

# Emergency Support Function 15

Standard Operating Procedures

July 2006



Homeland  
Security

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Security



July 6, 2006

## Preface and Transmittal

Providing our citizens with timely and potentially lifesaving information during major incidents is a high priority. To do this in a coordinated manner, we must have the right tools and procedures. Emergency Support Function 15 Standard Operating Procedures 2006 is our primary Federal tool for external affairs support to the Principal Federal Official and Joint Field Office, as well as a guiding document to coordinate overall Federal incident communications.

This document builds upon the external affairs policy established in Homeland Security Presidential Directive 5, the National Response Plan, National Incident Management System and Incident Command System. It identifies key components in the Federal external affairs team and provides tactical guidance and notional organizational recommendations for use during Incidents of National Significance and incidents requiring a coordinated Federal response.

The SOP was developed with the benefit of first-hand experience and lessons learned from Hurricane Katrina. That catastrophic incident was the first real-world employment of ESF 15, and it identified a range of issues that required more detailed guidance.

The SOP has been drafted to satisfy new NRP changes, NIMS, and ICS provisions. To this end, and to improve the effectiveness of the ESF 15 structure, we have made changes to procedures and organizational structures contained in the original NRP. These are underlined at first mention to underscore the change. The SOP will be reviewed in Fall 2006. Users are encouraged to submit comments and recommendations to the Incident Communications team within DHS Public Affairs.

We encourage all participants to recognize that success is dependent on the concept of *unity of effort*—many departments and agencies working together as a team. This SOP will be a key tool to assure unity of effort on behalf of our citizens.

Brian Besanceney  
Assistant Secretary for Public Affairs  
Emergency Support Function 15 Director  
U. S. Department of Homeland Security

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# Emergency Support Function 15 Standard Operating Procedures (2006)

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# Quick Reference Guide

The ESF 15 SOP consists of the following components:

<b>Basic Plan</b>	<ul style="list-style-type: none"><li>▪ Purpose</li><li>▪ Background</li><li>▪ NRP Incident Management Priorities</li><li>▪ Mission</li><li>▪ ESF 15 Director's Intent</li><li>▪ Objectives</li><li>▪ Concept of Operations</li><li>▪ Department and Agency Responsibilities</li><li>▪ External Affairs Components</li><li>▪ Roles &amp; Responsibilities</li></ul>
<b>Annex A, Organization, Staffing, &amp; Operations</b>	<ul style="list-style-type: none"><li>▪ Purpose</li><li>▪ Mission</li><li>▪ Organization</li><li>▪ Staffing</li><li>▪ Operations</li><li>▪ Activation</li><li>▪ Incident Operations</li><li>▪ ESF 15 Daily Operations</li><li>▪ Communications Protocols</li><li>▪ App 1 Federal Authorities</li><li>▪ App 2 Coordinated Federal Response</li><li>▪ App 3 Multi-State Federal Response</li><li>▪ App 4 No Notice Checklist</li><li>▪ App 5 Deliberate Planning Checklist</li><li>▪ App 6 EAO Designation</li><li>▪ App 7 ESF 15 Daily Routine</li><li>▪ App 8 ESF 15 Daily Summary</li></ul>
<b>Annex B, State, Local, &amp; Tribal Affairs</b>	<ul style="list-style-type: none"><li>▪ Quick Summary</li><li>▪ Purpose</li><li>▪ Mission</li><li>▪ Organization</li><li>▪ Activities with State, Local, Tribal Officials</li><li>▪ ESF 15 SL Positions</li></ul>
<b>Annex C, International Affairs</b>	<ul style="list-style-type: none"><li>▪ Distributed separately</li></ul>
<b>Annex D, Private Sector</b>	<ul style="list-style-type: none"><li>▪ Quick Summary</li><li>▪ Incident Assumptions</li><li>▪ Benefits of Engagement</li><li>▪ Concept of Operations</li><li>▪ Opportunities to Engage Private Sector</li><li>▪ Immediate Incident Information</li><li>▪ App 1 Private Sector Initial Actions</li></ul>

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<b>Annex E, Community Relations</b>	<ul style="list-style-type: none"> <li>▪ Quick Summary</li> <li>▪ Purpose</li> <li>▪ Community Relations Functions</li> <li>▪ Concept of Operations</li> </ul>
<b>Annex F, Joint Information Center</b>	<ul style="list-style-type: none"> <li>▪ Quick Summary</li> <li>▪ Purpose</li> <li>▪ JIC Operating Concepts</li> <li>▪ JIC Organization</li> <li>▪ JIC Types</li> <li>▪ JIC Establishment</li> <li>▪ JIC Operational Elements</li> <li>▪ App 1 Release of Info, Spokespersons</li> <li>▪ App 2 JIC Organizational Chart</li> <li>▪ App 3 JIC Establishment Checklist</li> <li>▪ App 4 Media Access Program</li> </ul>
<b>Annex G, Congressional Affairs</b>	<ul style="list-style-type: none"> <li>▪ Quick Summary</li> <li>▪ Purpose</li> <li>▪ Primary Function</li> <li>▪ Concept of Operation</li> <li>▪ Initial Activation and Deployment</li> <li>▪ Incident Tasks</li> <li>▪ Outreach</li> <li>▪ Coordination Measures</li> </ul>
<b>Annex H, Planning &amp; Products</b>	<ul style="list-style-type: none"> <li>▪ Quick Summary</li> <li>▪ Purpose</li> <li>▪ Concept of Operations</li> <li>▪ Planning and Products Operations</li> <li>▪ Strategy and Messaging</li> <li>▪ Creative Services</li> <li>▪ Technical Support</li> <li>▪ Liaisons</li> <li>▪ App 1 Organization Chart</li> </ul>
<b>Annex I, Department of Defense</b>	<ul style="list-style-type: none"> <li>▪ Purpose</li> <li>▪ Mission</li> <li>▪ Concept of Operations</li> <li>▪ Coordination</li> <li>▪ App 1 US Army Corps of Engineers</li> </ul>
<b>Annex J, Federal Law Enforcement</b>	<ul style="list-style-type: none"> <li>▪ To be developed</li> </ul>
<b>Annex K, National Guard (NGB)</b>	<ul style="list-style-type: none"> <li>▪ Purpose</li> <li>▪ Background</li> <li>▪ Public Affairs Posture</li> <li>▪ Themes and Messages</li> </ul>

