

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 (FRRFP). 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

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.

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.

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).

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

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 multi-jurisdictional 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 multi-agency 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 takes 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 413).
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.

II. Planning Assumptions & Considerations

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

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 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 timeliness, 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; 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 of 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

III. Roles and Responsibilities

This section discusses the roles and responsibilities of Federal, State, local, tribal, private-sector, and non-governmental 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

- 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 circumstances 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 multagency 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).

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 Presidential 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 Presidential 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.

- 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 aid, 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.

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.

- * 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.)

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 (SFLCEO) in the Joint Field Office (JFO) Coordination Group at the field level, and as part of the Interagency Incident Management Group (IMIG) 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 ISF 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 (R2CC), JFC, 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-type 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.

FIGURE 2. Emergency Support Functions

| ESF | Scope |
|---|---|
| ESF #1 - Transportation | <ul style="list-style-type: none"> • Federal and civil transportation support • Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment |
| ESF #2 - Communications | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services, construction management • Critical infrastructure liaison |
| ESF #4 - Firefighting | <ul style="list-style-type: none"> • Firefighting activities on Federal lands • Resource support to rural and urban firefighting operations |
| ESF #5 - Emergency Management | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Mass care • Disaster housing • Human services |
| ESF #7 - Resource Support | <ul style="list-style-type: none"> • Resource support (facility space, office equipment and supplies, contracting services, etc.) |
| ESF #8 - Public Health and Medical Services | <ul style="list-style-type: none"> • Public health • Medical • Mortuary services |
| ESF #9 - Urban Search and Rescue | <ul style="list-style-type: none"> • Life-saving assistance • Urban search and rescue |
| ESF #10 - Oil and Hazardous Materials Response | <ul style="list-style-type: none"> • Oil and hazardous materials (chemical, biological, radiological, etc.) response • Environmental safety and short- and long-term cleanup |
| ESF #11 - Agriculture and Natural Resources | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Energy infrastructure assessment, repair, and restoration • Energy industry utilities coordination • Energy forecast |
| ESF #13 - Public Safety and Security | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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.

Notes: 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. | 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. |
| 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 | 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.

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

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 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.

make their communities safer; or offer volunteer service opportunities to support first responders, disaster relief activities, and community safety efforts.

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

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.

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.

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.

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 EIL. 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 SFLCO (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

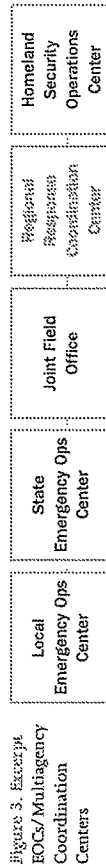
with the NRP, but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the NRP. In this case, the department or agency with primary responsibility for execution of the supplemental agency or interagency plan is also responsible for ensuring that all ongoing 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 diagrammed 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.

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



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.

- 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 HSO, which serve as regional and national-level multiagency situational awareness and operational coordination centers;

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 diagrammed 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.

