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National Response Plan

December 2004

Homeland Security

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Preface

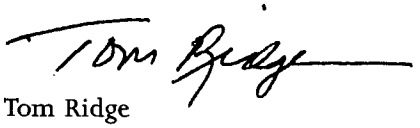
In Homeland Security Presidential Directive (HSPD)-5, the President directed the development of a new National Response Plan (NRP) to align Federal coordination structures, capabilities, and resources into a unified, all-discipline, and all-hazards approach to domestic incident management. This approach is unique and far reaching in that it, for the first time, eliminates critical seams and ties together a complete spectrum of incident management activities to include the prevention of, preparedness for, response to, and recovery from terrorism, major natural disasters, and other major emergencies. The end result is vastly improved coordination among Federal, State, local, and tribal organizations to help save lives and protect America's communities by increasing the speed, effectiveness, and efficiency of incident management.

The NRP represents a true "national" framework in terms of both product and process. The NRP development process included extensive vetting and coordination with Federal, State, local, and tribal agencies, nongovernmental organizations, private-sector entities, and the first-responder and emergency management communities across the country. The NRP incorporates best practices from a wide variety of incident management disciplines to include fire, rescue, emergency management, law enforcement, public works, and emergency medical services. The collective input we received from our public- and private-sector partners has been, and will continue to be, absolutely critical to the implementation and continued refinement of the core concepts included in this groundbreaking national plan.

The NRP is built on the template of the National Incident Management System (NIMS), which provides a consistent doctrinal framework for incident management at all jurisdictional levels, regardless of the cause, size, or complexity of the incident. The activation of the NRP and its coordinating structures and protocols—either partially or fully—for specific Incidents of National Significance provides mechanisms for the coordination and implementation of a wide variety of incident management and emergency assistance activities. Included in these activities are Federal support to State, local, and tribal authorities; interaction with nongovernmental, private donor, and private-sector organizations; and the coordinated, direct exercise of Federal authorities, when appropriate.

The NRP is also an essential element of the broader policy coordination and reconciliation mechanisms of the Federal Government. The operational and resource coordinating structures described in the NRP are designed to support existing White House policy mechanisms and decisionmaking entities during the response to a specific threat or incident. Also, while the NRP itself creates no new authorities, it serves to unify and enhance the incident management capabilities and resources of individual agencies and organizations acting under their own authorities in response to a wide array of potential threats and hazards.

Implementation of the NRP and its supporting protocols will require extensive cooperation, collaboration, and information-sharing across jurisdictions, as well as between the government and the private sector at all levels. The Letter of Instruction included with the NRP provides specific guidance on the phased implementation of the plan. I ask for your continued cooperation and assistance as we begin the implementation process for the NRP. I look forward to working with you as we use this new foundational plan to improve our national incident management capability across the board.



Tom Ridge
Secretary
Department of Homeland Security

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Letter of Agreement

The National Response Plan (NRP) is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. It provides the structure and mechanisms for the coordination of Federal support to State, local, and tribal incident managers and for exercising direct Federal authorities and responsibilities. The NRP assists in the important homeland security mission of preventing terrorist attacks within the United States; reducing the vulnerability to all natural and manmade hazards; and minimizing the damage and assisting in the recovery from any type of incident that occurs.

By signing this letter of agreement, Federal departments and agencies and other organizations commit to:

- Supporting NRP concepts, processes, and structures and carrying out their assigned functional responsibilities to ensure effective and efficient incident management, including designating representatives to staff interagency coordinating structures, as required;

- Agreeing to the terms and conditions, as if separately signed, in the "Memorandum of Agreement: Mutual Aid for Incidents of National Significance (non-Stafford Act)," set forth in the Financial Management Support Annex, Attachment 3, December 2004, in the NRP (this provision is applicable only to Federal departments and agencies);

- Providing cooperation, resources, and support to the Secretary of Homeland Security in the implementation of the NRP, as appropriate and consistent with their own authorities and responsibilities;

- Cooperating with appropriate Federal incident management leadership including the Principal Federal Official, Federal Coordinating Officer, and Federal Resource Coordinator, as appropriate and consistent with their own authorities and responsibilities, in order to enable effective and efficient incident management;

- Modifying existing interagency and agency incident management and emergency response plans to facilitate compliance with the NRP;

- Forming and maintaining incident management partnerships with State, local, tribal, and regional entities, the private sector, and nongovernmental organizations;

- Utilizing department- and agency-specific authorities, resources, and programs to facilitate incident management activities in accordance with the NRP; and

- Developing, exercising, and refining headquarters and regional capabilities to ensure sustained operational readiness in support of the NRP.

Signatory departments and agencies follow.

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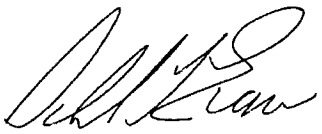
Signatories

Ann M. Veneman
Secretary
Department of Agriculture



Donald L. Evans
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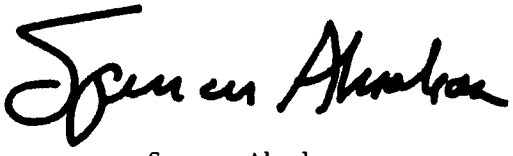

Spencer Abraham
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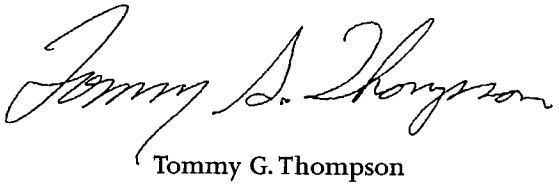

Tommy G. Thompson
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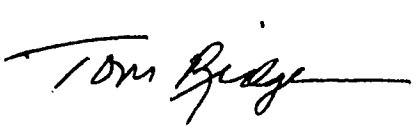

Tom Ridge
Secretary
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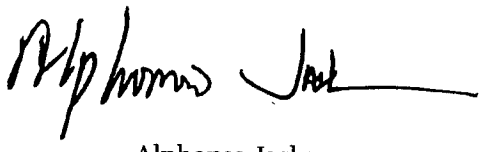

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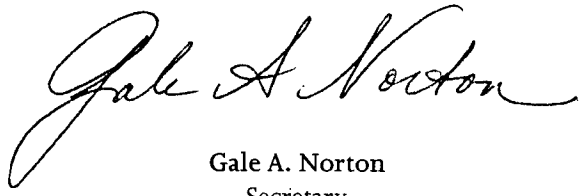

Gale A. Norton
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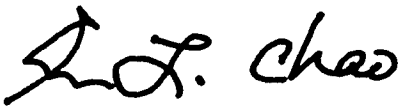

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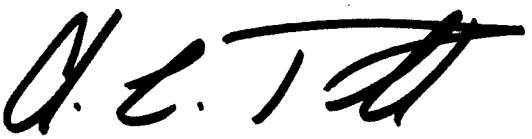

Colin L. Powell
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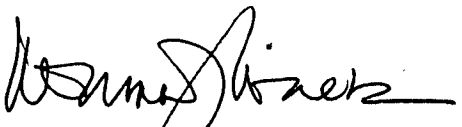

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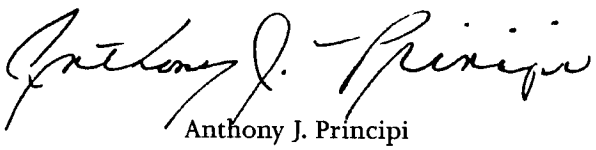

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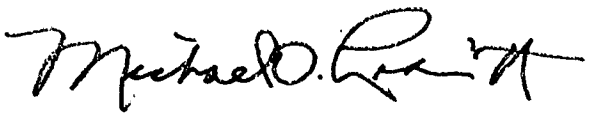

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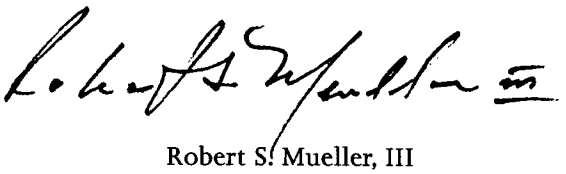

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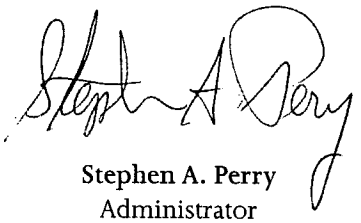

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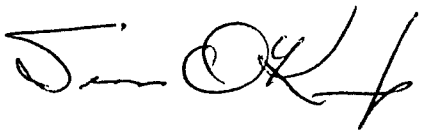

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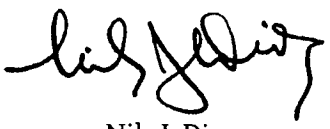

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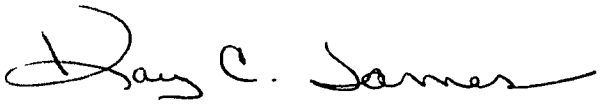

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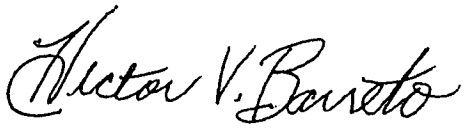

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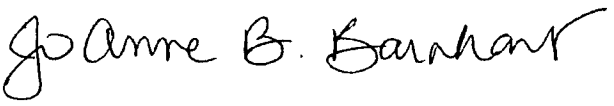

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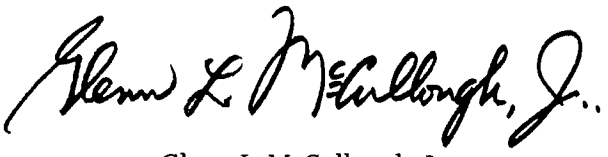

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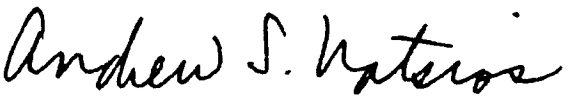

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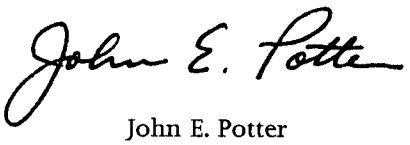

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Postmaster General and Chief Executive Officer
U.S. Postal Service

Marsha J. Evans
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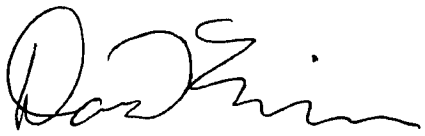

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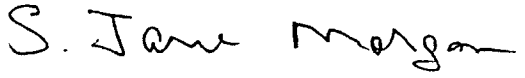

S. Jane Morgan
President
National Voluntary Organizations Active in Disaster

Letter of Instruction

Implementation Guidance

General

The National Response Plan (NRP) is effective upon issuance with a phased implementation process during the first year. During the first 120 days of this implementation process, the Initial NRP (INRP), Federal Response Plan (FRP), U.S. Government Domestic Terrorism Concept of Operations Plan (CONPLAN), and Federal Radiological Emergency Response Plan (FRERP) remain in effect. The implementation phases are as follows:

- **Phase I – Transitional Period (0 to 60 days):** This 60-day timeframe is intended to provide a transitional period for departments and agencies and other organizations to modify training, designate staffing of NRP organizational elements, and become familiar with NRP structures, processes, and protocols.
- **Phase II – Plan Modification (60 to 120 days):** This second 60-day timeframe is intended to provide departments and agencies the opportunity to modify existing Federal interagency plans to align with the NRP and conduct necessary training.
- **Phase III – Initial Implementation and Testing (120 days to 1 year):** Four months after its issuance, the NRP is to be fully implemented, and the INRP, FRP, CONPLAN, and FRERP are superseded. Other existing plans remain in effect, modified to align with the NRP. During this timeframe, the Department of Homeland Security (DHS) will conduct systematic assessments of NRP coordinating structures, processes, and protocols implemented for actual Incidents of National Significance (defined on page 4 of the NRP), national-level homeland security exercises, and National Special Security Events (NSSEs). These assessments will gauge the plan's effectiveness in meeting specific objectives outlined in Homeland Security Presidential Directive-5 (HSPD-5). At the end of this period, DHS will conduct a 1-year review to assess the implementation process and make recommendations to the Secretary on necessary NRP revisions. Following this initial review, the NRP will begin a deliberate 4-year review and reissuance cycle.

The Secretary of Homeland Security may accelerate the implementation of the NRP if warranted by circumstances.

Requirements

This section provides specific requirements or recommendations for the Secretary of Homeland Security; Federal departments and agencies; State, local, and tribal governments; and private-sector and nongovernmental organizations (NGOs) to enable full NRP implementation.

Secretary of Homeland Security

Within 120 days of the issuance of this plan, in coordination and consultation with other departments and agencies, the Secretary of Homeland Security will:

- Develop and publish detailed operational procedures for the Homeland Security Operations Center (HSOC), National Response Coordination Center (NRCC), Interagency Incident Management Group (IIMG), and Joint Field Office (JFO);
- Identify appropriate assets and establish agreements and procedures for their rapid deployment and employment in accordance with the NRP Catastrophic Incident Supplement;
- Designate representatives to staff the HSOC, NRCC, and IIMG; and
- Develop appropriate training programs for HSOC, IIMG, NRCC, Principal Federal Official (PFO), and Federal Coordinating Officer (FCO) cadres.

Within 1 year of its effective date, the Secretary of Homeland Secretary will conduct an interagency review to assess the effectiveness of the NRP, identify improvements, and provide recommendations regarding plan modifications and reissuance, if required.

Federal Departments and Agencies

As required by HSPD-5, Federal departments and agencies will:

- Provide cooperation, resources, and support to the Secretary of Homeland Security in the implementation of the NRP, as appropriate and consistent with their own authorities and responsibilities;
- Designate representatives to staff the HSOC, NRCC, and IIMG;

- Carry out responsibilities assigned in the Emergency Support Function (ESF) Annexes to the NRP, developing supplemental plans and procedures as required;
- Establish connectivity with and report incidents to the National Joint Terrorism Task Force (NJTTF), the HSOC, and the National Counterterrorism Center (NCTC) as outlined in section V (page 46) of this document; and
- Within 120 days of the issuance of this plan, modify existing interagency incident management and emergency response plans and protocols, to the extent authorized by law, incorporating:
  - Linkages to key NRP processes and coordinating structures (i.e., the IIMG, HSOC, NRCC, Regional Response Coordination Center (RRCC), JFO, etc.);
  - Principles and terminology used in the National Incident Management System (NIMS) and NRP;
  - NRP incident-reporting requirements;
  - Procedures for transitioning from localized incidents to Incidents of National Significance; and
  - Accelerated resource activation, mobilization, and deployment requirements outlined in the NRP Catastrophic Incident Annex.

Modifications to existing Federal interagency plans must be completed and reported to DHS within 120 days of the publication of the NRP. When it may not be feasible for plan modifications to be completed within 120 days (such as the National Oil and Hazardous Substances Pollution Contingency Plan (NCP)[1]), agencies must commence modification within this timeframe and provide a timeline for completion to the Secretary of Homeland Security.

State, Local, and Tribal Governments and Nongovernmental Organizations

State, local, and tribal governments and NGOs are requested to:

- Utilize established incident reporting protocols to notify local and regional Joint Terrorism Task Forces (JTTFs) and the HSOC, as appropriate, as outlined in section V (page 46) of this document.
- Coordinate with the HSOC regarding procedures for establishing connectivity for domestic incident management purposes. Local government procedures should be coordinated with the respective State government and/or emergency management agency.
- Modify existing incident management and emergency operations plans within 120 days (or no later than the next major plan maintenance cycle) to ensure proper alignment with NRP coordinating structures, processes, and protocols.
- Notify the Secretary of Homeland Security of any substantial conflicts between this plan and State or tribal government laws or regulations. This plan is not intended to compromise existing State or tribal government laws or corresponding incident management or emergency response plans.

Federal Regional Organizations

Federal regional organizations will:

- Designate representatives to the RRCC and Regional Interagency Steering Committee (RISC) at the request of the Secretary of Homeland Security;
- Develop regional supplements to the NRP as required; and
- Update existing standard operating procedures (SOPs) pertaining to the RRCC to align with NRP requirements.

Private Sector

Private-sector owners and operators, particularly those who represent critical elements of infrastructure or key resources whose disruption may have national or major regional impact, are encouraged (or in some cases required under law) to develop appropriate emergency response and business continuity plans and information-sharing and incident-reporting protocols that are tailored to the unique requirements of their respective sector or industry, and that clearly map to regional, State, and local emergency response plans and information-sharing networks.

These plans and information-sharing and reporting protocols should be consistent with the NRP Base Plan and supporting annexes.

[1] The NCP is a regulation subject to notice and comment requirements. For modifications to the NCP, rulemaking activities will be commenced within 120 days of publication of this plan.

Foreword

Organization of the National Response Plan

The National Response Plan (NRP) consists of the components depicted in Figure 1 on the following page. The paragraphs below describe each of the components.

- The **Base Plan** describes the structure and processes comprising a national approach to domestic incident management designed to integrate the efforts and resources of Federal, State, local, tribal, private-sector, and nongovernmental organizations. The Base Plan includes planning assumptions, roles and responsibilities, concept of operations, incident management actions, and plan maintenance instructions.
- **Appendixes** provide other relevant, more detailed supporting information, including terms, definitions, acronyms, authorities, and a compendium of national interagency plans.
- The **Emergency Support Function (ESF) Annexes** detail the missions, policies, structures, and responsibilities of Federal agencies for coordinating resource and programmatic support to States, tribes, and other Federal agencies or other jurisdictions and entities during Incidents of National Significance. The introduction to the ESF Annexes summarizes the functions of ESF coordinators and primary and support agencies. The chart on page 12 provides a summary of the scope of each ESF.
- The **Support Annexes** provide guidance and describe the functional processes and administrative requirements necessary to ensure efficient and effective implementation of NRP incident management objectives. The Support Annexes are described below.

Support Annexes

- **Financial Management** provides guidance for NRP implementation to ensure that incident-related funds are provided expeditiously and that financial management activities are conducted in accordance with established law, policies, regulations, and standards.
- **International Coordination** provides guidance for carrying out responsibilities regarding international coordination in support of the Federal response to domestic Incidents of National Significance.
- **Logistics Management** describes the framework within which the overall NRP logistics management function operates. It also outlines logistics management responsibilities and mechanisms for integrating Federal, State, local, and tribal resource providers.
- **Private-Sector Coordination** outlines processes to ensure effective incident management coordination and integration with the private sector, including representatives of the Nation's Critical Infrastructure/Key Resources (CI/KR) sectors and other industries.
- **Public Affairs** describes interagency incident communications procedures designed to enable the coordination and dissemination of timely public information during Incidents of National Significance.
- **Science and Technology** provides guidance and mechanisms to ensure that all levels of government can leverage the Nation's science and technology resources efficiently and effectively in the management of Incidents of National Significance.
- **Tribal Relations** describes the policies, responsibilities, and concept of operations for effective coordination and interaction with tribal governments and communities during Incidents of National Significance.
- **Volunteer and Donations Management** provides guidance on volunteer and donations management functions related to Incidents of National Significance.
- **Worker Safety and Health** details processes to ensure coordinated, comprehensive efforts to identify responder safety and health risks and implement procedures to minimize or eliminate illness or injuries during incident management and emergency response activities.

FIGURE 1. Organization of the National Response Plan

Base Plan

Appendixes

- Glossary of Key Terms
- List of Acronyms
- Authorities and References
- Compendium of National/International Interagency Plans
- Overview of Initial Federal Involvement Under the Stafford Act
- Overview of Federal-to-Federal Support in Non-Stafford Act Situations

Emergency Support Function Annexes

- ESF #1 - Transportation
- ESF #2 - Communications
- ESF #3 - Public Works and Engineering
- ESF #4 - Firefighting
- ESF #5 - Emergency Management
- ESF #6 - Mass Care, Housing, and Human Services
- ESF #7 - Resource Support
- ESF #8 - Public Health and Medical Services
- ESF #9 - Urban Search and Rescue
- ESF #10 -Oil and Hazardous Materials Response
- ESF #11 -Agriculture and Natural Resources
- ESF #12 -Energy
- ESF #13 -Public Safety and Security
- ESF #14 - Long-Term Community Recovery and Mitigation
- ESF #15 -External Affairs

Support Annexes

- Financial Management
- International Coordination
- Logistics Management
- Private-Sector Coordination
- Public Affairs
- Science and Technology
- Tribal Relations
- Volunteer and Donations Management
- Worker Safety and Health

Incident Annexes

- Biological Incident
- Catastrophic Incident
- Cyber Incident
- Food and Agriculture Incident (to be published in a subsequent version of this plan)
- Nuclear/Radiological Incident
- Oil and Hazardous Materials Incident
- Terrorism Incident Law Enforcement and Investigation

- The **Incident Annexes** address contingency or hazard situations requiring specialized application of the NRP. The Incident Annexes describe the missions, policies, responsibilities, and coordination processes that govern the interaction of public and private entities engaged in incident management and emergency response operations across a spectrum of potential hazards. These annexes are typically augmented by a variety of supporting plans and operational supplements. The Incident Annexes are described below.

Incident Annexes

- The **Biological Incident Annex** describes incident management activities related to a biological terrorism event, pandemic, emerging infectious disease, or novel pathogen outbreak.
- The **Catastrophic Incident Annex** establishes the strategy for implementing and coordinating an accelerated national response to a catastrophic incident.
- The **Cyber Incident Annex** establishes procedures for a multidisciplinary, broad-based approach to prepare for, remediate, and recover from catastrophic cyber events impacting critical national processes and the national economy.
- The **Food and Agriculture Incident Annex** describes incident management activities related to a terrorist attack, major disaster, or other emergency involving the Nation's agriculture and food systems. (To be published in a subsequent version of this plan.)
- The **Nuclear/Radiological Incident Annex** describes incident management activities related to nuclear/radiological incidents.
- The **Oil and Hazardous Materials Incident Annex** describes incident management activities related to certain nationally significant oil and hazardous materials pollution incidents.
- The **Terrorism Incident Law Enforcement and Investigation Annex** describes law enforcement and criminal investigation coordinating structures and processes in response to a terrorist event.

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NATIONAL RESPONSE PLAN

I. Introduction

The Nation's domestic incident management landscape changed dramatically following the terrorist attacks of September 11, 2001. Today's threat environment includes not only the traditional spectrum of manmade and natural hazards—wildland and urban fires, floods, oil spills, hazardous materials releases, transportation accidents, earthquakes, hurricanes, tornadoes, pandemics, and disruptions to the Nation's energy and information technology infrastructure—but also the deadly and devastating terrorist arsenal of chemical, biological, radiological, nuclear, and high-yield explosive weapons.

These complex and emerging 21st century threats and hazards demand a unified and coordinated national approach to domestic incident management. The National Strategy for Homeland Security; Homeland Security Act of 2002; and Homeland Security Presidential Directive-5 (HSPD-5), Management of Domestic Incidents, establish clear objectives for a concerted national effort to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur.

The NRP

A concerted national effort to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur.

Development and Implementation of a National Response Plan

Achieving these homeland security objectives is a challenge requiring bold steps and adjustments to established structures, processes, and protocols. An important initiative called for in the above documents is the development and implementation of a National Response Plan (NRP), predicated on a new National Incident Management System (NIMS), that aligns the patchwork of Federal special-purpose incident management and emergency response plans into an effective and efficient structure. Together, the NRP and the NIMS (published March 1, 2004) integrate the capabilities and resources of various governmental jurisdictions, incident management and emergency response disciplines, nongovernmental organizations (NGOs), and the private sector into a cohesive, coordinated, and seamless national framework for domestic incident management.

The NRP, using the NIMS, is an all-hazards plan that provides the structure and mechanisms for national-level policy and operational coordination for domestic incident management. Consistent with the model provided in the NIMS, the NRP can be partially or fully implemented in the context of a threat, anticipation of a significant event, or the response to a significant event. Selective implementation through the activation of one or more of the system's components allows maximum flexibility in meeting the unique operational and information-sharing requirements of the situation at hand and enabling effective interaction between various Federal and non-Federal entities.

The NIMS

Provides a nationwide template enabling Federal, State, local, and tribal governments and private-sector and nongovernmental organizations to work together effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents regardless of cause, size, or complexity.

The NRP incorporates relevant portions of and, upon full implementation, supersedes the Initial National Response Plan (INRP), Federal Response Plan (FRP), U.S. Government Interagency Domestic Terrorism Concept of Operations Plan (CONPLAN), and Federal Radiological Emergency Response Plan (FRERP). The NRP, as the core operational plan for national incident management, also establishes national-level coordinating structures, processes, and protocols that will be incorporated into certain existing Federal interagency incident- or hazard-specific plans (such as the National Oil and Hazardous Substances Pollution Contingency Plan (NCP)) that are designed to implement the specific statutory authorities and responsibilities of various departments and agencies in particular contingency

scenarios. These plans are linked to the NRP in the context of Incidents of National Significance (defined on page 4), but remain as stand-alone documents in that they also provide detailed protocols for responding to routine incidents that normally are managed by Federal agencies without the need for Department of Homeland Security (DHS) coordination. The NRP also incorporates other existing Federal emergency response and incident management plans (with appropriate modifications and revisions) as integrated components, operational supplements, or supporting tactical plans. Further details on NRP-supporting plans and documents are included in section VI (page 60).

Existing Authorities

Nothing in this plan alters or impedes the ability of Federal, State, local, or tribal departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive orders, and directives. Additionally, nothing in this plan is intended to impact or impede the ability of any Federal department or agency head to take an issue of concern directly to the President, the Assistant to the President for Homeland Security, the Assistant to the President for National Security Affairs, or any other member of the President's staff.

Purpose

The purpose of the NRP is to establish a comprehensive, national, all-hazards approach to domestic incident management across a spectrum of activities including prevention, preparedness, response, and recovery.

The NRP incorporates best practices and procedures from various incident management disciplines—homeland security, emergency management, law enforcement, firefighting, hazardous materials response, public works, public health, emergency medical services, and responder and recovery worker health and safety—and integrates them into a unified coordinating structure.

Purpose

To establish a comprehensive, national, all-hazards approach to domestic incident management across a spectrum of activities including prevention, preparedness, response, and recovery.

The NRP provides the framework for Federal interaction with State, local, and tribal governments; the private sector; and NGOs in the context of domestic incident prevention, preparedness, response, and recovery activities. It describes capabilities and resources and establishes responsibilities, operational processes, and protocols to help protect the Nation from terrorist attacks and other natural and manmade hazards; save lives; protect public health, safety, property, and the environment; and reduce adverse psychological consequences and disruptions. Finally, the NRP serves as the foundation for the development of detailed supplemental plans and procedures to effectively and efficiently implement Federal incident management activities and assistance in the context of specific types of incidents.

The NRP, using the NIMS, establishes mechanisms to:

- Maximize the integration of incident-related prevention, preparedness, response, and recovery activities;
- Improve coordination and integration of Federal, State, local, tribal, regional, private-sector, and nongovernmental organization partners;
- Maximize efficient utilization of resources needed for effective incident management and Critical Infrastructure/Key Resources (CI/KR) protection and restoration;
- Improve incident management communications and increase situational awareness across jurisdictions and between the public and private sectors;
- Facilitate emergency mutual aid and Federal emergency support to State, local, and tribal governments;
- Facilitate Federal-to-Federal interaction and emergency support;
- Provide a proactive and integrated Federal response to catastrophic events; and
- Address linkages to other Federal incident management and emergency response plans developed for specific types of incidents or hazards.

Scope and Applicability

The NRP covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other emergencies. The NRP also provides the basis to initiate long-term community recovery and mitigation activities.

NRP Scope

Covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other emergencies.

The NRP establishes interagency and multijurisdictional mechanisms for Federal Government involvement in, and DHS coordination of, domestic incident management operations.

This includes coordinating structures and processes for incidents requiring:

- Federal support to State, local, and tribal governments;
- Federal-to-Federal support;
- The exercise of direct Federal authorities and responsibilities, as appropriate under the law; and
- Public and private-sector domestic incident management integration.

This plan distinguishes between incidents that require DHS coordination, termed Incidents of National Significance, and the majority of incidents occurring each year that are handled by responsible jurisdictions or agencies through other established authorities and existing plans.

In addition, the NRP:

- Recognizes and incorporates the various jurisdictional and functional authorities of Federal departments and agencies; State, local, and tribal governments; and private-sector organizations in domestic incident management.
- Details the specific domestic incident management roles and responsibilities of the Secretary of Homeland Security, Attorney General, Secretary of Defense, Secretary of State, and other departments and agencies involved in domestic incident management as defined in HSPD-5 and other relevant statutes and directives.
- Establishes the multiagency organizational structures and processes required to implement the authorities, roles, and responsibilities of the Secretary of Homeland Security as the "principal Federal official" for domestic incident management.

This plan is applicable to all Federal departments and agencies that may be requested to provide assistance or conduct operations in the context of actual or potential Incidents of National Significance. This includes the American Red Cross, which functions as an Emergency Support Function (ESF) primary organization in coordinating the use of mass care resources in a Presidentially declared disaster or emergency. The NRP is applicable to incidents that may occur at sites under the control of the Legislative or Judicial Branches of the Federal Government.

NRP Applicability

The NRP applies to all Federal departments and agencies that may be requested to provide assistance or conduct operations in actual or potential Incidents of National Significance. These incidents require a coordinated response by an appropriate combination of Federal, State, local, tribal, private-sector, and nongovernmental entities.

Based on the criteria established in HSPD-5, Incidents of National Significance are those high-impact events that require a coordinated and effective response by an appropriate combination of Federal, State, local, tribal, private-sector, and nongovernmental entities in order to save lives, minimize damage, and provide the basis for long-term community recovery and mitigation activities.

Incidents of National Significance

Pursuant to HSPD-5, as the principal Federal official for domestic incident management, the Secretary of Homeland Security declares Incidents of National Significance (in consultation with other departments and agencies as appropriate) and provides coordination for Federal operations and/or resources, establishes reporting requirements, and conducts ongoing communications with Federal, State, local, tribal, private-sector, and nongovernmental organizations to maintain situational awareness, analyze threats, assess national implications of threat and operational response activities, and coordinate threat or incident response activities.

The NRP bases the definition of Incidents of National Significance on situations related to the following four criteria set forth in HSPD-5:

1. A Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security.
2. The resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State and local authorities. Examples include:
   - Major disasters or emergencies as defined under the Stafford Act; and
   - Catastrophic incidents (see definition on page 43).
3. More than one Federal department or agency has become substantially involved in responding to an incident. Examples include:
   - Credible threats, indications or warnings of imminent terrorist attack, or acts of terrorism directed domestically against the people, property, environment, or political or legal institutions of the United States or its territories or possessions; and
   - Threats or incidents related to high-profile, large-scale events that present high-probability targets such as National Special Security Events (NSSEs) and other special events as determined by the Secretary of Homeland Security, in coordination with other Federal departments and agencies.
4. The Secretary of Homeland Security has been directed to assume responsibility for managing a domestic incident by the President.

Incident Management Activities

This plan addresses the full spectrum of activities related to domestic incident management, including prevention, preparedness, response, and recovery actions. The NRP focuses on those activities that are directly related to an evolving incident or potential incident rather than steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard.

Additionally, since Incidents of National Significance typically result in impacts far beyond the immediate or initial incident area, the NRP provides a framework to enable the management of cascading impacts and multiple incidents as well as the prevention of and preparation for subsequent events. Examples of incident management actions from a national perspective include:

- Increasing nationwide public awareness;
- Assessing trends that point to potential terrorist activity;
- Elevating the national Homeland Security Advisory System (HSAS) alert condition and coordinating protective measures across jurisdictions;
- Increasing countermeasures such as inspections, surveillance, security, counterintelligence, and infrastructure protection;
- Conducting public health surveillance and assessment processes and, where appropriate, conducting a wide range of prevention measures to include, but not be limited to, immunizations;
- Providing immediate and long-term public health and medical response assets;
- Coordinating Federal support to State, local, and tribal authorities in the aftermath of an incident;
- Providing strategies for coordination of Federal resources required to handle subsequent events;
- Restoring public confidence after a terrorist attack; and
- Enabling immediate recovery activities, as well as addressing long-term consequences in the impacted area.

Authorities

Various Federal statutory authorities and policies provide the basis for Federal actions and activities in the context of domestic incident management. The NRP uses the foundation provided by the Homeland Security Act, HSPD-5, and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) to provide a comprehensive, all-hazards approach to domestic incident management. Nothing in the NRP alters the existing authorities of individual Federal departments and agencies. The NRP does not convey new authorities upon the Secretary of Homeland Security or any other Federal official.

Rather, this plan establishes the coordinating structures, processes, and protocols required to integrate the specific statutory and policy authorities of various Federal departments and agencies in a collective framework for action to include prevention, preparedness, response, and recovery activities. Appendix 3 provides a summary of key statutes, Executive orders, and Presidential directives that provide additional authority and policy direction relevant to domestic incident management.

The NRP may be used in conjunction with other Federal incident management and emergency operations plans developed under these and other authorities as well as memorandums of understanding (MOUs) among various Federal agencies.

Key Concepts

This section summarizes key concepts that are reflected throughout the NRP.

- Systematic and coordinated incident management, including protocols for:
  - Incident reporting;
  - Coordinated action;
  - Alert and notification;
  - Mobilization of Federal resources to augment existing Federal, State, local, and tribal capabilities;
  - Operating under differing threats or threat levels; and
  - Integration of crisis and consequence management functions.

- Proactive notification and deployment of Federal resources in anticipation of or in response to catastrophic events in coordination and collaboration with State, local, and tribal governments and private entities when possible.

- Organizing interagency efforts to minimize damage, restore impacted areas to pre-incident conditions if feasible, and/or implement programs to mitigate vulnerability to future events.

- Coordinating incident communication, worker safety and health, private-sector involvement, and other activities that are common to the majority of incidents (see Support Annexes).

- Organizing ESFs to facilitate the delivery of critical Federal resources, assets, and assistance. Federal departments and agencies are assigned to lead or support ESFs based on authorities, resources, and capabilities.

- Providing mechanisms for vertical and horizontal coordination, communications, and information-sharing in response to threats or incidents. These mechanisms facilitate coordination among State, local, and tribal entities and the Federal Government, as well as between the public and private sectors.

- Facilitating Federal support to Federal departments and agencies acting under the requesting department's or agency's own authorities.

- Developing detailed supplemental operations, tactical, and hazard-specific contingency plans and procedures.

- Providing the basis for coordination of interagency and intergovernmental planning, training, exercising, assessment, coordination, and information exchange.

II. Planning Assumptions & Considerations

The NRP is based on the planning assumptions and considerations presented in this section.

- Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level.

- Incident management activities will be initiated and conducted using the principles contained in the NIMS.

- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from Incidents of National Significance.