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- Media Interest
  - Media Outlets
  - Public Affairs Products
  - Responsibilities
  - Interagency/Intergov Relationships
  - Questions and Answers
  - Points of Contact/AAR

**Annex L, Public Health (HHS)**

- To be developed

**Annex M, Environmental Protection (EPA)**

- To be developed

**Annex N, Radiological (NRC, DOE)**

- To be developed

**Annexes O-W, Reserved**

- Reserved

**Annex X, Administration and Logistics**

- Purpose
- Requirement
- Responsibilities
- Personnel and Staffing
- ESF 15 Leadership Roster

**Annex Y, Training**

- Purpose
- Training and Objectives
- Training Program Requirements
- Training Resources
- App 1 Staff Training Requirements

**Annex Z, Acronyms & Key Terms**

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**Emergency Support Function 15, External Affairs Standard Operating Procedures (SOP)**  
**Basic Plan**

**References:**

- A. Homeland Security Presidential Directive 5 (HSPD 5)
- B. National Response Plan (NRP)
- C. National Incident Management System (NIMS)
- D. Interagency Integrated JFO Standard Operating Procedures (SOP)

**NOTE TO USERS**

This is an *interim* guidance document. It incorporates modifications to processes and policy originally contained in reference A. As noted in the SOP transmittal letter these interim procedures are underlined for first notation and will be assessed in the second half of 2006 in conjunction with the National Response Plan review. The DHS Assistant Secretary for Public Affairs, as ESF 15 Director, will coordinate interagency and user comments and recommendations for this SOP and applicable sections of the NRP relating to ESF 15.

**1.0 Purpose**

This SOP establishes procedures and protocols for Emergency Support Function 15 External Affairs to support Federal domestic incident management during an incident of national significance or incidents requiring a coordinated Federal response. Emergency Support Function 15 integrates Public Affairs, Congressional Affairs, State, territorial, Local and Tribal Affairs Coordination, Community Relations, International Affairs, and the Private Sector under the coordinating auspices of external affairs. [Though not specified in the NRP, ESF 15 has been modified to include the Private Sector component.]

**2.0 Background**

Homeland Security Management Directive 5 (HSPD-5) created the National Response Plan (NRP) to coordinate the Federal response to actual or potential incidents of national significance. The NRP groups the capabilities of the Federal departments and agencies and the American Red Cross into emergency support functions. The full or partial activation of these emergency support functions is how the Federal government responds to actual or potential incidents of national significance or incidents requiring a coordinated Federal response. An emergency support function (ESF) may be selectively activated for incidents of national significance and also may provide staffing for the National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), Joint Field Office (JFO), Joint Information Center (JIC) and incident command post (ICP) as required by the incident. ESF 15 ensures that sufficient Federal external resources are assigned during an incident requiring a coordinated Federal response in order to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace.



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### **3.0 National Response Plan Incident Management Priorities**

The NRP details priorities for Federal incident management activities. The priorities identified below guide development of the incident concept of operations and execution plan for use during incidents of national significance or incidents requiring a coordinated Federal response. **These strategic priorities are paramount in the development and execution of the incident action plan and supporting external affairs plan for the PFO, FCO, and JFO.**

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

### **4.0 Mission**

Upon activation of ESF 15 by the DHS Assistant Secretary for Public Affairs, Federal external affairs resources will be employed to conduct sustained operations in support of the Principal Federal Official (PFO), Federal Coordinating Officer (FCO) and Joint Field Office (JFO) during an incident of national significance or incident requiring a coordinated Federal response in order to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace.

### **5.0 ESF Director's Intent**

“Our shared commitment, as the Federal external affairs team, is to execute the requirements and plans developed by the Principal Federal Official, the Federal Coordinating Officer, and the JFO staff. Our supporting external communications strategy, based upon the concept of *unity of effort*, must be rapidly developed, with forces deployed in advance of an incident wherever and whenever possible, and fully integrated and synchronized within the incident command system to our state, local, tribal, territorial, and private sector partners. The PFO, FCO, and ESF 15 leadership cadre are empowered to develop and disseminate external affairs plans and information. We are guided by the operating principle of “*Maximum disclosure, with minimum delay.*”

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## **6.0 Objectives**

This SOP will be used to formulate external affairs incident action plans and procedures that will help save lives and protect the health and safety of the public, responders, and recovery workers. It will also be used as a framework to guide messaging to protect property, mitigate damages and impacts to individuals, communities, and the environment, and facilitate recovery information for individuals, families, businesses, governments, and the media.

## **7.0 Concept of Operations**

Through coordination with the Principal Federal Official, Federal Coordinating Officer, Joint Field Office and affected state, local, and tribal partners, the Federal government will establish and conduct supporting external affairs activities. These activities and supporting organization will be *scalable* and *flexible* with respect to the incident situation. The effort will be fully synchronized and integrated with all participating counterparts, from whatever authority. The ESF 15 team will develop and execute an external affairs strategy to support the JFO incident action plan. The ESF 15 team will utilize this SOP as procedural guidance for activating, establishing, and operating the external affairs operation. A central feature of this concept, consistent with the incident command system, is a *unified* planning component that brings unity of effort to all strategic communications planning and product development.

## **8.0 Department and Agency Responsibilities**

### **8.1 Coordinating Agency**

Department of Homeland Security (DHS)

### **8.2 Primary Agency**

Federal Emergency Management Agency (FEMA)

### **8.3 Support Agency**

Subject to the nature of the incident, all NRP signatory departments, agencies and organizations may be part of the external affairs operation.

## **9.0 External Affairs Components**

### **9.1 Joint Information Center**

Joint Information Center activities ensure the coordinated and timely release of incident-related prevention, preparedness, response, recovery, and mitigation information to the public. ESF 15 provides the interagency coordination mechanisms and resource support for Federal JIC activities.

### **9.2 Community Relations**

Community Relations program provides the vital information link between the Department of Homeland Security, Federal Emergency Management Agency, the state and local communities, and those affected by disasters.