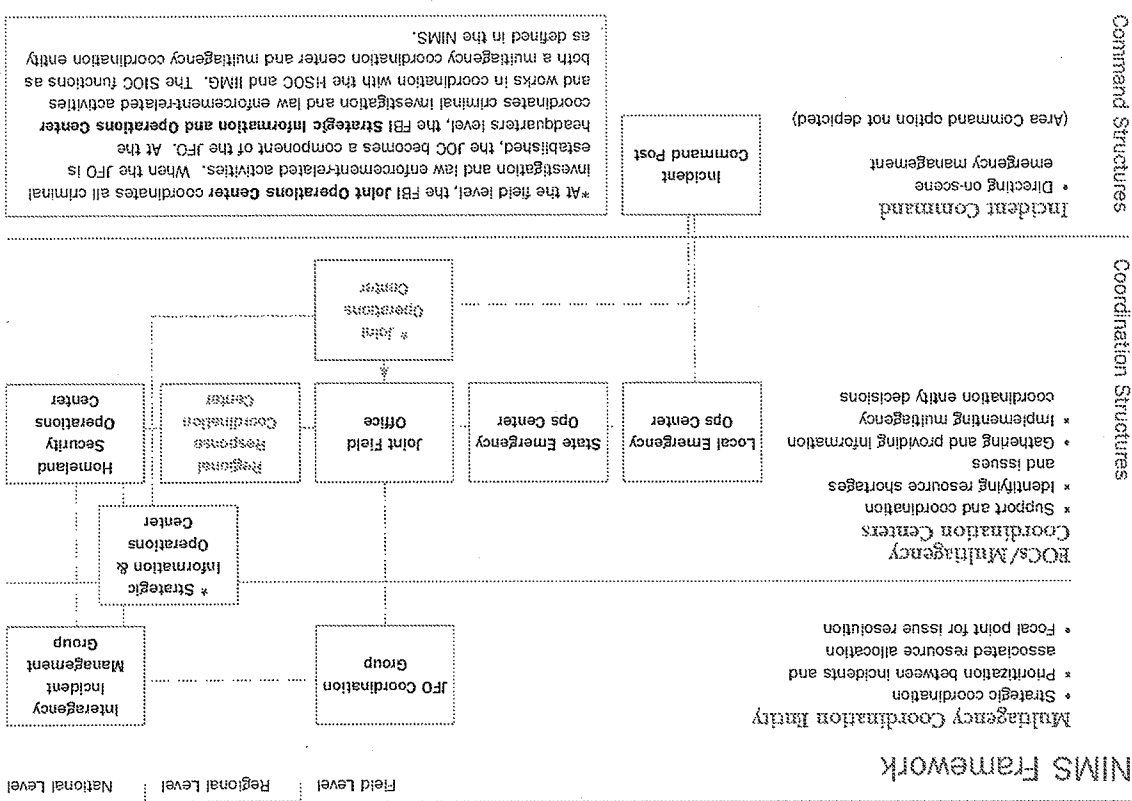


FIGURE 4. Structure for NRP coordination: Terrorist incident

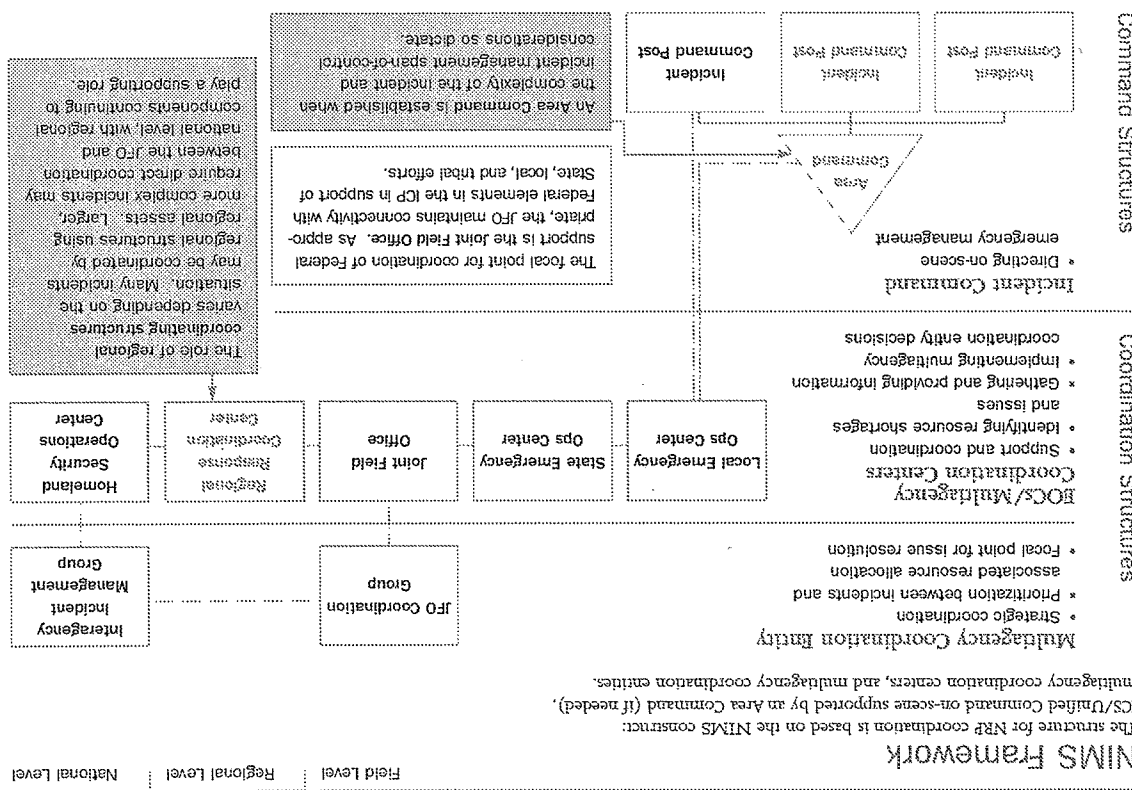


FIGURE 3. Structure for NRP coordination

- 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.