- Incidents of National Significance require the Secretary of Homeland Security to coordinate operations and/or resources, and may:
  - Occur at any time with little or no warning in the context of a general or specific threat or hazard;
  - Require significant information-sharing at the unclassified and classified levels across multiple jurisdictions and between the public and private sectors;
  - Involve single or multiple geographic areas;
  - Have significant international impact and/or require significant international information-sharing, resource coordination, and/or assistance;
  - Span the spectrum of incident management to include prevention, preparedness, response, and recovery;
  - Involve multiple, highly varied hazards or threats on a local, regional, or national scale;
  - Result in numerous casualties; fatalities; displaced people; property loss; disruption of normal life-support systems, essential public services, and basic infrastructure; and significant damage to the environment;
  - Impact critical infrastructures across sectors;
  - Overwhelm capabilities of State, local, and tribal governments, and private-sector infrastructure owners and operators;
  - Attract a sizeable influx of independent, spontaneous volunteers and supplies;
  - Require extremely short-notice Federal asset coordination and response timelines; and
  - Require prolonged, sustained incident management operations and support activities.

- Top priorities for incident management are to:
  - Save lives and protect the health and safety of the public, responders, and recovery workers;
  - Ensure security of the homeland;
  - Prevent an imminent incident, including acts of terrorism, from occurring;
  - Protect and restore critical infrastructure and key resources;
  - Conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution and/or attribution;
  - Protect property and mitigate damages and impacts to individuals, communities, and the environment; and
  - Facilitate recovery of individuals, families, businesses, governments, and the environment.

- Deployment of resources and incident management actions during an actual or potential terrorist incident are conducted in coordination with the Department of Justice (DOJ).

- Departments and agencies at all levels of government and certain NGOs, such as the American Red Cross, may be required to deploy to Incidents of National Significance on short notice to provide timely and effective mutual aid and/or intergovernmental assistance.

- The degree of Federal involvement in incident operations depends largely upon specific Federal authority or jurisdiction. Other factors that may be considered include:
  - The State, local, or tribal needs and/or requests for external support, or ability to manage the incident;
  - The economic ability of the affected entity to recover from the incident;
  - The type or location of the incident;
  - The severity and magnitude of the incident; and
  - The need to protect the public health or welfare or the environment.

- Federal departments and agencies support the homeland security mission in accordance with national authorities and guidance and are expected to provide:
  - Initial and/or ongoing response, when warranted, under their own authorities and funding;
  - Alert, notification, pre-positioning, and timely delivery of resources to enable the management of

potential and actual Incidents of National Significance; and
- Proactive support for catastrophic or potentially catastrophic incidents using protocols for expedited delivery of resources.

- For Incidents of National Significance that are Presidentially declared disasters or emergencies, Federal support to States is delivered in accordance with relevant provisions of the Stafford Act (see Appendix 3, Authorities and References). (Note that while all Presidentially declared disasters and emergencies under the Stafford Act are considered Incidents of National Significance, not all Incidents of National Significance necessarily result in disaster or emergency declarations under the Stafford Act.)

  Under provisions of the Stafford Act and applicable regulations:
  - A Governor may request the President to declare a major disaster or emergency if the Governor finds that effective response to the event is beyond the combined response capabilities of the State and affected local governments. Based on the findings of a joint Federal-State-local Preliminary Damage Assessment (PDA) indicating the damages are of sufficient severity and magnitude to warrant assistance under the act, the President may grant a major disaster or emergency declaration. (Note: In a particularly fast-moving or clearly devastating disaster, the PDA process may be deferred until after the declaration.)
  - If the President determines that an emergency exists where the primary responsibility for response rests with the Government of the United States, or because the emergency involves an area or facility for which the Federal Government exercises exclusive or preeminent primary responsibility and authority, the President may unilaterally direct the provision of assistance under the act and will, if practicable, consult with the Governor of the State.
  - DHS can use limited pre-declaration authorities to move initial response resources (critical goods typically needed in the immediate aftermath of a disaster such as food, water, emergency generators, etc.) closer to a potentially affected area.
  - Federal assistance takes many forms—including the direct provision of goods and services, financial assistance (through insurance, grants, loans, and direct payments), and technical assistance—and can come from various sources.
  - In a major disaster or emergency as defined in the Stafford Act, the President "may direct any Federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under Federal law (including personnel, equipment, supplies, facilities, and managerial, technical, and advisory services) in support of State and local assistance efforts..." [sections 402(a)(1) and 502(a)(1) of the Stafford Act, 42 U.S.C. § 5170a(1) and § 5192(a)(1)].
  - In an actual or potential Incident of National Significance that is not encompassed by the Stafford Act, the President may instruct a Federal department or agency, subject to any statutory limitations on the department or agency, to utilize the authorities and resources granted to it by Congress. In accordance with HSPD-5, Federal departments and agencies are expected to provide their full and prompt cooperation, available resources, and support, as appropriate and consistent with their own responsibilities for protecting national security.

- Federal-to-Federal support refers to the circumstance in which a Federal department or agency requests Federal resource support under the NRP that is not addressed by the Stafford Act or other mechanisms (e.g., Executive orders, MOUs, memorandums of agreement (MOAs), etc.).

  This support:
  - Is coordinated by DHS using the multiagency coordination structures established in the NRP and in accordance with the NIMS;
  - Generally is funded by the Federal entity with primary responsibility and statutory authority for the incident in accordance with provisions of the Economy Act, 31 U.S.C. 1535, unless other statutory authorities exist;
  - Is facilitated by the interagency MOU for Mutual Aid, and executed at the time of the incident through interagency agreements (see the Financial Management Support Annex for more information);
  - May include support to incident operations at sites under the control of the Legislative or Judicial Branches of the Federal Government; and
  - May be used to coordinate U.S. Government support in the event of an overseas incident, if recommended by the Department of State (DOS).

III. Roles and Responsibilities

This section discusses the roles and responsibilities of Federal, State, local, tribal, private-sector, and nongovernmental organizations and citizens involved in support of domestic incident management.

State, Local, and Tribal Governments

Police, fire, public health and medical, emergency management, public works, environmental response, and other personnel are often the first to arrive and the last to leave an incident site. In some instances, a Federal agency in the local area may act as a first responder, and the local assets of Federal agencies may be used to advise or assist State or local officials in accordance with agency authorities and procedures. Mutual aid agreements provide mechanisms to mobilize and employ resources from neighboring jurisdictions to support the incident command.

When State resources and capabilities are overwhelmed, Governors may request Federal assistance under a Presidential disaster or emergency declaration. Summarized below are the responsibilities of the Governor, Local Chief Executive Officer, and Tribal Chief Executive Officer.

Governor

As a State's chief executive, the Governor is responsible for the public safety and welfare of the people of that State or territory. The Governor:

- Is responsible for coordinating State resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents in an all-hazards context to include terrorism, natural disasters, accidents, and other contingencies;
- Under certain emergency conditions, typically has police powers to make, amend, and rescind orders and regulations;
- Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within State jurisdiction;
- Encourages participation in mutual aid and implements authorities for the State to enter into mutual aid agreements with other States, tribes, and territories to facilitate resource-sharing;
- Is the Commander-in-Chief of State military forces (National Guard when in State Active Duty or Title 32 Status and the authorized State militias); and
- Requests Federal assistance when it becomes clear that State or tribal capabilities will be insufficient or have been exceeded or exhausted.

Local Chief Executive Officer

A mayor or city or county manager, as a jurisdiction's chief executive, is responsible for the public safety and welfare of the people of that jurisdiction. The Local Chief Executive Officer:

- Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies;
- Dependent upon State and local law, has extraordinary powers to suspend local laws and ordinances, such as to establish a curfew, direct evacuations, and, in coordination with the local health authority, to order a quarantine;
- Provides leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of domestic incident within the jurisdiction;
- Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource-sharing; and
- Requests State and, if necessary, Federal assistance through the Governor of the State when the jurisdiction's capabilities have been exceeded or exhausted.

Tribal Chief Executive Officer

The Tribal Chief Executive Officer is responsible for the public safety and welfare of the people of that tribe. The Tribal Chief Executive Officer, as authorized by tribal government:

- Is responsible for coordinating tribal resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies;
- Has extraordinary powers to suspend tribal laws and ordinances, such as to establish a curfew, direct evacuations, and order a quarantine;

- Provides leadership and plays a key role in communicating to the tribal nation, and in helping people, businesses, and organizations cope with the consequences of any type of domestic incident within the jurisdiction;
- Negotiates and enters into mutual aid agreements with other tribes/jurisdictions to facilitate resource-sharing;
- Can request State and Federal assistance through the Governor of the State when the tribe's capabilities have been exceeded or exhausted; and
- Can elect to deal directly with the Federal Government. (Although a State Governor must request a Presidential disaster declaration on behalf of a tribe under the Stafford Act, Federal agencies can work directly with the tribe within existing authorities and resources.)

Federal Government

Department of Homeland Security

The Homeland Security Act of 2002 established DHS to prevent terrorist attacks within the United States; reduce the vulnerability of the United States to terrorism, natural disasters, and other emergencies; and minimize the damage and assist in the recovery from terrorist attacks, natural disasters, and other emergencies. The act also designates DHS as "a focal point regarding natural and manmade crises and emergency planning."

Secretary of Homeland Security

Pursuant to HSPD-5, the Secretary of Homeland Security is responsible for coordinating Federal operations within the United States to prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. HSPD-5 further designates the Secretary of Homeland Security as the "principal Federal official" for domestic incident management.

In this role, the Secretary is also responsible for coordinating Federal resources utilized in response to or recovery from terrorist attacks, major disasters, or other emergencies if and when any of the following four conditions applies:

(1) a Federal department or agency acting under its own authority has requested DHS assistance;
(2) the resources of State and local authorities are overwhelmed and Federal assistance has been requested;
(3) more than one Federal department or agency has become substantially involved in responding to the incident; or
(4) the Secretary has been directed to assume incident management responsibilities by the President.

Department of Justice

The Attorney General is the chief law enforcement officer in the United States.

Attorney General

In accordance with HSPD-5 and other relevant statutes and directives, the Attorney General has lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at U.S. citizens or institutions abroad, where such acts are within the Federal criminal jurisdiction of the United States, as well as for related intelligence-collection activities within the United States, subject to applicable laws, Executive orders, directives, and procedures.

Generally acting through the Federal Bureau of Investigation (FBI), the Attorney General, in cooperation with other Federal departments and agencies engaged in activities to protect national security, coordinates the activities of the other members of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States. This includes actions to prevent, preempt, and disrupt specific terrorist threats or actual incidents that are based upon specific intelligence or law enforcement information. Nothing in this plan derogates the Attorney General's status or responsibilities.

Following a terrorist threat or an actual incident that falls within the criminal jurisdiction of the United States, the full capabilities of the United States will be dedicated to assisting the Attorney General to identify the perpetrators and bring them to justice, consistent

with U.S. law and with authorities of other Federal departments and agencies to protect national security.

Department of Defense (DOD)

DOD has significant resources that may be available to support the Federal response to an Incident of National Significance.

Secretary of Defense

The Secretary of Defense authorizes Defense Support of Civil Authorities (DSCA) for domestic incidents as directed by the President or when consistent with military readiness operations and appropriate under the circumstances and the law. The Secretary of Defense retains command of military forces under DSCA, as with all other situations and operations.

Concepts of "command" and "unity of command" have distinct legal and cultural meanings for military forces and operations. For military forces, command runs from the President to the Secretary of Defense to the Commander of the combatant command to the commander of the forces. The "Unified Command" concept utilized by civil authorities is distinct from the military chain of command.

Nothing in this plan impairs or otherwise affects the authority of the Secretary of Defense over the DOD, including the chain of command for military forces from the President as Commander in Chief, to the Secretary of Defense, to the commander of military forces, or military command and control procedures. The Secretary of Defense shall provide defense support of civil authorities for domestic incidents as directed by the President or when consistent with military readiness and appropriate under the circumstances and the law. The Secretary of Defense shall retain command of military forces providing civil support.

Department of State

DOS has international coordination responsibilities.

Secretary of State

The Secretary of State is responsible for coordinating international prevention, preparedness, response, and recovery activities relating to domestic incidents, and for the protection of U.S. citizens and U.S. interests overseas.

Other Federal Agencies

During an Incident of National Significance, other Federal departments or agencies may play primary, coordinating, and/or support roles based on their authorities and resources and the nature of the incident. In situations where a Federal agency has jurisdictional authority and responsibility for directing or managing a major aspect of the response, that agency is part of the national leadership for the incident and participates as a Senior Federal Official (SFO) or Senior Federal Law Enforcement Official (SFLEO) in the Joint Field Office (JFO) Coordination Group at the field level, and as part of the Interagency Incident Management Group (IIMG) and/or Homeland Security Council (HSC)/National Security Council (NSC) Policy Coordination Committees (PCC). (See section IV, page 22.)

Some Federal agencies with jurisdictional authority and responsibility may also participate in the Unified Command at the Incident Command Post (ICP). Federal departments and agencies participate in the ESF structure as coordinators, primary agencies, and/or support agencies and/or as required to support incident management activities.

Emergency Support Function

A grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, and services.

HSPD-5 directs the heads of all Federal departments and agencies, in the context of domestic incident management, to "provide their full and prompt cooperation, resources, and support, as appropriate and consistent with their own responsibilities for protecting our national security, to the Secretary of Homeland Security, the Attorney General, the Secretary of Defense, and the Secretary of State."

Several Federal agencies have independent authorities to declare disasters or emergencies. These authorities may be exercised concurrently with or become part of a major disaster or emergency declared under the Stafford Act. Some examples of agencies exercising independent authorities include the following scenarios:

- The Secretary of Agriculture may declare a disaster in certain situations in which a county sustained production loss of 30 percent or greater in a single major enterprise, authorizing emergency loans for physical damages and crop loss.

- The Administrator of the Small Business Administration may make a disaster declaration based on physical damage to buildings, machinery, equipment, inventory, homes, and other property as well as economic injury.
- The Secretary of Commerce may make a declaration of a commercial fisheries failure or fishery resources disaster.
- The Secretary of Health and Human Services may declare a public health emergency.
- The U.S. Army Corps of Engineers (USACE) Chief of Engineers may issue a disaster declaration in response to flooding and coastal storms. USACE is authorized to undertake emergency operations and activities.
- A Federal On-Scene Coordinator (OSC), designated by the Environmental Protection Agency (EPA), DHS/U.S. Coast Guard (DHS/USCG), DOD, or the Department of Energy (DOE) under the NCP, has the authority to direct response efforts at the scene of a discharge or release of oil, hazardous substance, pollutants, or contaminants, depending on the substance and the location and source of release.

The ESF, Support, and Incident Annexes provide further discussion of the domestic incident management roles and responsibilities of other Federal departments and agencies.

Emergency Support Functions

The NRP applies a functional approach that groups the capabilities of Federal departments and agencies and the American Red Cross into ESFs to provide the planning, support, resources, program implementation, and emergency services that are most likely to be needed during Incidents of National Significance. The Federal response to actual or potential Incidents of National Significance is typically provided through the full or partial activation of the ESF structure as necessary. The ESFs serve as the coordination mechanism to provide assistance to State, local, and tribal governments or to Federal departments and agencies conducting missions of primary Federal responsibility. ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents where Federal departments or agencies request DHS assistance or under other circumstances as defined in HSPD-5. The ESFs provide staffing for the National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), JFO, and ICP as required by the situation at hand.

Each ESF is composed of primary and support agencies. The NRP identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESFs reflect the resource-typing categories identified in the NIMS. The scope of each ESF is summarized in Figure 2 on the following page. ESFs are expected to support one another in carrying out their respective roles and responsibilities. Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction to the ESF Annexes.

Note that not all Incidents of National Significance result in the activation of ESFs. It is possible that an Incident of National Significance can be adequately addressed by DHS and other Federal agencies through activation of certain NRP elements (e.g., Principal Federal Official (PFO), IIMG) without the activation of ESFs. Similarly, operational security considerations may dictate that activation of NRP elements be kept to a minimum, particularly in the context of certain terrorism prevention activities.

Nongovernmental and Volunteer Organizations

NGOs collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. For example, the American Red Cross is an NGO that provides relief at the local level and also coordinates the Mass Care element of ESF #6. Community-based organizations (CBOs) receive government funding to provide essential public health services.

The National Voluntary Organizations Active in Disaster (NVOAD) is a consortium of more than 30 recognized national organizations of volunteers active in disaster relief. Such entities provide significant capabilities to incident management and response efforts at all levels. For example, the wildlife rescue and rehabilitation activities conducted during a pollution emergency are often carried out by private, nonprofit organizations working with natural resource trustee agencies.

FIGURE 2. Emergency Support Functions

ESF	Scope
ESF #1 - Transportation	▪ Federal and civil transportation support ▪ Transportation safety ▪ Restoration/recovery of transportation infrastructure ▪ Movement restrictions ▪ Damage and impact assessment
ESF #2 - Communications	▪ Coordination with telecommunications industry ▪ Restoration/repair of telecommunications infrastructure ▪ Protection, restoration, and sustainment of national cyber and information technology resources
ESF #3 - Public Works and Engineering	▪ Infrastructure protection and emergency repair ▪ Infrastructure restoration ▪ Engineering services, construction management ▪ Critical infrastructure liaison
ESF #4 - Firefighting	▪ Firefighting activities on Federal lands ▪ Resource support to rural and urban firefighting operations
ESF #5 - Emergency Management	▪ Coordination of incident management efforts ▪ Issuance of mission assignments ▪ Resource and human capital ▪ Incident action planning ▪ Financial management
ESF #6 - Mass Care, Housing, and Human Services	▪ Mass care ▪ Disaster housing ▪ Human services
ESF #7 - Resource Support	▪ Resource support (facility space, office equipment and supplies, contracting services, etc.)
ESF #8 - Public Health and Medical Services	▪ Public health ▪ Medical ▪ Mental health services ▪ Mortuary services
ESF #9 - Urban Search and Rescue	▪ Life-saving assistance ▪ Urban search and rescue
ESF #10 - Oil and Hazardous Materials Response	▪ Oil and hazardous materials (chemical, biological, radiological, etc.) response ▪ Environmental safety and short- and long-term cleanup
ESF #11 - Agriculture and Natural Resources	▪ Nutrition assistance ▪ Animal and plant disease/pest response ▪ Food safety and security ▪ Natural and cultural resources and historic properties protection and restoration
ESF #12 - Energy	▪ Energy infrastructure assessment, repair, and restoration ▪ Energy industry utilities coordination ▪ Energy forecast
ESF #13 - Public Safety and Security	▪ Facility and resource security ▪ Security planning and technical and resource assistance ▪ Public safety/security support ▪ Support to access, traffic, and crowd control
ESF #14 - Long-Term Community Recovery and Mitigation	▪ Social and economic community impact assessment ▪ Long-term community recovery assistance to States, local governments, and the private sector ▪ Mitigation analysis and program implementation
ESF #15 - External Affairs	▪ Emergency public information and protective action guidance ▪ Media and community relations ▪ Congressional and international affairs ▪ Tribal and insular affairs

Private Sector

DHS and NRP primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from Incidents of National Significance. Further, the Secretary of Homeland Security utilizes a private-sector advisory group with broad representation to provide advice on incident management and emergency response issues impacting their stakeholders.

Roles: The roles, responsibilities, and participation of the private sector during Incidents of National Significance vary based on the nature of the organization and the type and impact of the incident. The roles of private-sector organizations are summarized below.

Type of Organization	Role
Impacted Organization or Infrastructure	Private-sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private-sector organizations that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals.
Response Resource	Private-sector organizations provide response resources (donated or compensated) during an incident—including specialized teams, equipment, and advanced technologies —through local public-private emergency plans, mutual aid agreements, or incident-specific requests from government and private-sector-volunteered initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs. For example, Federal regulations require owners/operators of Nuclear Regulatory Commission (NRC)-regulated nuclear facilities and activities to maintain emergency (incident) preparedness plans, procedures, and facilities and to perform assessments, prompt notifications, and training for a response to an incident.
State/Local Emergency Organization Member	Private-sector organizations may serve as an active partner in local and State emergency preparedness and response organizations and activities.

Responsibilities: Private-sector organizations support the NRP (voluntarily or to comply with applicable laws and regulations) by sharing information with the government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

Certain organizations are required by existing law and regulation to bear the cost of planning and response to incidents, regardless of cause. In the case of an Incident of National Significance, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

Response Resources: Unless the response role is inherently governmental (e.g., law enforcement, etc.), private-sector organizations are encouraged to develop and maintain capabilities to respond to and manage a complete spectrum of incidents and emergencies. The Federal Government maintains ongoing interaction with the critical infrastructure and key resources industries to provide coordination for prevention, preparedness, response, and recovery activities. When practical, or when required under Federal law, private-

sector representatives should be included in planning and exercises. The government may, in some cases, direct private-sector response resources when they have contractual relationships, using government funds. Through the Defense Production Act of 1950, 64 Stat. 798 (1950), as amended, and the Homeland Security Act, DHS has the authority to redirect production and distribution of certain response and incident management resources.

Functional Coordination: The primary agency(ies) for each ESF maintains working relations with its associated private-sector counterparts through partnership committees or other means (e.g., ESF #2, Communications – telecommunications industry; ESF #10, Oil and Hazardous Materials Response – oil and hazardous materials industries; etc.).

Citizen Involvement

Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery, and mitigation.

The U.S. Citizen Corps brings these groups together and focuses efforts of individuals through education, training, and volunteer service to help make communities safer, stronger, and better prepared to address the threats of terrorism, crime, public health issues, and disasters of all kinds.

Local Citizen Corps Councils implement Citizen Corps programs, which include Community Emergency Response Teams (CERTs), Medical Reserve Corps, Neighborhood Watch, Volunteers in Police Service, and the affiliate programs; provide opportunities for special skills and interests; develop targeted outreach for special-needs groups; and organize special projects and community events.

Citizen Corps Affiliate Programs expand the resources and materials available to States and local communities through partnerships with programs and organizations that offer resources for public education, outreach, and training; represent volunteers interested in helping to make their communities safer; or offer volunteer service opportunities to support first responders, disaster relief activities, and community safety efforts.

Citizen Corps

The Citizen Corps works through a national network of State, local, and tribal Citizen Corps Councils, which bring together leaders from law enforcement, fire, emergency medical and other emergency management, volunteer organizations, local elected officials, the private sector, and other community stakeholders.

Other programs unaffiliated with Citizen Corps also provide organized citizen involvement opportunities in support of Federal response to major disasters and events of national significance. One example is the National Animal Health Emergency Response Corps (NAHERC), which helps protect public health by providing a ready reserve of private and State animal health technicians and veterinarians to combat threats to U.S. livestock and poultry in the event of a large outbreak of a foreign animal disease.

IV. Concept of Operations

General

This section describes the Federal coordinating structures, processes, and protocols employed to manage Incidents of National Significance. These coordinating structures and processes are designed to enable execution of the responsibilities of the President through the appropriate Federal departments and agencies, and to integrate Federal, State, local, tribal, NGO, and private-sector efforts into a comprehensive national approach to domestic incident management.

A basic premise of the NRP is that incidents are generally handled at the lowest jurisdictional level possible. Police, fire, public health and medical, emergency management, and other personnel are responsible for incident management at the local level. In some instances, a Federal agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities. In the vast majority of incidents, State and local resources and interstate mutual aid normally provide the first line of emergency response and incident management support.

When an incident or potential incident is of such severity, magnitude, and/or complexity that it is considered an Incident of National Significance according to the criteria established in this plan, the Secretary of Homeland Security, in coordination with other Federal departments and agencies, initiates actions to prevent, prepare for, respond to, and recover from the incident. These actions are taken in conjunction with State, local, tribal, nongovernmental, and private-sector entities as appropriate to the threat or incident. In the context of Stafford Act disasters or emergencies, DHS coordinates supplemental Federal assistance when the consequences of the incident exceed State, local, or tribal capabilities.

A basic premise of the NRP is that incidents are generally handled at the lowest jurisdictional level possible.

In an Incident of National Significance, the Secretary of Homeland Security, in coordination with other Federal departments and agencies, initiates actions to prevent, prepare for, respond to, and recover from the incident. These actions are taken in conjunction with State, local, tribal, nongovernmental, and private-sector entities.

Overall Coordination of Federal Incident Management Activities

The President leads the Nation in responding effectively and ensuring the necessary resources are applied quickly and efficiently to all Incidents of National Significance. As necessary, the Assistant to the President for Homeland Security convenes interagency meetings to coordinate policy issues. Though White House-level coordination mechanisms are not described in detail in the NRP, all other Federal coordinating mechanisms and entities described in the NRP support, and are consistent with, White House-level interagency coordination.

During actual or potential Incidents of National Significance, the overall coordination of Federal incident management activities is executed through the Secretary of Homeland Security. Other Federal departments and agencies carry out their incident management and emergency response authorities and responsibilities within this overarching coordinating framework.

The Secretary of Homeland Security utilizes multiagency structures at the headquarters, regional, and field levels to coordinate efforts and provide appropriate support to the incident command structure. At the Federal headquarters level, incident information-sharing, operational planning, and deployment of Federal resources are coordinated by the Homeland Security Operations Center (HSOC), and its component element, the NRCC.

Strategic-level interagency incident management coordination and course of action development are facilitated by the IIMG, which also serves as an advisory body to the Secretary of Homeland Security. Issues beyond the Secretary's authority to resolve are referred to the appropriate White House entity for resolution.

At the regional level, interagency resource coordination and multiagency incident support are provided by the RRCC. In the field, the Secretary of Homeland Security is represented by the PFO (and/or the Federal Coordinating Officer (FCO)/Federal Resource Coordinator (FRC) as appropriate). Overall Federal support to the incident command structure on-scene is coordinated through the JFO.

The **RRCC** coordinates regional response efforts, establishes Federal priorities, and implements local Federal program support until a JFO is established.

The **JFO** is a temporary Federal facility established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s) during Incidents of National Significance.

For terrorist incidents, the primary responsibilities for coordinating and conducting all Federal law enforcement and criminal investigation activities are executed by the Attorney General acting through the FBI. During a terrorist incident, the local FBI Special Agent-in-Charge (SAC) coordinates these activities with other members of the law enforcement community, and works in conjunction with the PFO, who coordinates overall Federal incident management activities. Notwithstanding any other provision of the NRP, when a terrorist threat or actual incident falls within the criminal jurisdiction of the United States, any incident management activity by any other Federal department or agency that could adversely affect the Attorney General's ability to prevent, preempt, disrupt, and respond to such a threat or incident must be coordinated with the Attorney General through the SFLEO (i.e., the FBI SAC).

The framework created by these coordinating structures is designed to accommodate the various roles the Federal Government plays during an incident, whether it is Federal support to (and in coordination with) State, local, or tribal authorities; Federal-to-Federal support; or direct implementation of Federal incident management authorities and responsibilities when appropriate under Federal law. This structure also encompasses the dual roles and responsibilities of the Secretary of Homeland Security for operational and resource coordination in the context of domestic incident management.

Concurrent Implementation of Other Plans

The NRP is the core plan for managing domestic incidents and details the Federal coordinating structures and processes used during Incidents of National Significance. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, etc.).

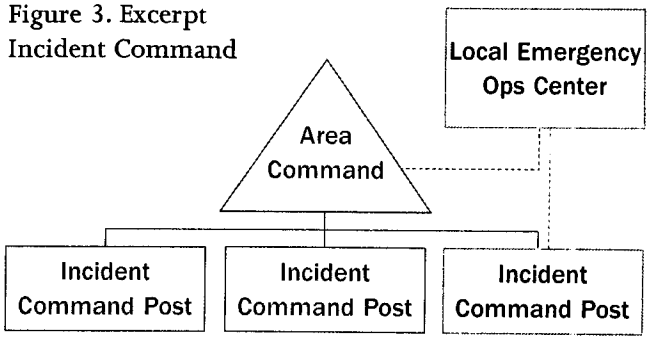
In many cases, Federal agencies manage localized incidents under these plans using their own authorities without the need for coordination by the Secretary of Homeland Security. In the context of Incidents of National Significance, these supplemental agency or interagency plans may be implemented concurrently with the NRP, but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the NRP. In this case, the department or agency with primary responsibility for execution of the supplemental agency or interagency plan is also responsible for ensuring that all ongoing activities conform to the processes and protocols prescribed in the NRP. This helps enable effective and coordinated Federal incident management operations, consistent with individual department and agency authorities and responsibilities. Similarly, this same principle applies to the implementation of security plans developed to support special security events, particularly NSSEs. A comprehensive listing and summary of representative national agency and interagency plans is included in Appendix 4.

Organizational Structure

The national structure for incident management establishes a clear progression of coordination and communication from the local level to regional to national headquarters level. This structure is diagramed in Figure 3 on page 19.

As illustrated in Figure 3, the local incident command structures (namely the ICP(s) and Area Command) are responsible for directing on-scene emergency management and maintaining command and control of on-scene incident operations.

Figure 3. Excerpt Incident Command

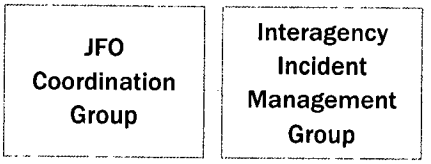


The support and coordination components consist of multiagency coordination centers/emergency operations centers (EOCs) and multiagency coordination entities. Multiagency coordination centers/EOCs provide central locations for operational information-sharing and resource coordination in support of on-scene efforts.

Figure 3. Excerpt EOCs/Multiagency Coordination Centers

Multiagency coordination entities aid in establishing priorities among the incidents and associated resource allocations, resolving agency policy conflicts, and providing strategic guidance to support incident management activities.

Figure 3. Excerpt Multiagency Coordination Entities



In accordance with NIMS processes, resource and policy issues are addressed at the lowest organizational level practicable. If the issues cannot be resolved at that level, they are forwarded up to the next level for resolution. Reflecting the NIMS construct, the NRP includes the following command and coordination structures:

- ICPs on-scene using the Incident Command System (ICS)/Unified Command;
- Area Command (if needed);
- State, local, tribal, and private-sector EOCs;
- JFO, which is responsible for coordinating Federal assistance and supporting incident management activities locally;
- RRCC and HSOC, which serve as regional and national-level multiagency situational awareness and operational coordination centers;
- IIMG, which serves as the national headquarters-level multiagency coordination entity for domestic incident management; and
- HSC and other White House organizations, which serve as the national-level multiagency coordination entities to advise and assist the President on homeland security and other policy issues.

The NRP organizational structure addresses both site-specific incident management activities and the broader regional or national issues related to the incident, such as impacts to the rest of the country, immediate regional or national actions required to avert or prepare for potential subsequent events, and the management of multiple threats or incidents (particularly those that are non-site specific, geographically dispersed, or evolve over a long period of time).

The role of regional coordinating structures varies depending on the situation. Many incidents may be coordinated by regional structures primarily using regional assets. Larger, more complex incidents may require direct coordination between the JFO and national level, with regional structures continuing to play a supporting role.

Variations of the basic structure are diagramed in the following figures:

- Figure 4 reflects modifications for terrorist incidents and the role of the DOJ working through the FBI's Strategic Information and Operations Center (SIOC) and the Joint Operations Center (JOC).
- Figure 5 depicts the coordination structure for Federal-to-Federal support when DHS is coordinating resources to support another Federal agency in non-Stafford Act situations.

Additional information about each component of these organizational structures is presented following the figures.