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### **9.3 Congressional Affairs**

Congressional Affairs provides information to the Washington, D. C., and district offices of members of congress. It addresses incident related questions, concerns, and problems expressed by their constituents.

### **9.4 International Affairs**

International Affairs provides guidance for events that include cross-border issues, coordination of foreign visitors, foreign media, coordinating responses to inquiries on foreign nationals impacted by the event, and response to offers of assistance from foreign governments.

### **9.5 State, Local, and Tribal Affairs**

State, local, and tribal coordination assists the PFO, FCO, and JFO with direct communications interaction and outreach to public and elected officials. Tribal Affairs provides procedures to facilitate incident management programs and resources available to tribal governments to assist them in protecting their families, community livelihood, and cultural and environmental resources.

### **9.6 Private Sector**

Private Sector coordination assists the PFO, FCO, and JFO with communications involving counterparts in the non-governmental and commercial areas.

### **9.7 Planning and Products**

This new component develops all external and internal communications strategies and products for the ESF 15 organization and components. This includes recognition of the need for specialized communications procedures to cover language and special needs.

## **10.0 Roles and Responsibilities**

ESF 15 unifies Federal external affairs support for all external affairs functional areas deployed to support an incident requiring a coordinated Federal response. The following positions cover the key roles and responsibilities for ESF 15. Their relationship to incident management echelons is noted where applicable.

### **10.1 ESF 15 Director**

DHS Assistant Secretary for Public Affairs (ASPA)

### **10.2 ESF 15 DHS Component Directors**

As ESF 15 is structured around a composite team of mutually supporting external affairs activities, this unique coordination scheme must be accommodated within the incident command system (ICS). To this end, component directors designated below coordinate as necessary with the ESF 15 Director.

#### **10.2.1 Congressional Affairs.**

DHS Assistant Secretary for Legislative and Intergovernmental Affairs

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**10.2.2 State, Local, and Tribal Affairs**

DHS Director, Office of State and Local Governmental Coordination

**10.2.3 International Affairs**

Director, DHS Office of International Affairs

**10.2.4 Private Sector**

DHS Assistant Secretary, Private Sector Coordination Office

**10.2.5 Community Relations**

FEMA, Recovery

**10.3 ESF 15 Operations Director**

The Assistant Secretary for Public Affairs will designate the ESF 15 Operations Director (OD). During incidents of national significance or incidents requiring a coordinated Federal response, DHS may retain the Operations Director role. In those incidents where FEMA has a lead role, the ESF 15 Operations Director responsibility will be assigned to FEMA. Other DHS component agency communications directors may be assigned as Operations Director if the nature of the incident falls largely within their agency mission profile. Specific duties of the OD:

**10.3.1** Execute the Director's Intent and strategic communications plan, NOC and NRCC guidance, and PFO, FCO, and JFO in accordance with the NRP, NIMS, JFO SOP, and incident action plan.

**10.3.2** Provide direction, oversight, and coordination to the ESF 15 External Affairs Officer.

**10.3.3** Represents ESF 15 on the National Response Coordination Center (NRCC).

**10.3.4** Coordinate with DHS ESF 15 Component Directors and their staffs, international, interagency, and state, local, and tribal counterparts to assure that operational information and tasking are integrated and executed.

**10.4 ESF 15 JFO Leadership Cadre**

The ESF 15 JFO leadership cadre is detailed below and includes the key functions for Federal external affairs. Leadership cadre assignments will be made in advance for some potential incidents and to support PFO, FCO, and JFO staffing direction. Positions will be assigned subject to the nature of the incident, external affairs requirements, and coordination with the PFO and JFO staff.

**10.4.1 ESF 15 External Affairs Officer (or ESF 15 Coordinator)**

The ESF 15 External Affairs Officer, or Coordinator, is assigned by the ESF 15 Director prior to or immediately after incidents of national

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significance and incidents requiring a coordinated Federal response. This includes National Security Special Events (NSSE). The Coordinator serves as the primary external affairs advisor to the PFO, FCO, and JFO Coordination Group and Staff. The Coordinator has a dual-report responsibility to both the ESF 15 Director and the PFO. Specific duties include coordinating and developing the external affairs and communications strategy in support of the PFO and the incident action plan. The Coordinator is responsible for coordinating the external affairs information flow among the ESF 15 Director, PFO, FCO, JFO, other departments and agencies, state, local, tribal counterparts. The Coordinator is also responsible for coordinating visits by governmental officials, foreign dignitaries, and other VIPs.

Two other contingencies for ESF 15 External Affairs Officer are detailed below:

- **Multi-State/Single PFO -- ESF 15 External Affairs (EA) Officer**  
Certain coordinated Federal responses may require a single designated PFO for the incident with supporting FCOs and staffs in affected states. In this case an ESF 15 Deputy EA Officer for the respective state(s) and supporting FCO(s) will be identified. In order to ensure unity of effort, ESF 15 Deputy EA Officers will coordinate activities with the PFO's ESF 15 External Affairs Officer. Supporting ESF 15 leadership cadre for the Deputy EA Officers will be identified as necessary for the incident, but will follow the normal ESF 15 structure, where feasible.
- **Initial ESF 15 External Affairs Officer/Coordinator**  
In the event of a no-notice incident of national significance or incident requiring a coordinated Federal response, a Coordinator may be assigned pending arrival of the permanently assigned officer. The Director will assign the Initial Coordinator in consultation with the PFO. Duties of the Initial Coordinator following relief will be subject to the nature of the incident.

#### **10.4.2 ESF 15 Deputy Officer**

Reports directly to the ESF 15 Coordinator. Supports the Coordinator in management of the ESF. The Deputy represents the Coordinator on the JFO Coordination Staff when the incumbent is unavailable. Specific duties include overall management of the ESF 15 staff, personnel, administration and logistics, and effective functioning of the ESF 15 team.

#### **10.4.3 ESF 15 Executive Officer**

Reports directly to the ESF 15 Deputy External Affairs Officer. Specific duties include management of ESF 15 Assistant External Affairs component officer and their functions. The Executive Officer assures that

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components are working as a team with unity of effort. This position frees the Deputy to assist the Coordinator in incidents while the Executive Officer continues to provide oversight and management of the ESF team. [Note: This position may not be required subject to the nature of the incident, duration, and staff.]