IMG Director, Deputy, or Designee

The IMG 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 IMG 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 IMG and the appropriate departments and agencies for implementation.

The IMG 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.

IMG Staffing

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

IMG 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 IMG Director.

IMG Core Group

The IMG Core Group includes representatives from Federal departments and agencies, DHS components,

and other organizations as required. Affected States may be represented on the IMG either through the DHS Office of State and Local Government Coordination and Preparedness (OSLGC/P) or, if needed, through a State liaison to the IMG. At the time of activation of the IMG, actual IMG 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.

IMG Core 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 IMG 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 ISF, 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 IMG. (See the Science and Technology Support Annex for additional information.)

IMG Procedures

Procedures governing the designation, activation, recall, assembly, and operational interaction of IMG 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 terrorist 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 IMG and DHS leadership; and
- Acting as the primary conduit for the White House Situation Room and IMG 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/IAP/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/IAP/OIA is responsible for interagency intelligence collection requirements, analysis, production, and product dissemination for DHS. DHS/IAP/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 JSC, 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 in regional and field components. NRCC functions in support of multiligency 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 United 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 HSOIC.

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 HSOIC and IMGC. 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 FIC, 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 RRP)

Joint Field Office

The JFO is a multi-agency 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.

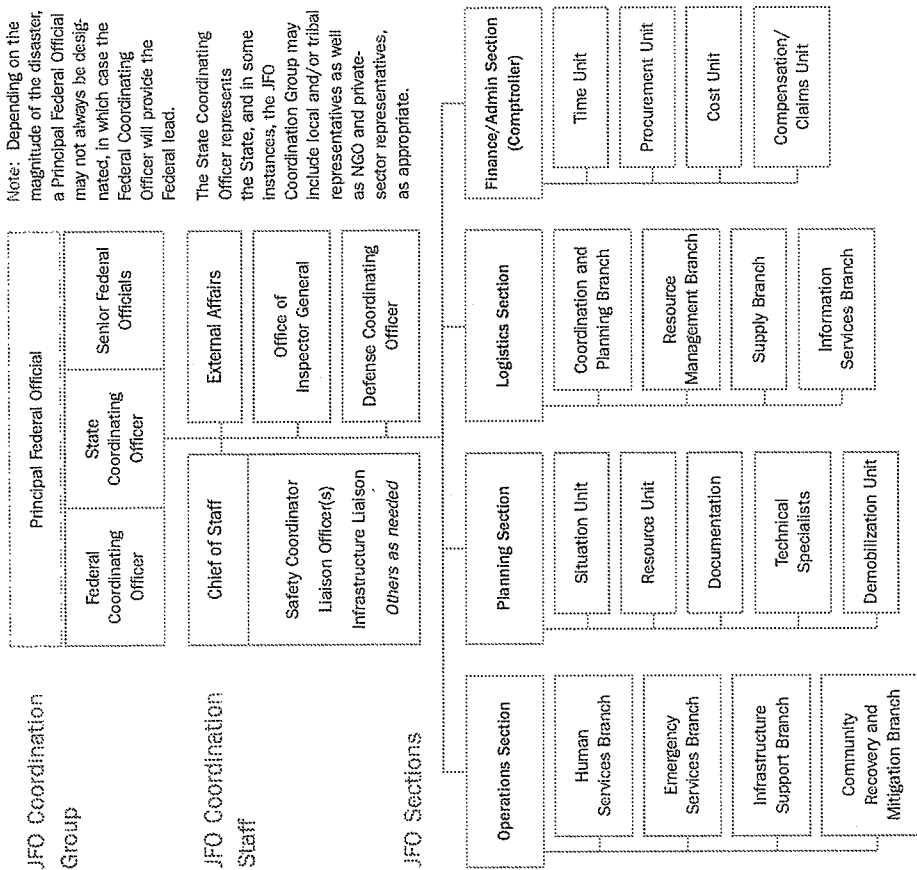
The JFO fully replaces the DHS/EPR/FEMA Disaster Field Office (DFO), and accommodates all entities (or their designated representatives) essential to incident management, information-sharing, and the delivery of disaster assistance and other support.

