed to support firefighting and other emergency operations. It must be assumed that some firefighting resources will become scarce, resulting in the disaster-related firefighting operations competing for resources with wildfire suppression operations going on elsewhere.

3. Land-line communications will be interrupted. Radio communication will be relied upon heavily, necessitating the early ordering of radio systems from NICC.

4. Wheeled-vehicle access will be hampered by bridge failures, landslides, etc., making conventional travel to the fire location extremely difficult or impossible. Aerial attack by airtankers, helicopters, and smokejumpers may be essential in these situations. Helicopters will be scarce resources and usable airports congested.

5. Agencies which commonly support large fire suppression operations, including the military and General Service Administration (GSA), will receive urgent requests from non fire-related agencies for personnel, equipment, and supplies. Many of the resources commonly available for use in fighting large wildfires will be scarce or unavailable.

6. Wildland firefighting forces will be diverted to control fires in rural and urban areas because of more urgent threats to life and property.

7. Wildland firefighting techniques may have to be applied to rural and urban fire situations, particularly where water systems are inoperative. Aerial delivery of fire retardants or water for structural protection may be essential. In the case of mass fires, the clearing of fire breaks and use of burning out and backfiring techniques will be used.

8. Efficient and effective mutual aid among the various Federal, State, and local fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

IV. CONCEPT OF OPERATIONS

A. General

ESF #4 will manage and coordinate the Federal firefighting activities. This will be accomplished by mobilizing firefighting resources in support of State and local wildland, rural, and urban firefighting agencies. ESF #4 will use established firefighting and support organizations, processes, and procedures. Responsibility for situation assessment and determination of resource needs lies primarily with local Incident Commanders in coordination with the Emergency Response Team (ERT) at the Disaster Field Office (DFO).

Requests for firefighting assistance and resources will be transmitted from the DFO to the appropriate regional-level fire coordination center and then on to the NICC at Boise, Idaho, for national response and logistics support when regional resources are inadequate. NICC will contact the National Fire Suppression Liaison Officer in the event of national-level shortages or unavailability of needed resources.

Resolution of such shortages will be pursued at the ESF and, when necessary, the Catastrophic Disaster Response Group (CDRG) level. Actual firefighting operations will be managed under the ICS. Situation and damage assessment information will be transmitted through established fire suppression intelligence channels and directly between the national-level and regional-level ESFs according to ESF #5, Information and Planning procedures.

B. Organization

ESF #4 has a parallel structure at the national and regional-levels.

1. National-Level Response Support Structure

a. The Assistant Director for Planning, Fire and Aviation Management, Forest Service, will represent the USDA on the CDRG.

b. The national ESF #4 activities will operate under the direction of the Assistant Director for Operations, Fire and Aviation Management, Forest Service. Assistance will be provided as necessary by the Chief, Fire and Aviation Management, Bureau of Land Management.

c. The Defense and Emergency Operations Specialist will serve as the National Fire Suppression Liaison Officer will be located at the Federal Emergency Management Agency (FEMA). This position is a member of the Emergency Support Team (EST) and is the link to the Assistant Director for Operations at Forest Service Headquarters.

d. In the event the Assistant Director for Operations, or the acting, is unavailable during any portion of the initial response phase, the duties and responsibilities will be filled by the Forest Service Director at BIFC.

e. The national ESF #4, including support agencies, will be operational on a 24-hour basis for the duration necessary, providing broad policy and coordination support to the CDRG.

f. National logistics support and interregional mobilization of resources shall be provided by NICC.

2. Regional-Level Response Structure

Federal firefighting response support is coordinated by the Regional Fire Coordinator provided by the Forest Service Regional Office. The Regional Fire Coordinator has responsibility for establishing and maintaining coordination with the Assistant Director for Operations, the Forest Service Region, and regional support agencies and the DFO. ESF #4 will be represented by a Regional Fire Suppression Support Coordinator at the DFO. Regional firefighting response and logistics support will be provided by regional coordination centers and NICC in accordance with established Mobilization Guides. Support agencies will have representatives available by telephone on a 24-hour basis for the duration necessary.

C. Notification

1. Upon notification by FEMA of a potential or actual event requiring response, the Assistant Director for Planning, Fire and Aviation Management, Forest Service, will notify all other ESF members by telephone.

2. The Regional Fire Coordinator and NICC will also be notified by telephone.

D. Response Actions

1. Initial Actions

a. The National Fire Suppression Liaison Officer will locate at FEMA Headquarters within 2 hours of notification.

b. The National Fire Suppression Liaison Officer shall ensure that communication links with FEMA, national primary and support agencies, and the Assistant Director for Operations at Forest Service Headquarters, or the Forest Service Director at BIFC are established.

c. The Assistant Director for Operations, or the Forest Service Director at BIFC, will establish communication links with the Regional Fire Coordinators.

d. An initial fire situation and damage assessment will be obtained through established intelligence procedures.

2. Continuing Actions

a. Obtain, maintain, and provide fire situation and damage assessment information.

b. Determine and resolve issues regarding resource shortages and bottlenecks, interagency conflicts, and policy matters, involving the CDRG as necessary.

c. Maintain close coordination with CDRG, support agencies, NICC, and the DFO.

d. Maintain a complete log of actions taken, resource orders, records, and reports.

V. RESPONSIBILITIES

A. Primary Agency: Department of Agriculture--Forest Service

1. Provide qualified representatives to serve as Fire Suppression Liaison Officers at the national level, Fire Coordinators at the regional level. and Fire Suppression Support Coordinators at the DFO.

2. Task support agencies as necessary to accomplish ESF support responsibilities.

3. Provide logistics support through NICC for mobilizing national resources for firefighting.

4. Assume full responsibility for suppression of wildfires burning on or threatening National Forest System lands.

5. Provide and coordinate firefighting assistance to other Federal land management organizations and to State forestry and local fire organizations as requested under the terms of existing agreements and the Plan.

6. Arrange for direct liaison with fire chiefs in the designated area to coordinate requests for firefighting assistance in structural/industrial fire protection operations.

7. Provide information to ESF #5, Information and Planning as assessments of fire-caused damages are obtained.

B. Support Agencies

1. Department of Commerce

a. Provide fire-weather forecasting as needed from the NICC in Boise, Idaho, or from a nearby National Weather Service Forecast Office under the terms of existing interagency agreements.

b. Provide urban and industrial hazard analysis support through the Building and Fire research Laboratory of the National Institute of Standards and Technology.

c. Provide fire weather support under the terms of the National Agreement for Meteorological Services in Support of Agencies with Land Management and Fire Protection Responsibilities.

2. Department of Defense

a. Assume full responsibility for firefighting activities on U.S. military installations.

b. Support firefighting operations on nonmilitary lands with personnel, equipment, and supplies under the terms of existing inter-agency agreements.

c. Provide personnel, equipment, and material to be used for emergency firefighting tasks within the disaster area or to be used in direct support of emergency firefighting activities within the disaster area.

d. Arrange liaison for movement of military firefighting resources outside their normal mutual aid zones when required.

e. Provide ship-borne water delivery capability for dock-side firefighting when required and available.

f. Provide limited radio communications for use between cooperating fire services where there is no common radio frequency.

3. Department of the Interior

a. Assume full responsibility for fighting wildfires burning on lands under its jurisdiction.

b. Assist the USDA in managing and coordinating firefighting operations.

c. Provide firefighting assistance to other Federal land management organizations as requested, under the terms of existing agreements and the Plan.

4. Federal Emergency Management Agency - U.S. Fire Administration

Provide advice and assistance relating to structural firefighting.

5. US Army Corps of Engineers

Provide contracting services to urban and rural firefighting forces to obtain heavy equipment and/or demolition services as needed to suppress disaster related fires.

C. Other Organizations

State forestry organizations in most States are responsible for wildland firefighting on non-Federal lands. States may assist other States in firefighting operations under the auspices of a Federal agency and may assist Federal agencies through agreement.

VI. RESOURCE REQUIREMENTS

A. Emergency Support Function

The Forest Service and Bureau of Land Management national offices will provide National Fire Suppression Liaison Officers to assure 24-hour operation of the ESF when necessary. Telephone and electronic communications facilities are in place and available, as are support staff.

B. Incident Support

Local, regional, and national fire suppression resources will be necessary. These resources are identified in appropriate Mobilization Guides. Local, regional, and national logistics support organizations are established and in place.

VII. REFERENCES

National Interagency Mobilization Guide (NICC).

VIII. TERMS AND DEFINITIONS

A. National Fire Suppression Liaison Officer

Usually the Defense and Emergency Operations Specialist, Fire and Aviation Management, Forest Service. This person is a member of the EST operating at the national-level. Primary responsibility is to provide liaison between the EST and the operational head of the ESF working out of Forest Service Headquarters.

B. National Interagency Coordination Center (NICC)

The organization responsible for coordination of national emergency response for wildfire suppression, located at BIFC in Boise, Idaho.

C. Regional Fire Coordinator

The person primarily responsible for operation of ESF #4 at the regional-level.

D. Regional Fire Suppression Support Coordinator

The person representing the ESF at the DFO.

E. Incident Command System (ICS)

An on-site incident management system applicable to all types of emergencies; includes standardized organizational structure, procedures, and terminology enabling participating agencies to function together effectively and efficiently.

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EMERGENCY SUPPORT FUNCTION #5

INFORMATION AND PLANNING

PRIMARY AGENCY: Federal Emergency Management Agency

SUPPORT AGENCIES:
Department of Agriculture
Department of Commerce
Department of Defense
Department of Education
Department of Energy
Department of Health and Human Services
Department of the Interior
Department of Justice
Department of Transportation
Department of the Treasury
American Red Cross
Environmental Protection Agency
General Services Administration
National Aeronautics and Space Administration
National Communications System
Nuclear Regulatory Commission
U.S. Army Corps of Engineers

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to collect, analyze and process critical information; compile the information into reports and displays; and develop action plans to facilitate the overall response operations of the Federal government.

B. Scope

The scope of ESF #5 - Information and Planning is to (1) coordinate overall information and planning operations by all response and recovery elements; (2) provide an overview of critical information findings through briefings, reports and displays; (3) synthesize findings into short and long-term plans for consideration by the Emergency Response Team (ERT) under the leadership of the Federal Coordinating Officer (FCO); and (4) distribute plans and reports to field and headquarters elements.

II. POLICIES

A. ESF #5 is a staff level function and, other than aerial reconnaissance, will not conduct field operations to collect disaster information. Most information reaching ESF #5 from Federal, State, local and other sources, will have already been processed and analyzed by the reporting element for its intelligence value to that element. ESF #5 staff will analyze these reports for their significance to overall response and recovery operations.

B. Most disaster information will be collected and processed by the ESFs in the field and will be mostly used to manage their operational missions. Only critical information needed by other ESFs to facilitate their operations or that needed for decision-making by the ERT leadership will be reported to ESF #5. ESF #5 will have a role in identifying information gaps requiring additional collection efforts, but its staff will not directly collect the raw data in the field. Support agencies to this ESF will be tasked to provide staff with expertise regarding the particular ESF or who have expertise in a specific technical discipline.

C. Upon activation, ESF #5 will immediately initiate air and ground reconnaissance to determine the overall impact of the disaster. ESF #5 will coordinate all Federal and State aerial reconnaissance activities supporting response and recovery operations.

D. ESF #5 will not release information directly to the public. It will provide information to the Public Information Officer (PIO) for release through the Joint Information Center (JIC).

III. SITUATION

A. Disaster Condition

1. A catastrophic earthquake, significant natural disaster or other event will be of such severity and magnitude as to require Federal response assistance to supplement local and State efforts to save lives and protect property.

2. To deal with the impacts of the situation, the Federal Response Plan, hereafter referred to as the Plan, will be implemented and some or all of the ESFs will be activated to provide specific response to the situation. When the Plan is implemented, ESF #5 will automatically be activated.

3. Telecommunications capabilities will be impacted immediately. Telephone and telegraph service, and local radio and television broadcasting will be affected. The ability to make calls to or receive calls from outside the affected area is extremely limited, and in most cases, not possible. Within the affected area, communications between individuals and organizations using local systems also are either sporadic or impossible.

B. Planning Assumptions

1. There will be an immediate and continuous demand on ESF #5 for information for decisionmaking purposes.

2. There will be delays in establishing full operational capability.

3. Communications problems, impact of damages, weather, smoke and other environmental factors will restrict situation assessment operations.

4. ESF #5 staff deployed to the area from outside the State will be required to operate without local support, requiring staff to be self-sufficient in terms of supplies, equipment, food and lodging, for up to 72 hours.

IV. CONCEPT OF OPERATIONS

A. General

1. At the disaster scene in each State, emergency responders at all levels of government will be assessing the situation and establishing control of response operations. A situation assessment will be initiated by the affected State and the Federal government to: first, provide a gross assessment of disaster impacts including the identification of boundaries of the damage area and distribution, type and severity of damages, including the status of critical facilities; second, to provide a general assessment of the status of government operations at the Federal, State, and local levels; and, third, to select operating facilities, e.g., airfields, assembly points, Disaster Field Offices (DFOs), etc.

2. Aerial reconnaissance will be relied on as one method to collect information for the initial assessment. For the immediate post-event aerial reconnaissance, missions will be pre-planned, automatic and redundant, to ensure that essential information is gathered, despite the inability of one or more sources to operate.

3. The main avenue for the collection of disaster information will be with local sources, primarily first responders and other government elements, who will report information by radio to their dispatchers. Dispatchers will report information to staff at county EOCs, who will report it to the State Emergency Operations Center (EOC). (Where county EOCs are inoperable, dispatchers will report directly to the State EOC. Where a State EOC is inoperable, an alternate EOC will be established.) At the State EOC, reports will be directed to the appropriate operational element needing the information i.e., information on the transportation infrastructure will go to the transportation element. The information will be passed to both State and Federal response elements, including ESF #5, as appropriate.

4. ESF #5 is a staff function, in that it has no staff of its own in the field collecting information. Almost all of the information which arrives at ESF #5,

especially in the DFO, will be collected by other operational elements and provided to ESF #5 in the form of intelligence reports, not raw information. That means that it will have been analyzed to determine its significance to the function providing the report. Not all of the information collected by the operational elements needs to be reported. Reports should include only that information which the reporting element considers to be critical for key decision makers to have.

5. Information and intelligence reports arriving at ESF #5 will be routed to the Collection, Analysis and Planning (CAP) Section. The CAP Section will be staffed by Federal and State liaisons CAP liaisons will be assigned areas of responsibility based on the ERT organizational structure, e.g., one from each ESF, as well as a liaison from other operational elements (the Offices of the FCO and State Coordinating Officer (SCO), the Administration and Logistics Section and the Recovery Operations Section). There will be a Federal and a State liaison (where appropriate) for each operational element involved in response and recovery operations. These liaisons in ESF #5 will work closely with their counterparts in the operational elements which they represent. The main goal of the CAP section is to develop information for use in preparing status reports on current operations, and to further analyze the information for the ERT action plan, which sets out priorities for all response and recovery staff and covers the next operational period.

6. CAP staff and staff from other ESF #5 sections will participate in the information analysis process. Reports and Displays Section staff will record information to be written up for briefings, reports and plans, and posted on displays. Staff from the Technical Services Section will provide technical input, as needed to support response requirements.

7. At the conclusion of the analysis session, the ERT will meet. In the ERT session, the ESF #5 Leader will provide a briefing on report findings and present a draft action plan for consideration of the ERT leadership. The ERT-approved version of the action plan will be distributed to all operational elements as the basis for operations during the next shift or operational period. An advance planning staff will record information for advance plans, which set overall priorities beyond the next operational period.