**10.4.4 ESF 15 PFO Press Secretary**

Serves in the JFO Coordination Group as the primary point of contact for all press related activities *involving the PFO and FCO*. This includes communications messaging, interviews, media response, speeches, and briefings. The Press Secretary serves as a senior advisor to the PFO and FCO on all matters involving external communications. Daily coordination and tasking is conducted with the ESF 15 Coordinator and senior staff.

**10.4.5 ESF 15 PFO Liaison**

This position may be assigned during incidents where robust external affairs coordination and liaison to the JFO Coordination Group is necessary. Assists the ESF 15 Coordinator, JFO Coordination Group, and facilitates the exchange of information, tasking, and communications.

**10.4.6 ESF 15 Assistant External Affairs Officer for Congressional Affairs (CA)**

Reports to the ESF 15 Executive Officer and oversees all activities involving Congressional Affairs. Responsibilities include coordinating the exchange of information with members and committees of Congress and their staffs, and serves as the senior advisor for all issues relating to Congressional matters.

**10.4.7 ESF 15 Assistant External Affairs Officer for State, Local, and Tribal [Intergovernmental] (SL)**

Reports to the ESF 15 Executive Officer and oversees all activities involving State, local, and tribal affairs (also known as Intergovernmental Affairs). Responsibilities include coordinating the exchange of information with state and local elected officials and tribal government leadership, and informing them of Federal programs that may be available to them and serving as the senior advisor for all issues relating to Intergovernmental matters.

**10.4.8 ESF 15 Assistant External Affairs Officer for International Affairs (IA)**

Reports to the ESF 15 Executive Officer and oversees all activities involving international issues. Responsibilities include coordinating all international VIP visits, handling issues involving international aid, and serves as the senior advisor to the PFO, FCO, and JFO staff for all matters involving international matters.

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**10.4.9 ESF 15 Assistant External Affairs Officer for Private Sector (PS)**

Reports to the ESF 15 Executive Officer and serves as the senior advisor on all issues involving private sector matters.

**10.4.10 ESF 15 Assistant External Affairs Officer for Community Relations (CR)**

Reports to the ESF 15 Executive Officer and oversees all activities involving Community Relations. Responsibilities include coordinating all CR field activities to the general public and local governments to help educate, inform, and assist with the delivery of disaster assistance program information. Also assists in training new staff, organizing a speaker's bureau, and acting as a senior advisor to the Coordinator, PFO, FCO, and JFO Staff on issues involving the general public.

**10.4.11 ESF 15 Assistant External Affairs Officer for the Joint Information Center (JIC)**

Reports to the ESF 15 Executive Officer and oversees the operational component of the Joint Information Center to include establishing the facility, obtaining logistics support, media center, and daily coordination and support to the media, including the Media Access Program. The JIC Director is responsible for management of Federal forces supporting multi-state or satellite JIC's.

**10.4.12 ESF 15 Spokesperson**

Where possible, and if required, the Coordinator may assign a primary spokesperson (s). Consistency in spokespersons can help assure unity of effort, consistency in messaging, and support public confidence through association with a known presence. Assignment of a spokesperson does not preclude the availability of the PFO, FCO, or ESF 15 leadership cadre to conduct external communications activities.

**10.4.13 ESF 15 Assistant External Affairs Officer for Planning and Products (PP)**

Reports to the ESF 15 Executive Officer and oversees all activities involving research and writing, external and internal strategy and plan development, messaging, and information gathering. Responsibilities include the development of a pro-active incident action plan, media communications materials and products about the Federal response effort, design of a communications strategy for outreach to unique language or special needs populations, and information and education for the public and media about Federal assistance programs during the incident. This officer serves as a senior advisor for all issues relating to strategy and messaging.

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#### **10.4.14ESF 15 Resource Manager (ESF 15 RM)**

If assigned, the ESF 15 Resource Manager will report to the ESF 15 Deputy and supervise all related activities in this function. This will include office space and equipment needs, JIC support, and coordination with JFO staff elements. The RM will coordinate directly with the ESF 5 staff and JFO Logistics and Finance and Administration staffs as necessary.

#### **11.0 ESF 15 Organization, Staffing, and Operations**

Guidance on organization, staffing, and operations is contained in Annex A.

#### **Annexes**

- A Organization, Staffing, and Operations**
- B State, Local, & Tribal Affairs**
- C International Affairs**
- D Private Sector**
- E Community Relations**
- F Joint Information Center**
- G Congressional Affairs**
- H Planning and Products**
- I Department of Defense**
- J Federal Law Enforcement**
- K National Guard**
- L Public Health**
- M Environmental Protection**
- N Radiological**
- O-W Reserved**
- X Administration & Logistics**
- Y Training**
- Z Acronyms & Key Terms**



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## **Annex A to Emergency Support Function 15 External Affairs Organization, Staffing, and Operations**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures

### **1.0 Purpose**

The purpose of this Annex is to provide guidance on the organizational structure, staffing, and operational employment of Emergency Support Function 15.

#### **NOTE TO USERS**

**In an incident requiring a coordinated Federal response, external affairs is an *operational resource* that can help save lives and support state and local incident management authorities.**

### **2.0 Mission**

Upon activation of ESF 15 by the DHS Assistant Secretary for Public Affairs, Federal external affairs resources will be employed to conduct sustained operations in support of the Principal Federal Official (PFO), Federal Coordinating Officer (FCO) and Joint Field Office (JFO) during an incident of national significance or incident requiring a coordinated Federal response in order to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace.

### **3.0 Organization**

#### **3.1 General Guidance**

The ESF 15 organization is prescribed within the NRP. This organization is intended to be scalable and flexible to support incident requirements. The organization may be modified by the PFO and Coordinator.

#### **3.2 Federal Interagency Participation**

When Federal personnel are assigned to the ESF 15 field organization they will conform to and support this SOP and other policies as directed by the PFO, FCO, and JFO SOP.

#### **3.3 Organizational Structure – Coordinated Federal Response**

Appendix 2 provides a notional organizational chart and process flow for ESF 15 during an incident requiring a coordinated Federal response with a single PFO. This organization is for planning purposes and may be modified as necessary to support incident management activities.