When activated to support an NSSE or other security coordination function, the DHS/EPR/FEMA (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.

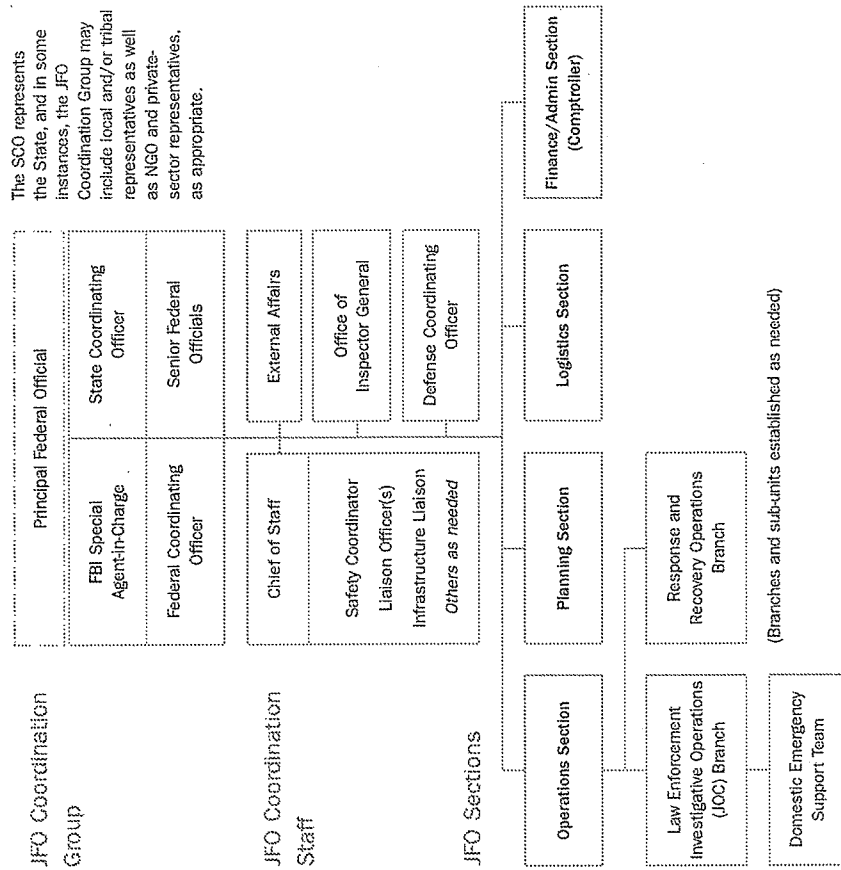
FIGURE 6. Sample JFO organization during natural disasters