8. The concept described above will also be used in the early hours of response operations at the Regional Operations Center (ROC) and EOC. However, the CAP Section will not yet be fully staffed, requiring direct involvement of ESF leaders in development of the action plan.

B. Organization

1. National-Level Response Support Structure

At the national-level, ESF #5 activities are located in the Federal Emergency Management Agency (FEMA) Emergency Information and Communications Center (EICC). The national ESF #5 element supports ESF #5 operations in the field and provides information and planning services to the Catastrophic Disaster Response Group

(CDRG) and to the Emergency Support Team (EST). The structure is similar to the regional organization shown in **Figure 5-1**. The detailed structure and assignments of the national organization are included in FEMA procedures for the EST.

2. Regional-Level Response Structure

As shown in **Figure 5-1**, ESF #5 is organized with the following major elements:

a. The Management Section includes a Federal ESF Leader, a State counterpart, and a Federal Deputy;

b. The CAP Section collects and analyzes disaster information and uses it to develop action plans and Advance Plans for the ERT;

c. The Reports Section documents briefings, reports, action plans and other materials based on input from CAP staff and others;

e. The Display Section operates a situation room for the display of critical information on maps, charts and status boards; and

f. The Technical Services Section provides technical advice provides technical advice to the CAP section and to other response and recovery elements. Areas may include meteorology, structural engineering, seismology, flooding, and dam safety, and law and national security.

C. Notification

FEMA Headquarters will initiate notification through its National Emergency Coordination Center (NECC) when it learns that an event such as a potentially catastrophic earthquake has occurred. In the most severe events, notification to activate the Plan and mobilize and deploy staff for ESF #5 is automatic. The NECC will notify all agencies covered by the Plan and the affected FEMA Regional Offices. In turn, FEMA Regional Offices will initiate a call-down of its regional counterparts using rosters developed in the regional planning process.

D. Response Actions

1. Initial Actions

The initial actions period is defined from the time of the event until between 36 and 48 hours after. By then, the DFO has opened and Federal and State staff have been working together in it for more than one shift.

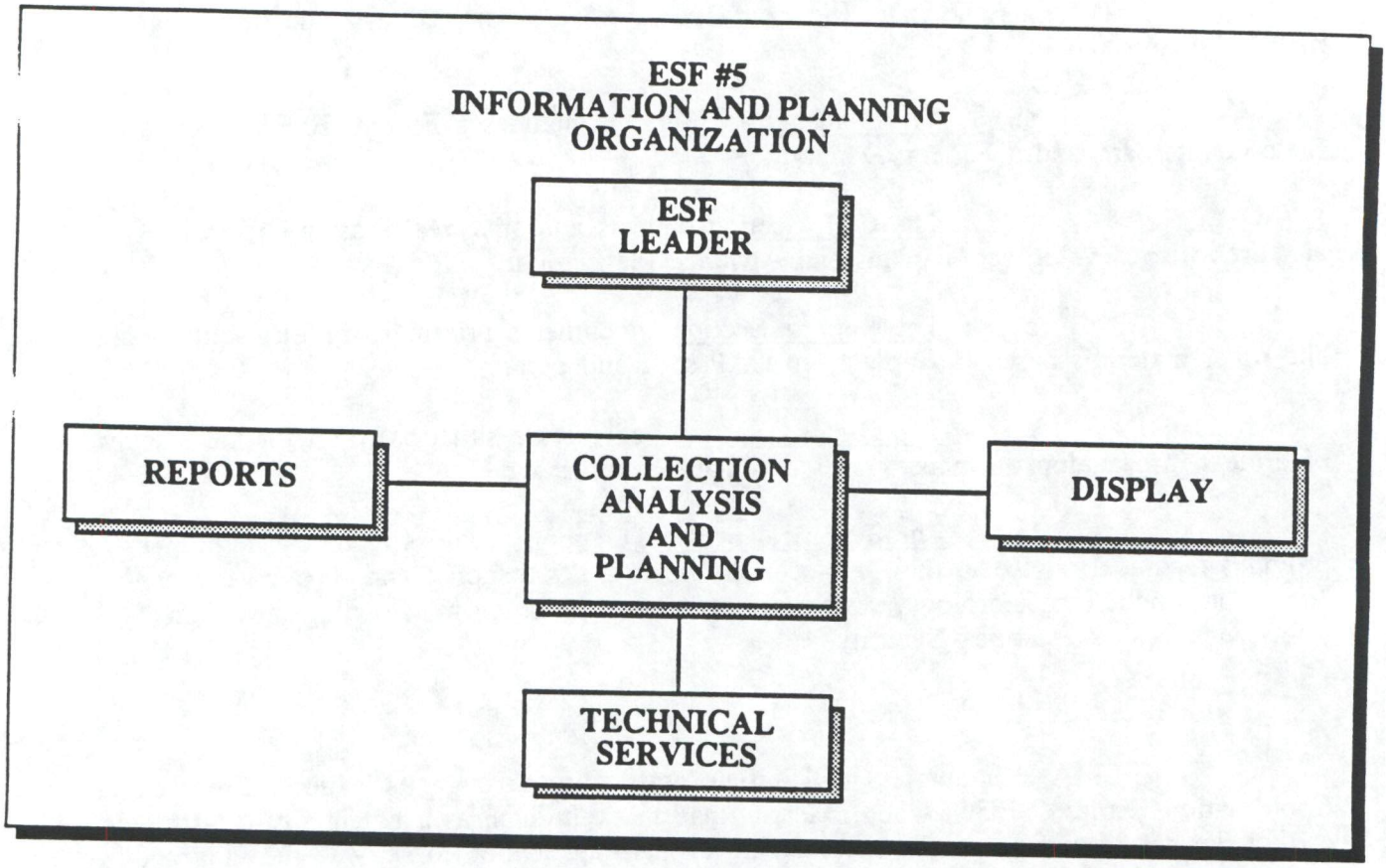

Figure 5-1. ESF #5 Organization

a. The regional ESF will be involved in a three-part operation during this period. First, Federal operations will begin at the ROC. Second, State operations will begin at the State EOC. Third, the Advance Element of the Emergency Response Team (ERT-A) including key ESF #5 staff, will immediately deploy to the disaster scene. Most of the ESF #5 staff on the ERT-A will join State staff at the EOC. The remaining ESF #5 staff will go to the DFO to set up space and equipment for the full Federal/State ESF #5 team which will arrive when the DFO becomes operational. Lastly, additional ESF #5 staff heading to the disaster scene will move to points of departure to await subsequent deployment.

b. The national ESF will set up operations in the FEMA EICC and establish liaison with the ROC and the ERT-A.

2. Continuing Actions

The continuing actions period begins at the conclusion of initial actions and extends until response operations are concluded. When the DFO opens, ESF #5 staff at the ROC, EOC and those remaining at points of departure for their duty stations will deploy to the DFO. In the continuing operations period, Federal and State operational elements at the DFO will be fully staffed, information and planning briefings will be held and reports prepared and distributed.

a. The regional ESF will perform the following at the DFO:

(1) Collect and analyze disaster information and use it to develop action plans for the ERT;

(2) Assess future needs and issues and develop advance plans for the ERT;

(3) Document briefings, reports, action plans and other materials based on input from CAP staff and others;

(4) Operate a situation room for the display of critical information on maps, charts, and status boards;

(5) Provide technical advice to the CAP section and to other response and recovery elements; and

(6) Log and track ESF #5 actions and provide clerical, computer, personnel, financial management, and other support to ESF #5 staff.

b. The national ESF will continue operations in the FEMA EICC to develop reports and briefings based on input received from the ESF #5 field operations.

V. RESPONSIBILITIES

A. Primary Agency: Federal Emergency Management Agency

1. Coordinate, integrate, and manage overall Federal efforts involving information collection, analysis, planning, reporting, and display.

2. Coordinate aerial reconnaissance operations to assess the disaster situation.

3. Provide administrative, facility, communications, and personnel support for the ESF at the ROC and DFO.

B. Support Agencies: Departments of Agriculture, Commerce, Defense, Education, Energy, Health and Human Services, Interior, Transportation and Veterans Affairs; American Red Cross, Environmental Protection Agency, General Services Administration, National Aeronautics and Space Administration, National Communications System, Nuclear Regulatory Commission, and the U.S. Army Corps of Engineers.

1. Provide liaisons for the CAP section based on the following requirements for each operational period (shift): Department of Transportation (representing ESF #1); National Communications System (representing ESF #2); U.S. Army Corps of Engineers (representing ESF #3); Department of Agriculture (one each representing ESF #4 and ESF #11); American Red Cross (representing ESF #6); General Services Administration (representing ESF #7); Department of Health and Human Services (representing ESF #8); Department of Defense (one each representing ESF #9 and the Defense Coordinating Officer (DCO)); Environmental Protection Agency (representing ESF #10); and the Department of Energy (representing ESF #12).

2. Provide one representative per shift in the specified discipline for the Technical Services Section of ESF #5: Department of Commerce, National Oceanic Atmospheric Administration (nautical and aeronautical charting, tidal and geodetic Services); National Weather Service (meteorology) and National Institute of Standards and Technology (structural engineering); Department of Interior, U.S. Geological Survey (seismology); and the U.S. Army Corps of Engineers (dam safety).

3. Be prepared to provide staff to the Technical Services Section of ESF #5 upon request (for limited durations) in the specified discipline: Departments of Commerce and Treasury (economic impacts, business impacts, and banking); Department of Defense (national security); Department of Education (schools); Department of Health and Human Services (mental health); Department of Housing and Urban Development (housing); Department of Justice (law and law enforcement); Department of Labor (unemployment); and the Environmental Protection Agency (environmental impacts).

4. Provide support for aerial reconnaissance.

a. Department of Defense: one representative per shift for the aerial reconnaissance cell of the CAP Section of ESF #5; military aerial reconnaissance assets; coordination of Civil Air Patrol aerial reconnaissance assets; reports interpreting imagery from missions using military or Civil Air Patrol assets.

b. Department of Energy: aerial reconnaissance assets; reports interpreting imagery from missions using these assets; and, if requested at the time of the event, one representative per shift for the aerial reconnaissance cell of the CAP Section of ESF #5.

c. Department of Transportation: one representative per shift for the aerial reconnaissance cell of the CAP Section of ESF #5 to assist in air traffic control for aerial reconnaissance purposes and aircraft to perform required missions.

d. National Aeronautics and Space Administration: aerial reconnaissance assets and reports providing interpretation of the aerial imagery which is collected.

5. Each support agency will provide representatives, as needed, to support the national and regional ESFs.

VI. RESOURCE REQUIREMENTS

A. Transportation

Air and ground transportation for deployment of ESF #5 staff, equipment and supplies from points of departure to assembly points and from assembly points to duty stations at the ROC, EOC, or DFO. Once deployment is accomplished, only DFO motor pool transport will be required.

B. Communications

1. Land lines, as soon as available (numbers to be determined.)
2. Hand-held radios for ESF #5 ERT-A team members.
3. Hand-held, high frequency, and FM radios at the DFO.

C. Other Logistic Requirements

1. Office equipment

   a. 5 copiers
   b. 7 FAX machines
   c. 2 typewriters
   d. 2 Calculators

2. ADP equipment

a. 50 computer work stations and 6 file servers
b. 14 laser printers
c. 4 optical scanners
d. 1 display projector
e. 56 surge protectors
f. 6 backup power sources

3. Supplies

a. 5 Portable, battery-powered AM/FM radios
b. 120 Flashlights and 300 batteries
c. Wall charts/display boards
d. Maps/overlays
e. Office space for staff of the ROC, EOC, and DFO
f. Office furniture
g. Office supplies

D. Additional Requirements

Lodging and feeding for up to 75 staff per shift at the DFO.

VII. TERMS AND DEFINITIONS

A. Action Plan

The document which sets out priorities, objectives, implementation, and tasking for response and recovery operations for the duration of an operational period. Action plans developed by ESF #5 for the ERT are referred to as ERT action plans. Operational elements may also prepare action plans to set direction and strategy for their own activities (these are termed functional action plans). The ERT action plan covers the entire response and recovery operation.

B. Advance Plan

The document which projects needs and issues into the future, including forecasts of damages and losses, beyond the next operational period.

C. Emergency Support Function

For the purpose of ESF #5, the basic organizational unit under the Plan is comprised of a group of agencies having similar capabilities and assets and assigned a common response mission. The term ESF is used generically in this annex to also refer to State functions which are counterparts to the Federal ESFs.

D. Interim Reports

Brief the CDRG on critical information which cannot wait for the next Situation Report (SITREP). To the extent possible, they will follow the SITREP outline.

E. Operational Elements

All organizations which make up the ERT structure in a full activation of the Plan, including each of the ESFs; the Offices of the FCO and SCO; the Defense Coordinating Officer (DCO); Public Information function; Congressional Relations Officer function; Community Liaison function; Outreach function; National Security Advisor function; and Deputy FCOs (as appropriate) for Administration and Logistics and for Recovery Operations.

F. Operational Period

The duration of one shift at the ROC, EOC, or DFO. In the initial 48-72 hours after implementation of the Plan, operational periods (shifts) will be 12-hours (with transition briefings at shift change creating a 13-hour+ work day for responders). This pace is unavoidable while staff shortages are critical, but would soon reduce the efficiency of responders. By hour 48-72, however, full staffing will have been attained at the disaster scene and the FCO and SCO will institute a three 8-hour shift policy.

H. Situation Reports (SITREPs)

Summaries of the disaster situation, status of operations, and priorities for response and recovery operations.

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EMERGENCY SUPPORT FUNCTION #6

MASS CARE ANNEX

PRIMARY AGENCY: American Red Cross

SUPPORT AGENCIES: Department of Agriculture
Department of Commerce
Department of Defense
Department of Health and Human Services
Department of Housing and Urban Development
Department of Veterans Affairs
Federal Emergency Management Agency
General Services Administration
U.S. Army Corps of Engineers
U.S. Postal Service

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to coordinate efforts to provide sheltering, feeding, and emergency first aid following a catastrophic earthquake, significant natural disaster, or other event requiring Federal response assistance; to operate a DWI System, collect and report information about the status of victims, and assist with family reunification within the disaster area; and to coordinate bulk distribution of relief supplies to disaster victims following a disaster.

B. Scope

1. The American Red Cross (ARC) independently provides mass care to all disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by the U.S. Congress, Act of January 5, 1905, and the Disaster Relief Act of 1974 (P.L. 93-288, as amended by the Stafford Act of 1988). ARC also assumes primary agency responsibility under the Federal Response Plan, herein referred to as the Plan, to coordinate Federal response assistance to the mass care response of State and local governments, and the efforts of other voluntary agencies, including ARC relief operations.

2. Initial response activities will focus on meeting urgent needs of disaster victims on a mass care basis. While the Plan does not specifically address recovery assistance such as temporary housing, and loans and grants for individuals under the traditional disaster assistance programs of the Federal Emergency Management Agency (FEMA) and other Federal agencies, initial recovery efforts may commence as response activities are taking place. Likewise, the provision of the customary ARC disaster services of Emergency Assistance and Additional Assistance will be considered based on the needs

of disaster victims, the disaster situation, and available resources. As recovery operations are introduced, close coordination will be required between those Federal agencies responsible for recovery and voluntary agencies providing recovery assistance, including ARC.