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### 3.4 **Multi-State/Single PFO Coordinated Federal Response**

Certain coordinated Federal responses may require a single designated PFO for the incident with supporting FCOs and staffs in affected states. In this case an ESF 15 Deputy EA Officer for the respective state(s) and supporting FCO(s) will be identified. In order to ensure unity of effort, ESF 15 Deputy EA Officers will coordinate activities with the PFO's ESF 15 External Affairs Officer. Supporting ESF 15 leadership cadre for the Deputy EA Officers will be identified as necessary for the incident, but will follow the normal ESF 15 structure, where feasible.

## 4.0 **Staffing**

### 4.1 **DHS Headquarters and ESF 15 Component Staffing**

Upon ESF 15 activation, deployment and staffing will be initially coordinated by the DHS OPA Director of Incident Communications. Assignments will be based on pre-incident staffing plans and/or determined during communications between the Director, PFO, departments and agencies, and component directors. DHS component directors will nominate candidates to support the leadership cadre, if not already assigned.

### 4.2 **Federal Interagency Staffing**

Federal departments and agencies are encouraged and desired to support the ESF 15 organization and staff. Interagency personnel are eligible for assignment to *all* ESF leadership cadre and staff assignments, with the concurrence of the Director, the supporting department and agency, and PFO. **All Federal interagency personnel will conform to the guidance and policies contained within this SOP and as specified by the PFO, FCO, and JFO SOP.** DHS Public Affairs will coordinate and solicit requests for staffing support with the Federal departments and agencies during an incident of national significance or incident requiring a coordinated Federal response. Departments and agencies deploying personnel *may* be responsible for all travel and per diem costs. [Federal reimbursement will be dependent also on Stafford Act or other legislative actions concerning an incident.] Housing will be determined by the availability but agencies should be prepared to be flexible and support member logistics needs.

## 5.0 **Operations**

### 5.1 **Concept of Operations**

Through coordination with the Principal Federal Official, Federal Coordinating Officer, Joint Field Office and affected state, local, and tribal counterparts, the Federal government will establish and conduct supporting external affairs activities. These activities and supporting organization will be *scalable* and *flexible* with respect to the incident situation. The effort will be fully synchronized and integrated with all participating counterparts, from whatever authority. The ESF 15 team will develop and execute an external affairs strategy to support the JFO incident action plan. The ESF 15 team will utilize this SOP as

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procedural guidance for activating, establishing, and operating the external affairs operation. A central feature of this concept, consistent with the incident command system, is a *unified* planning component that brings unity of effort to all strategic communications planning and product development.

## **5.2 Plan Coordination**

This Plan will be executed in accordance with Homeland Security Presidential Directives, the National Response Plan, the National Incident Management System, other supporting Federal plans, and in coordination with state, local, and tribal emergency response plans.

## **5.3 Strategic Direction**

Strategic communications direction will originate from White House Communications, the ESF 15 Director, ESF 15 DHS Component Directors, and Federal department and agency leadership. Through this strategic direction, the external communications plan will be developed by the ESF 15 Coordinator to support the PFO's incident action plan, in close coordination with appropriate authorities and counterparts. The ESF 15 Coordinator will engage fully with the PFO and JFO staff. Appendix 2 details the chain of coordination from the National Federal level to the ESF 15 Coordinator.

## **5.4 State, Local, and Tribal Coordination**

State, local, and tribal communicators and authorities are presumed to lead incident management efforts. To this end, Federal external affairs forces must work closely with state and local communications counterparts from the outset of the incident to integrate and synchronize efforts to the fullest extent possible. **Close coordination between all counterparts is critical in maintaining unity of effort.**

## **5.5 Incident Leadership and Management**

Execution of this SOP will employ processes and organizations specified in the NRP to execute Federal incident management operations. These include the National Operations Center (NOC), the Incident Advisory Council (IAC), Principal Federal Official (PFO), Federal Coordinating Officer (FCO), Joint Field Office (s) (JFO), the National Response Coordination Center (NRCC), and Regional Response Coordination Centers (RRCC).

## **6.0 Activation**

The DHS Assistant Secretary for Public Affairs will direct activation of ESF 15 in coordination with the NRCC, NOC, and FEMA.

### **6.1 ESF 15 External Affairs Officer Designation**

The Director will designate the ESF 15 External Affairs Officer using the template in Appendix 6. This designation will be coordinated with the PFO. Tasking within the letter may be modified due to nature of the incident.

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## **6.2 DHS Office of Public Affairs (OPA)**

The DHS Assistant Secretary for Public Affairs will activate the NRP Incident Communications Emergency Policy and Procedures (ICEPP) in conjunction with the ESF 15 activation order. This action, and all DHS-directed incident communications activities, will be closely coordinated and executed with counterpart leadership from Federal departments, agencies, and the PFO. DHS actions will focus on:

### **6.2.1 Execution Checklists**

Activation operations and execution measures for deliberate and no-notice incidents of national significance are provided in Appendices 4 and 5. These are notional checklists and may be modified as necessary.

### **6.2.2 DHS Public Affairs Coordination Center (DHS PACC)**

The DHS PACC, (or DHS Ready Room), will serve as the Federal incident communications coordination center during incidents of national significance and incidents requiring a coordinated Federal response. It is staffed by experienced incident communications response personnel and can rapidly alert and mobilize a Federal external communications effort. The “virtual” Federal interagency team and NICCL line is controlled by the Ready Room. The Ready Room coordinates with and supports the Secretary, NOC, IAC, NRCC, PFO, FCO, JFO, and ESF 15 Staff.

### **6.2.3 DHS Deployable Situational Awareness Team (DSAT PA)**

The DSAT Public Affairs team (DSAT PA) is a specialized DHS team of law enforcement officers and public affairs personnel who may deploy with little notice to serious incident locations and convey situational awareness via images, video, email, phone, and other communications. The DSAT is directed by the PFO (ESF 15 JIC), in coordination with state and local counterparts and tasking from the Secretary of Homeland Security in order to gain situational awareness. The ESF 15 Director will coordinate with the ESF 15 Coordinator whenever the DSAT PA is deployed to an incident site. After arrival on scene the DSAT PA will report to and operate under the Assistant External Affairs Officer for the JIC. The DSAT PA will release information in coordination with direction from the JIC and ESF 15 SOP protocols. [Additional details on the DSAT PA are contained in the JIC Section to this SOP and the DHS OPA DSAT SOP.]