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

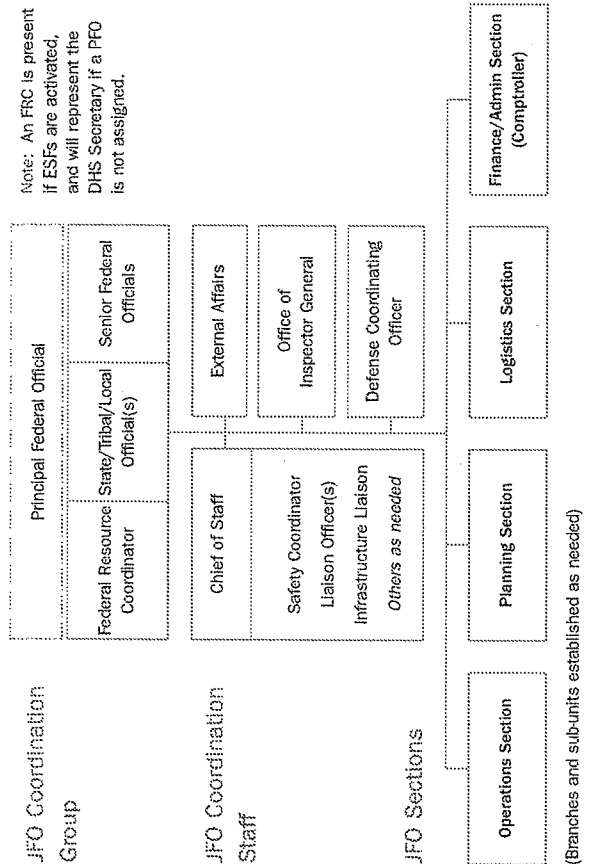


JFO Organization for Federato-Federal Support

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



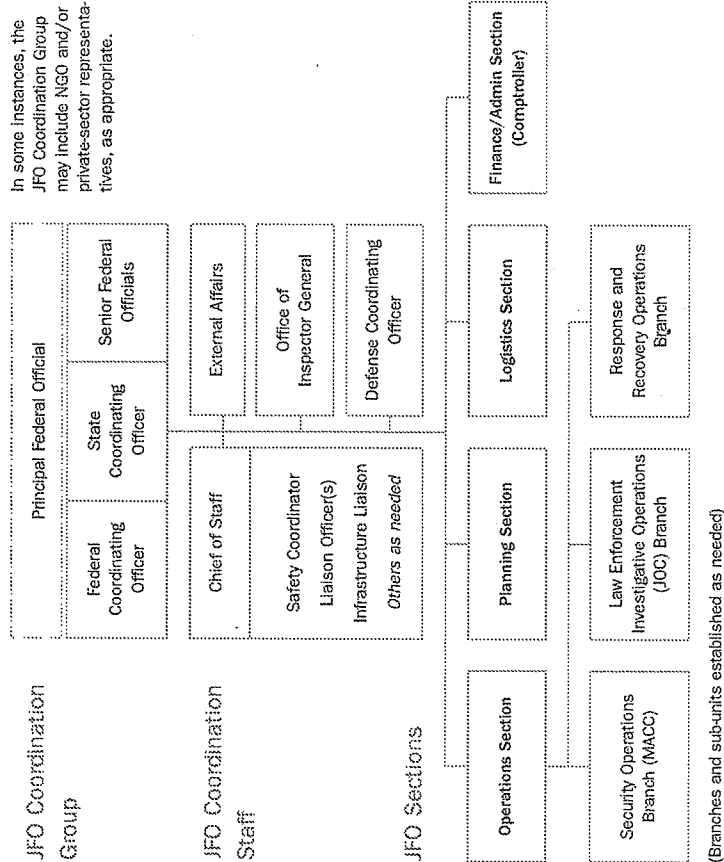
Note: An FRC is present if ESFs are activated, and will represent the DHS Secretary if a PFO is not assigned.

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/PPR/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



In some instances, the JFO Coordination Group may include NGO and/or private-sector representatives, as appropriate.

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/PRC, 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 multi-agency 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 timeliness 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/FEHMA 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 SLEO 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 SLEO 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 GAB, 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, SFLJO, 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.

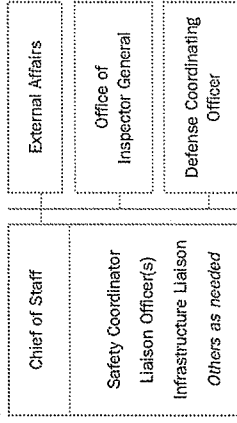
Responsible/Regulated Party

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;

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 EAF #15. (See the EAF #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

- 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/IAP, 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 IAP 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 IAP representative at the IIMG, NRCC, and NICC.

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/PPR/EBMA 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 EIT #15 Annex and the Public Affairs Support Annex for additional information on the JIC, public outreach, and information dissemination.)

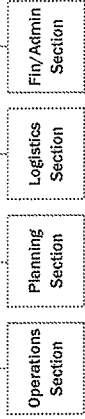
Defense Coordinating Officer

If appointed by DOD, the DCO serves as DOD's single point of contact at the JIC. 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.

JIC Sections

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

JFO Sections

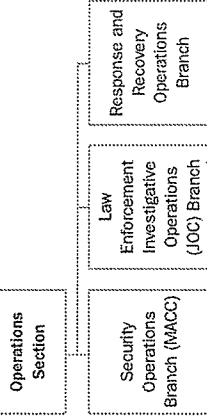


Operations Section

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 NSSIs, 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 SFLRO (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 NSSIs.

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 ESOC representative who aids in the development of reports for the ESOC and IMG.

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.

Incident Operating Facility (IOF)

The IOF is a temporary field facility used by a DES/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 IOF 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.

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 SCCO. 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).)