FIGURE 3. Structure for NRP coordination

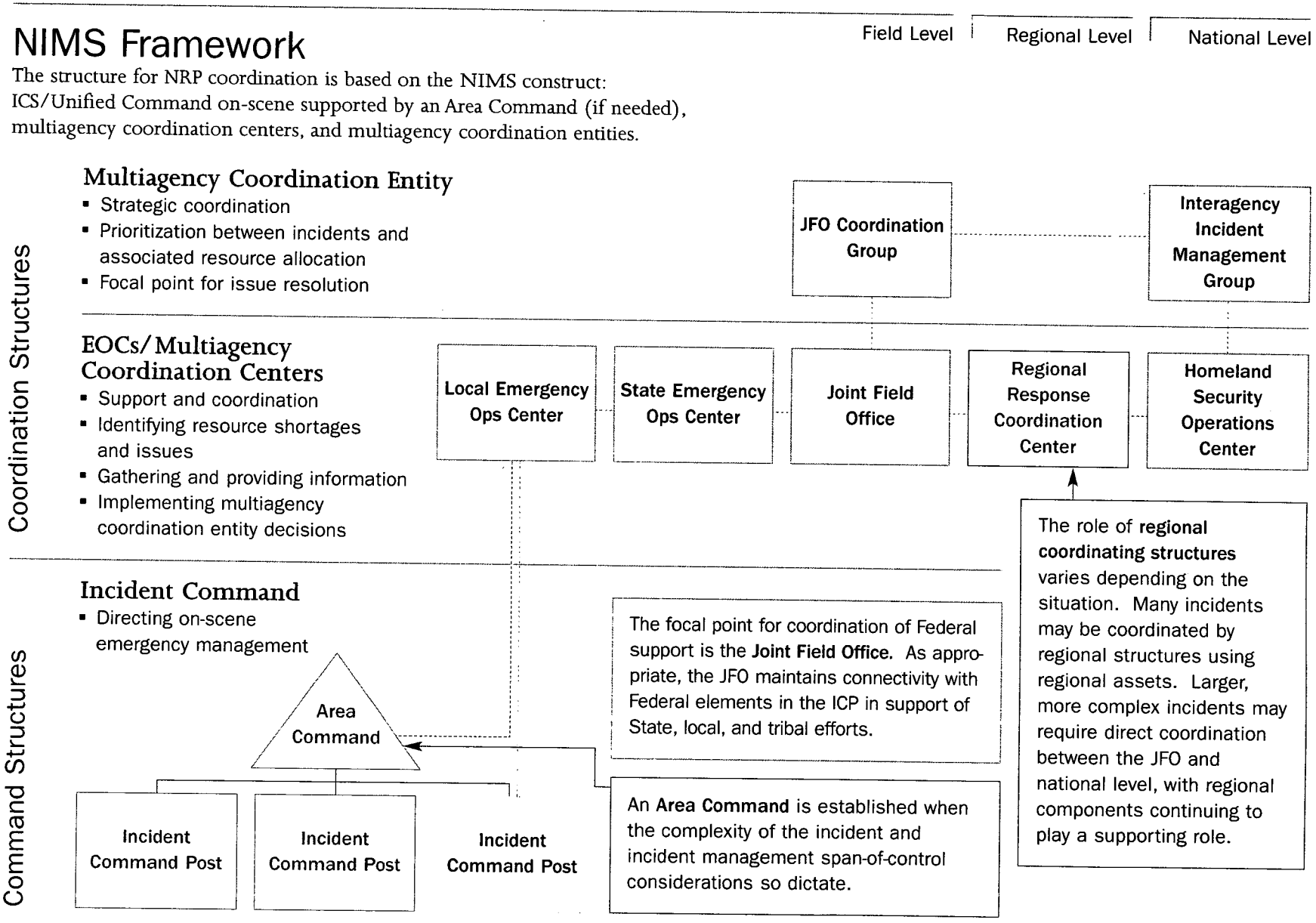


FIGURE 4. Structure for NRP coordination: Terrorist incident

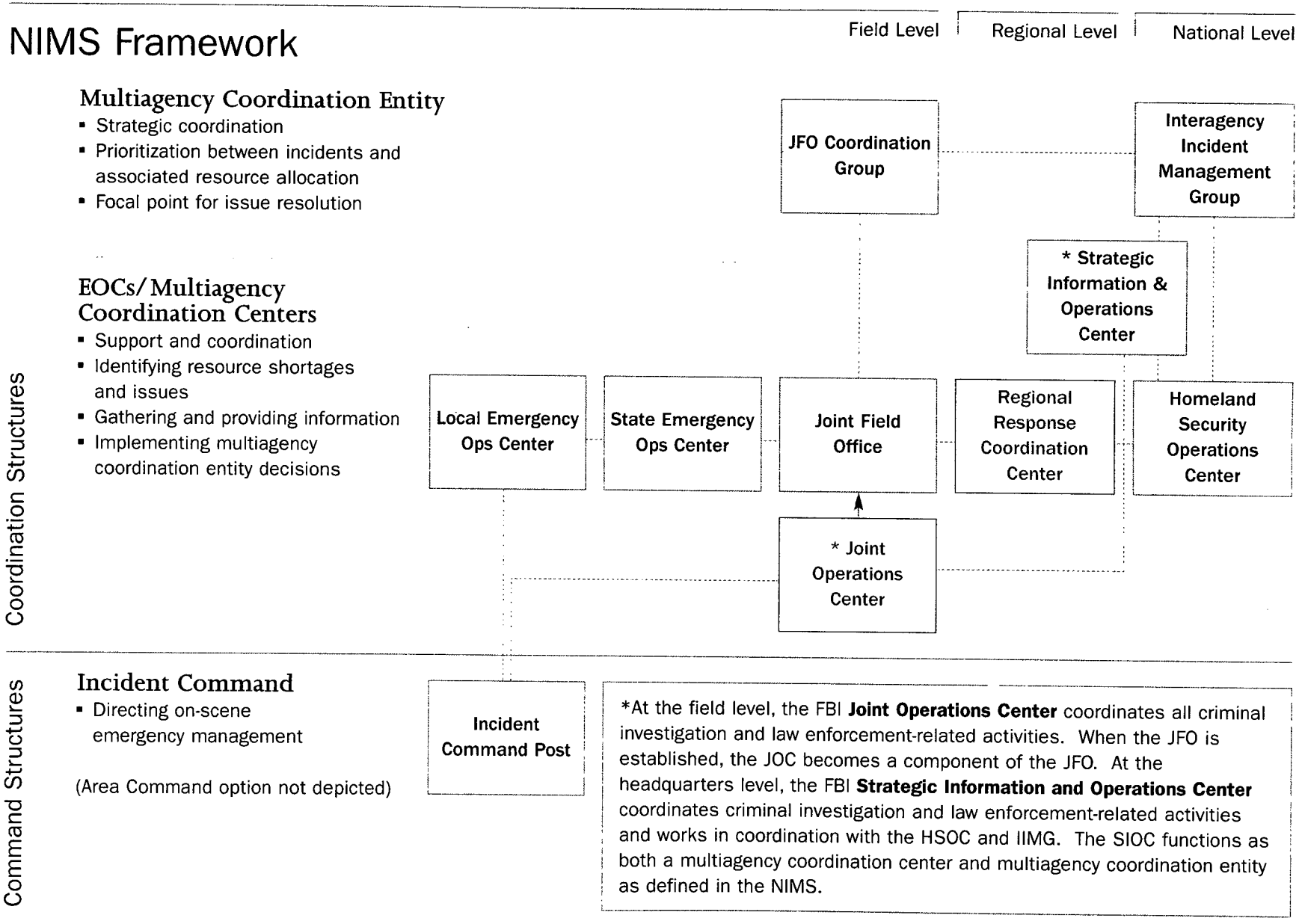
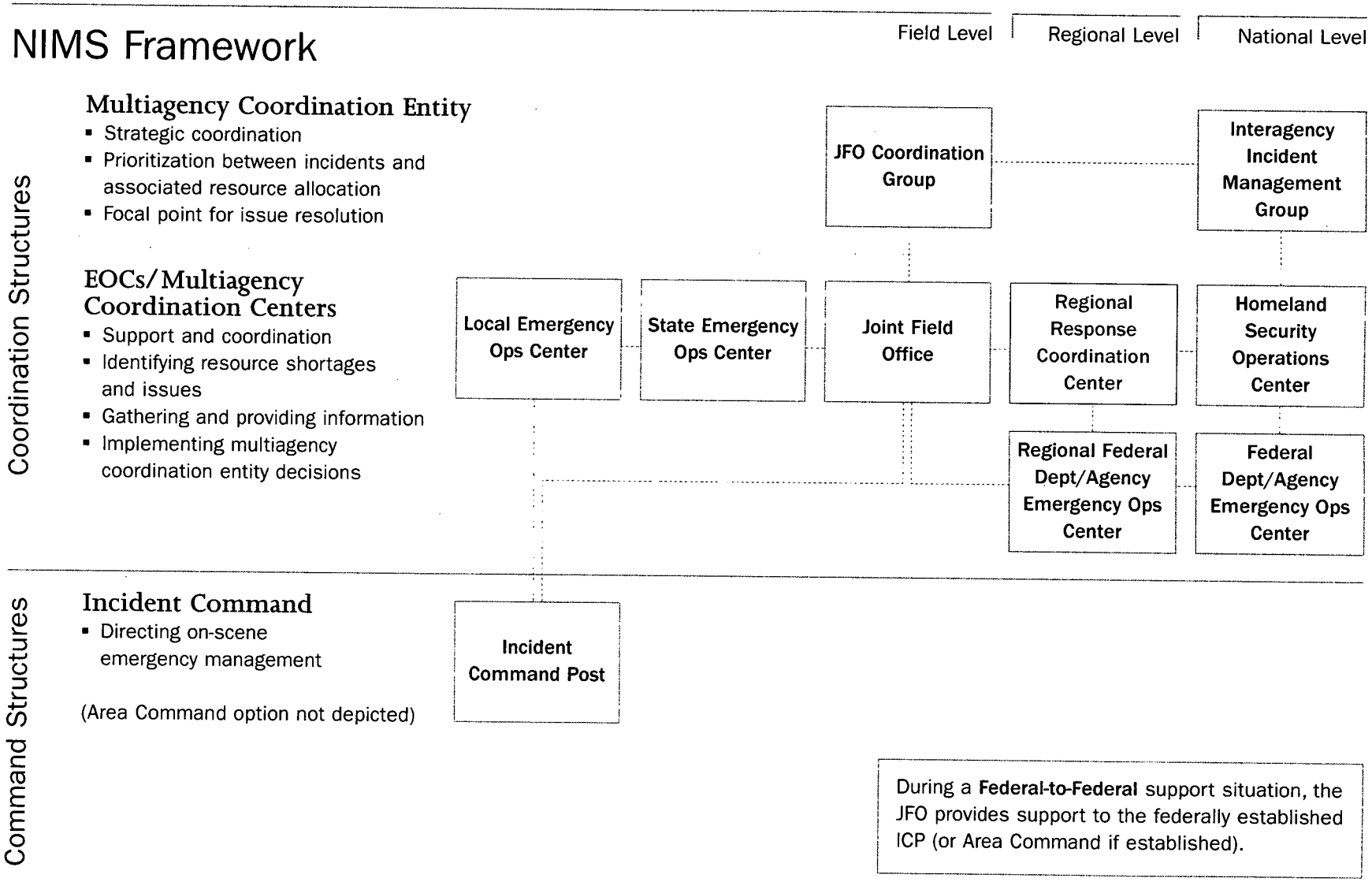


FIGURE 5. Structure for NRP coordination: Federal-to-Federal support



Principal NRP Organizational Elements

This section discusses the major organizational elements in the structure for Federal NRP coordination diagramed in Figures 3 through 5. Included in the discussion are special teams and other associated components, to include White House-level entities.

Homeland Security Council/National Security Council

As stated in HSPD-5, the Assistant to the President for Homeland Security and the Assistant to the President for National Security Affairs are responsible for interagency policy coordination regarding domestic and international incident management, respectively, as directed by the President. Following an initial assessment by the Secretary of Homeland Security, interagency policy issues and courses of action framed by the IIMG, particularly those of a time-sensitive nature, those that require policy adjudication, or those outside the authorities of the Secretary, as defined in the Homeland Security Act, Stafford Act, and other relevant statutes, Executive orders, and directives, are elevated for resolution through the HSC/NSC system.

The Assistant to the President for Homeland Security and the Assistant to the President for National Security Affairs work together to ensure that domestic and international incident management efforts are seamlessly united.

Policy Coordination Committees (PCCs)

PCCs coordinate policy issues as part of the White House process. PCCs may be convened at the request of any member agency on an emergency basis based on a threat, an Incident of National Significance, or a policy issue of an urgent nature.

Interagency Incident Management Group

The IIMG is a Federal headquarters-level multiagency coordination entity that facilitates strategic Federal domestic incident management for Incidents of National Significance. The Secretary of Homeland Security activates the IIMG based on the nature, severity, magnitude, and complexity of the threat or incident. The Secretary of Homeland Security may activate the IIMG for high-profile, large-scale events that present high-probability targets, such as NSSEs, and in heightened threat situations. The IIMG is comprised of senior representatives from DHS components, other Federal departments and agencies, and NGOs, as required. (For incident-specific activities, the IIMG replaces the Catastrophic Disaster Response Group that served as the policy-level multiagency coordination entity under the FRP.)

The IIMG membership is flexible and can be tailored or task-organized to provide the appropriate subject-matter expertise required for the specific threat or incident at hand. When activated, the IIMG:

- Serves as a focal point for Federal strategic incident management planning and coordination;
- Maintains situational awareness of threat assessments and ongoing incident-related operations and activities;
- Provides decisionmaking support for threat or incident-related prevention, preparedness, response, and recovery efforts;
- Synthesizes information, frames issues, and makes recommendations to the Secretary of Homeland Security on:
  - Actions to take in response to credible threats,
  - Changes in the national HSAS alert level,
  - Policy issues,
  - Operational courses of action, and
  - Priorities for the use or allocation of Federal resources;
- Provides strategic coordination and recommendations for the application of Federal resources in cooperation with existing agency and interagency resource management and private-sector entities;
- Assesses national impacts of the incident(s) as well as those associated with the actual or proposed Federal response;
- Anticipates evolving Federal resource and operational requirements according to the specifics of the situation;
- Maintains ongoing coordination with the PFO and the JFO Coordination Group;
- Coordinates with the FBI SIOC on terrorism-related issues;

- Facilitates interagency operational coordination and coordination with other public and private entities required for implementation of decisions and directions from the President or other appropriate White House entities; and
- Develops strategies for implementing existing policies and provides incident information to DHS and the White House to facilitate policymaking. The White House originates any new policies pertaining to a major incident and resolves interagency policy disputes.

IIMG Director, Deputy, or Designee

The IIMG coordinates with and provides information to the White House including, but not limited to: situational awareness and operational prevention, protection, preparedness, response, and recovery activities, as well as policy course of action recommendations. The IIMG Director, deputy, or designee, in support of the Secretary of Homeland Security, may participate in White House organization meetings. Policy decisions made through the HSC/NSC system are referred to the IIMG and the appropriate departments and agencies for implementation.

The IIMG monitors policy and operational courses of action implemented by individual departments and agencies, monitors progress, and reports status back through the DHS representative on a timely basis.

IIMG Staffing

As indicated below, the IIMG consists of an Executive Staff, Core Group, and Subject-Matter Expert Augmentation.

IIMG Executive Staff

The Executive Staff includes a Director, Deputy Director, Operations Deputy, Information Analyst, Information Requirements Manager, Recorder, Situation Briefer, Resource Tracker, and Administrative Assistant. The Secretary of Homeland Security will designate a senior department representative to serve as the IIMG Director.

IIMG Core Group

The IIMG Core Group includes representatives from Federal departments and agencies, DHS components, and other organizations as required. Affected States may be represented on the IIMG either through the DHS Office of State and Local Government Coordination and Preparedness (OSLGCP) or, if needed, through a State liaison to the IIMG. At the time of activation of the IIMG, actual IIMG membership and participation is tailored to include departments and agencies with the appropriate jurisdictional authority and expertise for the incident at hand, including the following scenarios: chemical, biological, radiological, or nuclear event; non-WMD terrorist event; cyber event; oil/hazardous materials spill; natural disaster; mass migration event; and other emergencies as required.

IIMG Core Group Staffing

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
  - Border and Transportation Security
  - Citizenship and Immigration Services
  - Congressional Liaison
  - Customs and Border Protection
  - Emergency Preparedness and Response/Federal Emergency Management Agency
  - Immigration and Customs Enforcement
  - Information Analysis and Infrastructure Protection
  - International Affairs Office
  - Legislative Affairs
  - Office of General Counsel
  - Office of National Capital Region Coordination
  - Office of State and Local Government Coordination and Preparedness
  - Public Affairs
  - Science and Technology
  - Special Assistant to the Secretary for the Private Sector
  - Transportation Security Administration
  - U.S. Coast Guard
  - U.S. Secret Service
- Department of Housing and Urban Development
- Department of the Interior
- Department of Justice
  - Bureau of Alcohol, Tobacco, Firearms and Explosives
  - Drug Enforcement Agency
  - Federal Bureau of Investigation
  - U.S. Marshals Service

- Department of Labor
- Department of State
- Department of Transportation
- Department of the Treasury
- Department of Veterans Affairs
- Central Intelligence Agency
- Environmental Protection Agency
- General Services Administration
- National Aeronautics and Space Administration
- Nuclear Regulatory Commission
- Office of Personnel Management
- Small Business Administration
- U.S. Postal Service
- White House Office of Science and Technology Policy
- American Red Cross

Subject-Matter Expert Augmentation

In addition to the Executive Staff and Core Group, the IIMG integrates immediately available and on-call operational subject-matter expertise and reach-back capability to meet the demands of the particular incident. For some responses, pre-established subject-matter expert groups are part of ESF, Support, or Incident Annex planning efforts, and provide appropriate technical advice. For example, for incidents involving hazardous materials, the National Response Team (NRT) can provide assistance to the IIMG. (See the Science and Technology Support Annex for additional information.)

IIMG Procedures

Procedures governing the designation, activation, recall, assembly, and operational interaction of IIMG members will be developed in concert with other Federal departments and agencies and published by the Secretary of Homeland Security in a separate document.

Homeland Security Operations Center

The HSOC is the primary national hub for domestic incident management operational coordination and situational awareness. The HSOC is a standing 24/7 interagency organization fusing law enforcement, national intelligence, emergency response, and private-sector reporting. The HSOC facilitates homeland security information-sharing and operational coordination with other Federal, State, local, tribal, and nongovernmental EOCs.

HSOC roles and responsibilities include:

- Establishing and maintaining real-time communications links to other Federal EOCs at the national level, as well as appropriate State, tribal, local, regional, and nongovernmental EOCs and relevant elements of the private sector;
- Maintaining communications with private-sector critical infrastructure and key resources information-sharing entities;
- Maintaining communications with Federal incident management officials;
- Coordinating resources pertaining to domestic incident management, and the protection against and prevention of terrorists attacks;
- Coordinating with the Terrorist Screening Center (TSC), FBI SIOC, National Counterterrorism Center (NCTC), and other Federal Government entities for terrorism-related threat analysis and incident response, consistent with applicable Executive orders;
- Providing general domestic situational awareness, common operational picture, and support to and acting upon requests for information from the IIMG and DHS leadership; and
- Acting as the primary conduit for the White House Situation Room and IIMG for domestic situational awareness.

The HSOC consists of a 24/7 multiagency watch and operational coordination center and integrated elements of DHS Information Analysis and Infrastructure Protection/Office of the Assistant Secretary for Information Analysis (DHS/IAIP/OIA) and DHS Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA). These elements work in close coordination to address information/intelligence analysis and response coordination.

HSOC (DHS Headquarters facility elements)

The HSOC integrates representatives from DHS and other Federal departments and agencies to support steady-state threat-monitoring requirements and situational awareness, as well as operational incident management coordination. The organizational structure of the HSOC is designed to integrate a full spectrum of interagency subject-matter expertise and reach-back capability to meet the demands of a wide range of potential incident scenarios.

HSOC Representatives

The HSOC includes representatives from:

- Department of Agriculture*
- Department of Commerce
  - National Oceanic and Atmospheric Administration
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
  - Border and Transportation Security
  - Customs and Border Protection
  - Emergency Preparedness and Response/Federal Emergency Management Agency
  - Federal Protective Service
  - Immigration and Customs Enforcement
  - Information Analysis and Infrastructure Protection
  - Office of the National Capital Region Coordination
  - Office of State and Local Government Coordination and Preparedness
  - Public Affairs
  - Science and Technology
  - Transportation Security Administration
  - U.S. Coast Guard
  - U.S. Secret Service
- Department of the Interior
- Department of Justice
  - Bureau of Alcohol, Tobacco, Firearms and Explosives
  - Drug Enforcement Agency
  - Federal Bureau of Investigation
  - U.S. Marshals Service
- Department of Labor*
- Department of State
- Department of Transportation*
  - Federal Aviation Administration*
- Department of Veterans Affairs
- Central Intelligence Agency
- Environmental Protection Agency
- Nuclear Regulatory Commission*
- Office of Personnel Management
- U.S. Postal Service
- American Red Cross*
- State and local law enforcement

* Staffing from these entities is situation dependent.

This list represents a generic template for steady-state staffing for DHS Headquarters elements of the HSOC. At the time of an incident, participation may be expanded based on the specifics of the situation.

DHS component operations centers establish and maintain direct connectivity, or capability for connectivity, with the HSOC on a 24/7 basis and keep it apprised of all operational activities conducted in support of incident management requirements.

Nothing in this plan impacts or impedes the ability of other Federal departments and agencies to establish their own emergency operations centers and maintain a direct flow of information to these operations centers from government or private-sector representatives at the local incident site.

Intelligence/Information Analysis

In partnership with other elements of the HSOC, DHS/IAIP/OIA is responsible for interagency intelligence collection requirements, analysis, production, and product dissemination for DHS. DHS/IAIP/OIA:

- Coordinates or disseminates homeland security threat warnings, advisory bulletins, and other information pertinent to national incident management to Federal, State, regional, local, and nongovernmental EOCs and incident management officials and relevant elements of the private sector;
- Coordinates with the TSC, FBI SIOC, NCTC, and other Federal Government entities for terrorism-related and homeland security-related threat analysis and warning, consistent with applicable Executive orders;
- Provides direct analytical support and coordinated Request for Information (RFI) processing with the HSOC in support of the IIMG;
- Provides the threat/intelligence aspects of situational awareness and forecasting of follow-on threat activities/incidents; and
- Maintains real-time communications links to other national intelligence organizations.

The FBI develops and disseminates FBI intelligence bulletins and threat warnings to law enforcement in coordination with DHS.

Response and Resource Coordination

The NRCC is a multiagency center that provides overall Federal response coordination for Incidents of National Significance and emergency management program implementation. DHS/EPR/FEMA maintains the NRCC as a functional component of the HSOC in support of incident management operations.

The NRCC monitors potential or developing Incidents of National Significance and supports the efforts of regional and field components. NRCC functions in support of multiagency planning and coordination of incident management operations include:

- Monitoring the preparedness of national-level emergency response teams and resources;
- In coordination with RRCCs, initiating mission assignments or reimbursable agreements to activate other Federal departments and agencies;
- Activating and deploying national-level entities such as the National Disaster Medical System (NDMS), Urban Search and Rescue Task Forces, Mobile Emergency Response Support (MERS), and Emergency Response Team (ERT);
- Coordinating and sustaining the Federal response to potential and actual Incidents of National Significance, including coordinating the use of Federal remote sensing/disaster assessment support;
- Providing management of field facilities, supplies, and equipment;
- Coordinating operational response and resource allocation planning with the appropriate Federal departments and agencies, RRCCs, and the JFO;
- Tracking and managing Federal resource allocations (see the Financial Management Support Annex regarding financial tracking and management during Federal-to-Federal support situations);
- Collecting, evaluating, and disseminating information regarding the incident response and status of resources; and
- Drafting and distributing operational warnings and orders in coordination with other elements of the HSOC.

In addition, the NRCC resolves Federal resource support conflicts and other implementation issues forwarded by the JFO. Those issues that cannot be resolved by the NRCC are referred to the IIMG.

During an incident, the NRCC operates on a 24/7 basis or as required in coordination with other elements of the HSOC. To support incident operations, more than 40 departments and agencies from activated ESF primary and support agencies provide representatives to augment the NRCC. Additional interagency representatives may be requested based on the situation at hand. DHS/EPR/FEMA provides management and support staff for functions not filled by ESF personnel. The DHS/EPR/FEMA Operations Center (FOC) supports the NRCC with a 24-hour watch and provides notification to departments and agencies on the activation (or potential activation) of ESFs.

Critical Infrastructure Protection

The HSOC maintains communications and coordinates with critical infrastructure and key resources information-sharing entities through the National Infrastructure Coordinating Center (NICC). The NICC monitors the Nation's critical infrastructure and key resources on an ongoing basis, and conducts daily polling of the standing information-sharing entities for incidents and abnormalities. During an incident, the NICC provides a coordinating vehicle to share information across infrastructure and key resources sectors through appropriate information-sharing entities.

Strategic Information and Operations Center

The FBI SIOC is the focal point and operational control center for all Federal intelligence, law enforcement, and investigative law enforcement activities related to domestic terrorist incidents or credible threats, including leading attribution investigations. The SIOC serves as an information clearinghouse to help collect, process, vet, and disseminate information relevant to law enforcement and criminal investigation efforts in a timely manner. The SIOC maintains direct connectivity with the HSOC and IIMG. The SIOC, located at FBI Headquarters, supports the FBI's mission in leading efforts of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the Unites States.

The **FBI SIOC** is the focal point and operational control center for all Federal intelligence, law enforcement, and investigative law enforcement activities related to domestic terrorist incidents or credible threats, including leading attribution investigations.

The SIOC houses the National Joint Terrorism Task Force (NJTTF). The mission of the NJTTF is to enhance communications, coordination, and cooperation among Federal, State, local, and tribal agencies representing the intelligence, law enforcement, defense, diplomatic, public safety, and homeland security communities by

providing a point of fusion for terrorism intelligence and by supporting Joint Terrorism Task Forces (JTTFs) throughout the United States.

In situations other than terrorism, the Attorney General may coordinate Federal law enforcement activities through another DOJ operations center, as appropriate, in coordination with the HSOC.

National Counterterrorism Center

The NCTC serves as the primary Federal organization for analyzing and integrating all intelligence possessed or acquired by the U.S. Government pertaining to terrorism and counterterrorism, excepting purely domestic counterterrorism information. The NCTC may, consistent with applicable law, receive, retain, and disseminate information from any Federal, State, or local government or other source necessary to fulfill its responsibilities.

The NCTC also conducts strategic operational planning for counterterrorism activities, integrating all instruments of national power, including diplomatic, financial, military, intelligence, homeland security, and law enforcement activities within and among agencies. It assigns operational responsibilities to agencies for counterterrorism activities that are consistent with applicable law and support strategic plans to counter terrorism. The NCTC ensures that agencies have access to and receive intelligence needed to accomplish their assigned activities. It does not direct the execution of operations.

In addition, the NCTC serves as the central and shared knowledge bank on known and suspected terrorists and international terror groups, as well as their goals, strategies, capabilities, and networks of contacts and support. The NCTC ensures that agencies, as appropriate, have access to and receive all-source intelligence support needed to execute their counterterrorism plans or perform independent, alternative analysis.

Emergency Support Functions

The ESF structure provides a modular structure to energize the precise components that can best address the requirements of the incident. For example, a large-scale natural disaster or massive terrorist event may require the activation of all ESFs. A localized flood or tornado might only require activation of a select number of ESFs. Based on the requirements of the incident, ESFs provide the interagency staff to support operations of the NRCC, the RRCC, and the JFO. Depending on the incident, deployed assets of the ESFs may also participate in the staffing of the ICP.

Under the NRP, each ESF is structured to provide optimal support of evolving incident management requirements. ESFs may be activated for Stafford Act and non-Stafford Act implementation of the NRP (although some Incidents of National Significance may not require ESF activations). ESF funding for non-Stafford Act situations will be accomplished using NRP Federal-to-Federal support mechanisms and will vary based on the incident. ESF activities and involvement vary throughout an incident from high-visibility, high-intensity activities during the early response, to program implementation and management during recovery, to a stage of declining requirements and deactivation as ESFs or ESF components complete their missions.

Regional Coordination

Some Incidents of National Significance may be managed primarily using regional resources, with headquarters-level monitoring. In large-magnitude, high-visibility, and/or sensitive situations, the JFO coordinates directly with the headquarters-level HSOC and IIMG. In these situations, regional organizational elements remain in support roles.

The RRCC is a standing facility operated by DHS/EPR/FEMA that is activated to coordinate regional response efforts, establish Federal priorities, and implement local Federal program support until a JFO is established in the field and/or the PFO, FCO, or FRC can assume their NRP coordination responsibilities. The RRCC establishes communications with the affected State emergency management agency and the NRCC, coordinates deployment of the Emergency Response Team–Advance Element (ERT-A) to field locations, assesses damage information, develops situation reports, and issues initial mission assignments.

The DHS/EPR/FEMA Regional Director activates the RRCC based on the level of response required. The RRCC is led by an RRCC Director and includes

DHS/EPR/FEMA staff and regional ESF representatives. The RRCC may also include a DOD Regional Emergency Preparedness Liaison Officer (REPLO) who assists in coordination of requests for defense support. Financial management activity at the RRCC is monitored and reported by the Comptroller. (The RRCC replaces the Regional Operations Center (ROC) in the FRP.)

Joint Field Office

The JFO is a multiagency coordination center established locally. It provides a central location for coordination of Federal, State; local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support. The JFO enables the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions.

The JFO utilizes the scalable organizational structure of the NIMS ICS in the context of both pre-incident and post-incident management activities. The JFO organization adapts to the magnitude and complexity of the situation at hand, and incorporates the NIMS principles regarding span of control and organizational structure: management, operations, planning, logistics, and finance/administration. Although the JFO uses an ICS structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

As described in the NIMS, the JFO may also incorporate a sixth element focused on intelligence and information. This element may be included as a position in the Coordination Staff, a unit within the Planning Section, a branch within the Operations Section, or as a separate General Staff Section. The placement of the intelligence function is determined by the JFO Coordination Group based on the role intelligence plays in the incident and/or the volume of classified or highly sensitive information. Personnel from Federal departments and agencies, other jurisdictional entities, and private-sector and nongovernmental organizations provide staffing for the JFO, generally through their respective ESFs.

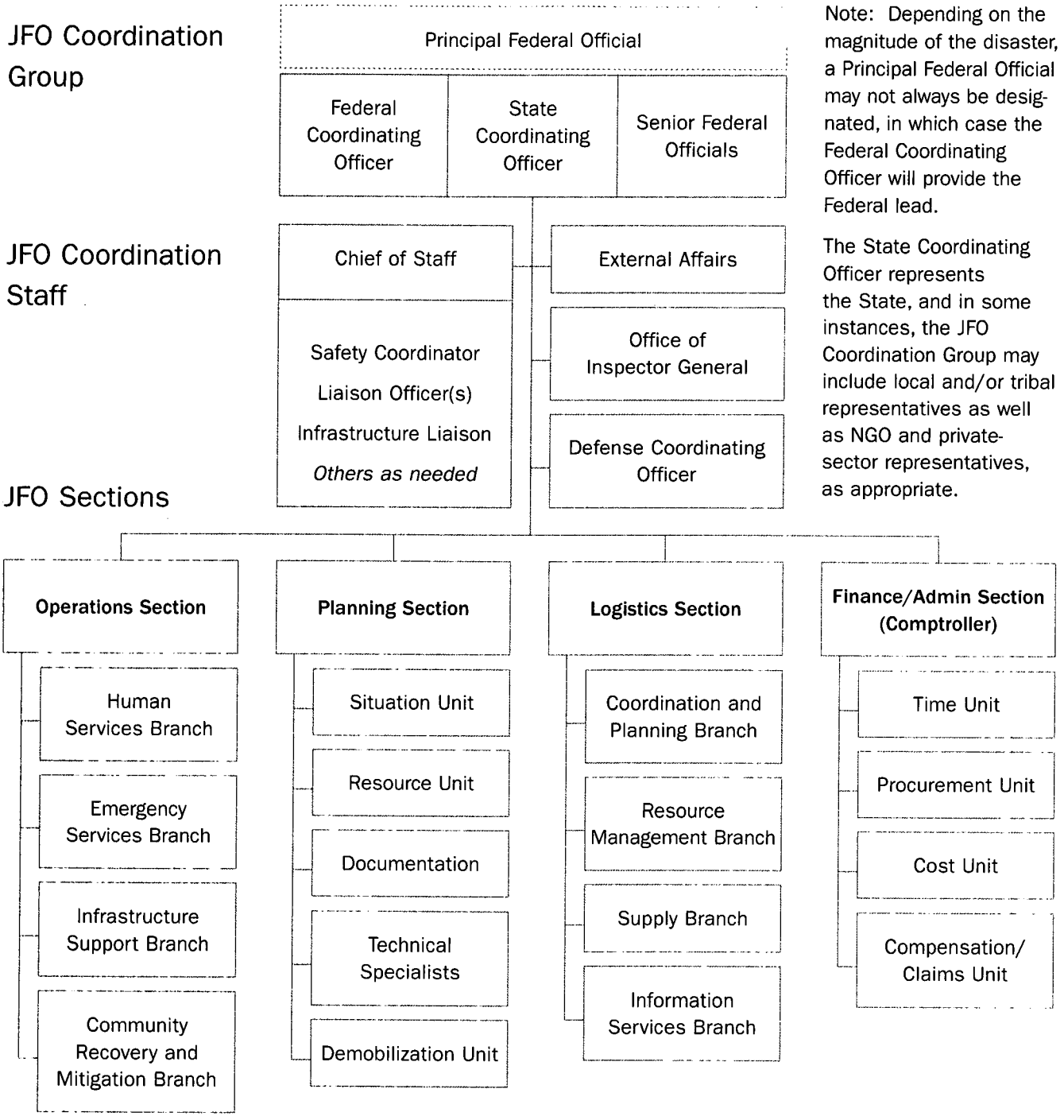
The JFO fully replaces the DHS/EPR/FEMA Disaster Field Office (DFO), and accommodates all entities (or their designated representatives) essential to incident management, information-sharing, and the delivery of disaster assistance and other support.

When activated to support an NSSE or other security coordination function, the DHS/U.S. Secret Service (USSS) Multiagency Command Center (MACC) and the FBI JOC are collocated at the JFO when possible. Other Federal operations centers collocate at the JFO whenever possible. In the event that collocation is not practical, Federal agencies are connected virtually to the JFO and assign liaisons to the JFO to facilitate the coordination of Federal incident management and assistance efforts. State, local, tribal, private-sector, and nongovernmental organizations are encouraged to assign liaisons to the JFO to facilitate interaction, communication, and coordination. Law enforcement activities are managed through the JOC, which becomes an operational branch of the JFO during terrorist-related Incidents of National Significance when required.

Threat situations or incidents that impact multiple States or localities may require separate JFOs. In these situations, one of the JFOs may be identified (typically in the most heavily impacted area) to provide strategic leadership and coordination for the overall incident management effort.

Figures 6 through 9 illustrate possible JFO organizational structures for various types of threat scenarios and incidents. Figure 6 illustrates the organization for natural disasters, Figure 7 shows modifications for terrorism, Figure 8 shows modifications for incidents involving Federal-to-Federal support, and Figure 9 depicts the JFO organization for an NSSE. All or portions of these organizational structures may be stood up based on the nature and magnitude of the threat or incident.

FIGURE 6. Sample JFO organization during natural disasters



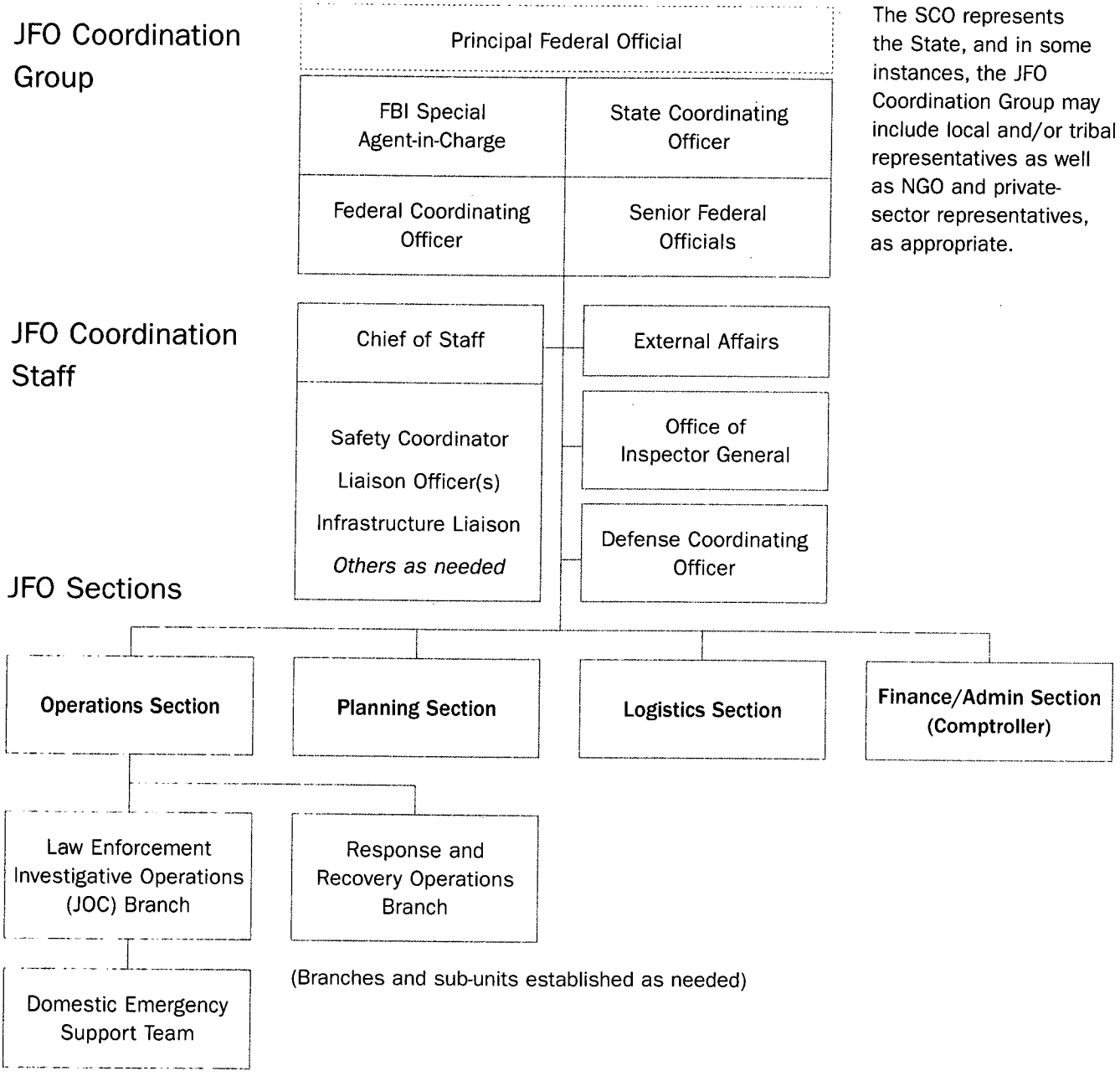
Note: Depending on the magnitude of the disaster, a Principal Federal Official may not always be designated, in which case the Federal Coordinating Officer will provide the Federal lead.