3. ESF #6 - Mass Care encompasses:

a. Shelter

The provision of emergency shelter for disaster victims includes the use of pre-identified shelter sites in existing structures; creation of temporary facilities such as tent cities, or the temporary construction of shelters; and use of similar facilities outside the disaster-affected area should evacuation be necessary.

b. Feeding

The provision for feeding disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting special dietary requirements of disaster victims with special needs.

c. Emergency First Aid

Emergency first aid services will be provided to disaster victims and workers at all mass care facilities and at designated sites within the disaster area. This emergency first aid service will be supplemental to emergency health and medical services established to meet the needs of disaster victims.

d. Disaster Welfare Information (DWI)

Disaster welfare information regarding individuals residing within the affected area will be collected and provided to immediate family members outside the affected area through a DWI System. Disaster welfare information will also be provided to aid in reunification of family members within the affected area who were separated at the time of the disaster.

e. Bulk Distribution of Relief Items

Sites will be established within the affected area for distribution of relief items. The bulk distribution of relief items will be determined on the requirement to meet urgent needs of disaster victims for essential items.

II. POLICIES

A. General

1. ESF #6 will be implemented upon the appropriate State-level request for Federal response assistance following a disaster.

2. All appropriate government (local, State, and Federal), voluntary agency, and private sector resources will be used as available.

3. All services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.

4. The Plan will not supercede ARC response and relief activities. ARC relief operations will conform to the ARC Board of Governors' Disaster Services Policy Statement of July 1977, and will be performed in accordance with the ARC Disaster Services Regulations and Procedures: ARC 3000 Series. ARC will maintain administrative and financial control over its activities.

B. Mass Care

1. Sheltering, feeding, and emergency first aid activities will begin immediately after the disaster occurrence (or before, if there is advance warning).

2. Due to the magnitude of a significant disaster event, parent organizations of relief workers should plan to provide for those workers to be self-supporting for the first 72 hours after arrival in the affected area. Following this time period, feeding for emergency workers will be provided until commercial food facilities are made available, or alternative arrangements are established by the workers' parent organization.

C. DWI System

1. DWI System, consisting of those persons identified on ARC shelter lists, National Disaster Medical System (NDMS) casualty lists, and any further information made available by the State Emergency Operations Centers (EOCs) and hospitals will be collected and made available to immediate family members within or outside the affected area.

2. An initial moratorium, not to exceed 48 hours, may be issued to allow activation of the system and determination of the affected area.

3. Information about those injured and remaining within the affected area will be limited to that provided by local medical care units to the DWI System.

4. Information on casualties evacuated from the affected area to other medical facilities will be restricted to that provided by the NDMS tracking capability. The listing of disaster-related deaths will be limited to officially confirmed fatalities.

5. The category "missing" will not be used by the DWI System.

6. The U.S. Postal Service (USPS) will provide postal locator cards to be distributed at shelters, bulk distribution centers, and mobile feeding units. The collection and mailing of these cards is the responsibility of the USPS.

7. Communications support agencies identified in ESF #2 - Communications will be tasked with transmitting information to the DWI Center. In no instance will fatality lists be transmitted via amateur radio or the ARC 47.42 Mhz system

8. The DWI operation will be discontinued as soon as is practical.

III. SITUATION

A. Disaster Condition

The magnitude of damage to structures and lifelines will rapidly overwhelm the capacity of State and local governments to assess the disaster and respond effectively to basic and emergency human needs. Damage to roads, airports, communications systems, etc. will hamper emergency response efforts. The movement of emergency supplies will be seriously impeded. Many professional emergency workers and others who normally would help during a disaster will be dead, injured, involved with family problems resulting from the disaster, or unable to reach their assigned posts. State, county, and municipal emergency facilities will be severely damaged or be inaccessible.

Hundreds of thousands of disaster victims will be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There will be large numbers of dead and injured. Thousands of family members may be separated immediately following a sudden-impact disaster, such as children in school and parents at work. Thousands of transients, such as tourists, students, and foreign visitors, will be involved.

B. Planning Assumptions

1. ESF #6 planning is based on a worst case scenario in which an earthquake occurs without warning at a time of day that will produce maximum casualties, but also considers other types of disasters which could cause large numbers of casualties and result in widespread damage necessitating the temporary relocation of disaster victims.

2. The nature and extent of the disaster event requires a preplanned, immediate, and automatic response from the entire ARC organization and cooperating agencies.

3. ARC units in the affected area will immediately provide feeding, shelter, and emergency first aid services. These units will plan to provide these services without external support for at least the first 72 hours following the onset of the disaster.

4. A formal ESF #6 organizational structure for supporting feeding, shelters, emergency first aid stations, bulk distribution centers, and providing DWI System will be in place in the disaster area within 48 hours after implementation of the Plan.

5. An independent ARC relief operation will be established to provide needed services.

6. Sheltering and feeding activities will be required to accommodate up to 300,000 disaster victims for at least 30 days after the onset of the disaster.

7. The DWI System will be capable of responding to one million disaster welfare inquiries, from around the world, within 30 days of the disaster's onset. These inquiries will relate to persons who are residents of the disaster-affected area, as well as transients such as foreign and domestic tourists, business travelers, students, etc. In addition, the system must provide information needed to reunite family members separated at the time of the disaster.

8. Surviving telephone service into and within the disaster area will be either inadequate or prioritized to emergency uses to the extent that it will be unable to handle disaster welfare inquiries.

9. Some victims will go to mass shelters; others will find shelter with friends and relatives; many victims will remain with or near their damaged homes.

10. The magnitude of the disaster will require the operation of large long-term shelters.

11. The massive relocation of disaster victims will limit or prevent routine mail delivery.

12. The names of many of the injured that are treated and released will continue to appear on casualty lists.

13. Many of the more seriously injured will be transported to hospitals outside the disaster area, some of them hundreds of miles away.

14. Some medical facilities will be so overtaxed that accurate record-keeping on treated, released, hospitalized, and transferred individuals will be impossible.

15. The restoration of communication systems, disrupted by damages and overloads, will take weeks.

16. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants.

17. Mass care operations and logistical support requirements will be given high priority by Federal support agencies.

18. Large numbers of spontaneous volunteers in the affected area and around the country will require a preplanned recruitment strategy and operational training effort.

19. ARC national sector will coordinate ESF #6 planning activities to ensure an immediate and automatic ESF #6 response. Regional supplements for high risk areas will be written and maintained.

IV. CONCEPT OF OPERATIONS

A. General

1. The ARC has been designated the primary agency responsible for managing the activities of ESF #6. Federal agencies have been designated to support the ESF #6 mission through the ESF. Resources from the private sector will also be applied to the response effort.

2. The ESF will work directly with its State functional or agency counterpart to provide the support needed as identified by the State. Requests for assistance will be channeled from local jurisdictions through a designated State liaison to the ESF for action. Assistance will be provided from the ESF to the State, or at the State's request, directly to an affected local jurisdiction.

3. Direction for the ESF will originate from ARC Disaster Services at national headquarters upon Plan implementation.

4. ARC will immediately deploy administrative staff to establish a temporary field headquarters for initial response. The field headquarters staff will immediately establish a direct reporting link with ARC Disaster Services at Headquarters. This response includes deploying staff with the advance element of the Emergency Response Team (ERT-A), at the FEMA Regional Operations Center (ROC), and convening the ESF #6 regional element.

5. The national ESF #6 will immediately convene at ARC Headquarters following Plan implementation to evaluate the situation, and to implement plans established to support mass care operations. The national ESF #6 will consider and respond to requests for mass care related resources needed by the DFO, and anticipate additional

resource requirements. Primary membership for this group are the Federal support agencies for ESF #6.

6. The Vice President, Operations at ARC national headquarters will direct the activities of the national ESF #6 and represent the ARC on the Catastrophic Disaster Response Group (CDRG) at FEMA Headquarters. In addition, pre-identified ARC administrative personnel will be deployed by Disaster Services at ARC Headquarters to represent the national ESF on the Emergency Support Team (EST) at FEMA Headquarters, and the Emergency Response Team (ERT) at the DFO.

7. All support agencies will be notified and expected to provide 24-hour representation as necessary. 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.

B. Organization

1. National-Level Response Support Structure

a. The national ESF will operate under the direction of the Vice President, Operations of the ARC at national headquarters in Washington, D.C. The ARC Headquarters will provide administrative support to the national ESF.

b. The Vice President, Operations of ARC will represent ESF #6 as a member of the CDRG.

c. The Disaster Operations Support Center will be activated at ARC Headquarters under the direction of the General Manager, Disaster Services.

d. Representatives of all agencies designated to support ESF #6 will be available on a 24-hour basis for the duration of the emergency response period. In addition to providing support to the regional ESF, the national ESF will begin to address recovery activities as the situation permits.

2. Regional-Level Response Structure

a. The regional-level response structure is initially composed of representatives at the ROC and representatives on the ERT-A element. When fully operational, the regional-level response structure includes the regional ESF #6 DFO element and a regional ESF #6 EOC, located in close proximity to the DFO.

b. The regional ESF #6 DFO element will coordinate Federal resources to support mass care response activities, in cooperation with the affected State(s). This element will channel governmental and other requests for assistance to the ARC relief operation and other voluntary agencies for action and exchange information with these response organizations.

c. Full-time liaisons from support agencies will be present in the regional ESF #6 unit at the DFO as requested and available on a 24-hour basis for the duration of the emergency response period.

d. Liaisons with other ESFs will be identified and deployed by the regional ESF #6 DFO element. Public Affairs and Congressional Affairs liaisons will be identified and deployed by the ARC relief operation.

C. Notification

1. FEMA Headquarters is responsible for notifying Federal agencies and the ARC that a major disaster has occurred that could result in activation of the response procedures as described in the Plan.

2. Upon notification of full activation of the Plan or of ESF #6, ARC will inform ESF #6 support agencies and National Volunteer Organization Active in Disasters (NVOAD) member agencies of Plan implementation, and share information about what has occurred and initial response actions.

3. ESF #6 support agencies will notify their regional representatives to report to the appropriate locations as designated in regional plans.

4. Upon notification by FEMA, the ARC Vice President, Operations will report to the FEMA Emergency Information and Coordination Center (EICC) for an initial meeting of the CDRG, and be available as necessary for the duration of the initial response period.

V. RESPONSE ACTIONS

A. Initial Actions

1. ARC Headquarters will:

(a) Deploy representatives to the FEMA ROC and ERT-A;

(b) Activate the Disaster Operations Support Center at ARC Headquarters within 2 hours of notification; and

(c) Convene the national ESF #6 at ARC Headquarters.

2. The national ESF will determine and discuss the following initial response actions until the regional ESF becomes operational:

(a) Areas where emergency sheltering and feeding responses are needed;

(b) Where problems may exist in using predesignated shelter facilities based on available damage information;

(c) Adequacy of food and water supplies for implementation of initial mass care activity;

(d) Need for immediate deployment of additional personnel from outside the affected area;

(e) Communication needs for mass care operations;

(f) Needs and availability of transportation and access to the disaster area;

(g) Plan for activation of the DWI System and for informing the general public of the service;

(h) Anticipate level of response by ARC chapters and others during the first few days; and

(i) Anticipate regional response capability and the availability of State and local resources in the affected area.

3. The regional response structure will:

(a) Open and operate all needed shelters, including registration of shelter residents;

(b) Provide meals at fixed feeding locations and provide mobile feeding as required;

(c) Provide emergency first aid services in shelters, fixed feeding sites, and emergency first aid stations;

(d) Distribute potable water and ice;

(e) Distribute bulk relief items as needed;

(f) Provide DWI services;

(g) Staff and supply shelters, feeding units, emergency first aid stations, and the DWI operation;

(h) Secure transportation and needed supplies; and

(i) Establish communications between shelters, feeding units, emergency first aid stations, and relief operation location(s).

B. Continuing Actions

1. ESF #6 will mobilize the resources necessary to ensure the:

(a) Operation of all required mass care services;

(b) Operation of all required disaster welfare information services; and

(c) Management of logistical support and fiscal activities such as recording of expenditures and passing bills from vendors to accounting units for payment.

2. The regional ESF will maintain contact with its State response counterpart to coordinate assistance provided. The regional ESF in coordination with its State counterpart will evaluate the needs of the mass care function and present those needs to the national ESF for guidance in allocating resources most effectively. Where scarce resources are involved, recommendations will be made to the State Coordinating Officer (SCO)/Federal Coordinating Officer (FCO) or the CDRG to establish priorities.

3. ESF support agency representatives will provide coordination with their agencies on an ongoing basis to meet ESF needs using existing agency authorities and any predetermined or existing arrangements for providing such support.

4. Evaluation of support requirements coming to the ESF from the State, ARC, other voluntary agencies, the FCO, or the CDRG will be based upon analysis of information on the:

(a) Number of people requiring shelter, food, and emergency first aid, and the number of DWI System requests received (This information will be compiled and reported daily through the appropriate channels.);

(b) Number of people being housed and fed each day, and the number of DWI System requests being processed (The number of people requiring mass care may not be the same as the number receiving mass care, especially if there are shortfalls in service delivery. If all people requiring mass care are not receiving assistance, the ESF will request field personnel to reevaluate mass care operations.);

(c) Availability of facilities to meet requirements;

(d) Availability of food resources to meet needs;

(e) Status of restoration of public utilities and the estimated restoration of residential services;

(f) Logistical shortfalls that require national-level intervention, including communications, transport, supplies, and personnel; and

(g) Anticipated timeframes for implementation of recovery assistance programs such as temporary housing.

5. Based on the continuous monitoring and evaluation of the above information, the ESF will task needs to the specific agency or agencies involved. Some needs may be referred to other ESFs. The FCO and the CDRG will be advised of all requests and the steps taken by the ESF to meet them.

VI. RESPONSIBILITIES

A. Primary Agency: American Red Cross

1. Provide for the management and coordination of sheltering, feeding, supplemental disaster health services, emergency first aid services, bulk distribution of relief items, and DWI services to the disaster-affected population.

2. Establish and operate mass care shelters and feeding facilities for victims requiring these services.

3. Aid in the transition to recovery operations by establishing, where possible, within the disaster area, ARC Service Centers for the delivery of emergency individual assistance for victims who do not require the use of mass care facilities.

4. Provide casualty and illness information to appropriate authorities.

5. Within its agreements, coordinate the provision of relief efforts by any and all volunteer organizations actively engaged in providing assistance to disaster victims.

6. Coordinate the recruitment and assignment of personnel for mass care operations.

7. Provide a centralized DWI Center and 800 number system on a standby basis, have a telephone company activate 800-number lines at the DWI Center upon request, and arrange for cadre to staff the center as needed.

8. Coordinate registration of shelter residents.

9. Coordinate with the USPS for the distribution, pickup, and mailing of relocation cards for disaster victims.

10. Collaborate with NDMS in establishing a compatible system for providing casualty information to the DWI Center from medical units in the disaster area and from hospitals outside the area to which patients are sent.

11. Inform the general public about the DWI System and how to use it.

12. Provide shelter registration lists to family reunification units that may be established by State or local human service agencies.

13. Manage mass care logistical and related fiscal activities.

B. Support Agencies

1. Department of Agriculture

a. Locate and secure supplies of food, including Federally-owned surplus foods, to supplement those in the disaster area.

b. Arrange for the provision of available departmental resources (cots, blankets, sleeping bags, and first aid personnel) for the shelters.

2. Department of Commerce

Arrange for the provision and analysis of census data on disaster areas, and assist with analysis of potential relocation data.