### **6.2.4 DHS Component Agencies**

Within DHS, component agency communications directors have a dual-report to the DHS Assistant Secretary for Public Affairs. Through this chain of coordination, agencies receive strategic direction from the DHS Assistant Secretary and respective agency leadership, in order to conduct

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incident communications operations in support of the overall Federal effort.

## **7.0 Incident Operations**

In coordination with the PFO, the ESF 15 External Affairs Officer will lead ESF 15 deployment and establishment efforts for the JFO. The nature of the incident must be carefully assessed at this point to determine if special procedures or more restrictive release of information or media access may be required. Lead roles for the incident and emergency support functions, in accordance with the NRP, will be considered during this assessment. Special consideration is also noted for the following:

### **7.1 National Security Special Events (NSSE)**

The U. S. Secret Service leads external affairs activities and ESF 15 during NSSE's. These events frequently involve highly-sensitive security operations where the external affairs strategy and Federal visibility must be protected to ensure the success of the operation. An ESF 15 External Affairs Officer (Coordinator) for the NSSE will be assigned from the Office of Public Affairs, U. S. Secret Service. The ESF 15 Coordinator may modify or adapt procedures and communications operations as necessary. **During an NSSE security is a paramount consideration in determining the type and detail of information released.**

### **7.2 Terrorism and Law Enforcement**

In accordance with HSPD 5, "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..." More specifically, and per the NRP, "the FBI is the lead agency for criminal investigations of terrorist acts or terrorist threats within the United States." If a JFO is established the FBI will establish a Joint Operations Center (JOC) which will become a section within the JFO. **Close coordination between DHS and DOJ/FBI incident communications counterparts to support this arrangement and investigation must be maintained throughout a terrorist incident to assure effective activation and employment of ESF 15 communications activities. Procedures for release of information and media access outlined in this SOP may be modified because of this incident and investigation.**

### **7.3 Radiological Incidents**

The nature of a radiological incident may require modification to release of information and media access guidelines. In accordance with the NRP, the Nuclear Regulatory Commission is the coordinating agency for incidents involving nuclear facilities licensed by the NRC. The U. S. Department of Energy is the coordinating agency for incidents involving the transportation of radioactive materials shipped by or for DOE. (The NRP describes additional responsibilities for DOD, NASA and scenarios in greater detail). **Accordingly, the ESF 15 External Affairs Officer designated for a radiological incident**

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should coordinate closely with the PFO, and lead agency subject to the type of incident.

## 8.0 ESF 15 Daily Operations

### 8.1 ESF 15 Daily Routine

After activation of the JFO and determination of Federal, state, local, tribal, and “battle rhythm,” (daily briefings, operational meetings, etc), the External Affairs Officer will develop a daily external affairs routine. This routine is critical to the smooth flow of information and will assist synchronization. Participants must be flexible and work to assure that communications objectives and initiatives are accommodated and timed for optimum delivery. A notional daily routine is contained in Appendix 7. This may be modified as necessary by the External Affairs Officer.

### 8.2 ESF 15 Daily Communications Summary

This document is based on a template and will be prepared daily by the Planning and Products staff in joint coordination with state, local, and tribal authorities. This summary provides strategic communications messaging, key event information, external feedback, and key statistics to all Federal, state, local, and tribal communications leadership. It will be shared with all counterparts to assure awareness and consistency with facts and messages. An example is contained in Appendix 8.

## 9.0 Communications Protocols.

In accordance with the NRP pre-identified incident communications protocols are established and ready for use during an incident of national significance and incidents requiring a coordinated Federal response.

### 9.1 National Incident Communications Conference Line (NICCL)

The NICCL is used for transmission and exchange of critical and timely [e.g., “breaking”] *incident* information among Federal and affected state, local, and tribal authorities. If the nature of the incident is of critical importance and urgency DHS Public Affairs will maintain a controller on the line continuously to provide and receive updates from departments and agencies. During sustained incident management activity, the NICCL will be used for daily or other incident communications coordination calls. DHS Public Affairs will maintain a summary of key NICCL communications and interagency coordination actions. These will be maintained and distributed to participants in a timely manner. **NICCL call conferees are reminded that this is an executive call. Information and access should be protected.** Conferees should keep comments brief and place their phones on mute when not talking. Specific or complex department or agency-specific issues should be addressed off-line with the appropriate parties. The NICCL call agenda will normally follow the below routine:

- Roll Call (By Department and agency)

- 
- Opening Remarks by DHS
  - Brief Operations Summary ( On Scene Reps or Operations)
  - Summary of major communications plans and events
  - Department and agency invited comments
  - Conclusion

**9.2 State Incident Communications Coordination Line (SICCL)**

The SICCL is a similar dedicated Federal-State incident communications conference line. This *standing* communications resource can facilitate and assure the inclusion, transmission, and exchange of incident management information, evacuee coordination, and messaging relating to all states and territories. Access and use of this line will be managed by DHS Public Affairs. Examples of information could include unclassified public affairs guidance supporting threat information or status changes, pending national decisions, and major incidents where updates are beneficial in support of state-Federal external affairs situational awareness.