The State Coordinating Officer represents the State, and in some instances, the JFO Coordination Group may include local and/or tribal representatives as well as NGO and private-sector representatives, as appropriate.

JFO Organization for Terrorist Incidents

For terrorist threats or incidents, the establishment of the FBI JOC may precede the establishment of the other components of the JFO in time and may constitute the initial Federal coordinating presence locally. With the establishment of a JFO, the JOC is incorporated as a branch within the Operations Section (as shown in Figure 7) with appropriate consideration given to the protection of sensitive law enforcement and investigative information within this structure. Utilizing the flexibility of NIMS, this JFO structure aids in the protection of sensitive information while fully integrating law enforcement operations with other incident management activities, as appropriate.

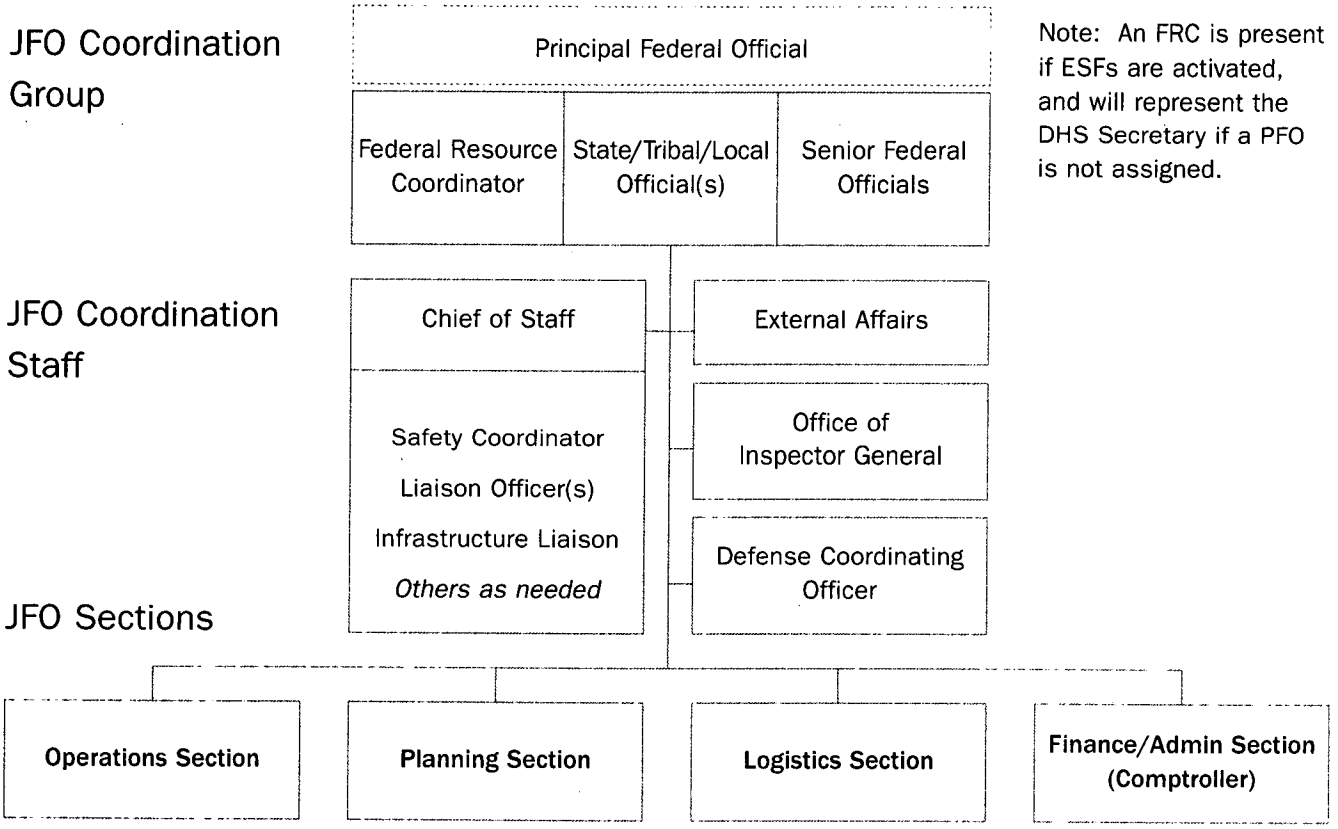
FIGURE 7. Sample JFO organization for terrorist incidents



JFO Organization for Federal-to-Federal Support

Other situations for which a JFO may be established include incidents managed by one or more Federal agencies that request DHS assistance or events that escalate to Incidents of National Significance, such as an oil spill escalating to a Spill of National Significance. Again, the JFO organization is tailored to the incident (based on NIMS), and includes SFOs from agencies with relevant authority/jurisdiction as members of the JFO Coordination Group.

FIGURE 8. Sample JFO organization for Federal-to-Federal support

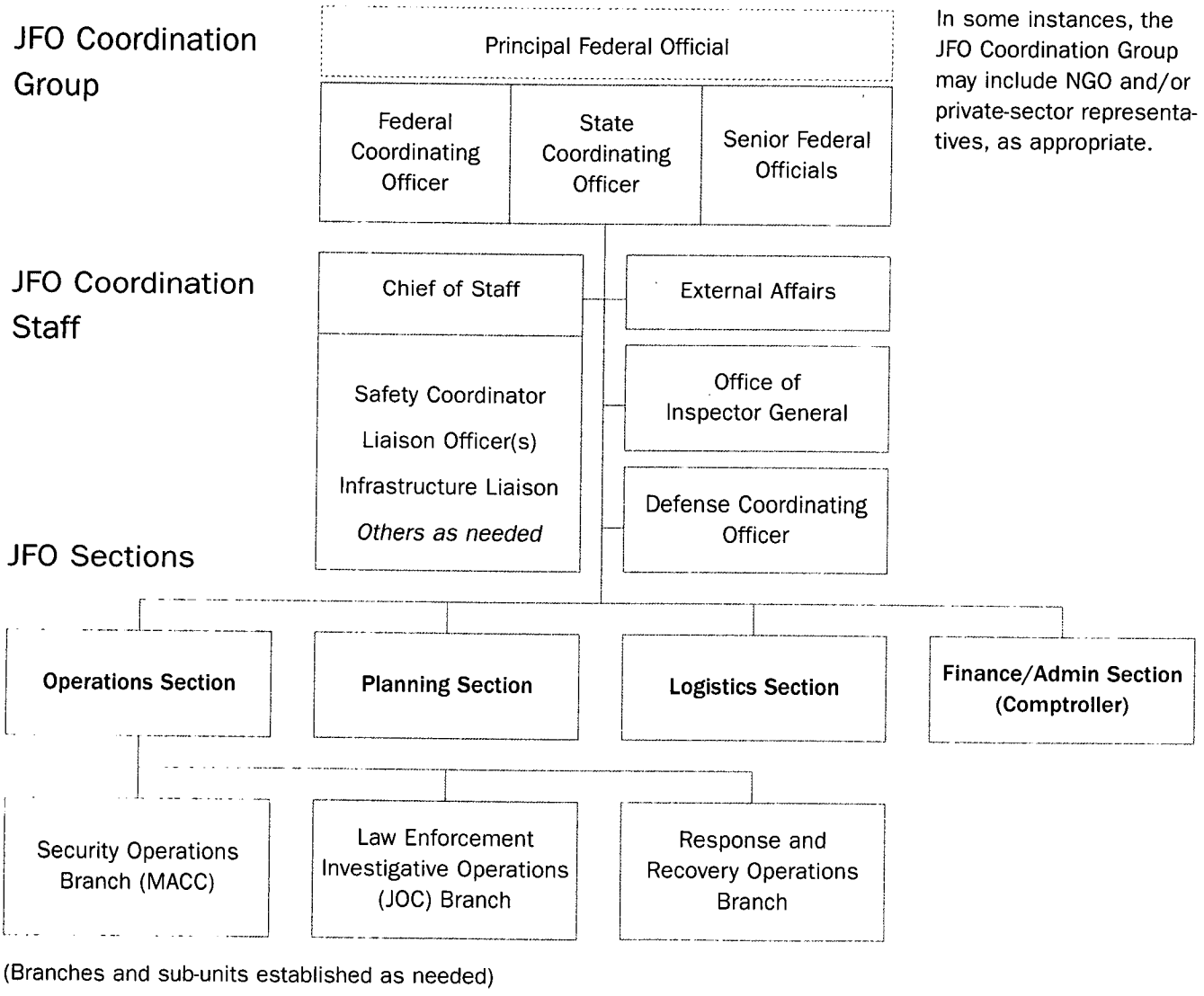


JFO Organization for National Special Security Events

PDD-62 formalized and delineated the roles and responsibilities of Federal agencies in the development of security plans for NSSEs. HSPD-7 established the new process for designating events of national and international significance as NSSEs. Designated by the Secretary of Homeland Security, these events include summits of world leaders, meetings of international organizations, national political party conventions, and major national or international sporting events, which by virtue of their political, economic, social, or religious significance may be targets of terrorism or other criminal activity.

For NSSEs, DHS/USSS has primary responsibility for security design, planning, and implementation; FBI has primary responsibility for law enforcement, intelligence, hostage rescue, counterterrorism, and criminal investigation; and DHS/EPR/FEMA has primary responsibility for emergency response and recovery planning and coordination. These agencies work together using the principles of Unified Command, with a pre-designated PFO facilitating interagency incident management coordination during NSSE planning and execution. For these situations, the JFO combines the functions of the DHS/USSS MACC, the FBI JOC, and the Response and Recovery Operations Branch, as illustrated in Figure 9.

FIGURE 9. Sample JFO organization for National Special Security Events



JFO Organization Components

The JFO organization components are described in the following sections.

JFO Coordination Group

Utilizing the NIMS principle of Unified Command, JFO activities are directed by a JFO Coordination Group, which may include the PFO, SFLEO, FCO/FRC, or other SFOs with primary jurisdictional responsibility or functional authority for the incident.

JFO Coordination Group

Principal Federal Official		
Federal Coordinating Officer	State Coordinating Officer	Senior Federal Officials

The JFO Coordination Group also includes a limited number of principal State, local, and tribal officials (such as the SCO), as well as NGO and private-sector representatives. The JFO Coordination Group functions as a multiagency coordination entity and works jointly to establish priorities (single or multiple incidents) and associated resource allocation, resolve agency policy issues, and provide strategic guidance to support Federal incident management activities. Generally, the PFO, in consultation with the FCO and SFLEO, determines the composition of the JFO Coordination Group. The exact composition of the JFO is dependent on the nature and magnitude of the incident, and generally includes the personnel described in the following subsections.

The JFO Coordination Group provides strategic guidance and resolution of any conflicts in priorities for allocation of critical Federal resources. If policy issue resolution cannot be achieved between JFO Coordination Group members, issues can be raised to the IIMG or through the appropriate agency chain of command for consideration by higher authorities. Unresolved resource issues are forwarded to the NRCC, then to the IIMG if further deliberation is required.

Principal Federal Official

The PFO is personally designated by the Secretary of Homeland Security to facilitate Federal support to the established ICS Unified Command structure and to coordinate overall Federal incident management and assistance activities across the spectrum of prevention, preparedness, response, and recovery. The PFO ensures that incident management efforts are maximized through effective and efficient coordination. The PFO provides a primary point of contact and situational awareness locally for the Secretary of Homeland Security. The Secretary is not restricted to DHS officials when selecting a PFO.

The PFO does not direct or replace the incident command structure established at the incident, nor does the PFO have directive authority over the SFLEO, FCO, or other Federal and State officials. Other Federal incident management officials retain their authorities as defined in existing statutes and directives. The PFO coordinates the activities of the SFLEO, FCO, and other Federal officials involved in incident management activities acting under their own authorities. The PFO also provides a channel for media and public communications and an interface with appropriate jurisdictional officials pertaining to the incident. Once formally designated, PFOs relinquish the conduct of all normal duties and functions. PFOs may not be "dual-hatted" with any other roles or responsibilities that could detract from their overall incident management responsibilities.

PFO Responsibilities

The specific roles and responsibilities of the PFO include the following:

- Representing the Secretary of Homeland Security as the lead Federal official;
- Ensuring overall coordination of Federal domestic incident management and resource allocation activities;
- Ensuring the seamless integration of Federal activities in support of and in coordination with State, local, and tribal requirements;
- Providing strategic guidance to Federal entities;
- Facilitating interagency conflict resolution as necessary;

- Serving as a primary, although not exclusive, point of contact for Federal interface with State, local, and tribal senior elected/appointed officials, the media, and the private sector;
- Providing real-time incident information to the Secretary of Homeland Security through the HSOC and the IIMG, as required;
- Coordinating response resource needs between multiple incidents as necessary, or as directed by the Secretary of Homeland Security;
- Coordinating the overall Federal strategy locally to ensure consistency of Federal interagency communications to the public;
- Ensuring that adequate connectivity is maintained between the JFO and the HSOC; local, county, State, and regional EOCs; nongovernmental EOCs; and relevant elements of the private sector; and
- Participating in ongoing steady-state preparedness efforts (as appropriate for PFOs designated in a "pre-incident" mode, when a threat can be ascribed to a particular geographic area).

For an actual incident, the Secretary may designate a local Federal official as an "initial PFO" until the primary PFO is in place. The initial PFO is accountable for the same responsibilities as the PFO. In certain scenarios, a PFO may be pre-designated by the Secretary of Homeland Security to facilitate Federal domestic incident planning and coordination at the local level outside the context of a specific threat or incident. A PFO also may be designated in a pre-incident mode for a specific geographic area based on threat and other considerations. The PFO may hand off duties to the FCO or other designated Federal official as appropriate after an event transitions to long-term recovery and/or cleanup operations.

The Secretary of Homeland Security announces designation of the PFO via a message from the HSOC to other Federal, State, and local emergency operations centers, as well as through a letter to the Governor/mayor of the affected jurisdiction(s).

The PFO and a small staff component may deploy with the Domestic Emergency Support Team (DEST) to facilitate their timely arrival and enhance initial situational awareness. The PFO and supporting staff conform to the deployment timelines and other guidelines established in DEST procedures including, but not limited to, those outlined in the MOU between DHS and the FBI regarding the DEST program. Nothing in the NRP alters the existing DEST concept of operation or affects the mission of the DEST to support the FBI SAC at the scene of a weapons of mass destruction (WMD) threat or incident.

DHS conducts a formal training program for PFO-designates. Unless extenuating circumstances dictate otherwise, all PFO-designates should satisfactorily complete this training program prior to performing PFO-related responsibilities.

Federal Coordinating Officer

The FCO manages and coordinates Federal resource support activities related to Stafford Act disasters and emergencies. The FCO assists the Unified Command and/or the Area Command. The FCO works closely with the PFO, SFLEO, and other SFOs. In Stafford Act situations where a PFO has not been assigned, the FCO provides overall coordination for the Federal components of the JFO and works in partnership with the SCO to determine and satisfy State and local assistance requirements.

FCO Responsibilities

Roles and responsibilities of the FCO include the following:

- Conducting an initial appraisal of the types of assistance most urgently needed;
- Coordinating the timely delivery of Federal assistance to affected State, local, and tribal governments and disaster victims;
- Supporting the PFO, when one is designated;
- When delegated from the DHS/EPR/FEMA Regional Director, serving as Disaster Recovery Manager (DRM) to administer the financial aspects of assistance authorized under the Stafford Act;
- Working in partnership with the SCO (appointed by the Governor to oversee operations for the State) and the Governor's Authorized Representative (GAR) (empowered by the Governor to execute all necessary documents for Federal assistance on behalf of the State); and
- Taking other such action consistent with the authority delegated to him/her as deemed necessary to assist local citizens and public officials in promptly obtaining assistance to which they are entitled.

Federal Resource Coordinator

In non-Stafford Act situations when a Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security to obtain support from other Federal departments and agencies, DHS designates an FRC. In these situations, the FRC coordinates support through interagency agreements and MOUs. Relying on the same skill set, DHS may select the FRC from the FCO cadre or other personnel with equivalent knowledge, skills, and abilities.

The FRC is responsible for coordinating the timely delivery of resources to the requesting agency.

Senior Federal Law Enforcement Official

The SFLEO is the senior law enforcement official from the agency with primary jurisdictional responsibility as directed by statute, Presidential directive, existing Federal policies, and/or the Attorney General. The SFLEO directs intelligence/investigative law enforcement operations related to the incident and supports the law enforcement component of the Unified Command on-scene. In the event of a terrorist incident, this official will normally be the FBI SAC.

State/Local/Tribal Official(s)

The JFO Coordination Group also includes State representatives such as the SCO, who serves as the State counterpart to the FCO and manages the State's incident management programs and activities, and the GAR, who represents the Governor of the impacted State. The JFO Coordination Group may also include tribal and/or local area representatives with primary statutory authority for incident management.

Senior Federal Officials

The JFO Coordination Group may also include officials representing other Federal departments or agencies with primary statutory responsibility for certain aspects of incident management. SFOs utilize existing authorities, expertise, and capabilities to assist in management of the incident working in coordination with the PFO, FCO, SFLEO, and other members of the JFO Coordination Group. When appropriate, the JFO Coordination Group may also include U.S. attorneys or other senior officials or their designees from DOJ to provide expert legal counsel.

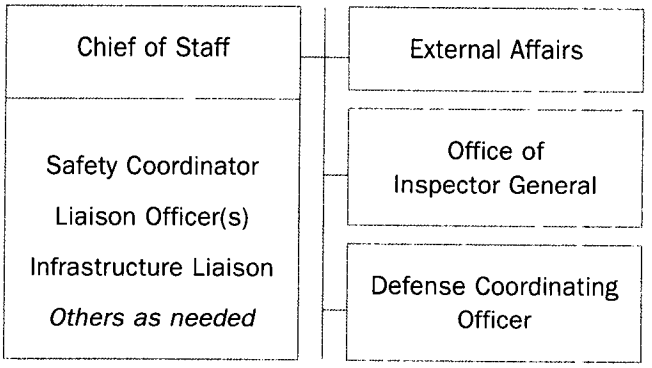
Responsible/Regulated Party

If the source of the incident is a privately owned facility or vessel, the JFO Coordination Group may also include a representative of the owners/operators of the facility or vessel.

JFO Coordination Staff

In accordance with NIMS and ICS principles, the JFO structure normally includes a Coordination Staff. The JFO Coordination Group determines the extent of staffing based on the type and magnitude of the incident.

JFO Coordination Staff



The following paragraphs provide information on typical staff positions.

Chief of Staff and Support Staff

The JFO Coordination Staff may include a Chief of Staff and representatives providing specialized assistance, which may include support in the following areas: safety, legal counsel, equal rights, security, infrastructure liaison, and other liaisons.

- The **Safety Coordinator** has the following roles: 1) ensure that the Chief of Staff and the PFO receive coordinated, consistent, accurate, and timely safety and health information and technical assistance;

2) support the Safety Officer(s) at the ICP(s) by coordinating worker safety and health resources and providing technical assistance as necessary; and 3) ensure the safety of the personnel in the JFO. The Safety Coordinator may receive technical assistance from responding safety and health personnel by implementing the Worker Safety and Health Support Annex.

- **Legal Affairs** serves as the primary legal advisor to the JFO Coordination Group and may also work with each section chief to support programmatic, logistical, and personnel matters as required.

- The **Equal Rights Officer** serves to promote a discrimination-free workplace and equal access to recovery programs and benefits.

- The **Security Officer** is responsible for safeguarding JFO personnel and JFO facility security. When not assigned elsewhere, the Security Officer also is responsible for information security and operational security, ensuring that sensitive information of all types (e.g., classified information, sensitive law enforcement information, proprietary and personal information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it gets to those who need access to it so that they can effectively and safely conduct their missions.

- **Liaisons** serve as the point of contact for assisting and coordinating activities with various agencies and groups, and are assigned as needed.

- The **Infrastructure Liaison**, designated by DHS/IAIP, serves as the principal advisor to the JFO Coordination Group regarding all national- and regional-level CI/KR incident-related issues. The Infrastructure Liaison:
  - Acts as liaison between the national- and regional-level CI/KR, the private sector, and JFO activities;
  - Coordinates CI/KR and ESF issues between the JFO Coordination Group and IAIP representatives located at the IIMG and NRCC;
  - Provides situational awareness concerning the affected CI/KR and provides periodic updates to the JFO Coordination Group; and
  - Communicates information to the IAIP representative at the IIMG, NRCC, and NICC.

External Affairs Officer

The External Affairs Officer provides support to the JFO leadership in all functions involving communications with external audiences. External Affairs includes Public Affairs, Community Relations, Congressional Affairs, State and Local Coordination, Tribal Affairs, and International Affairs, when appropriate. Resources for the various External Affairs Functions are coordinated through ESF #15. (See the ESF #15 Annex for more information.)

The External Affairs Officer also is responsible for overseeing operations of the Federal Joint Information Center (JIC) established to support the JFO. The following is a description of the JIC:

- The JIC is a physical location where public affairs professionals from organizations involved in incident management activities work together to provide critical emergency information, crisis communications, and public affairs support. The JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation. The JIC may be established at an on-scene location in coordination with State and local agencies depending on the requirements of the incident. In most cases, the JIC is established at, or is virtually connected to, the JFO and is coordinated by Federal and State lead Public Information Officers. In most Incidents of National Significance, the Federal lead will be a DHS Public Information Officer, who works with other Federal, State, local, tribal, NGO, and private-sector public affairs personnel. The JFO JIC works in close coordination with other JICs to integrate into a Joint Information System (JIS) providing consistent, coordinated, and timely information during an incident. (See the NIMS for more details on the JIS.)

> The **JIC** serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation.

- The JIC develops, coordinates, and disseminates unified news releases. News releases are cleared through the JFO Coordination Group to ensure

consistent messages, avoid release of conflicting information, and prevent negative impact on operations. This formal approval process for news releases ensures protection of law enforcement-sensitive information. Agencies may issue their own news releases related to their policies, procedures, programs, and capabilities; however, these should be coordinated with the JIC.

- The PFO is supported by a dedicated DHS Public Affairs Director who functions as the Press Secretary, coordinates media activities, provides strategic communications guidance to the JIC, and serves as a designated spokesperson when directed by the PFO and/or DHS Public Affairs.

- The following elements should be represented at the JIC: (1) DHS/EPR/FEMA Public Information Officer and staff; (2) FBI Public Information Officer and staff (when activated in support of a terrorist incident); (3) other Federal agency Public Information Officers, as required; and (4) State, local, tribal, and NGO Public Information Officers. (See the ESF #15 Annex and the Public Affairs Support Annex for additional information on the JIC, public outreach, and information dissemination.)

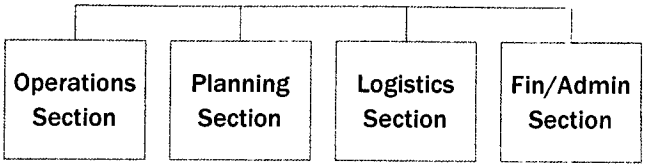
Defense Coordinating Officer

If appointed by DOD, the DCO serves as DOD's single point of contact at the JFO. With few exceptions, requests for DSCA originating at the JFO are coordinated with and processed through the DCO. The DCO may have a Defense Coordinating Element (DCE) consisting of a staff and military liaison officers in order to facilitate coordination and support to activated ESFs. Specific responsibilities of the DCO (subject to modification based on the situation) include processing requirements for military support, forwarding mission assignments to the appropriate military organizations through DOD-designated channels, and assigning military liaisons, as appropriate, to activated ESFs.

JFO Sections

The JFO is organized into four sections: Operations Section, Planning Section, Logistics Section, and Finance/Administration Section (Comptroller).

JFO Sections

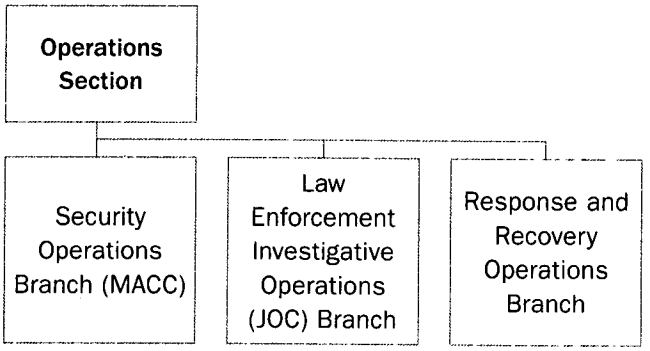


Operations Section

The Operations Section coordinates operational support to on-scene incident management efforts. Branches may be added or deleted as required, depending on the nature of the incident. The Operations Section also is responsible for coordination with other Federal command posts that may be established to support incident management activities.

For terrorist incidents, the Operations Section includes a Law Enforcement Investigative Branch and a Response and Recovery Branch. For NSSEs, a third branch, the Security Operations Branch, may be added to coordinate protection and security efforts.

Operations Section Branches



In these situations, the Operations Section Chief is designated by mutual agreement of the JFO Coordination Group based on the agency with greatest jurisdictional involvement and statutory authority for the current incident priorities. The agency providing the Operations Section Chief may change over time as incident priorities change. Each of the Operations Section branches is described below.

- **Law Enforcement Investigative Operations Branch/Joint Operations Center:** The JOC Branch is established by the SFLEO (e.g., the FBI SAC during terrorist incidents) to coordinate and direct law enforcement and criminal investigation activities related to the incident.

The JOC Branch ensures management and coordination of Federal, State, local, and tribal investigative/law enforcement activities. The emphasis of the JOC is on prevention as well as intelligence collection, investigation, and prosecution of a criminal act. This emphasis includes managing unique tactical issues inherent to a crisis situation (e.g., a hostage situation or terrorist threat).

When this branch is included as part of the JFO, it is responsible for coordinating the intelligence and information function (as described in NIMS), which includes information and operational security, and the collection, analysis, and distribution of all incident-related intelligence. Accordingly, the Intelligence Unit within the JOC Branch serves as the interagency fusion center for all intelligence related to an incident. All intelligence collected on-scene and through the investigation is gathered at the Intelligence Unit. Additionally, intelligence collected throughout the Intelligence Community that may directly relate to the incident is sent to the Intelligence Unit after being assessed and verified at the SIOC. The Intelligence Unit gathers this intelligence, declassifies it as necessary, and distributes to members of the JFO as appropriate. (See the Terrorism Incident Law Enforcement and Investigation Annex for more information on JOC functions.)

- **Response and Recovery Operations Branch:** The Response and Recovery Operations Branch coordinates the request and delivery of Federal assistance and support from various special teams. This branch is comprised of four groups: Emergency Services, Human Services, Infrastructure Support, and Community Recovery and Mitigation.
- **Security Operations Branch:** The Security Operations Branch coordinates protection and site security efforts, and incorporates the functions of the DHS/USSS MACC during NSSEs.

Planning Section

The Planning Section's function includes the collection, evaluation, dissemination, and use of information regarding the threat or incident and the status of Federal resources. The Planning Section is responsible for preparing and documenting Federal support actions, and developing strategic, contingency, long-term, and other plans related to the threat or incident, as needed.

The Planning Section provides current information to the JFO Coordination Group to ensure situational awareness, determine cascading effects, identify national implications, and determine specific areas of interest requiring long-term attention. The Planning Section also provides technical and scientific expertise. The Planning Section is comprised of the following units: Situation, Resource, Documentation, Technical Specialists, and Demobilization. The Planning Section may also include an Information and Intelligence Unit (if not assigned elsewhere) and an HSOC representative who aids in the development of reports for the HSOC and IIMG.

Logistics Section

This section coordinates logistics support that includes control and accountability for Federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services to the JFO and other field locations; facility location, setup, space management, building services, and general facility operations; transportation coordination and fleet management services; information and technology systems services; administrative services such as mail management and reproduction; and customer assistance. The Logistics Section may include Coordination and Planning, Resource Management, Supply, and Information Services Branches.

Finance/Administration Section (Comptroller)

The Finance/Administration Section is responsible for the financial management, monitoring, and tracking of all Federal costs relating to the incident and the functioning of the JFO while adhering to all Federal laws, acts, and regulations. The position of the Financial/Administration Chief will be exclusively held by a Comptroller who serves as the Senior Financial Advisor to the team leader (e.g., FCO) and represents the coordinating agency's Chief Financial Officer (CFO) as prescribed by the CFO Act of 1990.

The Financial Management Support Annex provides guidance to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established law, regulations, and standards.

Other Incident Facilities

State, County, and Local Operations Centers

State, county, and local EOCs represent the physical location at which the coordination of information and resources to support incident management activities normally takes place. EOCs are typically organized by major functional discipline (fire, law enforcement, medical services, and so on); by jurisdiction (city, county, region, and so on); or, more likely, by some combination thereof.

State, county, and local EOCs facilitate the execution of local, State, and interstate mutual aid agreements to support on-scene operations. During Incidents of National Significance, the JFO works in coordination with the State, county, and local EOCs to support incident management efforts.

Incident Command Post

The tactical-level, on-scene incident command and management organization is located at the ICP. It is typically comprised of designated incident management officials and responders from Federal, State, local, and tribal agencies, as well as private-sector and nongovernmental organizations. When multiple command authorities are involved, the ICP may be led by a Unified Command, comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance, or agreement. The Unified Command provides direct, on-scene control of tactical operations and utilizes a NIMS ICS incident management team organization, typically including Operations, Planning, Logistics, and Finance/Administration Sections.

The ICP is usually located at or in the immediate vicinity of the incident site. The location is selected by the agency having primary jurisdictional authority for managing the incident at this level. Generally, there is one ICP established for each incident. Depending on the number and location of incidents, there may be multiple ICPs managed by an Area Command.

Area Command/Unified Area Command

An Area Command is established to oversee the management of multiple incidents that are each being handled by a separate ICS organization or to oversee the management of a very large or complex incident that has multiple incident management teams engaged. The Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multijurisdictional.

Disaster Recovery Center (DRC)

When established in coordination with State and local jurisdictions, a DRC is a satellite component of the JFO and provides a central facility where individuals affected by a disaster can obtain information on disaster recovery assistance programs from various Federal, State, local, tribal, private-sector, and voluntary organizations.

Interim Operating Facility (IOF)

The IOF is a temporary field facility used by a DHS/EPR/FEMA-led ERT in the early stages of an incident when the team cannot operate at the State EOC due to space limitations or other reasons, and the JFO is not yet established. An IOF is generally located at or near the State EOC, or near the incident site. The IOF remains in operation until the JFO is established. Functions accomplished at the IOF include interaction with State representatives and key ESF agencies, collection and assessment of information, and initiation of assistance programs.

Emergency Response and Support Teams (Field Level)

Various teams are available to deploy during incidents or potential incidents to assist in incident management, set up emergency response facilities, or provide specialized expertise and capabilities. These teams are trained and certified to the standards published by the NIMS Integration Center. Teams that may be utilized during NRP operations are described below.

Deployed PFO Support Staff

The Deployed PFO Support Staff is a small interagency team of various subject-matter experts that may deploy or be activated with the PFO to provide initial support staffing until a JFO is established. This team may include representatives from various ESFs and typically

functions during the pre-incident phase or during the initial response to conduct assessments, coordinate security and information-sharing efforts, facilitate public affairs activities, and provide technical support. When the JFO is established, this team is integrated into the JFO staff.

Emergency Response Team

The ERT is the principal interagency group that staffs the JFO. The ERT is composed of DHS/EPR/FEMA staff and ESF personnel. The ERT includes an advance element, known as the ERT-A, that conducts assessments and initiates coordination with the State and initial deployment of Federal resources. Each DHS/EPR/FEMA region maintains an ERT ready to deploy in response to threats or incidents. The National Emergency Response Team (ERT-N) deploys for large-scale, high-impact events, or as required.

The **ERT** is the principal interagency group that staffs the JFO.

The ERT provides staffing for the JFO and ensures Federal resources are available to meet Federal incident management and State requirements identified by the SCO. The size and composition of the ERT is scalable depending on the scope and magnitude of the event.

Typically, the ERT organizational structure encompasses the JFO Coordination Group, JFO Coordination Staff, and the four JFO sections (Operations, Planning, Logistics, and Finance/Administration).

The ERT-A deploys during the early stages of an incident. It is headed by a team leader from DHS/EPR/FEMA and is composed of program and support staff and representatives from selected ESF primary agencies. A part of the ERT-A deploys to the State EOC or to other locations to work directly with the State to obtain information on the impact of the event and to identify specific State requests for Federal incident management assistance. Other elements of the ERT-A (including MERS personnel and equipment) deploy directly to or near the affected area to establish field communications, locate and establish field facilities, and set up support activities.

The **ERT-A** deploys during the early stages of an incident to work directly with the State to obtain information on the impact of the event and to identify specific State requests for Federal incident management assistance.

The ERT-A consults and coordinates with State, local, and/or tribal entities to determine the location of the JFO and mobilization center(s). The ERT-A identifies or validates the suitability of candidate sites for the location of mobilization center(s) and the JFO. The ERT-A conducts initial on-the-ground situational awareness analysis to include changes in topography caused by the incident, impacts to the physical and social environment, and documentation of losses avoided based on previous mitigation measures to serve as a backdrop to the Federal support strategies.

An ERT-N may pre-deploy based on threat conditions. The Secretary of Homeland Security determines the need for ERT-N deployment, coordinating the plans with the affected region and other Federal agencies.

The **ERT-N** deploys for large-scale, high-impact events, or as required.

The ERT-N includes staff from DHS/EPR/FEMA Headquarters and regional offices as well as other Federal agencies. (Three ERT-N teams are structured, with one team on call every third month. A fourth standing team is on call year-round exclusively to manage incidents in the National Capital Region (NCR).)

Federal Incident Response Support Team (FIRST)

The FIRST is designed to be a quick and readily deployable resource to support the Federal response to Incidents of National Significance. The FIRST deploys within 2 hours of notification, to be on-scene within 12 hours of notification. DHS/EPR/FEMA maintains and deploys the FIRST.