3. Department of Defense

Provide available resources such as communication, transportation, shelter facilities, cots and blankets, field kitchens, food service personnel, and emergency food supplies (MREs).

4. Department of Health and Human Services

a. Assist in locating health and welfare workers to augment personnel assigned to shelters.

b. Assist ARC in obtaining casualty information from within the disaster area beyond that provided through the NDMS patient regulation system for use by the DWI System.

c. Provide technical assistance for shelter operations related to food, vectors, water supply, and waste disposal.

d. Assist in the provision of medical supplies.

5. Department of Housing and Urban Development (HUD)

a. Provide listings of available habitable housing (single and multi-family housing) within the disaster area.

b. In the event of mass evacuation, provide listings of available housing owned or in the possession of the Secretary in areas adjacent to the affected area.

c. Make these units available to the ESF for temporary use where needed.

d. Provide information to the ESF regarding fair market rent schedules and utility schedules for the affected areas and any information on HUD programs which would assist in planning for transition to recovery operations.

e. Provide names, addresses, and telephone numbers of public housing authorities within or adjacent to the disaster area.

6. Department of Veterans Affairs (VA)

a. Provide for food preparation and stockpiling during the immediate emergency.

b. Provide available medical supplies for use in mass care facilities.

c. Provide available facilities suitable for mass shelter facilities.

d. Make available to individuals or families, habitable housing from the inventory of repossessed homes controlled by the VA.

e. Make available VA counselors and/or members of the VA Chaplains Corps for immediate crisis counseling.

7. Federal Emergency Management Agency

a. Assist in the release of information for notification of relatives.

b. Assist in establishing priorities and coordinating the transition of mass care operations with recovery activities based on disaster situation information and the availability of resources that can be appropriately applied.

c. Provide logistics support, including communications for disaster operations, as appropriate.

8. General Services Administration

Provide communications links to the DWI Center from the disaster area and provide other logistical support for mass care requirements as requested.

9. U.S. Army Corps of Engineers

a. Provide potable water for mass care use and bulk distribution to disaster victims.

b. Provide assistance in inspecting mass care shelter sites after the disaster to ensure suitability of facilities to safely shelter disaster victims.

c. Provide assistance in constructing temporary shelter facilities if necessary in the disaster area.

10. U.S. Postal Service

a. Provide postal locator cards for victims to send to friends and relatives notifying them of relocation addresses and assist ARC in the distribution, collection, and mailing of those cards.

b. Provide vehicles to support mass care efforts as requested.

VII. RESOURCE REQUIREMENTS

A. Requirements to Support ESF

1. The ESF will require space at ARC Headquarters, telephones, FAX machines, etc.

2. The ESF will require appropriate administrative support for its representatives located at the FEMA EICC and the DFO.

3. Each support agency will provide representatives on a 24-hour basis to the national and regional ESF.

B. Support to State and Region

1. Resources which may have to be mobilized in support of State and regional mass care activities include the transportation of cots and blankets, air mattresses, sleeping bags, portable toilets, water containers, cooking equipment, registration forms, first aid and shelter medical supplies, vehicles for transport of personnel and supplies, ARC comfort and cleanup kits, portable lamps, generators, fans, office supplies, tables and chairs, etc. Many of these supplies will already be in shelter locations or can be obtained through normal disaster supply channels.

2. Vehicles will be provided by ARC, USPS, military units, rentals, etc. Also, feeding equipment, two-way radios, phones and cellular phones, portable FAX units, portable computers with modems, etc., may be needed.

3. Available undamaged facilities may have to augmented by tents, paradomes, mobile homes, railroad cars, etc. from outside the disaster area.

4. Personnel resources will include ARC; voluntary agencies such as members of the NVOAD; veterans groups; labor unions; scouting organizations; professional associations; and private corporations with which the ARC has agreements, e.g. Prudential Insurance. Specially skilled individuals will be identified among these groups and from various Federal agencies by the ESF.

5. Information sources will be the ARC and appropriate Federal and State agencies.

VIII. REFERENCES

A. ARC's Disaster Services Policy Statement (July 1977).

B. American Red Cross Disaster Services Regulations and Procedures (ARC 3000 Series).

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EMERGENCY SUPPORT FUNCTION #7

RESOURCE SUPPORT ANNEX

PRIMARY AGENCY: General Services Administration

SUPPORT AGENCIES:
Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of Justice
Department of Labor
Department of Transportation
Department of Veterans Affairs
Federal Emergency Management Agency
National Communications System
Office of Personnel Management

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide logistical/resource support following a catastrophic earthquake, other significant natural disaster or other event requiring Federal response.

B. Scope

ESF #7 - Resource Support, involves the provision of logistical and resource support to Federal organizations during the immediate response phase of a disaster incident. This includes emergency relief supplies, space, office equipment, office supplies, telecommunications, contracting services, transportation services (in coordination with ESF #1, Transportation), and personnel required to support immediate response activities. It also provides for logistical support for requirements not specifically identified in the other ESF including, but not limited to, stocks surplus to the needs of the Federal Government. This ESF also addresses the effort and activity necessary to evaluate, locate, procure, and provide essential materiel resources.

II. POLICIES

A. In accordance with assigned responsibilities and upon implementation of the Federal Response Plan, hereafter referred to as the Plan, (which includes appropriate Fund Citation), the logistical community will provide logistical assistance to the affected areas.

B. Support agencies will furnish resources to support ESF requirements. Such support by the agencies will be terminated at the earliest practical time.

C. Supplies and equipment will be provided from current Federal stocks or, if necessary, from commercial sources. Supplies to be used will not be stockpiled for the purposes of this ESF.

D. The General Service Administration's (GSA) implementation of this ESF will be the mechanism through which it provides support activity to all other ESF.

E. All procurements will be made in accordance with current Federal laws and regulations. Current laws and regulations authorize other than "full and open competition" under any "situation of unusual and compelling urgency." GSA is the central procurement authority for the Federal Government. All procurement actions made at the request of Federal agencies in support of the Plan will be in accordance with GSA's statutory and administrative requirements and will be accomplished using the appropriate Federal Emergency Management Agency (FEMA) fund citation/reimbursement procedures, etc.

F. The provision of the logistical support necessary to establish the response capacity of Federal agencies will be the major element in the execution of this ESF.

III. SITUATION

A. Disaster Condition

Any earthquake, regardless of intensity, is a geographically isolated incident. While there is a likelihood that regional productive capability to respond will be crippled severely and may, under extreme conditions, be nonexistent in the areas surrounding the epicenter, the remaining productive capacity of the Nation will remain intact, assuring the provision of logistical support to response operations. Other significant disasters will have similar impact. The Federal logistical community has the capacity to meet most foreseeable logistical requirements. There will be shortages of a wide variety of supplies necessary for emergency population survival such as cots, sheets, blankets, pillows, pillowcases, tents for temporary shelter, and plastic and paper items for mass feeding.

B. Planning Assumptions

1. Implementation of the Plan will occur during peacetime. If the United States is involved in a significant military operation, the logistical community will be devoted to supporting it and allocation of available resources for multiple demands will be coordinated in conjunction with appropriate resource agencies.

2. Federal requirements will be met from resources outside the disaster area and all local resources will be claimed by the State in support of response operations.

3. Transport of resources will require a staging area. National Guard or military bases will be available for use, and adequate facilities will be available for materiel handling. Appropriate State and Federal officials should mutually agree upon the use of these facilities prior to a response requirement.

4. Federal warehouses belonging to the logistical agencies within the designated area will suffer major structural damage. Supplies contained in these warehouses will be inaccessible during initial post-disaster operations but will be available at a later date as debris is cleared.

5. All requested logistical resource support will be required for the immediate relief operations; e.g., initial lifesaving and life support.

IV. CONCEPT OF OPERATIONS

A. General

The nationwide capabilities of the logistical community will be committed through logistical operations centers at the national and regional-levels. The primary determination of logistical/resources needs are the operational elements at the regional-level. Requests for logistical/resources needs will flow upward through and be controlled by logistical control centers at the regional and national-levels. The determination of materials and other resources needed to meet operational needs will be made by the logistical centers. The primary source of equipment materials, supplies, and personnel shall be from existing Federal resources. Support which cannot be provided from Federal resources will be secured through direct procurement.

B. Organization

1. National-Level Response Support Structure

a. The national ESF will operate under the direction of the GSA Emergency Coordinator (EC).

b. ESF support operations will be coordinated through the GSA Emergency Operations Center (EOC) in the GSA Central Office, located in room B-306, 18th and F Streets N.W., Washington, DC.

c. Upon notification of implementation of the Plan, the GSA EC will determine which of the ESF support agencies will be required to make personnel available to be present at the EOC and which will be required to remain available on telephone standby. All national ESF support agency personnel will notify their parent agencies and await instruction from the GSA EC before reporting to the GSA EOC.

d. The EC will represent the ESF in its dealings with the Catastrophic Disaster Responsive Group (CDRG) and will maintain liaison with the regional ESF and other interested parties.

e. GSA Central Office will provide administrative support to the ESF.

2. Regional-Level Response Structure

a. GSA will appoint the regional ESF head upon notification of implementation of the Plan.

b. The GSA Regional Administrator or Regional EC will appoint one or more Federal Emergency Support Coordinator(s) (FESC), if needed, to coordinate the provision of ESF logistical support at the DFO(s).

c. Preferably, the regional logistical operations center will be located in the DFO. The GSA region will determine the center's initial location if movement to, or the condition of, the DFO precludes immediate occupancy.

d. The agencies supporting this ESF will have a representative present at the DFO on a 24-hour (12-hour shifts) basis for the duration of the emergency response period.

e. For a disaster affecting a multi-State or multi-Region area, one location will be chosen which will act as a consolidation point for all resource support requests. The location chosen must enhance support to all affected States and ensure coordination with other ESF groups. Where possible, the location will be determined in concert with FEMA and other ESF groups during the planning process. This does not preclude establishing one ESF group per GSA region nor the establishment of a liaison element in each DFO in each affected area.

f. GSA will provide administrative support for the regional ESF.

C. Notification

1. The national ESF leader will be notified by FEMA. The ESF leader will notify all support agencies.

2. The national ESF leader will notify the head of the affected regional ESF by any means necessary. If the national ESF leader encounters difficulties in providing information to the affected regional official, he/she will notify FEMA of the difficulty and request assistance. The national ESF leader will also notify selected GSA regional officials of the need to be prepared to provide support as required.

3. Upon notification:

a. All national ESF support agency personnel will notify their parent agencies and await instructions from the GSA EC before reporting to the GSA EOC; and

b. All regional ESF support personnel will notify their parent agencies and report to their predesignated ESF initial operational location.

D. Response Actions

1. Initial Actions

a. GSA, or authorized representative, within 2 hours after notification will:

(1) Activate the national and regional ESF as required, ensuring all internal GSA parties, Regional Administrator, applicable Assistant Regional Administrators, etc. are fully informed of developments; and

(2) Appoint one or more FESCs.

b. The national ESF will provide logistical support to Federal agencies engaged in the disaster response as requirements are identified until the regional ESF is operational.

c. The Regional Emergency Coordinator (REC) will dispatch the ESF team and assume control of logistical operations supporting the Federal response.

d. The appropriate Regions contacted to augment will deploy and control the logistical operations until the affected Region can assume responsibility.

e. The GSA Regional Administrator or authorized representative will:

(1) Establish a team in accordance with this ESF to provide support at the disaster scene;

(2) Acquire space for the DFO, using pre-identified locations, where applicable;

(3) Provide communications to the DFO in coordination with ESF #2, Communications;

(4) Provide office furniture, equipment, and supplies to equip the DFO; and

(5) Ensure that the DFO is operational within 12 to 24 hours of Plan implementation provided the predesignated site and communications facilities are usable and operable.

2. Continuing Actions

From the time of initial operations and throughout the immediate response period (approximately, but not limited to, 30 days), this ESF will provide logistical/resource support in accordance with its charged responsibilities. The following procedures will be used to provide, control, and account for goods and services.

a. Upon notification of space requirements, the ESF will determine, through the Regional Real Estate Division, the availability of suitable space in Federally-owned or leased buildings.

b. When space in Federally-owned or existing leased buildings is not available, the FEMA Regional Director (RD) or FCO will be notified by the ESF, which will then arrange with the Regional Real Estate Division to assist in locating suitable space elsewhere.

c. Communications capability will be provided by the method and quantity deemed appropriate by the Federal Emergency Communications Coordinator (FECC) in conformance with the National Plan for Telecommunications Support in Non-Wartime Emergencies (NSTP).

d. This ESF, in coordination with ESF #1 will determine the number and types of transportation assets required to support the disaster response effort. The ESF will notify the FEMA RD, Federal Supply Service Bureau orally, with a memorandum to follow.

e. Motor equipment shall be provided from the following sources:

(1) Equipment owned by Federal agencies that may be reassigned to the Federal disaster operation;

(2) Federal supply schedule contractors; and

(3) Other commercial sources.

f. The ESF will determine the appropriateness of the types of vehicles and equipment provided to satisfy the identified requirement.

g. All required office furniture and equipment will be provided from Federal inventories or commercial sources, to equip promptly all emergency facilities. The method of acquisition will be determined by GSA.

h. Office supplies and other expendables will be provided from Federal stores, supply centers, stock, or other government sources and commercial sources. If from commercial sources, Blanket Purchasing Agreements (BPA) will be negotiated with commercial vendors in the local area whenever possible to expedite purchases.

i. Procurement support for the full range of logistical requirements of the agencies participating in the disaster response effort will be provided using GSA, Defense Logistics Agency (DLA), and other agencies' contracting resources as required.

j. The ESF will make the necessary arrangement for "rapid turn-around" printing, photographic reproduction, layouts, blueprints, forms and formats, and other graphics as required.

k. The ESF will make available technical advisors in the areas of procurement, storage, and transportation as well as engineering advisory services in connection with damage surveys, appraisals, and building demolitions or repair, etc.

l. The ESF will determine the availability of and provide supplies stocked in distribution facilities, national defense stockpile, and customer supply centers, when and if immediately available.

m. The ESF will provide contract guard services to augment Federal security activities.

n. The ESF will establish fuel supply points to help Department of Energy (DOE) and other Federal agencies working through the Defense Supply Fuel System respond to the situation.

o. In addition to the above-enumerated services, the ESF also shall provide other logistical services, including assisting in the restoration of interrupted public utilities services; the loan of excess Federal personal property; preliminary damage assessments; and other services as needed and requested by the FCO.

V. RESPONSIBILITIES

A. Primary Agency: General Services Administration

1. The GSA EC will be responsible for providing, directing, and coordinating logistical/resource operations.

2. Federal response for logistical/resource support will be provided through this ESF. The GSA REC will be responsible for the following:

a. Locate, procure, and issue to other Federal agencies resources for use in emergency operations as are necessary to support the Federal emergency response or to promote public safety;

b. Coordinate the loan of excess Federal personal property and its return to the holding agency after use, the donation of Federal surplus personal property, and the provision of preliminary logistic-related damage assessments;

c. Locate and coordinate the use of available space for disaster coordination and care activities;

d. Coordinate and determine the availability of and provide consumable non-edible supplies stocked in distribution facilities and customer supply centers when available;

e. Procure needed stocks from vendors or suppliers when GSA items are not readily available;

f. Provide motor equipment and transportation services in coordination with the Department of Transportation (DOT), and in conformance with its responsibilities for the implementation of emergency related functions to include the prioritization and/or allocation of all or part of the civil transportation resource and related ESF #1 responsibilities;

g. Coordinates the procurement of telecommunications equipment, in coordination with ESF #2 - Communications; and

h. Provides support to the GSA Regional Administrator on all logistical support activities.