**Appendices**

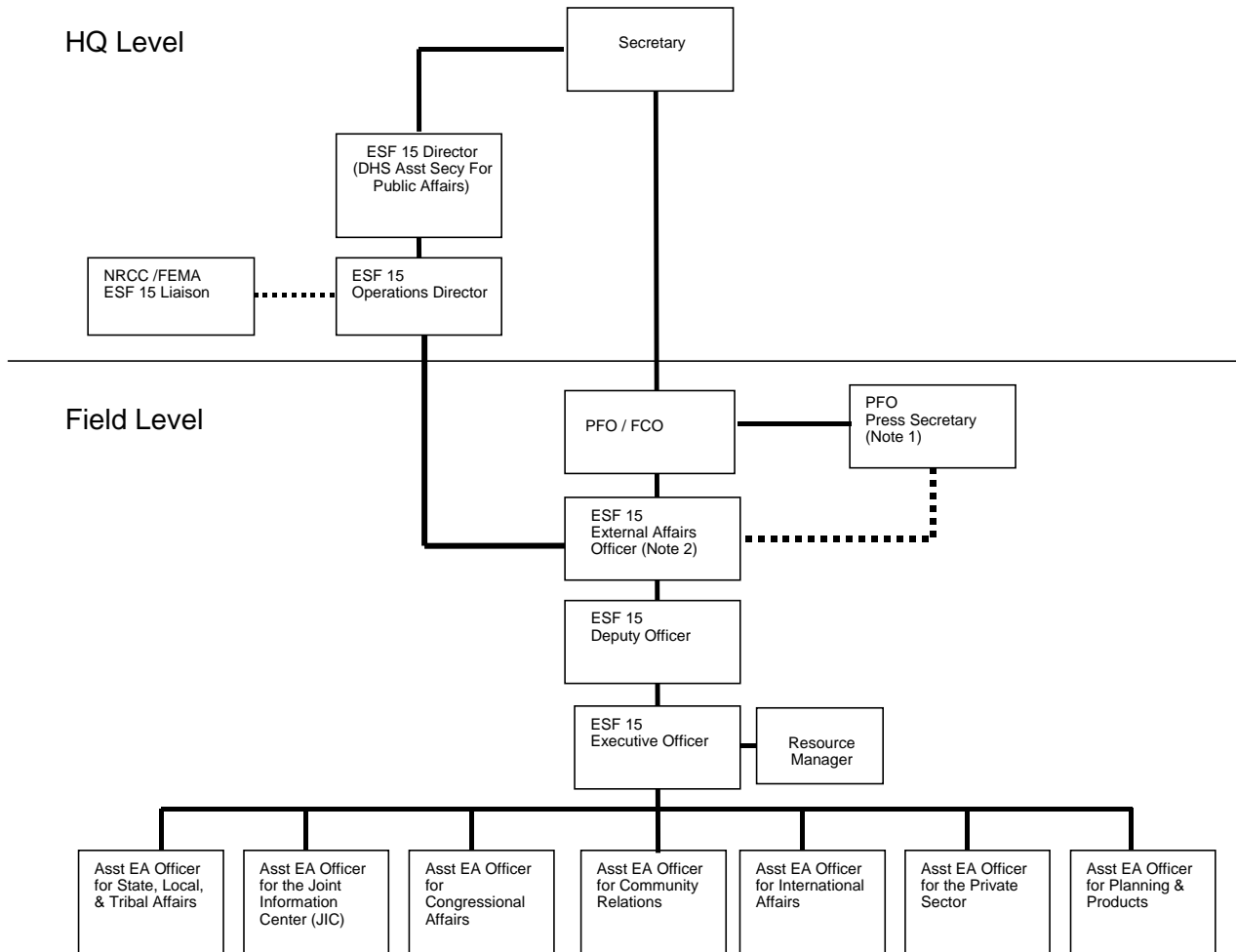
- 1 Quick Reference -- Key Federal Authorities & Incident Management Directives**
- 2 Organizational Structure – Coordinated Federal Response**
- 3 Multi-State Single PFO Coordinated Federal Response**
- 4 ESF 15 No-Notice Incident of National Significance Execution Checklist**
- 5 ESF 15 Deliberate Planning Execution Checklist**
- 6 ESF 15 External Affairs Officer Designation Letter**
- 7 ESF 15 Notional Strategic External Affairs Daily Routine**
- 8 ESF 15 Daily Communications Summary**

**Appendix 1 to Annex A to Emergency Support Function 15 External Affairs**  
**Quick Reference -- Key Federal Authorities and Incident Management Directives**

<b>Authority/Guidance</b>	<b>Primary Organization</b>	<b>Summary</b>
<b>Homeland Security Presidential Directive 3</b>	<b>DHS</b>	Provides guidance and directs DHS to coordinate the Homeland Security Threat Advisory system.
<b>Homeland Security Presidential Directive 5</b>	<b>DHS</b>	Directs DHS to coordinate federal operations within the U.S. to prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies
<b>Homeland Security Presidential Directive 7</b>	<b>DHS</b>	Directs DHS to coordinate the overall national effort to protect critical infrastructure and key resources
<b>Homeland Security Presidential Directive 8</b>	<b>DHS</b>	Directs DHS to implement “all-hazards” preparedness activities in U.S. & coordinate federal response assets, support for state, local
<b>Stafford Disaster Relief and Emergency Assistance Act</b>	<b>DHS/FEMA</b>	Provides authority for coordinating the federal response to a major disaster or emergency
<b>National Emergencies Act</b>	<b>White House</b>	Presidential authority to declare a state of emergency
<b>National Response Plan Emergency Support Function 15</b>	<b>DHS</b>	Creates framework for providing timely information to affected audiences during an incident of national significance and incidents requiring a coordinated Federal response.



**Appendix 2 to Annex A to Emergency Support Function 15 External Affairs**  
**Organization Chart-Coordinated Federal Response**