The **FIRST** is a forward component of the ERT-A that provides on-scene support to the local Incident Command or Area Command structure.

The FIRST is a forward component of the ERT-A that provides on-scene support to the local Incident Command or Area Command structure in order to facilitate an integrated interjurisdictional response. After linking up with local and State officials, the team assesses the situation and identifies the potential requirements for Federal support, provides protective action recommendations, identifies critical unmet needs, and coordinates response activities with other Federal responders. They also oversee on-scene Federal assistance, which could include critical life-saving and life-sustaining items.

The FIRST is not intended to supplant existing response teams, but to bring a near-time immediate Federal presence to the scene of an Incident of National Significance. The FIRST is robust enough to represent a "value-added" resource in the earliest phase of a response operation. Upon the subsequent deployment of an ERT, the FIRST integrates into the Operations Section of the JFO.

Other Federal Teams

In addition, there are numerous special teams available to support incident management and disaster response and recovery operations. Examples include:

- Damage assessment teams
- Nuclear Incident Response Team (NIRT)
- Disaster Medical Assistance Teams (DMATs)
- HHS Secretary's Emergency Response Team
- DOL/OSHA's Specialized Response Teams
- Veterinarian Medical Assistance Teams (VMATs)
- Disaster Mortuary Operational Response Teams (DMORTs)
- National Medical Response Teams (NMRTs)
- Scientific and Technical Advisory and Response Teams (STARTs)
- Donations Coordination Teams
- Urban Search and Rescue (US&R) task forces
- US&R Incident Support Teams
- Federal Type 1 and Type 2 Incident Management Teams (IMTs)
- Domestic Emergency Support Team (DEST)
- Domestic Animal and Wildlife Emergency Response Teams and mitigation assessment teams

Many of these additional teams and capabilities are discussed in the annexes. Other supporting documents provide additional listing of teams and their capabilities, such as DHS/EPR/FEMA's Emergency Teams Handbook and the DHS/USCG Hazardous Materials Response Special Teams Handbook.

Defense Support of Civil Authorities

DOD provides DSCA in response to requests for assistance during domestic incidents to include terrorist attacks, major disasters, and other emergencies. DSCA refers to DOD support provided by Federal military forces, DOD civilians and contract personnel, and DOD agencies and components, in response to requests for assistance. Continuous coordination with Federal, State, local, and tribal elements before, during, and after an event is essential for efficient and effective utilization of DOD's DSCA efforts.

DSCA refers to DOD support provided by Federal military forces, DOD civilians and contract personnel, and DOD agencies and components, in response to requests for assistance during domestic incidents to include terrorist threats or attacks, major disasters, and other emergencies.

In most instances, DOD provides DSCA in response to requests for assistance from a lead or primary agency. However, support provided under Immediate Response

Authority (described below) is authorized by DOD directive and prior approval of the Secretary of Defense. DSCA normally is provided when local, State, and Federal resources are overwhelmed, provided that it does not interfere with the Department's military readiness or operations. DOD typically provides DSCA on a reimbursable basis as authorized by law.

Requesting Defense Support of Civil Authorities

Initial requests for assistance are made to the Office of the Secretary of Defense, Executive Secretariat. If approved by the Secretary of Defense, DOD designates a supported combatant commander for the response. The supported combatant commander determines the appropriate level of command and control for each response and usually directs a senior military officer to deploy to the incident site. Under most circumstances, the senior military officer at the incident site is the DCO. The DCO serves as DOD's single point of contact in the JFO.

Requests for DSCA originating at the JFO will be coordinated and processed through the DCO with the exception of requests for USACE support, National Guard forces operating in State Active Duty or Title 32 status (i.e., not in Federal service), or, in some circumstances, DOD forces in support of the FBI. These exceptions are detailed later in this section. Specific responsibilities of the DCO are subject to modification by the supported combatant commander based on the situation. In general, the DCO will:

- Collocate with the PFO/FCO/FRC/SFLEO in the JFO;
- Coordinate and process applicable requests for assistance from the PFO/FCO/FRC/SFLEO or designated representative;
- Orchestrate the accomplishment of approved mission assignments utilizing available resources;
- Assign military liaison officers as appropriate to ESF agencies at the JFO to provide technical assistance or facilitate timely coordination; and
- Refer problematic or contentious issues through the appropriate military chain of command to the Office of the Assistant Secretary of Defense for Homeland Defense.

Based on the magnitude, type of disaster, and anticipated level of resource involvement, the supported combatant commander may utilize a Joint Task Force (JTF) to consolidate and manage supporting military activities. A JTF commander exercises operational control of all allocated DOD resources (excluding USACE resources, National Guard forces operating in State Active Duty or Title 32 status, and, in some circumstances, DOD forces in support of the FBI). In the event that a JTF is utilized, the DCO may continue to perform all duties set forth above.

Exceptions

Requests for DSCA originating at the JFO will be coordinated and processed through the DCO with the exception of requests for DOD/USACE support, National Guard forces operating in State Active Duty or Title 32 status, and, in some cases, DOD forces in support of the FBI.

- **U.S. Army Corps of Engineers:** USACE is a public engineering organization within DOD providing engineering support and services to DOD activities around the globe as well as to the Nation's Civil Works flood protection and navigation infrastructure. USACE provides support as a primary agency and coordinating agency for ESF #3, and as a support agency to other ESFs as specified in the annexes. USACE performs emergency support activities under separate authorities, to include Public Law 84-99.

- **Army and Air National Guard Forces:** National Guard forces employed under State Active Duty or Title 32 status are providing support to the Governor of their State and are not part of Federal military response efforts.

- **Support to the Federal Bureau of Investigation:** Support for law enforcement and domestic counterterrorism activities is provided in limited circumstances consistent with applicable laws and, in some circumstances, independent of the DCO.

Immediate Response Authority

Imminently serious conditions resulting from any civil emergency may require immediate action to save lives, prevent human suffering, or mitigate property damage. When such conditions exist and time does not permit approval from higher headquarters, local military commanders and responsible officials from DOD components and agencies are authorized by DOD directive

and pre-approval by the Secretary of Defense, subject to any supplemental direction that may be provided by their DOD component, to take necessary action to respond to requests of civil authorities consistent with the Posse Comitatus Act (18 U.S.C. § 1385). All such necessary action is referred to as "Immediate Response."

Export of DOD Specialized Capabilities and Training

In addition to direct support for incident response, DOD possesses specialized capabilities employed in support of Federal, State, local, and tribal government agencies, to include their first responder communities. Included among these specialized capabilities are test and evaluation facilities and capabilities; education and exercise expertise; explosive detection; technical escort; medical services; the transfer of applicable technologies, including those developed through DOD science and technology programs; and the expertise of DOD personnel. The DOD Homeland Defense Coordination Office established at DHS Headquarters facilitates interdepartmental cooperation and transfer of these capabilities to the emergency responder community.

Federal Law Enforcement Assistance

Each State has jurisdiction for enforcement of State law, using State and local resources, including the National Guard (to the extent that the National Guard remains under State authority and has not been called into Federal service or ordered to active duty).

The Federal Government has jurisdiction for enforcement of Federal law, using Federal resources. State and local law enforcement agencies may be requested to provide support to Federal law enforcement during Incidents of National Significance.

Federal agencies may be requested to provide public safety and security support during Incidents of National Significance. The ESF #13 Annex provides further guidance on the integration of public safety and security resources to support the full range of incident management functions.

Proactive Federal Response to Catastrophic Events

The NRP establishes policies, procedures, and mechanisms for proactive Federal response to catastrophic events. A catastrophic event is any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to State, local, tribal, and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic events are Incidents of National Significance.

Implementation of Proactive Federal Response Protocols

Protocols for proactive Federal response are most likely to be implemented for catastrophic events involving chemical, biological, radiological, nuclear, or high-yield explosive weapons of mass destruction, or large-magnitude earthquakes or other natural or technological disasters in or near heavily populated areas.

Guiding Principles for Proactive Federal Response

Guiding principles for proactive Federal response include the following:

- The primary mission is to save lives; protect critical infrastructure, property, and the environment; contain the event; and preserve national security.

- Standard procedures regarding requests for assistance may be expedited or, under extreme circumstances, suspended in the immediate aftermath of an event of catastrophic magnitude.
- Identified Federal response resources will deploy and begin necessary operations as required to commence life-safety activities.
- Notification and full coordination with States will occur, but the coordination process must not delay or impede the rapid deployment and use of critical resources. States are urged to notify and coordinate with local governments regarding a proactive Federal response.
- State and local governments are encouraged to conduct collaborative planning with the Federal Government as a part of "steady-state" preparedness for catastrophic incidents.

Implementation Mechanisms for Proactive Federal Response to Catastrophic Events

The NRP Catastrophic Incident Supplement (described in the Catastrophic Incident Annex) addresses resource and procedural implications of catastrophic events to ensure the rapid and efficient delivery of resources and assets, including special teams, equipment, and supplies that provide critical life-saving support and incident containment capabilities. These assets may be so specialized or costly that they are either not available or are in insufficient quantities in most localities.

The procedures outlined in the NRP Catastrophic Incident Supplement are based on the following:

- The pre-identification of Federal assets and capabilities;
- The strategic location of pre-identified assets for rapid deployment; and
- The use of pre-scripted mission assignments for Stafford Act declarations, or individual agency authority and funding, to expedite deployment upon notification by DHS (in accordance with procedures established in the NRP Catastrophic Incident Supplement) of a potential catastrophic event.

Agencies responsible for these assets will keep DHS apprised, through the HSOC, of their ongoing status and location until the JFO is established. Upon arrival at the scene, Federal assets will coordinate with the Unified Command, the SFLEO, and the JFO (or its forward elements) when established. Demobilization processes, including full coordination with the JFO Coordination Group, are initiated either when the mission is completed or when it is determined the magnitude of the event does not warrant continued use of the asset.

U.S. Possessions and Freely Associated States

The NRP concept of operations, in general, is applicable to any response to Incidents of National Significance occurring within the U.S. possessions, including the insular areas,[2] as well as in the Federated States of Micronesia and the Republic of the Marshall Islands.[3] Stafford Act assistance is available to include Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands, which are included in the definition of "State" in the Stafford Act. At present, Stafford Act assistance is also available to the Federated States of Micronesia and the Republic of the Marshall Islands under the Compact of Free Association.[4]

Nevertheless, there are unique factors involved in working with the U.S. possessions and Freely Associated States. The Department of the Interior (DOI), through the Office of Insular Affairs, is responsible for coordinating relationships with the insular areas and the Freely Associated States and is available to serve as a resource for agencies with disaster assistance responsibilities.

[2] Insular areas include American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands.

[3] The Federated States of Micronesia and the Republic of the Marshall Islands are two of the Freely Associated States under the Compact of Free Association. The U.S. Government does not provide disaster assistance to the Republic of Palau, the third Freely Associated State, in accordance with the Compact of Free Association.

[4] The mechanism for the provision of disaster assistance to the Federated States of Micronesia and the Republic of the Marshall Islands has been renegotiated. Following enactment by Congress of legislation approving the new mechanism, it is anticipated that the U.S. Agency for International Development will assume the lead role in the provision of disaster assistance to these independent nations.

External Affairs

This section discusses the mechanisms for ensuring accurate, consistent, and timely communications with all of the critical external audiences—the general public, media, congressional and governmental leaders, and the international community. (See the Public Affairs and ESF #15 Annexes for additional information.)

Component	Description
Public Affairs	Public Affairs activities ensure the coordinated and timely release of incident-related prevention, preparedness, response, recovery, and mitigation information to the public. ESF #15 provides the interagency coordination mechanisms and the resource support for Federal JIC activities. The Public Affairs Support Annex provides an overview of the required protocols and processes for media relations and incident communications, including protocols for handling sensitive information, which are further outlined in the NRP Incident Communications Emergency Supplement (published as a separate document).
Community Relations	Community Relations activities provide information on assistance programs to affected individuals, groups, organizations, and local governments. Community Relations serves as a direct link to these communities and works closely with program elements to deliver messages relating to the availability of programs and resources.
Congressional Affairs	Congressional Affairs provides information to the Washington, DC, and district offices of Members of Congress and addresses incident-related questions, concerns, and problems expressed by their constituents.
International Affairs	International Affairs provides guidance for events that include cross-border issues, coordination of foreign visitors, and response to offers of assistance from foreign governments. (See the International Coordination Support Annex for additional information.)
State and Local Coordination	State and Local Coordination assists JFO leadership with direct communications, interaction, and outreach to local and State elected officials. (See the ESF #15 Annex for additional information.)
Tribal Affairs	Tribal Affairs provides procedures to facilitate incident management programs and resources available to tribal governments to assist them in protecting their families, community livelihood, and cultural and environmental resources. (See the Tribal Relations Support Annex for additional information.)

V. Incident Management Actions

Actions

This section describes incident management actions ranging from initial threat notification to early coordination efforts to assess and disrupt the threat, to preparatory activation of the ESF structure, to deployment of Federal resources in support of incident response and recovery operations. These actions do not necessarily occur in sequential order; many may be undertaken concurrently in response to single or multiple threats or incidents.

Figure 10 depicts initial incident management actions. In situations where it is apparent that an Incident of National Significance may be imminent or has already occurred, assessment and pre-incident interagency coordination typically are compressed. In these instances, DHS moves quickly to coordinate multiple Federal activities to include the following: information-sharing, interagency course of action development, alert and deployment of resources, operational coordination, and other assistance as required, in consultation and coordination with other Federal departments and agencies and the affected jurisdiction(s).

Notification and Assessment

Federal, State, local, tribal, private-sector, and nongovernmental organizations report threats, incidents, and potential incidents using established communications and reporting channels. The HSOC receives threat and operational information regarding incidents or potential incidents and makes an initial determination to initiate the coordination of Federal information-sharing and incident management activities.

Reporting Requirements

Federal, State, tribal, private-sector, and NGO EOCs are either required or encouraged, as noted below, to report incident information to the HSOC. In most situations, incident information is reported using existing mechanisms to State or Federal operations centers, which will in turn report the information to the HSOC. Suspicious activity, terrorist threats, and actual incidents with a potential or actual terrorist nexus are reported immediately to a local or regional JTTF (or the NJTTF, in the case of Federal departments/agencies). Subsequently, the FBI SIOC immediately reports the terrorist threat, if the FBI deems the threat to be credible, or the actual incident to the HSOC and the NCTC. Additionally, actual incidents, regardless of whether or not there is a terrorist nexus, are reported immediately to the HSOC by appropriate governmental and nongovernmental entities.

- **Federal Departments and Agencies:** Federal departments and agencies are required to report information relating to actual or potential Incidents of National Significance to the HSOC. This information may include:
  - Implementation of a Federal department or agency emergency response plan;
  - Actions to prevent, respond to, or recover from an Incident of National Significance for which a Federal department or agency has responsibility under law or directive;
  - Submission of requests for assistance to, or receipt of a request from, another Federal department or agency in the context of an Incident of National Significance;
  - Receipt of requests for assistance from State, local, or tribal governments; NGOs; or the private sector in the context of an Incident of National Significance; and
  - Suspicious activities or threats with a potential terrorist nexus (normally through the FBI SIOC to the HSOC and the NCTC).

- **State/Tribal Governments:** State and tribal governments and emergency management agencies use established reporting mechanisms and are encouraged to report information relating to actual or potential Incidents of National Significance to the HSOC, using procedures established by DHS. (Information regarding potential terrorist threats should be reported through the local or regional JTTF.) This information may include:
  - Implementation of an incident management or emergency response plan or action to prevent, respond to, or recover from an Incident of National Significance;
  - Announcement of emergency proclamations or declarations made under State, local, or tribal authority; and
  - Activation of State or tribal mutual-aid agreements or compacts in response to incidents resulting in emergency proclamations or declarations, or requiring Federal assistance.

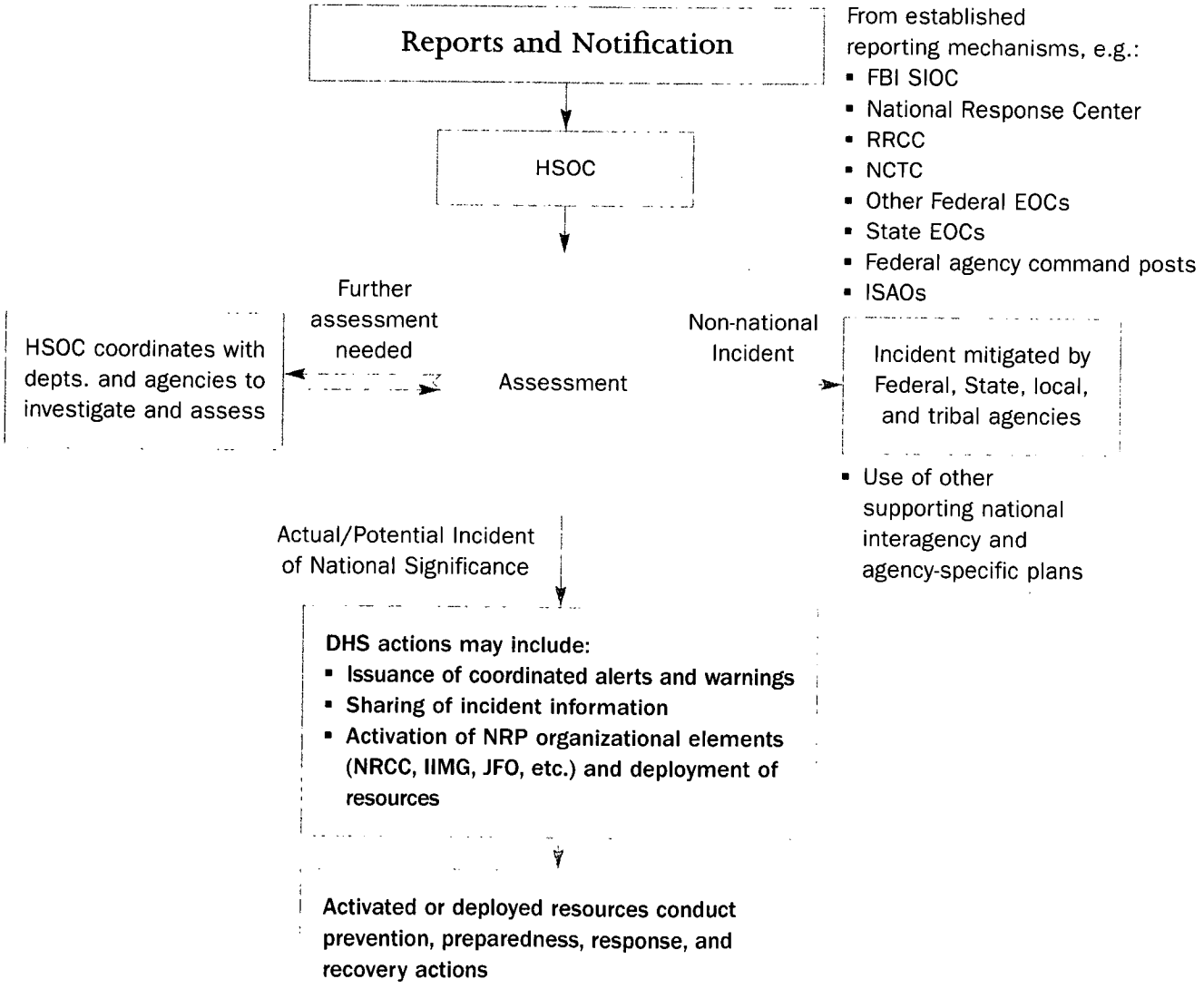
- **Local Governments:** Local governments communicate information regarding actual or potential Incidents of National Significance to the HSOC through established reporting mechanisms in coordination with State government officials and EOCs.

- **Private-Sector/Nongovernmental Organizations:** Private-sector and nongovernmental organizations are encouraged to communicate information regarding actual or potential Incidents of National Significance to the HSOC through existing jurisdictional reporting mechanisms, as well as established information-sharing and analysis organizations (ISAOs).

Situational Awareness and Initial Incident Assessment

The HSOC maintains daily situational awareness to identify and monitor threats or potential threats inside, on, or approaching the borders of the United States. Upon receipt, the HSOC passes such information to appropriate Federal, State, local, and tribal intelligence and law enforcement agencies as expeditiously as possible, according to established security protocols and in coordination with the FBI and NCTC.

FIGURE 10. Flow of initial national-level incident management actions



The **HSOC** maintains daily situational awareness to identify and monitor threats or potential threats inside, on, or approaching the borders of the United States.

The HSOC also monitors nonterrorist hazards and accidents, and receives reports from various operations centers, such as the FOC regarding natural hazards (severe storms, floods, etc.) and the National Response Center regarding oil spills and hazardous materials releases. When notified of a hazard or an incident with possible national-level implications, the HSOC assesses the situation and notifies the Secretary of Homeland Security accordingly. Based on the information, the Secretary of Homeland Security determines the need for activation of NRP elements. The HSOC coordinates with other departments and agencies regarding further field investigation, as required.

The FBI, NCTC, and DHS/IAIP evaluate intelligence relating to terrorist threats and other potential incidents. All Federal, State, local, and tribal departments and agencies must notify their local or regional FBI JTTF regarding information associated with a threat of terrorism or an actual terrorist incident. Additionally, the HSOC is notified immediately in the case of an actual incident, regardless of whether or not there is a terrorist nexus. In the case of a threat, the local FBI JTTF notifies the NJTTF. Federal department and agency headquarters should notify the NJTTF or FBI SIOC with similar information. Upon receipt of a threat of terrorism, the FBI conducts a formal threat credibility assessment, which may include assistance from select interagency experts. If a threat is deemed credible, the FBI SIOC notifies the HSOC immediately to enable subsequent NRP actions.

Dissemination of Warnings and Bulletins

Watches, warnings, and other emergency bulletins are issued by various agencies based on their statutory missions and authorities. For example, the National Weather Service issues weather-related notices to warn the public of impending storms and severe weather.

Watches, warnings, and other emergency bulletins are issued by various agencies based on their statutory missions and authorities.

The HSOC coordinates with the NCTC, TSC, FBI, Department of Health and Human Services (HHS), and similar programs for terrorism-related threat analysis and warning, and disseminates homeland security threat warnings and advisory bulletins. The HSOC performs this task consistent with normal steady-state threat monitoring, assessment, research, and reporting functions. The HSOC follows Executive orders, directives, MOUs/MOAs, and procedures in place between the NCTC, TSC, and DHS/IAIP.

The FBI disseminates terrorism law enforcement bulletins and warnings to ensure that vital information regarding terrorism reaches appropriate officials within the U.S. counterterrorism and law enforcement communities. This information is transmitted via secure teletype. Each message transmitted under this system is an alert, an advisory, or an assessment—an alert if the terrorist threat is credible and specific, an advisory if the threat is credible but general in both timing and target, or an assessment to impart facts and/or threat analysis concerning terrorism. These products are fully coordinated with DHS prior to release.

The FOC, in coordination with the HSOC, facilitates distribution of warnings, alerts, and bulletins to the emergency management community using a variety of communications systems such as:

- **National Warning System (NAWAS):** NAWAS is the primary system for emergency communications from the Federal Government to both State and county warning points.
- **Washington Area Warning System (WAWAS):** Although not directly tied to the NAWAS circuits, WAWAS is a mechanism for providing emergency communications to Washington, DC, area officials in the event of an emergency.
- **National Emergency Alert System (National EAS):** Formerly known as the Emergency Broadcast System, the National EAS is a nationwide network of broadcast stations and cable systems that provide a readily available and reliable means to communicate emergency information to the American people.
- **State and local EAS:** State and local authorities have their own EAS which may be used to broadcast information on major disasters or emergencies.

Evolving Threats Identified at the National Level

The ongoing fusion of intelligence at the national level may result in the detection of a potential terrorist threat of a specific and credible nature. Unlike incidents reported from the field, this process results in the initiation of initial incident management actions at the headquarters level and generates a "top-down" response to deter, prevent, and otherwise respond to the terrorist threat.

The HSOC, NCTC, and FBI SIOC coordinate information regarding terrorist threats. When the FBI or DHS/IAIP determines that a credible threat exists, it notifies and coordinates with the HSOC, which immediately notifies the FBI SIOC, if it has not been already informed. The HSOC then notifies the Secretary of Homeland Security, who may elect to activate any or all of the NRP organizational elements, as well as initiate the coordination of interagency policy issues and operational courses of action through the White House, as appropriate. The Secretary may also elect to activate and prepare to deploy various special teams to conduct prevention, preparedness, response, and recovery activities.

Activation

This section discusses the early-stage efforts to activate and deploy NRP organizational elements and Federal resources, including special teams, emergency facilities, and other response resources.

For actual or potential Incidents of National Significance, the HSOC reports the situation to the Secretary of Homeland Security and/or senior staff as delegated by the Secretary, who then determines the need to activate components of the NRP to conduct further assessment of the situation, initiate interagency coordination, share information with affected jurisdictions and the private sector, and/or initiate deployment of resources. Concurrently, the Secretary also makes a determination of whether an event meets the criteria established for a potential or actual Incident of National Significance as defined in this plan.

When the Secretary declares an Incident of National Significance, Federal departments and agencies are notified by the HSOC (as operational security considerations permit), and may be called upon to staff the IIMG and NRCC. The affected State(s) and tribes also are notified by the HSOC using appropriate operational security protocols. In the pre-incident mode, such notification may be conducted discreetly, on a need-to-know basis, so as to preserve the operational security and confidentiality of certain law enforcement and investigative operations.

When the Secretary declares an Incident of National Significance, Federal departments and agencies are notified by the HSOC, and may be called upon to staff the IIMG and NRCC.

(Note: NRP resources, such as a PFO, may be designated and activated in the context of a general threat, prior to a formal Incident of National Significance determination by the Secretary of Homeland Security, to facilitate pre-incident interagency and multijurisdictional coordination and threat assessment activities.) For acts of terrorism, information-sharing, deployment of resources, and incident management actions during actual or potential terrorist incidents are coordinated with DOJ.

The NRCC and RRCC deploy, track, and provide incident-related information until the JFO is established.

The next section describes the NRP organizational elements that could be activated and their initial actions.

Headquarters Organizational Elements

The headquarters organizational elements include the following:

Element	Description
Interagency Incident Management Group	The IIMG may convene at DHS Headquarters when activated for an initial meeting. IIMG members or alternates remain on call to meet at any time during a heightened period of alert or during an incident or on a 24/7 basis as required by the situation at hand. The IIMG may assign liaison officers to the FBI SIOC and/or other EOCs, as required, and may establish communication with State Homeland Security Advisor(s) and/or State Emergency Management Director(s) through the DHS OSLGCP representatives to the IIMG.
National Response Coordination Center	The NRCC begins interagency operations by coordinating initial activation, the deployment of special teams, initiation and monitoring of mission assignments (Stafford Act only) or other interagency requirements (non-Stafford Act), and RRCC(s) activities as required and as permitted by operational security considerations. The NRCC, through the FOC, informs primary agencies of the activation and provides a time to report to the NRCC. Primary agencies may notify and activate support agencies if required. Primary agencies determine the impact of an incident on their own capabilities and identify, mobilize, and deploy resources under the mission assignment process or interagency agreements to support response activities in the affected jurisdiction(s). Formal alert and notification protocols and procedures for activation of ESFs are included as part of the NRCC standard operating procedures, to be published separately.
Federal Emergency Operations Centers	Agencies may activate their headquarters EOCs to provide coordination and direction to their headquarters and regional response elements. Federal EOCs maintain ongoing contact and coordination with the HSOC.
Strategic Information and Operations Center	Upon determination that a terrorist threat is credible or that an act of terrorism has occurred, FBI Headquarters initiates liaison with other Federal agencies to activate their operations centers and provide liaison officers to the SIOC. In addition, FBI Headquarters initiates communications with the SAC of the responsible Field Office, apprising him/her of possible courses of action and discussing possible deployment of the DEST. The FBI SAC establishes initial operational priorities based upon the specific circumstances of the threat or incident. This information is then forwarded to FBI Headquarters to coordinate identification and deployment of appropriate resources. The SIOC will notify the HSOC immediately upon confirmation of a credible threat or terrorist nexus.
Principal Federal Official	The Secretary provides formal notification of the appointment of a PFO to the Governor(s)/mayor(s) of affected State(s)/municipality(ies), Tribal Chief Executive Officers, and Federal departments and agencies. The HSOC notifies other Federal, State, and tribal EOCs of the PFO designation. State EOCs are expected to pass this designation to State and local agencies and EOCs as appropriate. PFOs may be designated on a pre-incident basis according to available threat information, or in response to an incident in progress. If the designation is made based upon a pre-incident threat assessment, formal notification of the PFO designation may be made on a discreet, need-to-know basis to preserve operational security.

Regional Elements

Regional resources may be activated to monitor and assess the need for Federal incident management support. The DHS/EPR/FEMA Regional Director deploys a liaison to the State EOC to provide technical assistance including advice on the Stafford Act declaration process and available Federal assistance, and also partially or fully activates the RRCC including, where appropriate, regional representatives of Federal departments and agencies.

The RRCC and NRCC Logistics Sections support the establishment of a JFO and mobilization center(s). The RRCC coordinates Federal support of State requirements until the FCO or FRC assumes those responsibilities. A JIC may be established, as required, to provide a central point for coordinating emergency public information activities.

Field Elements

The field elements include the following:

Element	Description
Emergency Response Team	The RRCC initially deploys a DHS/EPR/FEMA-led ERT-A, including rapid needs assessment personnel and appropriate ESF representatives, to State operating facilities and incident sites to assess the impact of the situation, collect damage information, gauge immediate Federal support requirements, and make preliminary arrangements to set up Federal field facilities. When regional resources are overextended, or an event poses potentially significant consequences, DHS Headquarters may deploy an ERT-N to coordinate the initial response. The FCO/FRC heads the interagency ERT. The ERT works with the affected State and coordinates Federal support from the JFO. The ERT may establish an IOF to serve as an interim facility until the JFO is established. In a terrorism event, this activity will be coordinated with the JOC. Federal agencies and other appropriate entities provide resources to assist incident management efforts under DHS-issued mission assignments or their own authorities. The ERT-A/ERT-N coordinates damage assessment and selection of locations for field facilities with the State. It also coordinates mission assignments for direct Federal assistance and procurement of goods and services with the Comptroller and RRCC. The ERT-A/ERT-N begins the transition to a tailored Emergency Response Team and initiates establishment of the JOC.
Federal Incident Response Support Team	Based upon the nature of the incident, the FIRST may deploy to the scene to support State operations. The FIRST provides technical assistance to assess the situation, identify critical and unmet needs, provide protective action recommendations, and establish incident support facilities. The FIRST coordinates with the ERT-A and integrates into the JFO when established.
Domestic Emergency Support Team	The DEST may be deployed to provide technical support for management of potential or actual terrorist incidents. Based upon a credible threat assessment, the Attorney General, in consultation with the Secretary of Homeland Security, may request authorization through the White House to deploy the DEST. Upon arrival at the JFO or critical incident location, the DEST may act as a stand-alone advisory team to the FBI SAC providing required technical assistance or recommended operational courses of action.
Other Special Teams	Depending on the nature of the incident, other special teams may be deployed in coordination with other departments and agencies. The NRP annexes include discussion of special teams and resources.
Federal First Responders	Some Federal agencies have statutory authority and responsibility to deploy directly as first responders upon notification of an incident or potential incident (e.g., OSCs responding to oil or hazardous materials incidents). These responders may arrive on-scene before there is a determination as to whether the incident is an Incident of National Significance, but once declared, would operate under the protocols established in the NRP.

Requests for DHS Assistance

Requests for DHS assistance can come from State Governors requesting aid under the Stafford Act or from Federal agencies with a need for Federal-to-Federal support. Federal departments and agencies supporting the NRP are activated and engaged using either a mission assignment process for events supported by Stafford Act funding, or through interagency agreements or other direct funding sources when implemented using other authorities.

- **Federal Support to States:** DHS/EPR/FEMA processes a Governor's request for Presidential disaster or emergency declarations under the direction provided in the Stafford Act. Governors submit these requests to DHS/EPR/FEMA indicating the extent of damage and the types of Federal assistance required. DHS/EPR/FEMA then forwards the Governor's request to the White House, simultaneously notifying the Secretary of Homeland Security, along with a recommended course of action.

  Concurrent with a Presidential declaration of a major disaster or emergency and official appointment of an FCO, DHS/EPR/FEMA designates the types of assistance to be made available and the counties eligible to receive assistance. In large-scale or catastrophic events, the declaration process can be expedited. In certain emergencies involving Federal primary responsibility, the Stafford Act allows the President to provide emergency assistance without a Governor's request. Appendix 5 provides an overview of the request process under the Stafford Act.

  In a non-Stafford Act emergency, the President may direct Federal departments and agencies to conduct prevention, preparedness, emergency response, and incident management activities consistent with their authorities and responsibilities on a nonreimbursable basis. Appendix 6 provides an overview of Federal-to-Federal support in non-Stafford Act situations.

- **Federal-to-Federal Support:** For some incidents for which a Stafford Act declaration is not made and a Federal entity is responding to an incident under its own authorities, that entity may require additional assistance from other Federal departments or agencies that is not otherwise readily available to them. In such circumstances, the affected Federal department or agency may request DHS coordination to obtain that assistance.

  Federal agencies participating in the NRP will request and provide Federal-to-Federal support by executing interagency or intra-agency reimbursable agreements (RAs), in accordance with the Economy Act (31 U.S.C. § 1535) or other applicable authorities. Federal agencies providing mutual aid support may request reimbursement from the requesting agency for eligible expenditures. (See Financial Management Support Annex Attachment 3, Memorandum of Understanding: Mutual Aid for Incidents of National Significance (Non-Stafford Act), for additional information.)

  DHS will use the ESFs as the mechanism for coordinating required support from other agencies. When such DHS assistance is provided, the incident becomes an Incident of National Significance, and DHS coordinates Federal resources under the authority provided in HSPD-5. In these situations, DHS designates an FRC to perform the resource coordination function (rather than an FCO as occurs under a Stafford Act declaration).

  Requests for assistance are submitted to the DHS Executive Secretary for processing and Secretary consideration/approval. Upon approval of the request for assistance, the Secretary issues an operation order to the HSOC. The HSOC, through the NRCC, coordinates the activation of the appropriate ESFs. At this time, the Secretary of Homeland Security also may elect to activate the IIMG to begin monitoring the situation and developing appropriate recommendations and courses of action.

Pre-Incident Actions

At the national level, the HSOC facilitates interagency information-sharing activities to enable the assessment, prevention, or resolution of a potential incident. Based upon guidance from the HSC/NSC (Principals, Deputies, or PCC), DHS coordinates with appropriate agencies as required during developing situations to utilize agency resources and authorities to prevent an incident, as well as to initiate appropriate preparatory and mitigating measures to reduce vulnerabilities. If warranted, the IIMG may recommend the activation of additional NRP organizational elements to provide

appropriate resources to enable more robust prevention and/or preparedness activities.

Prevention

Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property.