B. Support Agencies

1. Department of Agriculture / U.S. Forest Service

a. Provide assistance related to transportation procurement requirements at the national and regional-levels.

b. Provide assistance in the management and support of Mobilization Centers.

2. Department of Commerce

The Interagency Committee on Seismic Safety in Construction/Building and Fire Research Laboratory of the National Institute of Standards and Technology shall provide technical expertise on structural surveys as well as the procurement of external consulting services. This procedure is necessary to assess the

structural and fire safety of Federal and non-Federal damaged buildings and lifelines i.e. public works and utilities.

3. Department of Defense

a. Provide available space, furniture, equipment, supplies, transportation, and personnel as may be required for emergency logistical support operations.

b. Provide backup support for those consumable supplies available through DLA and provide supplemental personnel and equipment needed for distribution of those supplies.

c. Provide available staging areas outside the disaster area as requested.

4. Department of Energy

Provide personnel, materials, and equipment as may be required and available for emergency logistical support. Coordinate with industrial executives to assist in meeting critical fuel, lubricant, and electrical power needs unable to be met by the State or DOD actions.

5. Department of Health and Human Services

Assist in locating and obtaining alternate sources of medical personnel, health services, facilities, and supplies and act as agent for distribution of the resources.

6. Department of Justice

a. Provide technical support, advice, personnel, and equipment available to the Federal Bureau of Investigation's (FBI) disaster squads, to assist in identification of deceased victims.

b. Provide State and local governments legal advice concerning the identification of the dead.

7. Department of Labor

Provide technical personnel to assess the threat to public health and safety and resources listings which will assist in locating and recruiting in identified specialized occupations appropriate for supporting disaster response operations.

8. Department of Transportation

Determine the requisite requirements and the locations and schedules for the movement of emergency supplies into and within the disaster area.

9. Department of Veterans Affairs

a. Assist in providing medical supplies and other medical services.

b. Provide persons knowledgeable in Federal procurement and distribution operations and provide computer support for operations, as appropriate.

10. Federal Emergency Management Agency

Act as liaison in the provision of logistical support to Federal, State, and local governments.

11. 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.

12. 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 ESF 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 Federal Emergency Support Coordinator (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 provided 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.

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EMERGENCY SUPPORT FUNCTION #8

HEALTH AND MEDICAL SERVICES ANNEX

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

SUPPORT AGENCIES: Department of Agriculture
Department of Defense
Department of Justice
Department of Transportation
Department of Veterans Affairs
American Red Cross
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration
National Communications System
Office of U.S. Foreign Disaster Assistance
U.S. Army Corps of Engineers
U.S. Postal Service

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide U.S. 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 U.S. Public Health Service (USPHS). 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 government in identifying and meeting the health and medical needs of victims of a major 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 USPHS in its primary agency role for ESF #8, directs the provision of U.S. 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 USPHS, Administration on Children and Families, Social Security Administration, Health Care Financing Administration, and the Administration on Aging.

2. National Disaster Medical System (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).

3. Supporting departments and agencies to ESF #8.

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 Assistant Secretary for Health (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 responsible for coordinating the implementation of ESF #8 and providing staff support to the HHS policy officials.

C. The colocated national HHS Emergency Operating Center (EOC)/NDMS Operations Support Center (OSC) will provide liaison between the Federal Government Headquarters and appropriate officials in the response structure at the disaster scene for the coordination of Federal health and medical assistance from ESF #8 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.

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 Inquiry (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 would necessitate both 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 pharmaceutical) and equipment will probably be in short supply. Most facilities usually maintain only a small inventory stock to meet their 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.

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, preferably 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 injuries.

IV. CONCEPT OF OPERATIONS

A. General

Upon notification of a significant natural disaster or man-made event, USPHS (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, USPHS Agency Emergency Coordinators (AECs), and appropriate USPHS Regional Health Administrators (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 national 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); and

4. Regional ESF #8 emergency response structure.

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 present at the NDMSOSC to carry out the activities of the agency/organization on a continuous basis. Individuals representing

agencies/organizations who are staffing the 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 supplemental plans.

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 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 NDMSOSC will consist of a core of Federal agencies which will be supplemented by other national-level organizations, governmental and private, as the situation dictates. During the initial activation the principal core staff will consist of a pre-designated USPHS 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 Service and Research Administration (VHRSA), 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.

USPHS will identify and provide representatives to represent both HHS/USPHS and national ESF #8 on the CDRG and the FEMA EST. USPHS also will dispatch 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 Response Structure

a. The RHA is the lead for the regional ESF #8 health and medical response 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 regional ERTs to the affected State EOC(s).

d. Regional ESF #8 will have appropriate representative(s) present at the FEMA Regional Operations Center (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. Upon being released from the FEMA DFO or ROC, the representatives will be immediately available by telephone or radio 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 potentially catastrophic natural disaster or man-made event, FEMA will notify the appropriate national ESF #8 representatives. 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. Upon notification of national ESF #8, OASH/OEP will alert a CAT that will notify all other national ESF #8 members by the most expeditious communication method.

3. OASH/OEP also 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.

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 temporary ROC or DFO 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 FCO that the DFO or ROC 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 potentially catastrophic natural disaster or man-made event, the lead of national ESF #8 (the ASH) will request USPHS 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

Primary Agency: Centers for Disease Control, USPHS: Assist in determining Specific health/medical needs and priorities.

(2) Health Surveillance

Primary Agency: Centers for Disease Control, USPHS: 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

Primary 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, individual clinical health and medical care specialists may be provided to assist State and local personnel.

(4) Health/Medical Equipment and Supplies

Primary 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

Primary 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

Primary 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 U.S. metropolitan areas. These beds could also be utilized to provide care for members of the U.S. Armed Forces who become casualties in an overseas conventional conflict. NDMS DMATs would provide patient reception services for disaster victims or military casualties arriving in NDMS patient receptor locations.

(7) Food/Drug/Medical Device Safety

Primary Agency: Food and Drug Administration, USPHS: 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

Primary Agency: Centers for Disease Control, USPHS: 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

Primary Agency: Centers for Disease Control, USPHS: 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 media; and provide technical assistance and consultation on medical treatment of radiologically injured victims.

(10) Chemical Hazards

Primary Agency: Centers for Disease Control, USPHS: 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

Primary Agency: Centers for Disease Control, USPHS: 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

Primary Agency: Alcohol, Drug Abuse, and Mental Health Administration, USPHS: 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; arrange for activation and deployment of Critical Incident Stress Debriefing (CISD) Teams, through the NDMS, to address disaster worker mental health issues and needs.

(13) Public Health Information

Primary Agency: Centers for Disease Control, USPHS: 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

Primary Agency: Centers for Disease Control, USPHS: 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

Primary Agency: Centers for Disease Control, USPHS: 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

Primary 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;

(4) Request USPHS/Office of Emergency Preparedness (USPHS/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 USPHS 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 USPHS/National Institutes of Mental Health (NIMH) initiate action to establish the CISD Program.

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 U.S. Transportation Command (USTRANSCOM); the Military Airlift Command (MAC); the National Guard Bureau (NGB); the Armed Services Medical Regulating Office (ASMRO); Forces Command (FORSCOM); the U.S. Atlantic Command (USLANTCOM); the U.S. 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 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 USPHS Regional Offices.

In the early stages of a disaster response, it may not be possible to completely 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 the senior representative from the lead agency to 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 USPHS 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. USPHS/OEP will respond to the direction by arranging for alerting, activation, appointment to Federal status (where appropriate) and deployment of NDMS DMATs. The USPHS/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 provision of patient reception, patient staging, casualty clearing, or other appropriate 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), U.S. Department of Agriculture (USDA), Department of Interior (DOI), and U.S. 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 beds 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. HQUSAF will alert ASMRO regarding NDMS activation. ASMRO will establish and disseminate appropriate bed reporting instructions to FCCs. Further, the Aeromedical

Evacuation Control Center (AECC) will provide appropriate patient reception/patient arrival information through the Defense Medical Regulating Information System (DMRIS) 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 their patient evacuation requirements from the disaster area. These requirements for aeromedical evacuation are 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 HQMAC 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) AE resources will be deployed based on the nature of the catastrophic event 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 Patient Airlift Center, Scott Air Force Base. In a larger catastrophic event which may require sustained support, elements of the Tactical Aeromedical Evacuation System (TAES), to include an AECC, Mobile Aeromedical Staging Facility (MASF), Aeromedical Evacuation Liaison Team (AELT), and AECMs may be deployed to the region. When deployed, the AECC will provide regional control for the AE elements with overall responsibility for Continental United States (CONUS) AE operations remaining with the Patient Airlift Center, Scott Air Force Base, IL.

(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.

(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 MAC 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 MAC 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 MAC 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 Patient Airlift Center can obtain any additional information needed to prepare for the mission.

(h) Since the movement of patients is based upon the availability of hospital beds, ASMRO will regulate the patients to destination reception

areas. A summary of available beds, by various categories, are reported to ASMRO by each local NDMS FCC.

(i) 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 USPHS requested support, as needed, of certain medical supplies from HWC.

g. Coordination of Requests for Reimbursement

Federal agencies and other organizations who are tasked by USPHS to support ESF #8 in response to a Federally-declared disaster are eligible for reimbursement. Requests for reimbursement should be referred to national ESF #8 attention OASH/OEP. Reimbursement mechanisms vary depending on the type of agency/organization requesting reimbursement. Generally speaking, reimbursable incremental costs incurred by support Federal agencies in carrying out taskings from ESF #8, will be handled by USPHS via the SF1080 process. Other mechanisms are utilized to reimburse private sector providers for medical, hospital and related services. Reimbursement of HHS elements will be coordinated by OASH/OEP using financial procedure internal to HHS/USPHS.

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; USPHS Agency Emergency Coordinators (AECs); DOMS; ASMRO; MAC; and local NDMS FCCs. As the situation dictates, other agencies such as: FEMA Regional Offices and PHS Regional Offices, also the appropriate centers of the U.S. 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 U.S. 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.

B. Support Departments and Agencies

1. 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 and DOT, evacuate 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 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.

2. 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. Provide supplemental medical assistance from DOT resources subject to DOT statutory requirements.

c. Coordinate with the Federal Aviation Administration (FAA) for air traffic control support for priority missions.

3. 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 within the disaster area.

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.

4. 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/liaison with emergency management officials in NDMS FCC areas.

5. U.S. Army Corps of Engineers

Provide technical assistance, equipment and supplies as required in support of USPHS to accomplish temporary restoration of damaged public utilities affecting public health.

6. Department of Veterans Affairs

a. Coordinate patient reception in NDMS 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.

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.

7. 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.

c. Coordinate with Foreign Consulates in regard to the transfer of human remains of foreign citizens.

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. 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.

10. U.S. Department of Agriculture

Assist Federal health and medical response operations by providing support with personnel, equipment, and supplies. This support will be coordinated through the Forest Service Fire and Aviation Management Office (located in Rosslyn, VA.) and the National Interagency Coordination Center (NICC) located at Boise, Idaho. Support will primarily be for communications and aircraft.

11. U.S. Postal Service

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

12. 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.

13. 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.

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:

1. The alerting and deployment of emergency response coordinators, national ESF #8 ERT, and other necessary USPHS agency personnel.

2. The alerting and deployment of Federalized NDMS DMAT teams, DMORT teams, 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) national ESF #8, regional ESF #8, or within disaster area;

b. One or more representatives of the lead agency to be located at the FEMA EST;

c. One or more representatives of the lead agency to be located with the FEMA CDRG;

d. One or more Emergency Response Coordinators (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 ERCG) 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 ERT to deploy to assist regional ESF #8 to assist 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 ERCG;

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 by P.L. 100-707

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. Dod Directive 6010.17, National Disaster Medical System, December 28, 1988

G. DOD Directive 3025.1, Use of Military Resources During Peacetime Civil Emergencies within the United States, its Territories, and Possessions, May 23, 1980

H. 55 FR 2885, Office of the Assistant Secretary for Health; Statement of Organization, Functions, and Delegations of Authority, January 29, 1990

I. 55 FR 2879, Office of the Secretary; Statement of Organizations, Functions, and Delegations of Authority, January 29, 1990

J. "Public Health Service Disaster Response Guides," May 1987.

K. "Facts on the National Disaster Medical System," January 1991.

L. "National Disaster Medical System - Concept of Operations," January 1991.

M. "National Disaster Medical System - Operations Support Center Manual," April 1991.

N. "National Disaster Medical System - Federal Coordinating Center Guide," March 1985.

O. "National Disaster Medical System - Disaster Medical Assistance Team Organization Guide," July 1986.

P. "The Public Health Consequences of Disasters," Centers for Disease Control, U.S. Public Health Service, September 1989.

VIII. ACRONYMS

AE: Aeromedical Evacuation.

AES: Aeromedical Evacuation System.

AECC: Aeromedical Evacuation Control Center.

AELT: Aeromedical Evacuation Liaison Team.

ALCC: Airlift Control Center.

ARC: American Red Cross.

ASH: Assistant Secretary for Health, Department of Health and Human Services.

ASMRO: Armed Services Medical Regulating Office, Department of Defense.

CAT: Crisis Action Team.

CCP: Casualty Collection Point.

CDC: Centers for Disease Control, U.S. Public Health Service

CDRG: Catastrophic Disaster Response Group.

DASH: Deputy Assistant Secretary for Health, Department of Health and Human Services.

DCO: Defense Coordinating Officer, Department of Defense.

DFO: Disaster Field Office.

DLA: Defense Logistics Agency, Department of Defense.

DMAT: Disaster Medical Assistance Team, National Disaster Medical System.

DMORT: Disaster Mortuary Team, National Disaster Medical System

DOD: Department of Defense.

DOI: Department of Interior.

DOMS: Directorate of Military Support, Department of the Army.

DOT: Department of Transportation.

DWI: Disaster Welfare Inquiry, American Red Cross.

EMS: Emergency Medical Services.

EOC: Emergency Operating Center.

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.

ESF: Emergency Support Function.

EST: Emergency Support Team.

FAX: Facsimile.

FBI: Federal Bureau of Investigation, Department of Justice.

FCC: Federal Coordinating Center, National Disaster Medical System.

FCO: Federal Coordinating Officer.

FEMA Federal Emergency Management Agency.

FORSCOM: Forces Command, Department of the Army.

GSA: General Services Administration.

HF High Frequency.

HHS: Department of Health and Human Services.

HHSEOC: Department of Health and Human Services Emergency Operating Center.

HRSA: Health Resources and Services Administration, U.S. Public Health Service/HHS.

HWC: Health and Welfare Canada.

JIC: Joint Information Center.

JMMO: Joint Medical Mobilization Office, Office of the Joint Chiefs of Staff.

MAC: Military Airlift Command, U.S. Air Force.

MASF: Mobile Aeromedical Staging Facility.

NDMS: National Disaster Medical System.

NDMSOSC: National Disaster Medical System Operations Support Center.

NFDA: National Funeral Directors Association.

NGB: National Guard Bureau

NIFCC: National Interagency Fire Coordination Center, U.S. Forest 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

OJCS: Office of the Joint Chiefs of Staff, Department of Defense.

PHS: U.S. Public Health Service, Department of Health and Human Services.

RD: Regional Director.

REP: Regional Evacuation Point.

RHA: Regional Health Administrator, U.S. Public Health Service, Department of Health and Human Services.