Prevention actions related to terrorism threats and incidents include law enforcement activities and protective activities. All Federal law enforcement activities are coordinated by the Attorney General, generally acting through the FBI. Initial prevention efforts include, but are not limited to, actions to:

- Collect, analyze, and apply intelligence and other information;
- Conduct investigations to determine the full nature and source of the threat;
- Implement countermeasures such as surveillance and counterintelligence;
- Conduct security operations, including vulnerability assessments, site security, and infrastructure protection;
- Conduct tactical operations to prevent, interdict, preempt, or disrupt illegal activity;
- Conduct attribution investigations, including an assessment of the potential for future related incidents; and
- Conduct activities to prevent terrorists, terrorist weapons, and associated materials from entering or moving within the United States.

The majority of initial actions in the threat or hazard area are taken by first responders and local government authorities, and include efforts to protect the public and minimize damage to property and the environment, as follows:

- **Public Health and Safety:** Initial safety efforts focus on actions to detect, prevent, or reduce the impact to public health and safety. Such actions can include environmental analysis, plume modeling, evacuations, emergency sheltering, air monitoring, decontamination, emerging infectious disease tracking, emergency broadcasts, etc. These efforts may also include public health education; site and public health surveillance and testing procedures; and immunizations, prophylaxis, and isolation or quarantine for biological threats coordinated by HHS and State and local public health officials. (See the ESF #8 Annex for additional information.)

- **Responder Health and Safety:** The safety and health of responders is also a priority. Actions essential to limit their risks include full integration of deployed health and safety assets and expertise; risk assessments based upon timely and accurate data; and situational awareness that considers responder and recovery worker safety.

  A comprehensive location and/or operational response safety and health plan is key to mitigating the hazards faced by responders. These efforts include incident hazard identification and characterization; implementation and monitoring of personal protective equipment selection, use, and decontamination; exposure sampling and analysis; worker health and safety risk analysis; health and safety monitoring; and development/ongoing evolution of the site-specific safety and health plan. (See the Worker Safety and Health Support Annex for additional information.)

- **Property and the Environment:** Responders may also take incident mitigation actions to protect public and private property and the environment. Such actions may include sandbagging in anticipation of a flood, or booming of environmentally sensitive areas in response to a potential oil spill.

Response Actions

Once an incident occurs, the priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities to preserve life, property, the environment, and the social, economic, and political structure of the community. In the context of a terrorist threat, simultaneous activities are initiated to assess regional and national-level impacts, as well as to assess and take appropriate action to prevent and protect against other potential threats.

Response

Activities that address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the affected community.

Reinforcing the initial response to an incident, some Federal agencies may operate in the ICP as Federal first responders and participate in the Unified Command structure. Once the JFO is established, the JFO Coordination Group sets Federal operational priorities. The JFO provides resources in support of the Unified Command and incident management teams conducting on-scene operations through the State and local EOCs.

Depending upon the scope and magnitude of the incident, the NRCC and/or the RRCCs activate the appropriate ESFs, as needed, to mobilize assets and the deployment of resources to support the incident. The NRCC and/or the RRCCs facilitate the deployment and transportation of the ERT and other teams and specialized capabilities such as, but not limited to, teams under the NDMS, the HHS Secretary's Emergency Response Team, the Epidemic Intelligence Service, HHS behavioral health response teams, the U.S. Public Health Service Commissioned Corps, and Urban Search and Rescue teams. Other response actions include the establishment of the JFO and other field facilities and providing a wide range of support for incident management, public health, and other community needs.

Response actions also include immediate law enforcement, fire, ambulance, and emergency medical service actions; emergency flood fighting; evacuations; transportation system detours; emergency public information; actions taken to minimize additional damage; urban search and rescue; the establishment of facilities for mass care; the provision of public health and medical services, food, ice, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment, and removal of environmental contamination; and protection of responder health and safety.

During the response to a terrorist event, law enforcement actions to collect and preserve evidence and to apprehend perpetrators are critical. These actions take place simultaneously with response operations necessary to save lives and protect property, and are closely coordinated with the law enforcement effort to facilitate the collection of evidence without impacting ongoing life-saving operations.

In the context of a single incident, once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations and, if applicable, hazard mitigation. The JFO Planning Section develops a demobilization plan for the release of appropriate components.

Recovery Actions

Recovery involves actions needed to help individuals and communities return to normal when feasible. The JFO is the central coordination point among Federal, State, local, and tribal agencies and voluntary organizations for delivering recovery assistance programs.

Recovery

The development, coordination, and execution of service- and site-restoration plans and the reconstitution of government operations and services through individual, private-sector, nongovernmental, and public assistance programs.

The JFO Operations Section includes the Human Services Branch, the Infrastructure Support Branch, and the Community Recovery and Mitigation Branch. The Human Services and Infrastructure Support Branches of the JFO Operations Section assess State and local recovery needs at the outset of an incident and develop relevant timeframes for program delivery. These branches ensure Federal agencies that have relevant recovery assistance programs are notified of an incident and share relevant applicant and damage information with all involved agencies as appropriate, ensuring that the privacy of individuals is protected.

A brief summary of these branches is presented next.

Branch	Description
Human Services Branch	The Human Services Branch coordinates assistance programs to help individuals, families, and businesses meet basic needs and return to self-sufficiency. This branch also coordinates with volunteer organizations and is involved in donations management, and coordinates the need for and location of DRCs with local and tribal governments. Federal, State, local, tribal, voluntary, and nongovernmental organizations staff the DRCs, as needed, with knowledgeable personnel to provide recovery and mitigation program information, advice, counseling, and related technical assistance.
Infrastructure Support Branch	The Infrastructure Support Branch of the JFO coordinates "public assistance programs" authorized by the Stafford Act to aid State and local governments and eligible private nonprofit organizations with the cost of emergency protective services and the repair or replacement of disaster-damaged public facilities and associated environmental restoration.
Community Recovery and Mitigation Branch	The Community Recovery and Mitigation Branch works with the other Operations branches and State and local officials to assess the long-term impacts of an Incident of National Significance, define available resources, and facilitate the development of a course of action to most efficiently apply available resources to restore and revitalize the community as well as reduce the impacts from future disasters.

The above branches coordinate with one another to identify appropriate agency assistance programs to meet applicant needs, synchronizing assistance delivery and encouraging incorporation of hazard mitigation measures where possible. Hazard mitigation measures are identified in concert with congressionally mandated, locally developed plans. Hazard mitigation risk analysis; technical assistance to State, local, and tribal governments, citizens, and business; and grant assistance are included within the mitigation framework. Additionally, these branches work in tandem to track overall progress of the recovery effort, particularly noting potential program deficiencies and problem areas.

Long-term environmental recovery may include cleanup and restoration of public facilities, businesses, and residences; re-establishment of habitats and prevention of subsequent damage to natural resources; protection of cultural or archeological sites; and protection of natural, cultural, and historical resources from intentional damage during other recovery operations.

Mitigation Actions

Hazard mitigation involves reducing or eliminating long-term risk to people and property from hazards and their side effects. The JFO is the central coordination point among Federal, State, local, and tribal agencies and NGOs for beginning the process that leads to the delivery of mitigation assistance programs.

Mitigation

Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident.

The JFO's Community Recovery and Mitigation Branch is responsible for coordinating the delivery of all mitigation programs within the affected area, including hazard mitigation for:

- Grant programs for loss reduction measures (if available);
- Delivery of loss reduction building-science expertise;
- Coordination of Federal flood insurance operations and integration of mitigation with other program efforts;
- Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs;
- Predictive modeling to protect critical assets;
- Early documentation of losses avoided due to previous hazard mitigation measures; and
- Community education and outreach necessary to foster loss reduction.

The Community Recovery and Mitigation Branch works with the Infrastructure and Human Services Branches and with State, local, and tribal officials to facilitate the development of a long-term recovery strategy for the impacted area(s).

Demobilization

When a centralized Federal coordination presence is no longer required in the affected area, the JFO Coordination Group implements the demobilization plan to transfer responsibilities and close out the JFO. After the closing of the JFO, long-term recovery program management and monitoring transitions to individual agencies' regional offices and/or headquarters, as appropriate.

Remedial Actions

DHS formally convenes interagency meetings called "hotwashes" to identify critical issues requiring headquarters-level attention, lessons learned, and best practices associated with the Federal response to Incidents of National Significance. Hotwashes typically are conducted at major transition points over the course of incident management operations, and include State, local, and tribal participation as appropriate.

Identified issues are validated and promptly assigned to appropriate organizations for remediation, in accordance with DHS/EPR/FEMA's Remedial Action Management Program (RAMP). DHS/EPR/FEMA manages the RAMP and coordinates, monitors, and reports the status of Federal remediation actions for issues arising from Incidents of National Significance.

After-Action Report

Following an incident, the JFO Coordination Group submits an after-action report to DHS Headquarters detailing operational successes, problems, and key issues affecting incident management. The report includes appropriate feedback from all Federal, State, local, tribal, nongovernmental, and private-sector partners participating in the incident. The Emergency Support Function Leaders Group (ESFLG) and the Regional Interagency Steering Committees (RISCs)—the headquarters-level and regional-level interagency NRP preparedness organizations (described in section VI on page 58)—use information from these reports to update plans and procedures as required.

Each Federal agency involved should keep records of its activity to assist in preparing its own after-action report. The DHS OSLGCP has established and maintains the Lessons Learned Information Sharing system (formerly Ready-Net) as the national repository for reports and lessons learned. The NIMS Integration Center supports and contributes to this national system.

NRP Operations Under HSAS Threat Conditions

General

The Homeland Security Advisory System, created by HSPD-3 and administered by DHS/IAIP, is a comprehensive and effective means for disseminating information regarding the risk of terrorist attacks and coordinating appropriate response measures across jurisdictions and with the private sector. The HSAS is composed of two separate elements: threat products and threat condition.

- Threat products include warning (advisories) and nonwarning (information bulletins) products designed to inform Federal, State, local, tribal, and nongovernmental entities and private citizens of threat or incident information.
- The threat condition provides a guide to assist government and private-sector entities in initiating a set of standardized actions as a result of increased terrorist threat levels within the United States, and to inform the public on updated homeland security requirements. The raising of the threat condition generally is reserved for threats that are credible, corroborated, and imminent. An elevated threat condition can be applied nationally or by region, by industry sector, or to a specific target.

During an increase in threat condition, DHS may notify, activate, and deploy NRP organizational elements in an effort to enhance the Nation's ability to prevent, prepare for, or respond to an attack. The decision to mobilize NRP organizational elements is based on the

nature and severity of the threat. In response to a heightened nationwide risk of attack, DHS may activate the national-level elements and place certain special teams on standby. For geographic-specific threats, DHS, in consultation with DOJ, may activate regional elements and deploy national coordinating elements and special teams to the affected area.

Procedures/Guidelines

Procedures/guidelines for threat conditions are described below.

Threat Conditions	Procedures/Guidelines
Green (low), Blue (guarded), Yellow (elevated)	Under Threat Conditions Green through Yellow, the HSOC maintains direct connectivity with the NCTC and the FBI SIOC regarding the terrorist threat and maintains situational awareness through the continued monitoring of reported incidents.
Orange (high)	When threat conditions warrant, DHS activates the IIMG to review the threat information, coordinate interagency activity, and recommend additional precautions needed to prevent, prepare for, or respond to an attack. If the threat is elevated regionally or locally, DHS considers designating a PFO and activating emergency response teams and appropriate RRCC(s) to coordinate with regional, State, and private-sector entities and notify (or activate) regional resources (such as the ERT) as appropriate.
Red (severe)	When threat conditions warrant, DHS fully activates the NRCC, activates the RRCCs in the designated threat locations, implements Continuity of Operations plans, and places other appropriate assets on the highest alert status. If the threat is elevated regionally or locally, the IIMG provides recommendations for the deployment of special teams to the area and establishment of a JFO. In the absence of a JFO, special teams deployed in response to a terrorist threat operate in coordination with the FBI JOC.

VI. Ongoing Plan Management and Maintenance

Coordination

The Federal Government uses the "preparedness organization" concept described in the NIMS for the ongoing management and maintenance of the NRP. These organizations typically include all agencies with a role in incident management and provide a forum for coordination of policy, planning, training, equipping, and other preparedness requirements.

Federal Headquarters Level

The HSC Domestic Threat Reduction and Incident Management (DTRIM) PCC and the ESFLG are the primary Federal-level organizations for coordinating interagency policy related to the ongoing management and maintenance of the NRP and related activities. In providing sustained management and oversight of the NRP, these organizations will comply with preparedness guidelines and standards as identified in HSPD-5 and HSPD-8.

- **Domestic Threat Reduction and Incident Management Policy Coordination Committee:** The DTRIM PCC serves as the senior interagency policy oversight group for the NRP and related issues, providing an interagency forum for review of NRP-related plans, policy guidance, and issue resolution. (The DTRIM PCC replaces the FRP Catastrophic Disaster Response Group (CDRG) for ongoing management and maintenance of the NRP in these areas.)

- **Emergency Support Function Leaders Group:** The ESFLG serves as the senior interagency planning oversight group for operational issues related to the NRP and its ongoing management and maintenance. The ESFLG is comprised of representatives from each ESF as well as those organizations responsible for maintaining the NRP Support and Incident Annexes. The ESFLG provides a forum for developing supporting plans and procedures, as well as cross-coordination of functions. The ESFLG meets at least quarterly. In addition, coordinators of the ESF, Support, and Incident Annexes will meet annually, as a minimum, to review and update plans and procedures, incorporate lessons learned and best practices, and ensure functional coordination and continuous improvement of all NRP elements. DHS will develop a charter for the ESFLG further outlining its roles and responsibilities in this area.

- **Other Federal Preparedness Organizations:** Other existing interagency preparedness organizations generally are integrated through the ESF structure. For example, the National Response Team works in coordination with ESF #10 (Oil and Hazardous Materials Response) planning efforts.

Federal Regional Level

At the Federal regional level, the RISCs are responsible for multiagency coordination under the NRP on a steady-state basis. The RISCs support the national-level groups by coordinating issues and solutions that are unique to the regions. RISCs also coordinate preparedness efforts with other regional-level preparedness organizations (such as the Regional Response Teams (RRTs) that coordinate regional ESF #10 efforts). At a minimum, the RISC is comprised of representatives from each State in the region and, where appropriate, regional-level representatives from ESF primary and support agencies. RISCs meet at least quarterly and provide an operational-level forum for regional planning, interagency information-sharing, and coordination. Each RISC includes an executive-level committee that meets at least twice yearly to provide executive-level guidance and oversight. DHS will publish a charter for the RISCs further describing their roles and responsibilities.

State and Local Levels

At the State and local levels, various preparedness organizations provide multiagency coordination functions.

Plan Maintenance

DHS/EPR/FEMA, in close coordination with the DHS Office of the Secretary, is the executive agent for NRP management and maintenance. The NRP will be updated periodically as required to incorporate new Presidential directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. This section establishes procedures for interim changes and full updates of the NRP.

The NRP will be updated periodically as required to incorporate new Presidential directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events.

- **Types of Changes.** Changes include additions of new or supplementary material and deletions. No proposed change should contradict or override authorities or other plans contained in statute, Executive order, or regulation.

- **Coordination and Approval.** Any department or agency with assigned responsibilities under the NRP may propose a change to the plan. DHS is responsible for coordinating all proposed modifications to the NRP with primary and support agencies and other stakeholders, as required. DHS will coordinate review and approval for proposed modifications through the ESFLG and HSC as required.

- **Notice of Change.** After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, DHS will issue an official Notice of Change.

  The notice will specify the date, number, subject, purpose, background, and action required, and provide the change language on one or more numbered and dated insert pages that will replace the modified pages in the NRP. Once published, the modifications will be considered part of the NRP for operational purposes pending a formal revision and reissuance of the entire document. Interim changes can be further modified or updated using the above process.

- **Distribution.** DHS will distribute Notices of Change to all participating agencies, DHS Headquarters and regional offices, and State emergency management offices. Notices of Change to other organizations will be provided upon request.

- **Reissuance of the NRP.** Working toward continuous improvement, DHS is responsible for coordinating full reviews and updates of the NRP every 4 years, or more frequently if the Secretary deems necessary. The review and update will consider lessons learned and best practices identified during exercises and responses to actual events, and incorporate new information technologies. DHS will distribute revised NRP documents to the HSC for the purpose of interagency review and concurrence.

The NIMS Integration Center

In accordance with the NIMS, the NIMS Integration Center is responsible for facilitating the development and adoption of national-level standards, guidelines, and protocols related to the NIMS. DHS/EPR/FEMA will consult with the NIMS Integration Center in the management and maintenance of the NRP as appropriate.

The NRP and National Preparedness

The NRP provides a key aspect of Federal department and agency compliance with HSPD-8, National Preparedness. HSPD-8 directs the Secretary of Homeland Security to coordinate efforts to measure and improve national preparedness. For more information on national preparedness, please refer to the National Preparedness Goal. Preparedness tasks related to the NRP and associated supplements are summarized below:

- DHS develops a national domestic all-hazards preparedness goal, in coordination with other Federal

departments and agencies, and in consultation with State and local governments. The goal establishes a National Preparedness Assessment and Reporting System, which produces an annual status report to the President regarding the Nation's level of preparedness.

- Appropriate Federal departments and agencies undertake actions to support the national preparedness goal, including adoption of quantifiable performance measurements in the areas of training, planning, equipment, and exercises for Federal preparedness. Performance measures are submitted to DHS for the National Preparedness Assessment and Reporting System.

- The annual report to the President includes, but is not limited to, information on the readiness of Federal civil response assets. Appropriate Federal departments and agencies are required to maintain specialized Federal assets, such as teams, stockpiles, and caches, at levels consistent with the national preparedness goal and to make them available for response activities as established in the NRP.

- DHS develops and maintains a Federal response capability inventory, in coordination with other appropriate Federal departments and agencies, that includes the performance parameters of the capability, the timeframe within which the capability can be brought to bear to an incident, and the readiness of such capability to manage domestic incidents. Owners (respective agencies) of Federal response capabilities are responsible for providing DHS with updated information to ensure that the inventory is current.

- DHS, in coordination with other appropriate Federal departments and agencies and in consultation with State and local governments, maintains a comprehensive National Training Program, a National Exercise Program, and a National Lessons Learned Information Sharing System (formerly Ready-Net) to meet the national preparedness goal. These programs and systems use the NIMS and include requirements to support the NRP as appropriate.

NRP-Supporting Documents and Standards for Other Federal Emergency Plans

The NRP, as the core plan for domestic incident management, provides the structures and processes for coordinating incident management activities for terrorist attacks, natural disasters, and other emergencies that meet the criteria established for Incidents of National Significance. Following the guidance provided in HSPD-5, the NRP incorporates existing Federal emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the NRP, as supplements, or as supporting operational plans.

Accordingly, Federal departments and agencies must incorporate key NRP concepts and procedures for working with NRP organizational elements when developing or updating incident management and emergency response plans. When an agency develops a national interagency plan that involves events within the scope of Incidents of National Significance, these plans are coordinated with DHS to ensure consistency with the NRP, and are incorporated into the NRP, either by reference or as a whole. DHS/EPR/FEMA will maintain a complete set of all current national interagency plans and provide ready public access to those plans via website or other appropriate means.

Incident management and emergency response plans must include, to the extent authorized by law:

- Principles and terminology of the NIMS;
- Reporting requirements of the NRP;
- Linkages to key NRP organizational elements (such as the IIMG, NRCC, RRCC, JFO, etc.); and
- Procedures for transitioning from localized incidents to Incidents of National Significance.

The broader range of NRP-supporting documents includes strategic, operational, tactical, and incident-specific or hazard-specific contingency plans and procedures. Strategic plans are developed by headquarters-level entities based on long-range goals, objectives, and priorities. Operational-level plans merge the on-scene tactical concerns with overall

strategic objectives. Tactical plans include detailed, specific actions and descriptions of resources required to manage an actual or potential incident. Contingency plans are based on specific scenarios and planning assumptions related to a geographic area or the projected impacts of an individual hazard. The following is a brief description of NRP-related documents:

Document	Description
National Incident Management System	The NIMS provides a core set of doctrine, concepts, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels.
National Interagency Plans	National interagency plans are based either on statutory or regulatory authorities, and/or specific contingencies and types of incidents. These plans provide protocols for managing the preponderance of incidents that are likely to occur at all levels of government and that normally can be managed without the need for DHS coordination. These plans can be implemented independently or concurrently with the NRP. When the NRP is activated, these interagency plans are incorporated as supporting and/or operational plans. Examples of national interagency plans that are incorporated into the NRP as supporting and/or operational plans include: ▪ National Oil and Hazardous Substances Pollution Contingency Plan; ▪ Mass Migration Emergency Plan; ▪ National Search and Rescue Plan; ▪ National Infrastructure Protection Plan; and ▪ National Maritime Security Plan. For purposes of full incorporation into the NRP, these plans will be referred to as NRP supplements for the specific contingency or mission area that constitutes the main focus of such plans. The comprehensive listing of national interagency plans included as Appendix 4 provides a brief description of each of these plans.
Agency-Specific Plans	Agency-specific plans are created to manage single hazards or contingencies under the purview of the responsible department or agency. An example of an agency-specific plan is the NRC's Incident Response Plan.
Operational Supplements	Operational supplements typically are detailed plans relating to specific incidents or events. Operational supplements routinely are developed to support NSSEs.
Regional Plans	Regional plans typically are operational supplements to national plans and provide region-specific procedures and guidance. Examples of regional plans include regional contingency plans (RCPs) mandated by the NCP to organize oil and hazardous substance contamination response.

Document	Description
State/Local/Tribal Emergency Operations Plans	State/local/tribal emergency operations plans are created to address a variety of hazards. Examples include: ▪ State emergency operations plans designed to support State emergency management functions. ▪ Area contingency plans designed to prevent, prepare for, respond to, and recover from oil and hazardous substance incidents. These plans are developed at the direction of Federal OSCs in consultation with organizations at the State, regional, local, and tribal levels. ▪ Local emergency operations plans created at the municipal level to complement State emergency operations plans.
State/Local/Tribal Multihazard Mitigation Plans	State/local/tribal multihazard mitigation plans are developed by States, territories, tribes, and local communities to provide a framework for understanding vulnerability to and risk from hazards, and identifying the pre-disaster and post-disaster mitigation measures to reduce the risk from those hazards. Multihazard mitigation planning requirements were established by Congress through the Stafford Act, as amended by the Disaster Mitigation Act of 2000.
Private-Sector Plans	Private-sector plans are developed by privately owned companies/corporations. Some planning efforts are mandated by statute (e.g., nuclear power plant operations), while others are developed to ensure business continuity.
Volunteer and Nongovernmental Organization Plans	Volunteer and nongovernmental organization plans are plans created to support local, State, regional, and Federal emergency preparedness, response, and recovery operations. Plans include a continuous process of assessment, evaluation, and preparation to ensure that the necessary authorities, organization, resources, coordination, and operation procedures exist to provide effective delivery of services to disaster clients as well as provide integration into planning efforts at all government levels.
International Plans	International plans between the Federal Government and foreign countries typically deal with natural disasters, mass-casualty incidents, pollution incidents, terrorism, or public health emergencies.
Procedures	Procedures provide operational guidance for use by emergency teams and other personnel involved in conducting or supporting incident management operations. These documents fall into five basic categories: ▪ Overviews that provide a brief concept summary of an incident management function, team, or capability; ▪ Standard operating procedures (SOPs), standard operating guidelines (SOGs), or operations manuals that provide a complete reference document, detailing the procedures for performing a single function (i.e., SOP/SOG) or a number of interdependent functions (i.e., operations manual); ▪ Field operations guides (FOGs) or handbooks that are produced as a durable pocket or desk guide, containing essential tactical information needed to perform specific assignments or functions; ▪ Point of contact (POC) lists; and ▪ Job aids such as checklists or other tools for job performance or job training.

Appendix 1

Glossary of Key Terms

For the purposes of the NRP, the following terms and definitions apply.

Accountable Property. Property that: 1) has an acquisition cost that is $15,000 or more; 2) has a unique, identifiable serial number (e.g., computer or telecommunications equipment); and 3) is considered "sensitive" (i.e., easily pilferable), such as cellular phones, pagers, and laptop computers.

Agency. A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative. A person assigned by a primary, assisting, or cooperating Federal, State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Area Command (Unified Area Command). An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.

Available Resources. Resources assigned to an incident, checked in, and available for use, normally located in a Staging Area.

Awareness. The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively.

Casualty. Any person who is declared dead or is missing, ill, or injured.

Catastrophic Incident. Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to State, local, tribal, and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic events are Incidents of National Significance.

Chain of Command. A series of command, control, executive, or management positions in hierarchical order of authority.

Civil Transportation Capacity. The total quantity of privately owned transportation services, equipment, facilities, and systems from all transportation modes nationally or in a prescribed area or region.

Coastal Zone. As defined by the NCP, means all U.S. waters subject to tide, U.S. waters of the Great Lakes, specified ports and harbors on inland rivers, waters of the contiguous zone, other water of the high seas subject to the NCP, and the land surface or land substrata, ground waters, and ambient air proximal to those waters. The term "coastal zone" delineates an area of Federal responsibility for response action. Precise boundaries are determined by EPA/USCG agreements and identified in RCPs.

Command Staff. In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Common Operating Picture (COP). A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Community Recovery. In the context of the NRP and its annexes, the process of assessing the effects of an Incident of National Significance, defining resources, and developing and implementing a course of action to restore and revitalize the socioeconomic and physical structure of a community.

Consequence Management. Predominantly an emergency management function and included measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also **Crisis Management.**

Contiguous Zone. The zone of the high seas, established by the United States under Article 24 of the Convention on the Territorial Sea and Contiguous Zone, that is contiguous to the territorial sea and that extends 9 miles seaward from the outer limit of the territorial sea.

Credible Threat. A potential terrorist threat that, based on a threat assessment, is credible and likely to involve WMD.

Crisis Management. Predominantly a law enforcement function and included measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also **Consequence Management.**

Critical Infrastructures. Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Cultural Resources. Cultural resources include historic and prehistoric structures, archeological sites, cultural landscapes, and museum collections.

Cyber. Pertaining to computers and their support systems, such as servers, routers, and switches, that support critical infrastructure.

Defense Support of Civil Authorities (DSCA). Refers to DOD support, including Federal military forces, DOD civilians and DOD contractor personnel, and DOD agencies and components, for domestic emergencies and for designated law enforcement and other activities.

Deputy. A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Disaster. See **Major Disaster.**

Disaster Recovery Center (DRC). A facility established in a centralized location within or near the disaster area at which disaster victims (individuals, families, or businesses) apply for disaster aid.

District Response Group. Established in each DHS/USCG District, the District Response Group is primarily responsible for providing the OSC technical assistance, personnel, and equipment during responses typically involving marine zones.

Emergency. As defined by the Stafford Act, an emergency is "any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States."

Emergency Operations Center (EOC). The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or by some combination thereof.

Emergency Operations Plan (EOP). The "steady-state" plan maintained by various jurisdictional levels for managing a wide variety of potential hazards.

Emergency Public Information. Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Response Provider. Includes Federal, State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. (See section 2(6), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).) Also known as "emergency responder."

Emergency Support Function (ESF). A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. The ESFs serve as the primary operational-level mechanism to provide assistance to State, local, and tribal governments or to Federal departments and agencies conducting missions of primary Federal responsibility.

Emerging Infectious Diseases. New or recurring infectious diseases of people, domestic animals, and/or wildlife, including identification, etiology, pathogenesis, zoonotic potential, and ecological impact.

Environment. Natural and cultural resources and historic properties as those terms are defined in this glossary and in relevant laws.

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

Evacuation. Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Facility Management. Facility selection and acquisition, building services, information systems, communications, safety and health, and physical security.

Federal. Of or pertaining to the Federal Government of the United States of America.

Federal Coordinating Officer (FCO). The Federal officer who is appointed to manage Federal resource support activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of Federal disaster assistance resources and programs to the affected State and local governments, individual victims, and the private sector.

Federal Emergency Communications Coordinator (FECC). That person, assigned by GSA, who functions as the principal Federal manager for emergency telecommunications requirements in major disasters, emergencies, and extraordinary situations, when requested by the FCO or FRC.

Federal On-Scene Coordinator (FOSC or OSC). The Federal official predesignated by the EPA or the USCG to coordinate responses under subpart D of the NCP, or the government official designated to coordinate and direct removal actions under subpart E of the NCP.

Federal Resource Coordinator (FRC). The Federal official appointed to manage Federal resource support activities related to non-Stafford Act incidents. The FRC is responsible for coordinating support from other Federal departments and agencies using interagency agreements and MOUs.

First Responder. Local and nongovernmental police, fire, and emergency personnel who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as

equipment operators) who provide immediate support services during prevention, response, and recovery operations. First responders may include personnel from Federal, State, local, tribal, or nongovernmental organizations.

Food and Nutrition Service (FNS) Disaster Task Force. The Food Security Act of 1985 (Public Law 99-198) requires the Secretary of Agriculture to establish a Disaster Task Force to assist States in implementing and operating various disaster food programs. The FNS Disaster Task Force coordinates the overall FNS response to disasters and emergencies. It operates under the general direction of the Administrator of FNS.

Hazard. Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazard Mitigation. Any cost-effective measure which will reduce the potential for damage to a facility from a disaster event.

Hazardous Material. For the purposes of ESF #1, hazardous material is a substance or material, including a hazardous substance, that has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated (see 49 CFR 171.8). For the purposes of ESF #10 and the Oil and Hazardous Materials Incident Annex, the term is intended to mean hazardous substances, pollutants, and contaminants as defined by the NCP.

Hazardous Substance. As defined by the NCP, any substance designated pursuant to section 311(b)(2)(A) of the Clean Water Act; any element, compound, mixture, solution, or substance designated pursuant to section 102 of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA); any hazardous waste having the characteristics identified under or listed pursuant to section 3001 of the Solid Waste Disposal Act (but not including any waste the regulation of which under the Solid Waste Disposal Act (42 U.S.C. § 6901 et seq.) has been suspended by act of Congress); any toxic pollutant listed under section 307(a) of the Clean Water Act; any hazardous air pollutant listed under section 112 of the Clean Air Act (42 U.S.C. § 7521 et seq.); and any imminently hazardous chemical substance or mixture with respect to which the EPA Administrator has taken action pursuant to section 7 of the Toxic Substances Control Act (15 U.S.C. § 2601 et seq.).

Historic Property. Any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places, including artifacts, records, and remains which are related to such district, site, building, structure, or object [16 U.S.C. § 470(w)(5)].

Incident. An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan. An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP). The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System (ICS). A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies,

both public and private, or organized field-level incident management operations.

Incident Commander (IC). The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. (See page 10 for discussion on DOD forces.)

Incident Management Team (IMT). The Incident Commander and appropriate Command and General Staff personnel assigned to an incident.

Incident Mitigation. Actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

Incident of National Significance. Based on criteria established in HSPD-5 (paragraph 4), an actual or potential high-impact event that requires a coordinated and effective response by and appropriate combination of Federal, State, local, tribal, nongovernmental, and/or private-sector entities in order to save lives and minimize damage, and provide the basis for long-term community recovery and mitigation activities.

Information Officer. See **Public Information Officer.**

Infrastructure. The manmade physical systems, assets, projects, and structures, publicly and/or privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, drinking water systems, electrical systems, communications systems, dams, sewage systems, and roads.

Infrastructure Liaison. Assigned by DHS/IAIP, the Infrastructure Liaison serves as the principal advisor to the JFO Coordination Group regarding all national- and regional-level critical infrastructure and key resources incident-related issues.

Initial Actions. The actions taken by those responders first to arrive at an incident site.

Initial Response. Resources initially committed to an incident.

Initial Response Resources (IRR). Disaster support commodities that may be pre-staged, in anticipation of a catastrophic event, at a Federal facility close to a disaster area for immediate application through an NRP ESF operation. The initial response resources are provided to victims and all levels of government responders immediately after a disaster occurs. They are designed to augment State and local capabilities. DHS/EPR/FEMA Logistics Division stores and maintains critically needed initial response commodities for victims and responders and pre-positions supplies and equipment when required. The initial response resources include supplies (baby food, baby formula, blankets, cots, diapers, meals ready-to-eat, plastic sheeting, tents, and water) and equipment (emergency generators, industrial ice-makers, mobile kitchen kits, portable potties with service, portable showers, and refrigerated vans).

In-Kind Donations. Donations other than cash (usually materials or professional services) for disaster survivors.

Inland Zone. As defined in the NCP, the environment inland of the coastal zone excluding the Great Lakes and specified ports and harbors on the inland rivers. The term "coastal zone" delineates an area of Federal responsibility for response action. Precise boundaries are determined by EPA/USCG agreements and identified in RCPs.

Insular Areas. Non-State possessions of the United States. The insular areas include Guam, the Commonwealth of the Northern Mariana Islands (CNMI), American Samoa, the U.S. Virgin Islands, and the former World War II Trust Territories now known as the Federated States of Micronesia and the Republic of the Marshall Islands. These last two entities, known as Freely Associated States (FAS), are still connected with the United States through the Compact of Free Association.

Interagency Modeling and Atmospheric Assessment Center (IMAAC). An interagency center responsible for production, coordination, and dissemination of consequence predictions for an airborne hazardous material release. The IMAAC generates the single Federal prediction of atmospheric dispersions and their consequences utilizing the best available resources from the Federal Government.

Joint Field Office (JFO). A temporary Federal facility established locally to provide a central point for Federal, State, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA DFO, and the JIC within a single Federal facility.

Joint Information Center (JIC). A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS). Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Joint Operations Center (JOC). The JOC is the focal point for all Federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the SFLEO. The JOC becomes a component of the JFO when the NRP is activated.

Jurisdiction. A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authorities. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison Officer. A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

Local Government. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization or, in Alaska, a Native Village or Alaska Regional Native Corporation; or a rural community, unincorporated town or village, or other public entity. (As defined in section 2(10) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Long-Range Management Plan. Used by the FCO and management team to address internal staffing, organization, and team requirements.

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

Materiel Management. Requisitioning and sourcing (requirements processing); acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; and recovery, reuse, and disposition.

Mission Assignment. The vehicle used by DHS/EPR/FEMA to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work.

Mitigation. Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident.

Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization. The process and procedures used by all organizations—Federal, State, local, and tribal—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mobilization Center. An off-site temporary facility at which response personnel and equipment are received from the Point of Arrival and are pre-positioned for deployment to an incident logistics base, to a local Staging Area, or directly to an incident site, as required. A mobilization center also provides temporary support services, such as food and billeting, for response personnel prior to their assignment, release, or reassignment and serves as a place to out-process following demobilization while awaiting transportation.

Multiagency Command Center (MACC). An interagency coordination center established by DHS/USSS during NSSEs as a component of the JFO. The MACC serves as the focal point for interagency security planning and coordination, including the coordination of all NSSE-related information from other intra-agency centers (e.g., police command posts, Secret Service security rooms) and other interagency centers (e.g., intelligence operations centers, joint information centers).

Multiagency Coordination Entity. Functions within a broader multiagency coordination system. It may establish priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination System. Provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, EOCs, specific multiagency coordination entities, personnel, procedures, and communications. The systems assist agencies and organizations to fully integrate the subsystems of NIMS.

Multijurisdictional Incident. An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual Aid Agreement. Written agreement between agencies, organizations, and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

National. Of a nationwide character, including the Federal, State, local, and tribal aspects of governance and policy.

National Coordinating Center for Telecommunications. A joint telecommunications industry–Federal Government operation established to assist in the initiation, coordination, restoration, and reconstitution of NS/EP telecommunications services and facilities.

National Counterterrorism Center (NCTC). The NCTC serves as the primary Federal organization for analyzing and integrating all intelligence possessed or acquired by the U.S. Government pertaining to terrorism and counterterrorism, excepting purely domestic counterterrorism information. The NCTC may, consistent with applicable law, receive, retain, and disseminate information from any Federal, State, or local government or other source necessary to fulfill its responsibilities.

National Disaster Medical System (NDMS). A coordinated partnership between DHS, HHS, DOD, and the Department of Veterans Affairs established for the purpose of responding to the needs of victims of a public health emergency. NDMS provides medical response assets and the movement of patients to health care facilities where definitive medical care is received when required.

National Incident Management System (NIMS). A system mandated by HSPD-5 that provides a consistent, nationwide approach for Federal, State, local, and tribal governments; the private sector; and NGOs to work

effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Infrastructure Coordinating Center (NICC). Managed by the DHS Information Analysis and Infrastructure Protection Directorate, the NICC monitors the Nation's critical infrastructure and key resources on an ongoing basis. In the event of an incident, the NICC provides a coordinating vehicle to share information with critical infrastructure and key resources information-sharing entities.

National Interagency Coordination Center (NICC). The organization responsible for coordinating allocation of resources to one or more coordination centers or major fires within the Nation. Located in Boise, ID.

National Interagency Fire Center (NIFC). A facility located in Boise, ID, that is jointly operated by several Federal agencies and is dedicated to coordination, logistical support, and improved weather services in support of fire management operations throughout the United States.

Natural Resources. Natural resources include land, fish, wildlife, domesticated animals, plants, biota, and water. Water means salt and fresh water, surface and ground water, including water used for drinking, irrigation, aquaculture, and recreational purposes, as well as in its capacity as fish and wildlife habitat, including coral reef ecosystems as defined in 16 U.S.C. 64501. Land means soil, surface and subsurface minerals, and other terrestrial features.

National Response Center. A national communications center for activities related to oil and hazardous substance response actions. The National Response Center, located at DHS/USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate Federal OSC.

National Response System. Pursuant to the NCP, the mechanism for coordinating response actions by all levels of government (40 CFR § 300.21) for oil and hazardous substances spills and releases.

National Response Team (NRT). The NRT, comprised of the 16 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating Federal agency activities under the NCP. The 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 serves as the NRT Chair, and DHS/USCG serves as Vice Chair.

National Security and Emergency Preparedness (NS/EP) Telecommunications. NS/EP telecommunications services are those used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to the population or damage to or loss of property, or could degrade or threaten the NS/EP posture of the United States.

National Special Security Event (NSSE). A designated event that, by virtue of its political, economic, social, or religious significance, may be the target of terrorism or other criminal activity.

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

Nongovernmental Organization (NGO). A nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Nuclear Incident Response Team (NIRT). Created by the Homeland Security Act to provide DHS with a nuclear/radiological response capability. When activated, the NIRT consists of specialized Federal response teams drawn from DOE and/or EPA. These

teams may become DHS operational assets providing technical expertise and equipment when activated during a crisis or in response to a nuclear/radiological incident as part of the DHS Federal response.

On-Scene Coordinator (OSC). See **Federal On-Scene Coordinator.**

Pollutant or Contaminant. As defined in the NCP, includes, but is not limited to, any element, substance, compound, or mixture, including disease-causing agents, which after release into the environment and upon exposure, ingestion, inhalation, or assimilation into any organism, either directly from the environment or indirectly by ingestion through food chains, will or may reasonably be anticipated to cause death, disease, behavioral abnormalities, cancer, genetic mutation, physiological malfunctions, or physical deformations in such organisms or their offspring.

Preparedness. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

Prevention. Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Principal Federal Official (PFO). The Federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary's incident management responsibilities under HSPD-5 for Incidents of National Significance.

Private Sector. Organizations and entities that are not part of any governmental structure. Includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private voluntary organizations.

Public Assistance Program. The program administered by FEMA that provides supplemental Federal disaster grant assistance for debris removal and disposal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private nonprofit organizations.

Public Health. Protection, safety, improvement, and interconnections of health and disease prevention among people, domestic animals and wildlife.

Public Information Officer (PIO). A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Public Works. Work, construction, physical facilities, and services provided by governments for the benefit and use of the public.

Radiological Emergency Response Teams (RERTs). Teams provided by EPA's Office of Radiation and Indoor Air to support and respond to incidents or sites containing radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

Recovery. The development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services through individual, private-sector, nongovernmental, and public assistance programs that: identify needs and define resources; provide housing and promote restoration; address long-term care and treatment of affected

persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.

Regional Emergency Transportation Coordinator (RETCO). A senior-level executive from a DOT operating administration who is predesignated by DOT order to serve as the regional representative of the Secretary of Transportation for emergency transportation preparedness and response, including oversight of ESF #1. Depending upon the nature and extent of the disaster or major incident, the Secretary may designate another official in this capacity.

Regional Response Teams (RRTs). Regional counterparts to the National Response Team, the RRTs comprise 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.

Resources. Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Response. Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include: applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Senior Federal Official (SFO). An individual representing a Federal department or agency with primary statutory responsibility for incident management. SFOs utilize existing authorities, expertise, and capabilities to aid in management of the incident working in coordination with other members of the JFO Coordination Group.

Shared Resources (SHARES) High Frequency Radio Program. SHARES provides a single, interagency emergency message handling system by bringing together existing HF radio resources of Federal, State, and industry organizations when normal communications are destroyed or unavailable for the transmission of NS/EP information.

Situation Assessment. The evaluation and interpretation of information gathered from a variety of sources (including weather information and forecasts, computerized models, GIS data mapping, remote sensing sources, ground surveys, etc.) that, when communicated to emergency managers and decisionmakers, can provide a basis for incident management decisionmaking.

State. Any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. (As defined in section 2(14) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Strategic. Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategic Plan. A plan that addresses long-term issues such as impact of weather forecasts, time-phased resource requirements, and problems such as permanent housing for displaced disaster victims, environmental pollution, and infrastructure restoration.

Subject-Matter Expert (SME). An individual who is a technical expert in a specific area or in performing a specialized job, task, or skill.

Supervisor of Salvage and Diving (SUPSALV). A salvage, search, and recovery operation established by the Department of Navy. SUPSALV has extensive experience to support response activities, including specialized salvage, firefighting, and petroleum, oil, and lubricants offloading. SUPSALV, when available, will provide equipment for training exercises to support national and regional contingency planning.

Telecommunications. The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical electromagnetic, or optical means. Telecommunications includes all aspects of transmitting information.

Telecommunications Service Priority (TSP) Program. The NS/EP TSP Program is the regulatory, administrative, and operational program authorizing and providing for priority treatment (i.e., provisioning and restoration) of NS/EP telecommunications services. As such, it establishes the framework for NS/EP telecommunications service vendors to provide, restore, or otherwise act on a priority basis to ensure effective NS/EP telecommunications services.

Terrorism. Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat. An indication of possible violence, harm, or danger.

Transportation Management. Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

Tribe. Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Unaffiliated Volunteer. An individual who is not formally associated with a recognized voluntary disaster relief organization; also known as a "spontaneous" or "emergent" volunteer.

Unified Command. An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan. (See page 10 for discussion on DOD forces.)

United States. The term "United States," when used in a geographic sense, means any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, any possession of the United States, and any waters within the jurisdiction of the United States. (As defined in section 2(16) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Unsolicited Goods. Donated items offered by and/or sent to the incident area by the public, the private sector, or other source, that have not been requested by government or nonprofit disaster relief coordinators.

Urban Search and Rescue. Operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

Volunteer. Any individual accepted to perform services by an agency that has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed. (See, for example, 16 U.S.C. § 742f(c) and 29 CFR § 553.101.)

Volunteer and Donations Coordination Center. Facility from which the Volunteer and Donations Coordination Team operates. It is best situated in or close by the State EOC for coordination purposes. Requirements may include space for a phone bank,

meeting space, and space for a team of specialists to review and process offers.

Weapon of Mass Destruction (WMD). As defined in Title 18, U.S.C. § 2332a: (1) any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Wireless Priority Service (WPS). WPS allows authorized NS/EP personnel to gain priority access to the next available wireless radio channel to initiate calls during an emergency when carrier channels may be congested.

Appendix 2

List of Acronyms

APHIS	Animal and Plant Health Inspection Service
CBO	Community-Based Organization
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CI/KR	Critical Infrastructure/Key Resources
CMC	Crisis Management Coordinator
CNMI	Commonwealth of the Northern Mariana Islands
CONPLAN	U.S. Government Interagency Domestic Terrorism Concept of Operations Plan
CSG	Counterterrorism Security Group
DCE	Defense Coordinating Element
DCO	Defense Coordinating Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DHS	Department of Homeland Security
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
DPA	Defense Production Act
DRC	Disaster Recovery Center
DRM	Disaster Recovery Manager
DSCA	Defense Support of Civil Authorities
DTRIM	Domestic Threat Reduction and Incident Management
EAS	Emergency Assistance Personnel or Emergency Alert System
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
EPLO	Emergency Preparedness Liaison Officer
EPR	Emergency Preparedness and Response
ERL	Environmental Research Laboratories
ERT	Environmental Response Team (EPA)
ERT-A	Emergency Response Team—Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
ESFLG	Emergency Support Function Leaders Group
EST	Emergency Support Team
FAS	Freely Associated States
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FIRST	Federal Incident Response Support Team
FMC	Federal Mobilization Center
FNS	Food and Nutrition Service
FOC	FEMA Operations Center
FOG	Field Operations Guide
FRC	Federal Resource Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRP	Federal Response Plan

GAR	Governor's Authorized Representative
GIS	Geographical Information System
GSA	General Services Administration
HHS	Department of Health and Human Services
HQ	Headquarters
HSAS	Homeland Security Advisory System
HSC	Homeland Security Council
HSOC	Homeland Security Operations Center
HSPD	Homeland Security Presidential Directive
IAIP	Information Analysis and Infrastructure Protection
IC	Incident Command
ICP	Incident Command Post
ICS	Incident Command System
IIMG	Interagency Incident Management Group
IMT	Incident Management Team
INRP	Initial National Response Plan
IOF	Interim Operating Facility
ISAO	Information-Sharing and Analysis Organization
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
JTF	Joint Task Force
JTTF	Joint Terrorism Task Force
MAC Entity	Multiagency Coordinating Entity
MACC	Multiagency Command Center
MERS	Mobile Emergency Response Support
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAHERC	National Animal Health Emergency Response Corps
NASA	National Aeronautics and Space Administration
NAWAS	National Warning System
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NCR	National Capital Region
NCS	National Communications System
NCTC	National Counterterrorism Center
NDMS	National Disaster Medical System
NEP	National Exercise Program
NGO	Nongovernmental Organization
NICC	National Infrastructure Coordinating Center
NICC	National Interagency Coordination Center
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NIRT	Nuclear Incident Response Team
NJTTF	National Joint Terrorism Task Force
NMRT	National Medical Response Team
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRCC	National Response Coordination Center
NRCS	Natural Resources Conservation Service
NRP	National Response Plan
NRT	National Response Team
NSC	National Security Council
NSP	National Search and Rescue Plan
NSSE	National Special Security Event
NVOAD	National Voluntary Organizations Active in Disaster
NWCG	National Wildland Coordinating Group
OIA	Office of the Assistant Secretary for Information Analysis
OSC	On-Scene Coordinator

OSHA	Occupational Safety and Health Administration
OSLGCP	Office of State and Local Government Coordination and Preparedness
PCC	Policy Coordination Committee
PDA	Preliminary Damage Assessment
PDD	Presidential Decision Directive
PFO	Principal Federal Official
POC	Point of Contact
RA	Reimbursable Agreement
RAMP	Remedial Action Management Program
RCP	Regional Contingency Plan
RCRA	Resource Conservation and Recovery Act
REPLO	Regional Emergency Preparedness Liaison Officer
RFI	Request for Information
RISC	Regional Interagency Steering Committee
RRCC	Regional Response Coordination Center
RRT	Regional Response Team
ROC	Regional Operations Center
SAC	Special Agent-in-Charge
SAR	Search and Rescue
SCC	Secretary's Command Center (HHS)
SCO	State Coordinating Officer
SFLEO	Senior Federal Law Enforcement Official
SFO	Senior Federal Official
SIOC	Strategic Information and Operations Center
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
START	Scientific and Technical Advisory and Response Team
TSA	Transportation Security Administration
TSC	Terrorist Screening Center
US&R	Urban Search and Rescue
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USSS	U.S. Secret Service
VMAT	Veterinarian Medical Assistance Team
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

Appendix 3

Authorities and References

The principal authorities that guide the structure, development, and implementation of the NRP are statutes, Executive orders, and Presidential directives. Congress has provided the broad statutory authority necessary for the NRP, and the President has issued Executive orders and Presidential directives to supply authority and policy direction to departments and agencies of the Executive Branch. Among the major statutes, orders, and directives relevant to the NRP are those summarized below.

A. Statutes and Regulations

1. The **Homeland Security Act of 2002,** Pub. Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. §§ 101-557 and in other scattered sections of the U.S.C.), established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism. In the act, Congress assigned DHS the primary missions to:
   - Prevent terrorist attacks within the United States;
   - Reduce the vulnerability of the United States to terrorism at home;
   - Minimize the damage and assist in the recovery from terrorist attacks that occur; and
   - Act as the focal point regarding natural and manmade crises and emergency planning.

   The Homeland Security Act gives the Secretary of Homeland Security full authority and control over the Department and the duties and activities performed by its personnel, and it vests the Secretary with the broad authority necessary to fulfill the Department's statutory mission to protect the American homeland. This statutory authority, combined with the President's direction in HSPD-5, supports the NRP's unified, effective approach to domestic prevention, preparedness, response, and recovery activities.

   Responsibilities in the Homeland Security Act of particular relevance to the development and execution of the NRP include the following:

   a. Preparedness of the United States for acts of terrorism. Executed through the DHS OSLGCP, this responsibility includes coordinating preparedness efforts at the Federal level, and working with State, local, tribal, parish, and private-sector emergency response providers on matters pertaining to combating terrorism.

   b. Response to terrorist attacks, major disasters, and other emergencies. Executed through the Directorate of Emergency Preparedness and Response, this responsibility includes:
      - Consolidating existing Federal emergency response plans into a single, coordinated national response plan;
      - Building a comprehensive national incident management system to respond to such attacks and disasters;
      - Ensuring the effectiveness of emergency response providers to terrorist attacks, major disasters, and other emergencies;
      - Providing the Federal Government's response to terrorist attacks, major disasters, and emergencies, including managing such response; and
      - Coordinating Federal response resources in the event of a terrorist attack, major disaster, or emergency.

   c. Coordination of homeland security programs with State and local government personnel, agencies, and authorities and with the private sector. Executed through the DHS OSLGCP and the Private Sector Office, this responsibility includes:
      - Coordinating to ensure adequate planning, training, and exercise activities;
      - Coordinating and consolidating appropriate Federal Government communications and systems of communications; and
      - Distributing or coordinating the distribution of warnings and information.

   d. Risk analysis and risk management. DHS/IAIP has primary authority for threat and event risk analysis and risk management within DHS, although other DHS organizations—such as the U.S. Secret Service, the OSLGCP, and the Border and Transportation Security Directorate—also engage in risk management. DHS/IAIP responsibilities include:

- Analyzing and integrating information from all available sources to identify, assess, detect, and understand terrorist threats against the United States;
- Carrying out comprehensive assessments of the vulnerabilities of the key resources and critical infrastructure, including risk assessments to determine the risks posed by particular types of terrorist attacks within the United States;
- Identifying priorities for and recommending protective and support measures for such infrastructure by all concerned;
- Developing a comprehensive national plan (the National Infrastructure Protection Plan (NIPP)) for securing critical infrastructure and key resources, such as telecommunications and power; and
- Conducting risk assessments and vulnerability assessments after other agencies have conducted those studies and ranked top items based on those studies.

e. Preventing the entry of terrorists and the instruments of terrorism into the United States. Executed through the Border and Transportation Security Directorate, this responsibility includes:
   - Securing the borders, territorial waters, ports, terminals, waterways, and air, land, and sea transportation systems of the United States; and
   - Carrying out immigration enforcement functions.

2. The **Robert T. Stafford Disaster Relief and Emergency Assistance Act**, 93 Pub. L. No. 288, 88 Stat. 143 (1974) (codified as amended at 42 U.S.C. §§ 5121-5206, and scattered sections of 12 U.S.C., 16 U.S.C., 20 U.S.C., 26 U.S.C., 38 U.S.C. (2002)), establishes the programs and processes for the Federal Government to provide disaster and emergency assistance to States, local governments, tribal nations, individuals, and qualified private nonprofit organizations. The provisions of the Stafford Act cover all hazards including natural disasters and terrorist events. Relevant provisions of the Stafford Act include a process for Governors to request Federal disaster and emergency assistance from the President. The President may declare a major disaster or emergency:
   - If an event is beyond the combined response capabilities of the State and affected local governments; and
   - If, based on the findings of a joint Federal-State-local PDA, the damages are of sufficient severity and magnitude to warrant assistance under the act. (Note: In a particularly fast-moving or clearly devastating disaster, DHS/EPR/FEMA may defer the PDA process until after the declaration.)

a. If an emergency involves a subject area for which the Federal Government exercises exclusive or preeminent responsibility and authority, the President may unilaterally direct the provision of emergency assistance under the Stafford Act. The Governor of the affected State will be consulted if practicable.

b. DHS/EPR/FEMA can pre-deploy personnel and equipment in advance of an imminent Stafford Act declaration to reduce immediate threats to life, property, and public health and safety, and to improve the timeliness of disaster response.

c. During the immediate aftermath of an incident which may ultimately qualify for assistance under the Stafford Act, the Governor of the State in which such incident occurred may request the President to direct the Secretary of Defense to utilize the resources of the DOD for the purpose of performing on public and private lands any emergency work that is made necessary by such incident and that is essential for the preservation of life and property. If the President determines that such work is essential for the preservation of life and property, the President shall grant such request to the extent the President determines practical. Such emergency work may only be carried out for a period not to exceed 10 days.

d. The Stafford Act directs appointment of an FCO by the President. The FCO is designated by the DHS Under Secretary for Emergency Preparedness and Response to coordinate the delivery of Federal assistance to the affected State, local, and tribal governments and disaster victims.

e. Federal agencies must avoid duplicating resources and benefits for disaster victims. Disaster victims are responsible for repayment of Federal assistance duplicated by private insurance, or other Federal programs, or when they have been otherwise compensated for their disaster-related losses.

f. All authorities under the Stafford Act granted to the Secretary of Homeland Security in the Homeland Security Act have been redelegated to the Under Secretary of EPR through Delegation No. 9001.

3. The **Public Health Security and Bioterrorism Preparedness and Response Act of 2002,** Pub. L. No. 107-188, 116 Stat. 294 (2002) (codified in scattered sections of 7 U.S.C., 18 U.S.C., 21 U.S.C., 29 U.S.C., 38 U.S.C., 42 U.S.C., and 47 U.S.C. (2002)), is designed to improve the ability of the United States to prevent, prepare for, and respond to bioterrorism and other public health emergencies. Key provisions of the act, 42 U.S.C. § 247d and § 300hh among others, address the development of a national preparedness plan by HHS designed to provide effective assistance to State and local governments in the event of bioterrorism or other public health emergencies; operation of the National Disaster Medical System to mobilize and address public health emergencies; grant programs for the education and training of public health professionals and improving State, local, and hospital preparedness for and response to bioterrorism and other public health emergencies; streamlining and clarifying communicable disease quarantine provisions; enhancing controls on dangerous biological agents and toxins; and protecting the safety and security of food and drug supplies.

4. The **Defense Production Act of 1950,** 64 Stat. 798 (1950) (codified as amended by the **Defense Production Act Reauthorization of 2003,** Pub. L. 108-195, 117 Stat. 2892 (2003) at 50 U.S.C. app. §§ 2061-2170 (2002)), is the primary authority to ensure the timely availability of resources for national defense and civil emergency preparedness and response. Among other things, the DPA authorizes the President to demand that companies accept and give priority to government contracts that the President "deems necessary or appropriate to promote the national defense." The DPA defines "national defense" to include critical infrastructure protection and restoration, as well as activities authorized by the emergency preparedness sections of the Stafford Act. Consequently, DPA authorities are available for activities and measures undertaken in preparation for, during, or following a natural disaster or accidental or man-caused event. The Department of Commerce has redelegated DPA authority under Executive Order 12919, National Defense Industrial Resource Preparedness, June 7, 1994, as amended, to the Secretary of Homeland Security to place and, upon application, to authorize State and local governments to place priority-rated contracts in support of Federal, State, and local emergency preparedness activities.

5. The **Economy Act,** 31 U.S.C. §§ 1535-1536 (2002), authorizes Federal agencies to provide goods or services on a reimbursable basis to other Federal agencies when more specific statutory authority to do so does not exist.

6. The **Posse Comitatus Act,** 18 U.S.C. § 1385 (2002), prohibits the use of the Army or the Air Force for law enforcement purposes, except as otherwise authorized by the Constitution or statute. This prohibition applies to Navy and Marine Corps personnel as a matter of DOD policy. The primary prohibition of the Posse Comitatus Act is against direct involvement by active duty military personnel (to include Reservists on active duty and National Guard personnel in Federal service) in traditional law enforcement activities (to include interdiction of vehicle, vessel, aircraft, or other similar activity; directing traffic; search or seizure; an arrest, apprehension, stop and frisk, or similar activity). **(Note exception under the Insurrection Statutes.)** Exceptions to the Posse Comitatus Act are found in 10 U.S.C. §§ 331-335 (2002) and other statutes.

7. The **National Emergencies Act,** 50 U.S.C. §§ 1601-1651 (2003), establishes procedures for Presidential declaration and termination of national emergencies. The act requires the President to identify the specific provision of law under which he or she will act in dealing with a declared national emergency and contains a sunset provision requiring the President to renew a declaration of national emergency to prevent its automatic expiration. The Presidential declaration of a national emergency under the act is a prerequisite to exercising any special or extraordinary powers authorized by statute for use in the event of national emergency.

8. The **Comprehensive Environmental Response, Compensation, and Liability Act,** 42 U.S.C. §§ 9601-9675 (2002), and the **Federal Water Pollution Control Act (Clean Water Act),** 33 U.S.C.

§§ 1251-1387 (2002), established broad Federal authority to respond to releases or threats of releases of hazardous substances and pollutants or contaminants that may present an imminent and substantial danger to public health or welfare and to discharges of oil. **The National Oil and Hazardous Substances Pollution Contingency Plan,** 40 CFR Part 300 (2003), was developed to ensure coordinated and integrated response by departments and agencies of the Federal Government to prevent, minimize, or mitigate a threat to public health or welfare posed by discharges of oil and releases of hazardous substances, pollutants, and contaminants.

9. The **Cooperative Forestry Assistance Act of 1978,** 16 U.S.C. §§ 2101-2114 (2002), authorizes the Secretary of Agriculture to assist in the prevention and control of rural fires, and to provide prompt assistance whenever a rural fire emergency overwhelms, or threatens to overwhelm, the firefighting capabilities of the affected State or rural area.

10. The **Communications Act of 1934,** 47 U.S.C. §§ 151-615b (2002), provides the authority to grant special temporary authority on an expedited basis to operate radio frequency devices. It would serve as the basis for obtaining a temporary permit to establish a radio station to be run by a Federal agency and broadcast public service announcements during the immediate aftermath of an emergency or major disaster. 47 U.S.C. § 606 (2002) provides the authority for the NCS to engage in emergency response, restoration, and recovery of the telecommunications infrastructure.

11. The **Insurrection Act,** 10 U.S.C. §§ 331-335 (2002). Recognizing that the primary responsibility for protecting life and property and maintaining law and order in the civilian community is vested in State and local governments, the Insurrection Statutes authorize the President to direct the armed forces to enforce the law to suppress insurrections and domestic violence. Military forces may be used to restore order, prevent looting, and engage in other law enforcement activities.

12. The **Defense Against Weapons of Mass Destruction Act,** 50 U.S.C. §§ 2301-2368 (2003), is intended to enhance the capability of the Federal Government to prevent and respond to terrorist incidents involving WMD. Congress has directed that DOD provide certain expert advice to Federal, State, and local agencies with regard to WMD, to include domestic terrorism rapid response teams, training in emergency response to the use or threat of use of WMD, and a program of testing and improving the response of civil agencies to biological and chemical emergencies.

13. **Emergencies Involving Chemical or Biological Weapons.** Pursuant to 10 U.S.C. § 382 (2002), in response to an emergency involving biological or chemical WMD that is beyond the capabilities of civilian authorities to handle, the Attorney General may request DOD assistance directly. Assistance that may be provided includes identifying, monitoring, containing, disabling, and disposing of the weapon. Direct law enforcement assistance—such as conducting an arrest, searching or seizing evidence of criminal violations, or direct participation in the collection of intelligence for law enforcement purposes—is not authorized unless such assistance is necessary for the immediate protection of human life and civilian law enforcement officials are not capable of taking the action, and the action is otherwise authorized.

14. **Emergencies Involving Nuclear Materials.** In emergencies involving nuclear materials, 18 U.S.C. § 831(e)(2002) authorizes the Attorney General to request DOD law enforcement assistance—including the authority to arrest and conduct searches, without violating the Posse Comitatus Act—when both the Attorney General and Secretary of Defense agree that an "emergency situation" exists and the Secretary of Defense determines that the requested assistance will not impede military readiness. An emergency situation is defined as a circumstance that poses a serious threat to the United States in which (1) enforcement of the law would be seriously impaired if the assistance were not provided, and (2) civilian law enforcement personnel are not capable of enforcing the law. In addition, the statute authorizes DOD personnel to engage in "such other activity as is incident to the enforcement of this section, or to the protection of persons or property from conduct that violates this section."

15. **Volunteer Services.** There are statutory exceptions to the general statutory prohibition against accepting voluntary services under 31 U.S.C. § 1342 (2002)

that can be used to accept the assistance of volunteer workers. Such services may be accepted in "emergencies involving the safety of human life or the protection of property." Additionally, provisions of the Stafford Act, 42 U.S.C. §§ 5152(a), 5170a(2) (2002), authorize the President to, with their consent, use the personnel of private disaster relief organizations and to coordinate their activities.

Under the Congressional Charter of 1905, 36 U.S.C. §§ 300101-300111 (2002), the American Red Cross and its chapters are a single national corporation. The Charter mandates that the American Red Cross maintain a system of domestic and international disaster relief. The American Red Cross qualifies as a nonprofit organization under section 501(c)(3) of the Internal Revenue code.

16. The **Public Health Service Act,** 42 U.S.C. §§ 201 et seq. Among other things, this act provides that the Secretary of HHS may declare a public health emergency under certain circumstances (see 42 U.S.C. § 247d), and that the Secretary is authorized to develop and take such action as may be necessary to implement a plan under which the personnel, equipment, medical supplies, and other resources of the Department may be effectively used to control epidemics of any disease or condition and to meet other health emergencies and problems. (See 42 U.S.C. § 243.) The Public Health Service Act authorizes the Secretary to declare a public health emergency (42 U.S.C. 247d) and to prepare for and respond to public health emergencies (42 U.S.C. 300hh). The Secretary is further empowered to extend temporary assistance to States or localities to meet health emergencies. During an emergency proclaimed by the President, the President has broad authority to direct the services of the Public Health Service (42 U.S.C. § 217). Under that section, the President is authorized to "utilize the [Public Health] Service to such extent and in such manner as shall in his judgment promote the public interest." Additionally, under 42 U.S.C. § 264, the Secretary is authorized to make and enforce quarantine regulations "necessary to prevent the introduction, transmission, or spread of communicable diseases" from foreign countries into the States or possessions, or from one State or possession to another. The diseases for which a person may be subject to quarantine must be specified by the President through an Executive order.

17. The **Veterans Affairs Emergency Preparedness Act of 2002,** Pub. L. No. 107-287, 116 Stat. 2024 (2002) (amending and codifying various sections of 38 U.S.C.). 38 U.S.C. § 1785 (2003), if funded, directs the VA and DOD to develop training programs for current health-care personnel and those emergency/medical personnel in training in the containment of nuclear, biological, and chemical attacks and treatment of casualties. It authorizes the Secretary of Veterans Affairs to furnish hospital care and medical services to individuals responding to, involved in, or otherwise affected by a disaster or emergency during and immediately following a disaster or emergency declared by the President under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, or a disaster or emergency in which the NDMS is activated.

18. The **Atomic Energy Act of 1954,** 42 U.S.C. §§ 2011-2297 (2003), and the **Energy Reorganization Act of 1974,** 5 U.S.C. §§ 5313-5316, 42 U.S.C. §§ 5801-5891 (2002), provide the statutory authority for both the DOE and the NRC, and the foundation for NRC regulation of the Nation's civilian use of byproduct, source, and special nuclear materials to ensure adequate protection of public health and safety, to promote the common defense and security, and to protect the environment.

19. The **Price-Anderson Amendments Act of 1988,** Pub. L. No. 100-408, 102 Stat. 1066 (1988) (amending the Atomic Energy Act of 1954 and codified at 42 U.S.C. §§ 2014, 2210, 2273, 2282a (2003)), provides for indemnification of governments and individuals affected by nuclear incidents.

20. **Furnishing of Health-Care Services to Members of the Armed Forces during a War or National Emergency,** 38 U.S.C. § 8111A (2002). During and immediately following a period of war, or a period of national emergency declared by the President or the Congress that involves the use of the Armed Forces in armed conflict, the Secretary of Veterans Affairs may furnish hospital care, nursing home care, and medical services to members of the Armed Forces on active duty. The Secretary may give a higher priority to the furnishing of care and services to active duty Armed Forces than others in medical facilities for the Department with the exception of veterans with service-connected disabilities.

21. The **Resource Conservation and Recovery Act of 1976,** 42 U.S.C. §§ 6901-6986 (2002), which was passed as an amendment of the Solid Waste Disposal Act of 1965, Pub. L. 89-272, 79 Stat. 997 (1965), gave the EPA the authority to control hazardous waste from "cradle to grave." This includes the generation, transportation, treatment, storage, and disposal of hazardous waste. RCRA also set forth a framework for the management of nonhazardous wastes.

22. The **Occupational Safety and Health Act,** 29 U.S.C. §§ 651-678 (2002), among other things, assures safe and healthful working conditions for working men and women by authorizing enforcement of the standards developed under the act; by assisting and encouraging the States in their efforts to assure safe and healthful working conditions; and by providing for research, information, education, and training in the field of occupational safety and health.

23. The **Maritime Transportation Security Act,** Pub. L. No. 107-295, 116 Stat. 2064 (2002) (codified at 46 U.S.C. §§ 70102-70117 and scattered sections of the U.S.C.), requires sectors of the maritime industry to implement measures designed to protect America's ports and waterways from a terrorist attack.

24. **Flood Control and Coastal Emergencies,** 33 U.S.C. § 701n (2002) (commonly referred to as Public Law 84-99), authorizes the USACE an emergency fund for preparation for emergency response to natural disasters, flood fighting and rescue operations, rehabilitation of flood control and hurricane protection structures, temporary restoration of essential public facilities and services, advance protective measures, and provision of emergency supplies of water. The USACE receives funding for such activities under this authority from the Energy and Water Development Appropriation.

25. The **Oil Pollution Act of 1990,** Pub. L. No. 101-380, 104 Stat. 484 (1990) (codified as amended at 33 U.S.C. §§ 1203, 1223, 1321, 2701-2761 and various other sections of the U.S.C. (2002)), improves the Nation's ability to prevent and respond to oil spills by establishing provisions that expand the Federal Government's ability and provides the money and personnel necessary to respond to oil spills. The act also created the national Oil Spill Liability Trust Fund.

26. The **Clean Air Act,** 42 U.S.C. §§ 7401-7671q (2002) and 40 CFR § 80.73 (2003). The EPA may temporarily permit a refiner, importer, or blender to distribute nonconforming gasoline in appropriate extreme or unusual circumstances (e.g., an Act of God) that could not have been avoided. EPA may seek DOE's advice on fuel supply situations when deciding whether to grant a request to distribute nonconforming gasoline.

27. The **Public Utilities Regulatory Policies Act of 1978,** Pub. L. No. 95-617, 92 Stat. 3117 (1978) (codified at scattered sections of 15 U.S.C., 16 U.S.C., 30 U.S.C., 42 U.S.C., 43 U.S.C. (2002)), and the **Powerplant and Industrial Fuel Use Act of 1978,** Pub. L. No. 95-620, 92 Stat. 3289 (1978) (codified as amended at 42 U.S.C. §§ 8301-8484 (2002)). The President has authority to prohibit any powerplant or major fuel-burning installation from using natural gas or petroleum as a primary fuel during an emergency.

28. The **Federal Power Act,** 16 U.S.C. §§ 791a-828c, 824a(c) (2002), 10 CFR § 205.370 (2003). The Secretary of Energy has authority in an emergency to order temporary interconnections of facilities and/or the generation and delivery of electric power.

29. The **Department of Energy Organization Act,** Pub. L. No. 95-91, 91 Stat. 567 (1977) (codified predominantly at 42 U.S.C. §§ 7101-7385o (2002)), and the **Federal Power Act,** 16 U.S.C. §§ 791a-828c (2002), 10 CFR §§ 205.350, 205.353 (2003). DOE has authority to obtain current information regarding emergency situations on the electric supply systems in the United States.

30. The **Department of Energy Organization Act,** Pub. L. No. 95-91, 91 Stat. 567 (1977) (codified predominantly at 42 U.S.C. §§ 7101-7385o (2002)), 10 CFR §§ 205.350, 205.353 (2003), and the **Federal Energy Administration Act of 1974,** 15 U.S.C. §§ 761-790h (2002). DOE and the National Association of State Energy Officials (NASEO) have agreed that DOE will develop, maintain, and distribute a contact list of State and Federal individuals responsible for energy market assessment and energy emergency responses, and that the States will participate in the effort by providing timely assessments of energy markets to DOE and other States in the event of an energy supply disruption.