ROC: Regional Operations Center.

USDA: U.S. Department of Agriculture.

USLANTCOM: U.S. Atlantic Command

USPACOM: U.S. Pacific Command

USPS: U.S. Postal Service.

USTRANSCOM: U. S. Transportation Command, Department of Defense.

VA: Department of Veterans Affairs.

VHRSA: Veterans Health Service and Research Administration, Department of Veterans Affairs.

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EMERGENCY SUPPORT FUNCTION #9

URBAN SEARCH AND RESCUE ANNEX

PRIMARY AGENCY: Department of Defense

SUPPORT AGENCIES: Department of Agriculture - U.S. Forest Service
Department of Health and Human Services
Department of Labor
Department of Transportation
Department of Veterans Affairs
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration
Office of U.S. Foreign Disaster Assistance
U.S. Army Corps of Engineers

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide for the application of Federal response capabilities and resources for Urban Search and Rescue (US&R) assistance following a catastrophic earthquake, significant natural disaster, or other event requiring Federal response.

B. Scope

ESF #9 - US&R, involves the coordination and employment of all Federal assets to assist State and local officials in operations to rescue urban disaster victims. Specific responsibilities associated with this ESF are:

1. Identifying and providing Federal resources, both civilian and Department of Defense (DOD), necessary for performing light, medium and heavy US&R;

2. Coordinating the use of Federal organizations to obtain equipment and supplies through contract or purchase;

3. Providing specialized equipment and operators under the control of Federal organizations;

4. Coordinating transportation of US&R technicians, equipment and supplies;

5. Coordinating the use of Federal transportation for US&R; and

6. Coordinating the use of foreign US&R teams.

II. POLICIES

A. Federal US&R personnel and facilities will be provided to assist State and local agencies with their US&R responsibilities.

B. The Secretary of the Army, as the DOD Executive Agent for domestic disaster relief, will assume responsibility for planning, coordinating, and managing the Federal US&R response upon implementation of the Federal Response Plan, hereafter referred to as the Plan. The Director of Military Support (DOMS) will issue the appropriate orders to the Commanders in Chief for Forces Command (CINCFOR), Atlantic (USCINCLANT) and Pacific (USCINCPAC), who will serve as the operating agents. The Commanders in Chief (CINCs) may, in turn, authorize the individual Continental U.S. Army (CONUSA) Commanders to serve as the representative operating agents.

C. ESF #9 addresses only US&R, which is defined as the process of searching for, extricating, and applying medical treatment to victims trapped in collapsed structures. All other forms of search and rescue i.e., water, wilderness, mine cave-ins will be covered under other existing authorities and will not be managed by ESF #9.

D. In the event that all available national US&R assets are used, FEMA, in consultation with the Department of State (DOS) and the Agency for International Development's Office of U.S. Foreign Disaster Assistance, may request that foreign US&R teams be brought into the United States to aid US&R operations. Any teams which have been officially requested and accepted will be integrated into existing operations and will be given the same support as National US&R Response System Task Forces activated by the Federal Emergency Management Agency (FEMA).

III. SITUATION

A. Disaster Condition

A large or catastrophic disaster will cause emergency conditions that vary widely in scope, urgency, and degree of devastation. Substantial numbers of persons, located in remote as well as urban areas, could be in life-threatening situations requiring immediate rescue and medical care. Rescue personnel will encounter extensive damage to buildings, roadways, public works, communications, and utilities. Aftershocks and secondary events and effects of earthquakes such as fires, tsunami, landslides, flooding, and release of hazardous material will compound problems and may threaten both survivors and rescue personnel.

B. Planning Assumptions

1. All Federal agencies will provide immediate lifesaving response as soon as the event occurs.

2. Federal US&R operations will be taken in accordance with policies and priorities established by State and local governments.

3. All State and local US&R organizations, skilled in structural collapse techniques, will be committed immediately, but will be unable to respond to all requirements.

4. Large numbers of local residents and workers will be available as convergent volunteers to help US&R operations and will need coordination and direction.

5. Specialized equipment and civilian US&R task forces will be available.

6. Access to damaged areas will be restricted; initially, some sites will be accessible only to aviation and maritime assets.

7. Aftershocks and secondary events and effects of earthquakes and other disasters will threaten survivors and rescue personnel.

8. Significant numbers of people will be unaccounted for in locations away from their home or normal place of work.

9. Communications will be disrupted, requiring the use of DOD tactical assets in US&R operations; connectivity problems with State and local US&R organizations will occur.

10. Medical systems will be in place to provide treatment to casualties once they are recovered.

11. Planning for commitment of US&R assets will begin at all Federal agencies immediately upon notification.

12. In the event that all national US&R resources have been employed and there is still a need for more assets, the United Nations Disaster Relief Organization will be requested to send registered international US&R teams.

13. All international teams will operate within the guidelines of the command structure of the Plan and will report to the DOD ESF #9 coordinating official at a designated mobilization center. DOD will provide the same logistical support to international teams as they do to civilian and military task forces.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon notification of a large or catastrophic disaster or other event requiring Federal response, DOD will establish the national ESF #9 Crisis Management Team (CMT) in the Army Operations Center (AOC), Pentagon. (Plans do exist to operate an alternate AOC if the Pentagon AOC is unavailable.) All support agencies will be notified and tasked to provide 24-hour representation. CINCFOR will establish a regional ESF cell in the disaster area under the supported CONUSA. USCINCLANT and USCINCPAC will establish ESF cells in their areas of operation under an appropriate subordinate command.

2. Based on national policy decisions, requests from State and territorial officials, and anticipated requirements identified by Federal agencies, the ESF #9 CMT will coordinate the overall Federal response. Support agencies such as the US Corps of Engineers (USACE), General Services Administration (GSA), and the Department of Interior (DOI) and Labor (DOL) will be tasked to evaluate verified requirements to determine resources available under standing authorities or existing contracts and agreements.

3. Transportation of resources dedicated to response efforts will be coordinated through commercial companies or agencies owning or controlling aircraft, such as the DOI and U.S. Air Force (USAF). Operational requirements and requests will be tasked to the lowest level possible with the necessary planning and supervisory capability; this will normally be the regional ESF.

4. Coordination of national and international civilian resources, such as search dog teams and specialized equipment and operators, will be coordinated initially at the national ESF #9 CMT and then passed to the regional level.

5. The ESF #9 CMT will remain fully operational until released by the DOMS; after that, all agencies will be subject to recall.

6. The National Guard is considered a State asset, and as such is not available to transport and resupply Task Forces.

B. Organization

1. National-Level Response Support Structure

a. The ESF #9 primary agency is DOD. The Secretary of the Army is the DOD Executive Agent for Disaster Relief and, as such, is responsible for control of the ESF.

b. The DOMS and staff serve as the headquarters at the national level to coordinate the activities which are outlined in the Plan. DOMS will provide an

ESF #9 representative to serve on the Emergency Support Team (EST) at FEMA Headquarters. The DOMS ESF #9 representative will coordinate with the other ESFs and will perform liaison duties between the CMT in the Pentagon and the operating staff at FEMA.

c. The designated representative to the Catastrophic Disaster Response Group (CDRG) at FEMA is the DOMS. The primary DOD representative on the ESF #9 CMT is the Chief of the Military Support Division, DOMS.

d. The Department of Transportation (DOT) (proponent of the National Search and Rescue Plan through the U.S. Coast Guard (USCG)), and the USAF (DOD Executive Agent for Search and Rescue) will provide representation to ESF #9.

e. Other support agencies may be tasked to provide representation to the ESF #9 CMT, based on regional requirements.

2. Regional-Level Response Structure

a. The supporting CONUSA or CINC subordinate command will establish a regional ESF #9 cell at the appropriate FEMA regional operating site as part of the Regional Operations Center (ROC) and the Advance Emergency Response Team (ERT-A). Later, ESF #9 will provide representation to the Emergency Response Team (ERT) at the Disaster Field Office (DFO); at the DFO, DOD will serve as the US&R staff agency for the Federal Coordinating Officer (FCO). This ESF #9 cell will remain subordinate to the DOD Defense Coordinating Officer (DCO) appointed under the authority of the responsible CINC.

b. The regional ESF may take directions and taskings directly from the corresponding State or territorial agency when the Plan is fully implemented. This does not replace the authority of the FCO nor the DCO, whom must be kept fully informed. Requirements which can not be met at the regional level will be forwarded up the ESF #9 chain for additional resources to meet the need.

C. Notification

1. FEMA will notify DOD (DOMS) through the AOC of implementation of the Plan and activation of ESF #9. The AOC will execute the appropriate internal notification.

2. Upon notification to the ESF #9 leadership of activation, member agencies will be notified by DOMS.

3. DOMS will notify the appropriate unified command, which will notify the responding subordinate command.

D. Response Actions

1. Initial Actions

a. Convene ESF #9 CMT in the AOC and provide an ESF #9 representative to the EST at FEMA Headquarters.

b. Determine status of disaster declaration and requests for assistance from affected States.

c. Request immediate reports on extent and types of damage to buildings and trapped casualties from the regional ESF and support agencies. Report information to ESF #3 - Public Works and Engineering, as appropriate.

d. Request operational status of State and local search and rescue capabilities.

e. Request report on immediate lifesaving support being provided by supporting Federal agencies, including the Military Services.

f. Determine status of communications with regional ESF. Request status of communications within the disaster region from ESF #2 - Communications.

g. Request status of transportation systems into and within disaster region from ESF #1 - Transportation.

h. Assist as required in establishing the regional ESF #9.

2. Continuing Actions--National ESF

a. Maintain status of US&R operations and provide information to FEMA Headquarters as required. Included are:

(1) State capabilities and commitments;

(2) Federal resources committed;

(3) National and international civilian resources committed;

(4) Pending request for assistance; and

(5) Status of communications and transportation.

b. Coordinate requests for resources or assistance from the Supported CINC or Operating Agent. Coordination of requests for civilian medium to

heavy rescue capabilities will be coordinated with FEMA Headquarters, Office of Emergency Management, Federal Response Division.

c. Maintain communication through the chain of command to the Supported CINC or Operating Agent.

d. Provide guidance, particularly regarding changed requirements, to supporting agencies, and regional ESF as required.

e. Disseminate information obtained from FEMA Headquarters, other ESF, and supporting agencies as required.

f. Serve as focal point for requests from national and international civilian service organizations to provide assistance.

3. Continuing Actions--Regional ESF

a. Maintain communication with the FCO, and through the chain of command, the national ESF #9 CMT.

b. Coordinate with State officials to determine operational capabilities and requirements of State US&R organizations.

c. Coordinate with State officials to ensure priorities for committed Federal resources are current.

d. Coordinate with FCO and State agencies to determine requirements for Federal support.

e. Task Federal agencies to provide available assets as required; submit unfulfilled requirements to national ESF #9 CMT.

f. Recommend to the FCO and State officials how to use Federal assets, both military and civilian.

g. Monitor use of Federal assets and report as required to the FCO and higher headquarters.

h. Maintain oversight of national and international service organization activities.

i. Identify and request required support for committed Federal US&R assets.

j. Provide damage and casualty information to ESF #5 - Information and Planning, as information becomes available.

V. RESPONSIBILITIES

A. Primary Agency: Department of Defense

1. Exercise overall responsibility for organizing and coordinating Federal US&R response operations in support of State and local officials.

2. Designate the appropriate military headquarters to head the regional ESF.

3. Provide personnel, facilities, equipment and supplies as required at national and regional levels to coordinate, plan and manage Federal responsibilities.

4. Be prepared to commit Service assets, including troops and equipment, for US&R operations once directed.

5. Provide air and ground transportation for movement of specialized teams to the disaster area.

B. Support Agencies

1. Department of Agriculture - U.S. Forest Service

a. Provide available aircraft, off-road vehicles, equipment, materials, personnel and operators, helicopter/FLIR units, hand-held infrared sensors, radio communication systems, mobilization center management personnel, and support including food, shower services, sleeping bags, and other comfort items, as requested.

b. Provide a liaison between ESF #4 - Firefighting and ESF #9 at the Mobilization Centers.

2. Department of Health and Human Services

a. Assist in planning, managing, and coordinating immediate medical treatment for rescued disaster victims and temporary storage of the deceased.

b. Provide assistance and advice on public worker safety issues.

c. Arrange for certification of civilian medical personnel who are not full time Federal employees and are employed as a part of the Federal response system.

d. Provide liaison between ESF #8 - Health and Medical Services and ESF #9 at the Mobilization Centers.

3. Department of Labor

Provide specialized equipment and operators, as requested.

4. Department of Transportation

a. Provide traffic management, flight service, and aeronautical communication support for US&R activities.

b. Coordinate designation of restricted airspace as required to facilitate rescue and evacuation operations.

c. Conduct maritime search and rescue operations in accordance with standing authorities.

d. Provide a USCG representative to the ESF #9 CMT. Be prepared to provide representation to the regional ESF.

5. Department of Veterans Affairs

a. Assist in planning, managing and coordinating with ESF #8 in the immediate medical treatment for rescued disaster victims.

b. Assist in planning, managing and coordinating with ESF #8 in the temporary disposition of the deceased which have been extricated from collapsed structures.

c. Provides engineer support for the evaluation of collapsed structures.

6. Environmental Protection Agency

a. Provide sampling and monitoring assistance to US&R.

b. Supply hazardous chemical release plume modeling information and provide advice and updates on direction of plume(s).

c. Provide information on location of hazardous materials facilities and types of hazardous materials present, and safety considerations for search teams entering these areas.

d. 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. Assist as requested in planning, coordinating, and managing civilian US&R activities.

b. Maintain current information on the civilian response system.

8. General Services Administration

Provide supplies, equipment, and services as requested for conduct of US&R operations.

9. U.S. Army Corps of Engineers

a. Provide, as requested, structural or civil engineers capable of advising on structure stability and shoring techniques.

b. Provide available victim detection equipment and operators.

c. Provide contract support for the leasing of heavy equipment.

VI. RESOURCE REQUIREMENTS

A. ESF Operational Resources

1. National ESF #9 CMT requires office space for approximately 30 personnel. Location will be determined by DOMS, however, will normally be in the AOC. Regional ESF will determine local requirements.

2. A liaison team will be sent to the FEMA Emergency Inoformation and Coordination Center (EICC).

3. Maps in various scales will be required.

4. Communication requirements include commercial, DEFENSE SWITCH NETWORK (DSN), Automatic Digital Network (AUTODIN) and Federal Telecommunications System (FTS) systems.

5. Clerical and support personnel will be required.

B. Functional Area Resources

All functional area requirements will be at the regional level.

1. Personnel

a. Structural specialists, preferably those with a knowledge of buildings and other structures damaged or destroyed.

b. Construction equipment for rescue operations, particularly lifting equipment.

c. Emergency medical personnel.

d. Local workers and residents.

2. Supplies and Equipment

a. Lifting construction equipment for rescue operators; all types of equipment for clearing roads into the affected area.

b. Bracing materials, such as timbers and lolly columns for tunneling operations.

c. Large quantities of hand tools.

d. Any specialized equipment applicable for use in rescue operations.

3. Facilities

a. Warehouses to store and maintain equipment, vehicles, and supplies.

b. Staging areas for Federal personnel and equipment brought into the disaster area.

4. Communications

Within the Region, communications requirements must be developed in conjunction with State, local, and ESF #2 -Communications, regional planners to make use of available local resources. Plans should include HF, VHF, UHF and FM radios as well as commercial, DSN, AUTODIN, and FTS telephone systems.