31. The **Energy Policy and Conservation Act,** 42 U.S.C. §§ 6201-6422 (2002), as amended by the **Energy Policy Act of 1992,** Pub. L. No. 102-486, 106 Stat. 2776 (1992) (as amended and codified in scattered sections of the U.S.C.). The President may, in an emergency, order Federal buildings to close and/or conserve energy.

32. **Transportation of Hazardous Material,** 49 U.S.C. §§ 5101-5127 (2002). Improves the regulatory and enforcement authority of the Secretary of Transportation to provide adequate protection against the risks to life and property inherent in the transportation of hazardous material in commerce.

33. The **Ports and Waterways Safety Act of 1978,** Pub. L. No. 95-474, 92 Stat. 1471 (1978) (amending Pub. L. No. 92-340 and codified at 33 U.S.C. §§ 1222-1232 and 46 U.S.C. §§ 214, 391a (2002)). The Secretary of Homeland Security has authority to establish vessel traffic systems for ports, harbors, and other navigable waterways, and to control vessel traffic in areas determined to be hazardous (e.g., due to vessel congestion). In such emergency situations, DOE may be asked to advise the U.S. Coast Guard on "priority" vessel movements to expedite delivery of needed energy supplies.

34. The **Energy Policy and Conservation Act,** 42 U.S.C. §§ 6231-6247 (2002). DOE is authorized to create and maintain a Strategic Petroleum Reserve (SPR) and the President is authorized to order a drawdown of the Reserve in emergency circumstances defined in the act.

35. The **Energy Policy and Conservation Act,** 42 U.S.C. §§ 6250c (2002). DOE is authorized to create and maintain a Northeast Home Heating Oil Reserve and the President is authorized to order a drawdown of the reserve in emergency circumstances defined in the act.

36. The **Natural Gas Policy Act of 1978,** 15 U.S.C. §§ 3301-3432 (2002). DOE can order any interstate pipeline or local distribution company served by an interstate pipeline to allocate natural gas in order to assist in meeting the needs of high-priority consumers during a natural gas emergency.

37. The **Powerplant and Industrial Fuel Use Act of 1978,** 42 U.S.C. §§ 8301-8484 (2002). The President has authority to allocate coal (and require the transportation of coal) for the use of any powerplant or major fuel-burning installation during an energy emergency.

38. The **Low Income Home Energy Assistance Act of 1981,** 42 U.S.C. §§ 8621-8629 (2002). HHS has discretionary funds available for distribution under the Low Income Home Energy Assistance Program (LIHEAP), according to the criteria that relate to the type of emergency that precipitates their need. DOE may advise HHS on the fuel supply situation for such emergency funding.

39. The **Small Business Act,** 15 U.S.C. §§ 631-651e (2002). The mission of the Small Business Administration is to maintain and strengthen the Nation's economy by aiding, counseling, assisting, and protecting the interests of small businesses and by helping families and businesses recover from incidents such as major disasters, emergencies, and catastrophes.

40. The **Immigration Emergency Fund (IEF)** was created by section 404(b)(1) of the Immigration and Nationality Act. The IEF can be drawn upon to increase INS's enforcement activities, and to reimburse States and localities in providing assistance as requested by the Secretary of the DHS in meeting an immigration emergency declared by the President.

41. The **Animal Health Protection Act of 2002,** 7 U.S.C. 8310, consolidates all of the animal quarantine and related laws and replaces them with one flexible statutory framework. This act allows APHIS Veterinary Services to act swiftly and decisively to protect U.S. animal health from a foreign pest or disease.

42. **28 CFR § 0.85** designates the FBI as the agency with primary responsibility for investigating all crimes for which it has primary or concurrent jurisdiction and which involve terrorist activities or acts in preparation of terrorist activities within the statutory jurisdiction of the United States. This would include the collection, coordination, analysis, management, and dissemination of intelligence and criminal information as appropriate.

B. Executive Orders

1. **Executive Order 12148,** 44 Fed. Reg. 43239 (1979), as amended by Exec. Order 13286, 68 Fed. Reg. 10619 (2003), designates DHS as the primary agency for coordination of Federal disaster relief, emergency assistance, and emergency preparedness. The order also delegates the President's relief and assistance functions under the Stafford Act to the Secretary of Homeland Security, with the exception of the declaration of a major disaster or emergency.

2. **Executive Order 12656,** 53 Fed. Reg. 47491 (1988), Assignment of Emergency Preparedness Responsibilities, as amended by Exec. Order 13286, 68 Fed. Reg. 10619 (2003), assigns lead and support responsibilities to each of the Federal agencies for national security emergency preparedness. The amendment designates DHS as the principal agency for coordinating programs and plans among all Federal departments and agencies.

3. **Executive Order 13354,** 69 Fed. Reg. 53589 (2004), National Counterterrorism Center, establishes policy to enhance the interchange of terrorism information among agencies and creates the National Counterterrorism Center to serve as the primary Federal organization in the U.S. Government for analyzing and integrating all intelligence information posed by the United States pertaining to terrorism and counterterrorism.

4. **Executive Order 13356,** 69 Fed. Reg. 53599 (2004), Strengthening the Sharing of Terrorism Information to Protect Americans, requires the Director of Central Intelligence, in consultation with the Attorney General and the other intelligence agency heads, to develop common standards for the sharing of terrorism information by agencies within the Intelligence Community with 1) other agencies within the Intelligence Community, 2) other agencies having counterterrorism functions, and 3) through or in coordination with the Department of Homeland Security, appropriate authorities of State and local governments.

5. **Executive Order 12580,** 52 Fed. Reg. 2923 (1987), Superfund Implementation, as amended by numerous Executive orders, delegates to a number of Federal departments and agencies the authority and responsibility to implement certain provisions of CERCLA. The policy and procedures for implementing these provisions are spelled out in the NCP and are overseen by the NRT.

6. **Executive Order 12382,** 47 Fed. Reg. 40531 (1982), as amended by numerous Executive orders, President's National Security Telecommunications Advisory Committee (NSTAC). This order provides the President with technical information and advice on national security telecommunications policy. Up to 30 members from the telecommunications and information technology industries may hold seats on the NSTAC.

7. **Executive Order 12472,** 49 Fed. Reg. 13471 (1984), Assignment of National Security and Emergency Preparedness Telecommunications Functions, as amended by Exec. Order 13286, 68 Fed. Reg. 10619 (2003). This order consolidated several directives covering NSEP telecommunications into a comprehensive document explaining the assignment of responsibilities to Federal agencies for coordinating the planning and provision of NSEP telecommunications. The fundamental NSEP objective is to ensure that the Federal Government has telecommunications services that will function under all conditions, including emergency situations.

8. **Executive Order 12742,** 56 Fed. Reg. 1079 (1991), National Security Industrial Responsiveness, as amended by Exec. Order 13286, 68 Fed. Reg. 10619 (2003). This order states that the United States must have the capability to rapidly mobilize its resources in the interest of national security. Therefore, to achieve prompt delivery of articles, products, and materials to meet national security requirements, the Government may place orders and require priority performance of these orders.

9. **Executive Order 13284,** 68 Fed. Reg. 4075 (2003), Amendment of Executive Orders, and Other Actions, in Connection With the Establishment of the Department of Homeland Security. This order amended previous Executive orders in order to make provisions for the establishment of DHS.

10. **Executive Order 13286,** 68 Fed. Reg. 10619 (2003), Amendment of Executive Orders, and Other Actions, in Connection With the Transfer of Certain Functions to the Secretary of Homeland Security. This order reflects the transfer of certain functions

to, and other responsibilities vested in, the Secretary of Homeland Security, as well as the transfer of certain agencies and agency components to DHS, and the delegation of appropriate responsibilities to the Secretary of Homeland Security.

11. **Executive Order 12333,** 46 Fed. Reg. 59941 (1981), United States Intelligence Activities, designates DOE as part of the Intelligence Community. It further defines counterintelligence as information gathered and activities conducted to protect against espionage, sabotage, or assassinations conducted for or on behalf of foreign powers, organizations or persons, or international terrorist activities. This order specifically excludes personnel, physical, document, or communications security programs from the definition of counterintelligence.

12. **Executive Order 12919,** 59 Fed. Reg. 29625 (1994), National Defense Industrial Resources Preparedness, as amended by Exec. Order 13286, 68 Fed. Reg. 10619 (2003). This order delegates authorities and addresses national defense industrial resource policies and programs under the Defense Production Act of 1950, as amended, except for the amendments to Title III of the act in the Energy Security Act of 1980 and telecommunication authorities under Exec. Order 12472, 49 Fed. Reg. 13471 (1984).

13. **Executive Order 12777,** 56 Fed. Reg. 54757 (1991), Implementation of Section 311 of the Federal Water Pollution Control Act of October 18, 1972, as amended, and the Oil Pollution Act of 1990, as amended by Exec. Order 13286, 68 Fed. Reg. 10619 (2003). Implemented section 311 of the FWPCA as amended by OPA 90.

14. **Executive Order 13295,** 68 Fed. Reg. 17255 (2003), Revised List of Quarantinable Communicable Diseases. Specifies certain communicable diseases for regulations providing for the apprehension, detention, or conditional release of individuals to prevent the introduction, transmission, or spread of suspected communicable diseases.

15. **Executive Order 12196,** 45 Fed. Reg. 12769 (1980), Occupational Safety and Health Programs for Federal Employees. This order sets the OSHA program guidelines for all agencies in the Executive Branch except military personnel and uniquely military equipment, systems, and operations.

C. Presidential Directives

1. **Presidential Decision Directive 39:** U.S. Policy on Counterterrorism, June 21, 1995, establishes policy to reduce the Nation's vulnerability to terrorism, deter and respond to terrorism, and strengthen capabilities to detect, prevent, defeat, and manage the consequences of terrorist use of WMD; and assigns agency responsibilities.

2. **Presidential Decision Directive 62:** Combating Terrorism, May 22, 1998, reinforces the missions of Federal departments and agencies charged with roles in defeating terrorism.

3. **Homeland Security Presidential Directive-1:** Organization and Operation of the Homeland Security Council, Oct. 29, 2001. This directive establishes policies for the creation of the HSC, which shall ensure the coordination of all homeland security-related activities among executive departments and agencies and promote the effective development and implementation of all homeland security policies.

4. **Homeland Security Presidential Directive-2:** Combating Terrorism Through Immigration Policies, Oct. 29, 2001. This directive mandates that, by November 1, 2001, the Attorney General shall create the Foreign Terrorist Tracking Task Force, with assistance from the Secretary of State, the Director of Central Intelligence, and other officers of the Government, as appropriate. The Task Force shall ensure that, to the maximum extent permitted by law, Federal agencies coordinate programs to accomplish the following: 1) deny entry into the United States of aliens associated with, suspected of being engaged in, or supporting terrorist activity; and 2) locate, detain, prosecute, or deport any such aliens already present in the United States.

5. **Homeland Security Presidential Directive-3:** Homeland Security Advisory System, Mar. 11, 2002. This directive establishes policy for the creation of a Homeland Security Advisory System, which shall provide a comprehensive and effective means to

disseminate information regarding the risk of terrorist acts to Federal, State, and local authorities and to the American people. Such a system would provide warnings in the form of a set of graduated "Threat Conditions" that would increase as the risk of the threat increases. At each Threat Condition, Federal departments and agencies would implement a corresponding set of "Protective Measures" to further reduce vulnerability or increase response capability during a period of heightened alert.

6. **Homeland Security Presidential Directive-4:** National Strategy to Combat Weapons of Mass Destruction, Dec. 2002. Sets forth the National Strategy to Combat Weapons of Mass Destruction based on three principal pillars: (1) Counterproliferation to Combat WMD Use, (2) Strengthened Nonproliferation to Combat WMD Proliferation, and (3) Consequence Management to Respond to WMD Use. The three pillars of the U.S. national strategy to combat WMD are seamless elements of a comprehensive approach. Serving to integrate the pillars are four cross-cutting enabling functions that need to be pursued on a priority basis: intelligence collection and analysis on WMD, delivery systems, and related technologies; research and development to improve our ability to address evolving threats; bilateral and multilateral cooperation; and targeted strategies against hostile states and terrorists.

7. **Homeland Security Presidential Directive-5:** Management of Domestic Incidents, February 28, 2003, is intended to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system. In HSPD-5 the President designates the Secretary of Homeland Security as the PFO for domestic incident management and empowers the Secretary to coordinate Federal resources used in response to or recovery from terrorist attacks, major disasters, or other emergencies in specific cases. The directive assigns specific responsibilities to the Attorney General, Secretary of Defense, Secretary of State, and the Assistants to the President for Homeland Security and National Security Affairs, and directs the heads of all Federal departments and agencies to provide their "full and prompt cooperation, resources, and support," as appropriate and consistent with their own responsibilities for protecting national security, to the Secretary of Homeland Security, Attorney General, Secretary of Defense, and Secretary of State in the exercise of leadership responsibilities and missions assigned in HSPD-5. The directive also notes that it does not alter, or impede the ability to carry out, the authorities of Federal departments and agencies to perform their responsibilities under law.

8. **Homeland Security Presidential Directive-6:** Integration and Use of Screening Information, Sept. 16, 2003. In order to protect against terrorism, this directive establishes the national policy to: (1) develop, integrate, and maintain thorough, accurate, and current information about individuals known or appropriately suspected to be or have been engaged in conduct constituting, in preparation for, in aid of, or related to terrorism (Terrorist Information); and (2) use that information as appropriate and to the full extent permitted by law to support (a) Federal, State, local, territorial, tribal, foreign-government, and private-sector screening processes, and (b) diplomatic, military, intelligence, law enforcement, immigration, visa, and protective processes.

9. **Homeland Security Presidential Directive-7:** Critical Infrastructure Identification, Prioritization, and Protection, Dec. 17, 2003. This directive establishes a national policy for Federal departments and agencies to identify and prioritize U.S. critical infrastructure and key resources and to protect them from terrorist attacks.

10. **Homeland Security Presidential Directive-8:** National Preparedness, Dec. 17, 2003. This directive establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities.

11. **Homeland Security Presidential Directive-9:** Defense of United States Agriculture and Food, Jan. 30, 2004. This directive establishes a national policy to defend the agriculture and food system

against terrorist attacks, major disasters, and other emergencies.

12. **Homeland Security Presidential Directive-10:** Biodefense for the 21st Century, April 28, 2004. This directive provides a comprehensive framework for the Nation's biodefense and, among other things, delineates the roles and responsibilities of Federal agencies and departments in continuing their important work in this area.

13. **National Security Directive 42:** National Policy for the Security of National Security Telecommunications and Information Systems, July 5, 1990. This directive establishes initial objectives of policies, and an organizational structure to guide the conduct of activities to secure national security systems from exploitation; establishes a mechanism for policy development and dissemination; and assigns responsibilities for implementation.

Appendix 4

Compendium of National/International Interagency Plans

Plan	Description
Canada-United States Joint Inland Pollution Contingency Plan	Maintained by EPA and the Government of Canada, the Canada-United States Joint Inland Pollution Contingency Plan establishes a cooperative strategy for preparing for and responding to accidental and unauthorized releases of hazardous substances along the shared inland border. The plan is applicable to situations where a release causes or could cause damage to the environment along the border and poses a threat to public health, property, or welfare. The plan also may be activated when only one country is affected by an incident, but requires assistance from the other country. The plan is supported by five regional annexes.
Canada-United States Joint Marine Contingency Plan	Maintained by DHS/USCG and the Government of Canada, the Canada-United States Joint Marine Contingency Plan (JCP) provides for a coordinated system for planning, preparedness, and responding to harmful substance incidents in the contiguous waters of Canada and the United States. This plan is supported by five geographic annexes. The annexes supplement the JCP and provide the basic information necessary to execute an efficient and effective response in the contiguous waters.
Department of Defense Civil Disturbance Plan	Maintained by DOD, this plan provides policy and responsibilities governing the planning and response by DOD components for military assistance to Federal, State, and local government (including government of U.S. territories) and their law enforcement agencies for civil disturbances.
Federal Family Assistance Plan for Aviation Disasters	Maintained by the National Transportation Safety Board, the purpose of this plan is to coordinate Federal assistance to victims and family members after aviation disasters. The plan pertains to any domestic or foreign commercial aviation crash that occurs within the United States or its territories, possessions, and territorial seas.
Health and Medical Services Support Plan for the Federal Response to Acts of C/B Terrorism	Maintained by HHS, this plan provides a coordinated Federal response for urgent public health and medical care needs resulting from chemical or biological terrorist threats or acts in the United States. This plan serves as a supporting document to ESF #8 - Public Health and Medical Services.
Joint Contingency Plan Between the United Mexican States and the United States of America Regarding Pollution of the Marine Environment by Discharges of Hydrocarbons or Other Hazardous Substances	Maintained by DHS/USCG and the Government of Mexico, the MEXUS Plan establishes guidelines for coordinating bilateral responses to pollution incidents that occur in, or threaten, coastal waters or areas of the border zones between Mexico and the United States that could affect or threaten the marine environment of both parties. The MEXUS Plan outlines the joint response system and identifies agencies from both Mexico and the United States that will provide varying levels of support during a pollution incident.
Joint Contingency Plan of the United States of America and the Russian Federation on Combating Pollution in the Bering and Chukchi Seas	Maintained by DHS/USCG and the Russian Federation, this plan and its operational appendixes provide for coordinated and combined responses to pollution incidents in the Bering and Chukchi Seas and augments pertinent national, State, republic, regional, and local plans of the two Nations. This plan was updated and signed in March 2001.

Plan	Description
National Emergency Response to a Highly Contagious Animal Disease	Maintained by USDA/APHIS, this plan provides the procedures and structures to detect, control, and eradicate a highly contagious disease as quickly as possible to return the United States to a contamination-free status. The plan coordinates actions by Federal, State, and local officials in response to a suspected or actual foreign animal disease/emerging disease incident. Highly contagious diseases are those diseases rapidly spreading from animal to animal as well as herd to herd. Transmission can occur via direct and indirect modes; has above normal morbidity/mortality per unit time; and could be based on species or production.
National Oil and Hazardous Substances Pollution Contingency Plan	Maintained by the EPA in coordination with the NRT, the NCP provides the organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. To achieve this objective, the NCP establishes the NRT, RRTs, and local Area Committees to coordinate planning and preparedness efforts. Federal OSCs coordinate response activities at the incident site. The NCP applies to oil discharges into or on the navigable waters of the United States (including adjoining shorelines and into the exclusive economic zone) and to releases into the environment of hazardous substances, and pollutants or contaminants that may present an imminent and substantial danger to public health or welfare.
National Plan for Telecommunications Support in Non-Wartime Emergencies	Maintained by the Office of Science and Technology Policy, the National Plan for Telecommunications Support in Non-Wartime Emergencies provides procedures for planning and using national telecommunications assets and resources in support of non-wartime emergencies, including those covered by the Disaster Relief Act of 1974, in Presidentially declared emergencies and major disasters, extraordinary situations, and other emergencies.
National Search and Rescue Plan	The National Search and Rescue Plan (NSP) is maintained by the National Search and Rescue Commission. The NSP provides an overall plan for the interagency coordination of civil search and rescue (SAR) operations to help the United States satisfy its humanitarian, national, and international SAR-related obligations. The plan assigns coordination and response responsibilities to DHS/USCG for aeronautical and maritime SAR within oceanic SAR regions for which the United States has primary responsibility. This plan covers maritime, aeronautical, and land civil SAR operations; delivery of survivors to a place of safety; and the saving of property when it can be done in conjunction with the saving of lives. The NSP is solely intended to provide internal guidance to all signatory Federal agencies. The plan is not intended to conflict with SAR responsibilities in international instruments to which the United States is or may become a party.
U.S. Department of Health and Human Services Concept of Operations Plan (CONOPS) for Public Health and Medical Emergencies	Maintained by HHS, this plan establishes a framework for the management of public health and medical emergencies and events that require assistance from HHS. This plan covers all events and activities (e.g., preparedness, response, recovery, etc.) deemed by the Secretary of HHS, or his/her designee, to require a coordinated Departmental response. HHS has primary responsibility for public health and medical emergency planning, preparations, response, and recovery in which one or more of the following apply: local, State, or tribal resources are insufficient to address all of the public health needs; the resources of State, local, or tribal public health and/or medical authorities are overwhelmed and HHS assistance has been requested by the appropriate health authorities; or a Federal department or agency acting under its own authority has requested the assistance of HHS. Public health and medical emergencies addressed by this plan include those resulting from natural and man-made disasters, terrorist threats, infectious disease outbreaks and pandemics, and any other circumstance that creates an actual or potential public health or medical emergency where Federal assistance may be necessary.

Appendix 5

Overview of Initial Federal Involvement Under the Stafford Act

This overview illustrates actions Federal agencies likely will take to assist State and local governments that are overwhelmed by a major disaster or emergency. Key operational components that could be activated include the Interagency Incident Management Group (IIMG), National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), Emergency Response Team–Advance Element (ERT-A), National Emergency Response Team (ERT-N), Joint Field Office (JFO), and Disaster Recovery Center (DRC).

1. The Department of Homeland Security Homeland Security Operations Center (DHS HSOC) continually monitors potential major disasters and emergencies. When advance warning is possible, DHS may deploy and may request other Federal agencies to deploy liaison officers and personnel to a State Emergency Operations Center (EOC) to assess the emerging situation. An RRCC may be activated, fully or partially. Facilities, such as mobilization centers, may be established to accommodate personnel, equipment, and supplies.

2. Immediately after an incident, local jurisdictions respond using available resources and notify State response elements. As information emerges, they also assess the situation and the need for State assistance. The State reviews the situation, mobilizes State resources, and informs the DHS/EPR/FEMA Regional Office of actions taken. The Governor activates the State emergency operations plan, proclaims or declares a state of emergency, and requests a State/DHS joint Preliminary Damage Assessment (PDA) to determine if sufficient damage has occurred to justify a request for a Presidential declaration of a major disaster or emergency. Based upon the results of the PDA, the Governor may request a Presidential declaration and defines the kind of Federal assistance needed. At this point, an initial assessment is also conducted of losses avoided based on previous mitigation efforts.

3. After the major disaster or emergency declaration, an RRCC, staffed by regional personnel, coordinates initial regional and field activities such as deployment of an ERT-A. The ERT-A assesses the impact of the event, gauges immediate State needs, and makes preliminary arrangements to set up operational field facilities. (If regional resources appear to be overwhelmed or if the event has potentially significant consequences, DHS may deploy an ERT-N.)

4. Depending on the scope and impact of the event, the NRCC, comprised of Emergency Support Function (ESF) representatives and DHS/EPR/FEMA support staff, carries out initial activation and mission assignment operations and supports the RRCC from DHS/EPR/FEMA.

5. A Federal Coordinating Officer (FCO), appointed by the Secretary of Homeland Security on behalf of the President, coordinates Federal support activities. The FCO works with the State Coordinating Officer (SCO) to identify requirements. A Principal Federal Official (PFO) also may be designated as the Secretary's representative to coordinate overall Federal interagency incident management efforts.

6. The ERT works with the affected State and conducts field operations from the JFO. ESF primary agencies assess the situation and identify requirements and help States respond effectively. Federal agencies provide resources under DHS/EPR/FEMA mission assignment or their own authority.

7. The IIMG convenes when needed to provide strategic-level coordination and frame courses of action regarding various operational and policy issues. The HSOC supports the IIMG and coordinates with the JFO.

8. Teleregistration activates a toll-free telephone number individuals can call to apply for disaster assistance. A toll-free disaster helpline is established to answer common questions. One or more DRCs may be opened where individuals can obtain information about disaster assistance, advice, and counsel. Individual applicants are processed at the DHS/EPR/FEMA National Processing Center. Inspectors verify losses and provide documentation used to determine the types of disaster assistance to be granted to individuals and families.

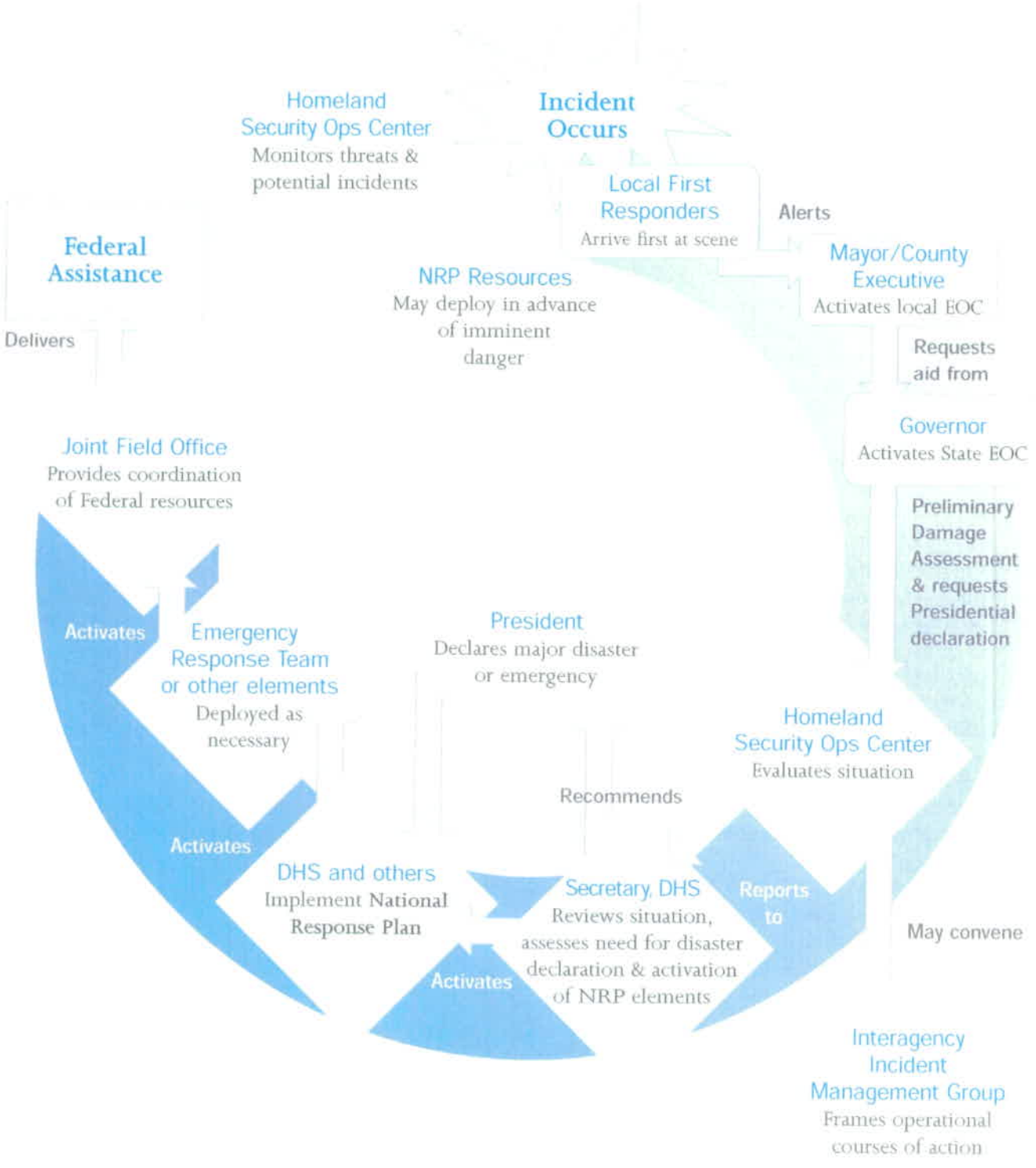
9. As immediate response priorities are met, recovery activities begin. Federal and State agencies assisting with recovery and mitigation activities convene to discuss State needs.

10. Public Assistance Applicant Briefings are conducted for local government officials and certain private nonprofit organizations to inform them of available assistance and how to apply. Applicants must first file a Request for Public Assistance. Eligible applicants will be notified and will define each project on a Project Worksheet, which details the scope of damage and a cost estimate for repair to a pre-disaster condition. The Project Worksheet is used as the basis for obligating funds to the State for eligible projects.

11. Throughout response and recovery, mitigation staff at the JFO examine ways to maximize mitigation measures in accordance with State hazard mitigation administrative plans. Grounded in the local risk, and with State priorities and mitigation plans in place, DHS/EPR/FEMA and State officials contact local officials to identify potential projects and suggest which ones should be included in an early implementation strategy. The strategy focuses on viable opportunities to provide funds, technical assistance, and staff support to incorporate mitigation into the overall community recovery, to include the repair and replacement of damaged or destroyed housing and infrastructure.

12. As the need for full-time interagency coordination at the JFO ceases, the ERT plans for selective release of Federal resources, demobilization, and closeout. Federal agencies then work directly with their grantees from their regional or HQ offices to administer and monitor individual recovery programs, support, and technical services.

FIGURE 11. Overview of initial Federal involvement under the Stafford Act



Appendix 6

Overview of Federal-to-Federal Support in Non-Stafford Act Situations

This overview illustrates actions DHS and Federal agencies likely take to support a Federal department or agency that has requested DHS assistance to appropriately handle an incident under their jurisdiction. Key operational components that could be activated include the Interagency Incident Management Group (IIMG), National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO).

1. Federal departments and agencies routinely manage the response to incidents that do not rise to the level of an Incident of National Significance. When a Federal entity with primary responsibility and statutory authority for handling an incident requires assistance beyond its normal operations (for an incident that is not determined to be an Incident of National Significance), that agency may request DHS coordination of Federal multiagency assistance to support incident management efforts. DHS coordinates assistance using the multiagency coordination structures in the National Response Plan (NRP). Generally, the requesting agency provides funding for the incident in accordance with provisions of the Economy Act, unless other statutory authorities exist.

2. To initiate Federal-to-Federal support, requests for assistance are submitted to the DHS Executive Secretary (via the Homeland Security Operations Center (HSOC)) for consideration and approval. Requests should include a summary of the situation, types and amount of resources needed, financial information, and any other appropriate information.

3. Upon approval of the request, the Secretary of Homeland Security issues an operations order to the HSOC. The HSOC, through the NRCC, coordinates the activation of the appropriate Emergency Support Functions (ESFs). Additionally, the Secretary of Homeland Security designates a Federal Resource Coordinator (FRC) to serve as the Secretary's representative in the field to manage Federal resource support. A Principal Federal Official (PFO) also may be designated as the Secretary's representative to coordinate overall Federal interagency incident management efforts.

4. The requesting agency designates a Senior Federal Official (SFO) to work in coordination with the FRC to identify support requirements.

5. The requesting agency also provides Comptrollers to the NRCC, RRCC, and JFO, as appropriate, to oversee financial management activities.

6. An RRCC may be activated, fully or partially, to facilitate the deployment of resources until a JFO is established. Facilities, such as mobilization centers, may be established to accommodate personnel, equipment, and supplies.

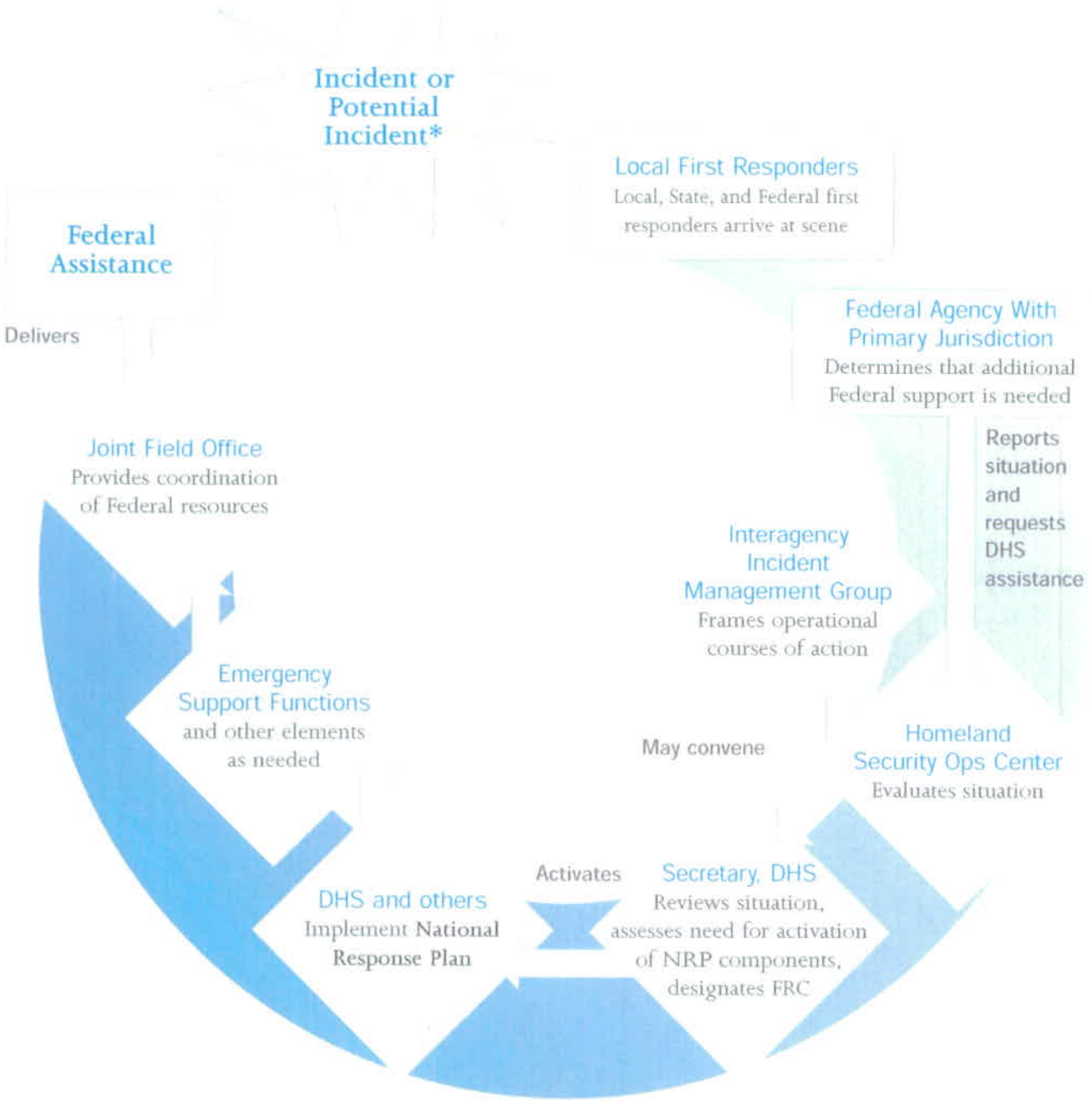
7. Federal agencies provide resources under interagency reimbursable agreements (RAs) or their own authority.

8. Once established, the JFO serves as the focal point for coordinating Federal assistance to the requesting agency and incident command structures on-scene.

9. As needed, the IIMG convenes to provide strategic-level coordination and frame courses of action regarding various operational and policy issues.

10. As the need for full-time interagency coordination at the JFO ceases, the JFO Coordination Group plans for selective release of Federal resources, demobilization, and closeout.

FIGURE 12. Overview of Federal-to-Federal support in non-Stafford Act situations



* Incident not otherwise determined to be an Incident of National Significance

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