5. Transportation

a. Primary national requirement will be aircraft to transport specialized teams into the disaster area.

b. Specific needs in the disaster area will be determined based on the existing situation. Three requirements will be evacuation vehicles (either ambulances or

commercial vehicles outfitted for evacuation), vehicles to move personal and equipment through the operations facilities and to their work site, and heavy transport for construction equipment.

6. Other

Specialized teams and assets from civilian service organizations, providing assistance on a voluntary basis, will enhance US&R operations.

VII. REFERENCES

A. Department of Defense Directive 3025.1, Use of Military Resources During Peacetime Civil Emergencies within the United States, its Territories and Possessions

B. Department of Defense Directive 3025.10, Military Support to Civil Defense

C. Department of Defense Regulation 3025.1-R (Draft)

D. Army Regulation 500-2, Search and Rescue (SAR) Operations

E. Army Regulation 500-60, Disaster Relief

F. National Search and Rescue Plan

G. Forces Command Domestic Energy Planning System (DEPs), Volume V, CINCFOR Catastrophic Earthquake Response Plan (Federal Urban Search and Rescue)

H. USCINCLANT Plan 2501-90

I. FEMA National US&R Response System Manual

J. FEMA National US&R Response System Operations Systems Description

K. FEMA National US&R Response System Field Operations Guide

L. CONUSA Plans

EMERGENCY SUPPORT FUNCTION #10

HAZARDOUS MATERIALS ANNEX

PRIMARY AGENCY: Environmental Protection Agency

SUPPORT AGENCIES:
Department of Agriculture
Department of Commerce - NOAA
Department of Defense
Department of Energy
Department of Health and Human Services
Department of the Interior
Department of Justice
Department of Labor - OSHA
Department of State
Department of Transportation - RSPA
Department of Transportation - USCG
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 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 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, U.S. 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 terms, 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 28 Departments and Agencies having any 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 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 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 in 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 (OPA) 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, 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.

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 Catastrophic Disaster Response Group (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 Emergency Support Team (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 Advance Element (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, DOC/NOAA and 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, CEPPO, Office of Solid Waste and Emergency Response, and EPA.

2. FEMA will notify the National Response Center (NRC) 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 (RD) will be contacted. The RD 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 NRC will notify affected regional offices and USCG District offices.

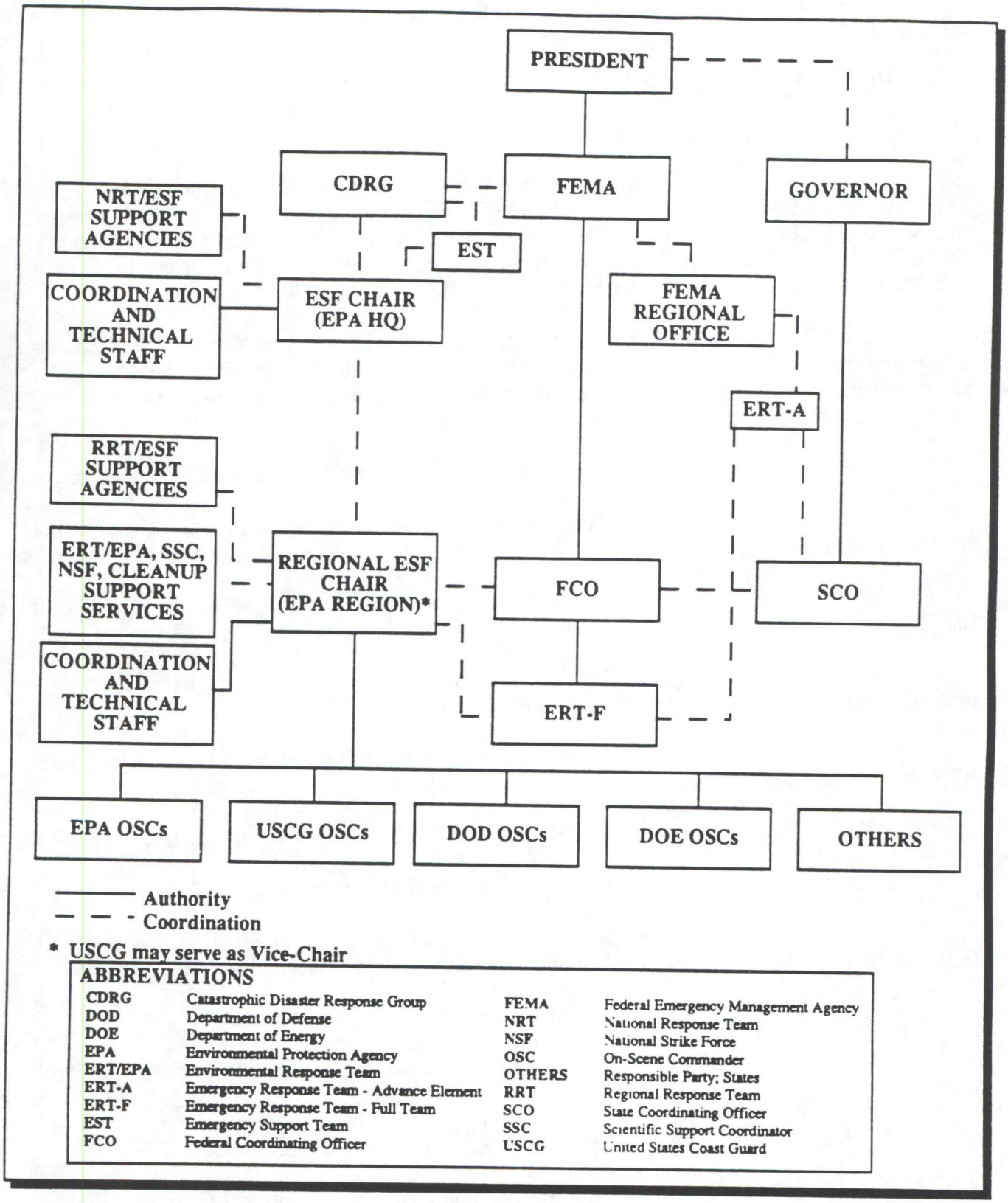

Figure 10-1. ESF #10 National and Regional Structure

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 Region 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 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 Region. 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 action 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:

1. Department of Agriculture (USDA)

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.

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 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 - Research and Special Programs Administration

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

b. Provide civil transportation assistance and support; and,

c. Coordinate Federal civil transportation response.

10. Department of Transportation - U.S. Coast Guard

a. 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.

b. 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).

c. Provide Vice-Chair for NRT and Co-Chairs for RRTs.

d. 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.

e. Maintain the NRC (see Section IV.C.2 of this ESF).

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

g. 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.

h. 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.

11. 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.

12. Federal Emergency Management Agency

Identify and/or obtain logistical support for Federal agencies.

13. General Services Administration

(Language under development for promulgation in the NCP.)

14. Nuclear Regulatory Commission

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

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, 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, (CERCLA), 42 U.S.C. 9601 *et.seq.* (more popularly known as Superfund).

B. Clean Water Act, as amended, (CWA) 33 U.S.C. 1321.

C. Oil Pollution Act of 1990 (Pub.L. 101-380).

D. Clean Air Act, as amended, (CAA, Pub.L. 101-549).

E. Hazardous Materials Transportation Uniform Safety Act of 1990, (HMTUSA, Pub.L.101-615).

D. National Oil and Hazardous Substances Pollution Contingency Plan (NCP) 40 CFR 300.

E. Executive Order 12580, Superfund Implementation.

F. Executive Order 11735, Assignment of Functions Under Section 311 of Federal Water Pollution Control Act, as amended.

G. Joint U.S./Mexico Contingency Plan for Accidental Releases of Hazardous Substances Along the Border, January 1988.

H. U.S./Mexico Marine Environment Agreement, July 1980.

I. U.S./Canada Joint Marine Pollution Contingency Plan, September 1983, revised 1986.

J. Joint Contingency Plan in the Bering and Chukchi Seas, October 17, 1989 (US/USSR).

VIII. TERMS AND DEFINITIONS

A. Comprehensive Environmental Response, Compensation, and Liability Act, as amended, (CERCLA)

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 (ERT)

Established by EPA, the ERT includes expertise in biology, chemistry, hydrology, geology, and engineering. The ERT 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 (NCP)

The NCP (40 CFR 300) effectuates the response powers and capabilities of the CERCLA and Section 311 of the Clean Water Act. The Plan 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 (NRC)

A national communications center for activities related to oil and hazardous substance response actions. The NRC, 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 (NRT)

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 (NSF)

The NSF consists of two 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 (OSC)

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.

H. Regional Response Teams (RRTs)

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 (SSC)

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

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
Federal Emergency Management Agency
Environmental Protection 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 catastrophic earthquake, significant natural disaster 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 catastrophic natural disaster. These activities will include obtaining appropriate food supplies; arranging for transportation of those food supplies to designated staging areas within the disaster area; and authorizing disaster food stamp assistance, as required.

II. POLICIES

A. ESF #11 - Food, will be activated based upon implementation of the Federal Response Plan, hereafter referred to as the Plan, as the result of a potential or actual disaster or other event requiring Federal response assistance.

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

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 under ESF #6 - Mass Care, that are 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, will authorize the use of emergency Food Stamp Program procedures.

III. SITUATION

A. Disaster Condition

A catastrophic earthquake or other significant disaster 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. Orders to commence distribution of food will be given by radio or written communications, depending on circumstances, within 6 hours of the disaster.

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

a. Fifty percent of the consumable Commodity Credit Corporation (CCC) stocks will be destroyed; e.g., butter, cheese, and nonfat dry milk;

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 - Public Works and Engineering); and

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. In 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 (FNS) Disaster Task Force, this ESF will operate under existing U.S. 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 to authorize the issuance of disaster food stamps.

At all times, requests for food, including types, amounts and destination locations, will be processed through the 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 catastrophic disaster or other significant event, 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 Associate Administrator.

B. Organization

1. National-Level Response Support Structure

At the national level, the FNS Disaster Task Force will assume primary responsibility for all ESF activity. Each support agency will designate a liaison officer to be available on a 24-hour basis at a working location. For members designated as "core" in **Figure 11-1**, this location will be established by the FNS Disaster Coordinator. Members within FNS Headquarters facilities who are designated as "remote" will report to their usual working location and will have a representative on telephone standby, available upon request by the ESF, on a 24-hour basis for the duration of the emergency response period.

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

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).

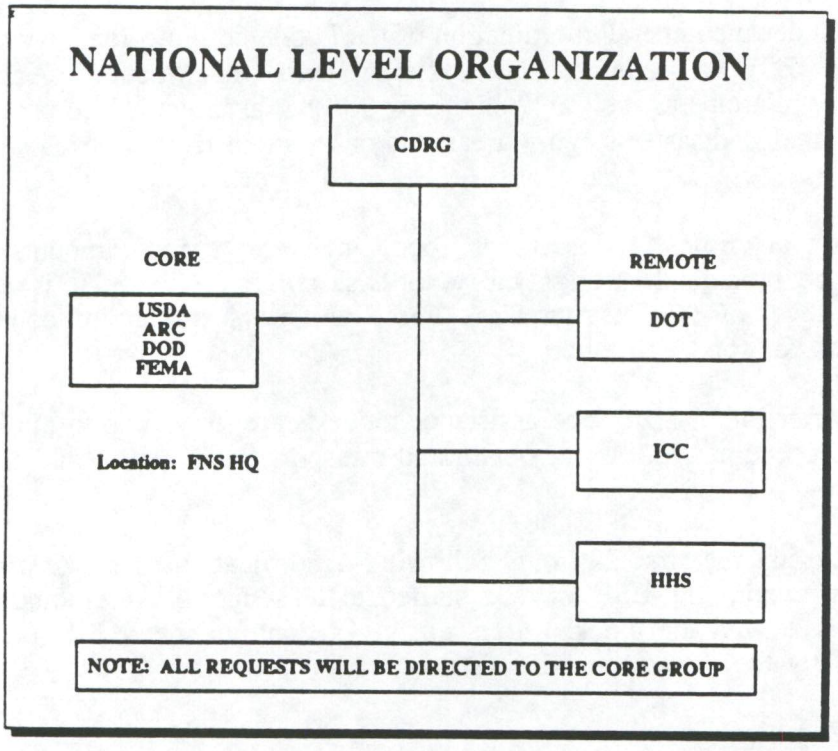

Figure 11-1. Composition of the Food Emergency Support Function

b. The core members of the regional level of the Disaster Task Force will have a representative present at the Disaster Field Office (DFO) on a 24-hour basis for the duration of the emergency response period. The remote members will have a representative available by telephone on a 24-hour basis for the duration of the emergency response period. Representatives of remote members will be available to join the core agencies at the DFO upon request.

C. Notification

1. FEMA will notify USDA of implementation of the Plan. USDA then will notify the FNS Disaster Coordinator. Other ESF members, as well as their parent agencies, will be notified by FNS.

2. Upon notification, all members will report to their working locations. ESF members designated as "core" will call to verify their location and report to FNS

Headquarters if requested to do so. ESF members designated as "remote" in Figure 11-1 will call the ESF to verify their location.

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 aggregate 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 food sources are fit for human consumption.

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

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: United States Department of Agriculture - Food and Nutrition Service

1. Determine the availability of Federally-owned 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, 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, 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 above to areas designated by the ESF.

2. Department of Health and Human Services

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

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 and rail 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

A. FNS Disaster Task Force

1. The Food Security Act of 1985 (PL 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 Task Force coordinates the FNS overall response to disasters. It operates under the general direction of the Associate Administrator. The FNS Task Force consists of representatives from the Food Stamp and Special Nutrition Programs, the Office of Governmental Affairs and Public Information, Regional Office(s) affected by the disaster and the Administrator's Office.

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

EMERGENCY SUPPORT FUNCTION #12

ENERGY ANNEX

PRIMARY AGENCY: Department of Energy

SUPPORT AGENCIES: Department of Agriculture - REA
Department of Defense
Department of State
Department of Transportation
General Services Administration
National Communications System
Nuclear Regulatory Commission
Tennessee Valley Authority
U.S. Army Corps of Engineers

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.

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.

This 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 U.S. any international energy programs and policies appropriate to the disaster and assuring U.S. 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 FEMA's 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. 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:

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 U.S. energy industries. A main DOE mission is to help the Federal Government meet U.S. 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 (REA)

a. Provide technical assistance and advice regarding the restoration of electrical power in 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.

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.

9. U.S. Army Corps of Engineers

a. Assess damage to energy systems and hydropower facilities and requirements to restore them.

b. Help provide emergency generators.

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

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

VI. RESOURCE REQUIREMENTS

A. 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 (NSEC) of 1988.

E. Electric Power System Reporting Procedures (15 USC), 1989.

F. 10 Pt. 221, Code of Federal Regulations, "Fuel Assistance to the DOD."

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 (NCP), 40 CFR 300.

L. Atomic Energy Act of 1954, as amended.

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 (the Plan), to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established Federal policies, regulations, and standards.

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 intensive political pressures, necessitating expeditious and (non-routine) procedures;

C. A Presidential disaster declaration will permit funding from the Federal Disaster Relief Fund, under the provisions of the Stafford Act;

D. On activation, the Plan is the authorizing document for signatories to incur costs for reimbursement by FEMA (from the Disaster Relief Fund). No additional memoranda of understanding or mission assignments are necessary for missions described in the Emergency Support Functions (ESF) Annexes to the Plan;

E. The Office of Management and Budget (OMB) and Congress will consider and give rapid approval to a FEMA-prepared supplemental budget request;

F. A special Financial Services Group (OC-FSG) will be organized in the Office of the Comptroller, FEMA Headquarters, to facilitate the purposes of this annex; and

G. A financial management unit will be established in the Disaster Field Office (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 or his/her delegated Disaster Recovery Manager (DRM) for a particular disaster in a specific state].

III. RESPONSIBILITIES

A. Comptroller of FEMA

The Comptroller of FEMA will serve as the senior Federal financial official under the Plan during the emergency response phase. The Comptroller 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, P.L. 93-288, as amended by P.L.100- 707 ("the Stafford Act"). The Comptroller will serve as the primary adviser to 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.

The Comptroller 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 Comptroller on financial issues in the field.

B. FEMA Regional Director

The FEMA Regional Director responsible for the affected Region will, in addition to program responsibilities, initially organize and provide for financial support services at the Disaster Field Office (DFO). The FEMA Regional Director can delegate responsibility for financial matters to a DRM or other responsible FEMA official. The FEMA Regional Director or his/her delegate is the senior FEMA financial official responsible for stewardship of FEMA funds for a specific State's disaster declaration.

C. Federal Departments and Agencies

Federal departments and agencies assigned responsibility for ESFs in the Plan and conducting other response activities in support of the Plan will organize their headquarters to provide priority attention to financial support of their own missions and functions. Each department and agency is also responsible for maintaining appropriate documentation to support requests for reimbursements.

Each department and agency (and any of their quasi-independent subordinate organizations which will be billing FEMA for reimbursement) which 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.

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

IV. CONCEPT OF OPERATIONS

A. After the occurrence of a major disaster, the Governor of the affected State(s) will request a Presidential disaster declaration under the provisions of the Stafford Act. The President will declare a major disaster or emergency, as warranted, for the affected area. Based on response requirements of the situation, FEMA will activate part or all of the structures of the Plan.

B. Funding for the Federal response will be made available from the Disaster Relief Fund, under the provisions of the Stafford Act.

C. Funds available in the Disaster Relief Fund at the time of occurrence of the earthquake will be exhausted rapidly, and FEMA will request emergency supplemental disaster relief funding from the Congress. The FEMA Comptroller will have on the shelf a pre-formatted 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.

D. Primary agencies will carry out missions assigned in the ESFs contained in the Plan using resources granted to them under Federal law, including personnel, equipment, supplies, facilities and managerial, technical and advisory services. Primary agencies in the field will serve as executive agents for the FCO in accomplishing ESF activities.

E. Support agencies will respond to the direction of primary agencies in accomplishing the ESF.

F. Primary and support agencies performing work pursuant to disaster assistance authorities of the Stafford Act shall be eligible for reimbursement from the Disaster Relief Fund for allowable costs. Reimbursement procedures for Federal agencies are outlined in Section V of this annex.

G. In the event a department or agency is unable to initiate or complete response actions assigned in the Plan because of a lack of operating funds, then that Agency may request in writing an advance of funds from the FEMA Regional Director or Associate Director for State and Local Programs and Support (SLPS).

H. 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 Comptroller. In

coordination with the Associate Director of 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 necessary prudent control and correct use of public funds.

B. Authority to Respond

Authority for the primary and support agencies to begin expending funds for response actions is contained in the Plan which delineates the ESFs for each Federal department and agency. The pre-identified missions in the ESF annexes of the Plan serve as the mission assignment for **response** activities once the ESF is activated. No additional authorizing documents are necessary for reimbursements for activity covered by the Plan. However, separate mission assignment letters will be issued for any **response** activities required by the situation but **not** covered in the ESFs of the Plan. The FCO or the Associate Director, SLPS, may also limit the missions assigned in the Plan by issuing additional written instructions (i.e., mission assignment letter).

Departments and agencies are given authority to initiate and continue implementation of responsibilities and authorities assigned by the Plan without additional tasking or request from the FCO. All agencies will keep the FCO and DRM informed of their activities via the responsible official of the Primary Agency for each ESF. The SFSO at the DFO will assist the FCO and DRM in tracking mission assignments in order to assist FEMA in evaluating and paying reimbursement.

Mission Assignment letters must be issued to each agency by the FEMA Regional Director or Associate Director, for SLPS for **recovery** activities pursuant to the declaration of a disaster.

C. Approval to Expend Funds

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.

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

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

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

The Comptroller, FEMA, will serve as financial point of contact to the Catastrophic Disaster Response Group (CDRG), providing updates, status reports and advice on financial management matters incident to the disaster.

E. Financial Organization in the Field

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

The Comptroller's representative at the DFO and will provide financial management assistance and advice to the FCO and DRM. The SFSO will also provide financial policy guidance to primary and secondary agencies and liaison to their financial management points of contact at the DFO.

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 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

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.

Federal agencies may submit requests for reimbursement of amounts greater than $1,000 at any time. Separate requests are submitted for work done in connection with each specific Emergency Support Function or separate mission assignment for each disaster number. Disaster numbers will be provided to each department and agency on declaration.

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.

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 and that claimed costs are reasonable. All reimbursement requests should cite the specific ESF under which the work was performed, along with the disaster number and the identifier "Federal Response Plan." Each State is assigned a specific disaster number. **Therefore, costs incurred by Departments and Agencies must be accounted for by State, by ESF, and separate reimbursements requested.** Work performed based on a mission assignment letter issued separately from any of the ESF contained in the Plan shall cite the specific mission assignment under which the work was performed as well as the disaster number.

Unless otherwise specified by the FCO, all approved requests for reimbursement shall be directed to the FEMA Regional Director 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 ALC identifier as follows:

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

1. Reimbursements By On-line Payments and Collections (OPAC) Process

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.

Once allowable costs of $1,000 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:

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. "Federal Response Plan; ESF__ ; DR-___ -state XY"

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.

2. 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:

a. Amount previously billed;

b. Current billing amount;

c. Cumulative amount billed to date; and

d. An explanation of charges broken down by:

(1) Personal Services including regular time (if eligible) and overtime with the number of hours and total cost.

(2) Travel and Transportation separating per diem and other travel expenses.

(3) 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.

(4) Costs of contracts for services listed by title and costs.

(5) Other Costs which are considered eligible or otherwise agreed to by FEMA.

C. Expenditures Eligible for Reimbursement

Expenditures eligible for reimbursement include:

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

2. Wages (regular time and overtime), travel, and per diem of temporary personnel assigned solely to perform services required to execute the Plan;

3. Travel and per diem of Federal military personnel assigned solely to perform services requested in the emergency;

4. Cost of work, services, and materials procured under contract to support response to the emergency;

5. Costs of materials, equipment, and supplies (including transportation, repair, and maintenance) from regular Federal stocks;

6. Costs incurred which are paid from trust, revolving, or other funds, and whose reimbursement is required by law (Regular time for personnel from the U.S.Army Corps of Engineers (USACE) and the Federal Highway Administration (FHWA) fall under this category.); and

7. Other costs submitted by an agency with written justification or otherwise agreed to in writing by the FCO.

D. Financial Records and Supporting Documentation

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-ll 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.

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.

E. Advance of Funds

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 will 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.

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 an 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 Regional Director or Associate Director for SLPS. Copies of the request should be forwarded to the Comptroller, FEMA and the FCO.

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.

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.

F. 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".

G. Refinement of Estimates of Needed Funding

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

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 Emergency Support Team (EST) at FEMA Headquarters where national-level resource requirements can be added. The EST will provided the estimates to the FEMA Comptroller. Any unresolved issues regarding resource estimates will be presented to the CDRG for discussion and recommendation.

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-ll). The following sequence of events is recommended.

1. 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.

2. 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 DRM.

3. 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.

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

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

6. The FEMA Comptroller in consultation with the Associate Director of SLPS and OMB, will submit and additional emergency supplemental budget request if required.

H. Closeout Procedures

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

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.

Federal agencies, with the exception of the General Services Administration (GSA) and 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.

If a final bill is not submitted when due, the Comptroller, 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 Comptroller 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.

In cases where a letter is received in lieu of a final bill, the Comptroller 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. General Accounting Office (GAO)

The GAO 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.

B. Treasury Department

The Treasury Fiscal Requirements 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).

C. General Services Administration (GSA)

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).

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).

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).

D. Federal Emergency Management Agency

44 CFR Part 206. This rule serves as the implementing regulations for the Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 93-288). The rule outlines reimbursement procedures relevant to emergencies and major disasters declared pursuant to the Stafford Act.

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 use their respective financial manuals, directives and instructions for imprest fund, travel voucher examination and processing, procurement and vendor payments. Personnel deployed in response to the catastrophic earthquake should have their Agencies' manuals at the DFO.

ATTACHMENT A

DRAFT SUPPLEMENTAL BUDGET REQUEST

Date _____

FEMA Letterhead

MEMORANDUM FOR : _____
Chairman
Committee on Appropriations
U. S. House of Representatives

MEMORANDUM FOR : _____
Chairman
Committee on Appropriations
U. S. Senate

THROUGH : Office of Management and Budget

FROM: Director
Federal Emergency Management Agency

SUBJECT: Request for Supplemental to the Disaster Relief Fund

The purpose of this letter is to request a supplemental increase to the Disaster Relief Fund, which is authorized by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended by P.L. 100-707 ("the Stafford Act").

At (time) on this date, a catastrophic earthquake occurred in (location, e.g.. , Southern California). (brief description, e.g. , The fifteen counties between Los Angeles and San Diego have been devastated, with loss of life estimated in the thousands and widespread damage to property, public utilities, and communications systems.)

The President formally declared a major disaster under the provisions of the Stafford Act.

This Agency activated the Federal Response (for Public Law 93-288, as amended). Under the Plan, 28 Federal departments and agencies have initiated preplanned actions to save lives and assist in response and recovery operations. Funding for the Federal agencies' response actions will be from the Disaster Relief Fund.

The total amount of Disaster Relief Funds to be needed cannot be accurately forecast at this time. Approximately $____ million are currently available in the Disaster Relief Fund. It is estimated that an additional $____ million in funding will be needed over the next few weeks.

It is requested that the current FY 19__ Disaster Relief Fund appropriation be amended to add $____ million for response to the present catastrophic earthquake emergency. Standard Form 300 is attached.

Attachment: SF 300

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 or 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 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 (FPC 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-earthquake period will be coordinated and disseminated from headquarters offices by the establishment of a ICPAE National Joint Information Center (JIC) in Washington, DC until a 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;

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, herein 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 under way.

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 FCO and the Emergency Support Team (EST), for a lead PAO to go to disaster site and assume public information responsibilities in support of FCO at the JIC.

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 in staff and support, both at the national JIC and on-scene JIC.

g. If a decision is made to set up 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 U.S. 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 collocated): 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.

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 collocated 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 moult 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.

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 headquarters or on-site as soon as any personnel are moved into the area.

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, herein 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 Joint Information Center (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 **Congressional Relations Officer (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 **Congressional Liaison Officer (CLO)** will be deployed from the FEMA Office of Congressional Affairs, and report to the FCO. The CLO will collocate 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 **Deputy Congressional Liaison Officer** (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. The **Congressional Affairs Representative (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.) 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 (CRO)**

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;

(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 with 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 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

(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:

(11) Coordinate Federal information to support legislative initiatives.

(12) Present information to Committee staff in support of agency legislative requests.

(13) 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.

(14) 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.

(15) 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.

(16) Coordinate summary reports of Federal Congressional relations activities for the White House Legislative Affairs office.

(17) Coordinate the flow and timing the release of information between headquarters and the DFO.

b. <u>Office of Congressional Affairs</u>

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 (CLO)**

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;

(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 Congressional Relations Officer (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 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

(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.

(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 (DCLO)

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 Joint Information Center (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.

(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 (CAR)

(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.

(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;

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 ABBREVIATIONS

AMS	Aerial Measuring System
AOC	Army Operations Center, Pentagon
ARC	American Red Cross
ASMRO	Armed Service Medical Regulating Office
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
CAR	Congressional Affairs Representative
CCC	Commodity Credit Corporation
CDRG	Catastrophic Disaster Response Group
CFR	Code of Federal Regulations
CLO	Congressional Liaison Officer
CONUSA	Continental United States Army
CR	Congressional Relations
CRO	Congressional Relations Officer
CRC	Crisis Response Cell
DCO	Defense Coordinating Officer
DFO	Disaster Field Office
DFSG	Disaster Financial Services Group
DHHS	Department of Health and Human Services
DHUD	Department of Housing and Urban Development
DLA	Defense Logistics Agency

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
NDMOC	National Disaster Medical Operations Center
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center (FEMA)
NEIS	National Earthquake Information Service
NICC	National Interagency Coordination Center
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRT	National Response Team
NSEP	National Security Emergency Preparedness
NTSP	National Telecommunications Support Plan
OFA	Other Federal Agency
OFDA	Office of U.S. Foreign Disaster Assistance
OJCS	Office of the Joint Chiefs of Staff, Department of Defense
OMB	Office of Management and Budget
OPM	Office of Personnel Management
OSC	On-Scene Coordinator
OSHA	Occupational Safety and Health Administration
PA	Public Affairs
PAO	Public Affairs Officer
PBS	Public Building Service (GSA)
PHS	Public Health Service (HHS)

PIO	Public Information Officer
P.L.	Public Law
RCP	Regional Oil and Hazardous Substances Pollution Contingency Plan
RD	Regional Director
REC	Regional Emergency Coordinator
RECC	Regional Emergency Communications Coordinator
RECP	Regional Emergency Communications Plan
RET	Regional Emergency Transportation
RETCO	Regional Emergency Transportation Coordinator
RHA	Regional Health Administrator (HHS)
RMNCS	Regional Manager National Communications System
ROC	Regional Operations Center
RRT	Regional Response Team
SAR	Search and Rescue
SCO	State Coordinating Officer
SLPS	State and Local Programs and Support Directorate (FEMA)
SCS	Soil Conservation Service
SF	Standard Form
SOP	Standard Operating Procedure
TVA	Tennessee Valley Authority
TREAS	Department of the Treasury
U.S.	United States
USACE	U.S. Army Corps of Engineers
USAF	U.S. Air Force
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USGS	U.S. Geological Survey
USPHS	U.S. Public Health Service
USPS	U.S. Postal Service

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, 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. The Federal Emergency Management Agency 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 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 ---

EO 12148 transferred functions and responsibilities associated with Federal emergency management to the Director, FEMA. The Director was tasked 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 ---

EO 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

NATIONAL SECURITY DECISION DIRECTIVE 47 (NSDD-47), "EMERGENCY MOBILIZATION PREPAREDNESS," JULY 22, 1982 ---

This Directive sets out emergency mobilization principles for domestic and national security emergencies, and calls upon Federal agencies to develop plans for action and provide the necessary resources to implement outlined programs (including health and social services). It also states "it is the policy of the United States to develop systems and plans to reduce the loss of life, destruction of property, economic instabilities, and the adverse impact on our national defense capability that would result from a catastrophic earthquake."

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 (FRERP)" ---

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 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,1991 ---

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, "USE OF MILITARY RESOURCES DURING PEACETIME CIVIL EMERGENCIES WITHIN THE UNITED STATES, ITS TERRITORIES, AND POSSESSIONS," MAY 23, 1980, AS AMENDED ---

This directive outlines Department of Defense 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 pro-visions of P.L. 93-288, as amended, the Director of Military Support, Department of the Army, is the DOD Executive 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 the Federal Emergency Management Agency 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 American Red Cross.