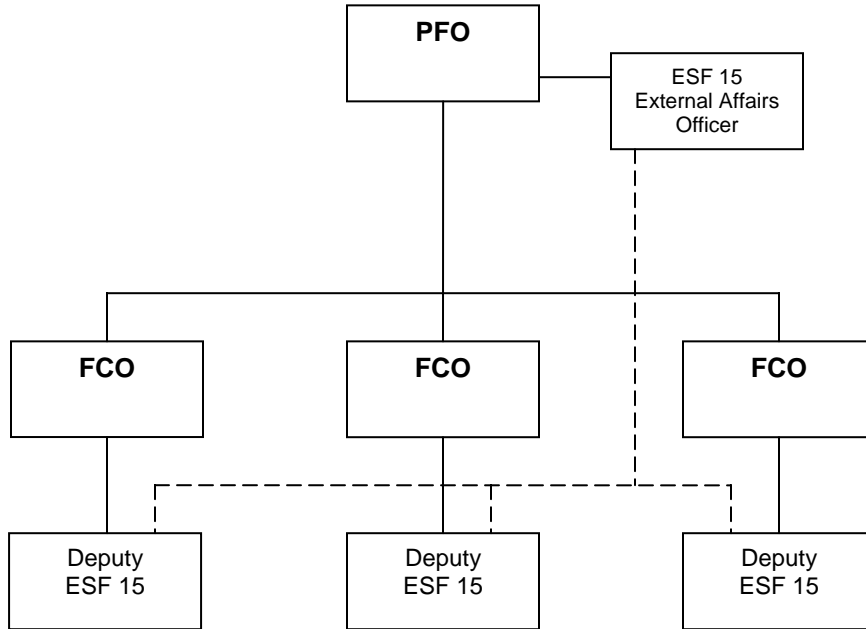


**Notes:**

1. Within JFO Coordination Group (Corresponds to “Public Affairs Officer”)
2. Within JFO Coordination Staff

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**Appendix 3 to Annex A to Emergency Support Function 15 External Affairs  
Multi-State Single PFO Coordinated Federal Response**



**Appendix 4 to Annex A Emergency Support Function 15 External Affairs**  
**ESF 15 NO-NOTICE Incident of National Significance Execution Checklist**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures (SOP)

**1.0 Purpose**

This checklist provides a guide for *major* actions and responsibilities in the event of an incident of national significance or incident requiring a coordinated Federal response.

**2.0 Activation and Deployment Execution Checklist. NO-NOTICE INCIDENT**

<b>Action</b>	<b>Directed by – Additional Information</b>
<input type="checkbox"/> Incident(s) occurs	Notification by NOC, NRCC, or other Federal or state emergency operations center
<input type="checkbox"/> Activate and execute NRP ICEPP Protocols	DHS Assistant Secretary for Public Affairs
<input type="checkbox"/> DHS Ready Room activated	DHS Public Affairs
<input type="checkbox"/> Contact affected state(s), local(s), tribal or private sector communications counterparts <ul style="list-style-type: none"> <li>▪ Communications plans</li> <li>▪ EAS</li> <li>▪ Lead agencies</li> <li>▪ PA support from Federal counterparts</li> <li>▪ JIC location (s) and co-location</li> <li>▪ DSAT/PA plans</li> <li>▪ ESF 15 deployment plans</li> </ul>	ESF 15 Director Participating State, local, or private sector counterparts
<input type="checkbox"/> ESF 15 is activated	DHS Assistant Secretary for Public Affairs
<input type="checkbox"/> PFO, FCO designated (time approximate)	Secretary of Homeland Security
<input type="checkbox"/> NICCL interagency call. Discuss: <ul style="list-style-type: none"> <li>▪ Situation</li> <li>▪ Lead agency roles</li> <li>▪ State and local communications on incident</li> <li>▪ Federal strategic plan (initial)</li> <li>▪ ESF 15 activation and deployment needs</li> <li>▪ JIC establishment</li> <li>▪ Statements by principals</li> <li>▪ HSAS or other declarations</li> </ul>	NICCL interagency participants DHS Assistant Secretary (or designate)

<input type="checkbox"/> Incident of national significance declared or being considered	Secretary of Homeland Security
<input type="checkbox"/> ESF 15 activation order distributed	NICCL and NRCC
<input type="checkbox"/> ESF 15 Operations Director designated	DHS 15 Director
<input type="checkbox"/> ESF 15 External Affairs Officer designated. <u>Brief/Discuss:</u> <ul style="list-style-type: none"> <li>▪ PFO and team mobilization orders</li> <li>▪ ESF 15 Director strategic tasking</li> <li>▪ DSAT/PA deployment</li> <li>▪ HSAS status-if applicable</li> <li>▪ External rules of engagement</li> <li>▪ Supporting leadership cadre needs</li> <li>▪ State and local guidance/counterparts</li> <li>▪ ESF 15 Component key issues</li> </ul>	ESF 15 Director ESF 15 Component Directors ESF 15 Coordinator (designee) PFO (if available)
<input type="checkbox"/> ESF 15 Coordinator Component Conference Call	Conference call with ESF 15 components conveys PFO expectations and ESF 15 Director vision.
<input type="checkbox"/> ESF 15 staff mobilization orders initiated	ESF 15 Operations Director to D/A communications directors
<input type="checkbox"/> JFO Coordination Group Scoping Meeting	PFO, ESF 15 Coordinator, JIC Officer, others as necessary. Identify ESF 15 priority physical requirements for JFO in order to be fully mission capable as soon as possible.
<input type="checkbox"/> FEMA ERT N”Team Deployed	FEMA National Public Affairs Team
<input type="checkbox"/> FEMA ERT A Team Deployed	FEMA Regional Public Affairs
<input type="checkbox"/> DHS DSAT/PA Alerted for Deployment	ESF 15 Operations Director
<input type="checkbox"/> DHS PA Go-Team Selected	ESF 15 Operations Director
<input type="checkbox"/> ESF 15 Leadership Cadre identified	ESF 15 Operations Director
<input type="checkbox"/> PFO & ESF 15 Advance Meeting (or call)	PFO, PFO Press Secretary and ESF 15 EA Officer discuss advance communications plans, JIC location, and special logistics requirements
<input type="checkbox"/> ESF 15 Initial Staff Requirements Identified	ESF 15 Operations Director , ESF-15 Executive Officer and DHS PA Chief of Staff
<input type="checkbox"/> DHS PA Go-Team Deploys-PFO Briefed	Selected team
<input type="checkbox"/> ESF 15 External Affairs Officer arrives on scene –	ESF-15 External Affairs Officer

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Meets with PFO, FCO, JFO staff	
<input type="checkbox"/> If feasible, JIC established or co-location initiated with state and local counterparts/JIC	Asst External Affairs Officer, JIC or DSAT/PA
<input type="checkbox"/> ESF 15 External Affairs Officer meets with leadership cadre	ESF-15 External Affairs Officer, Leadership Cadre
<input type="checkbox"/> ESF 15 External Affairs Officer meets with state, local, tribal and lead incident communications team	ESF-15 External Affairs Officer
<input type="checkbox"/> ESF 15 leadership cadre and team operational in support of PFO, FCO, and JFO	
<input type="checkbox"/> ESF 15 External Affairs Officer coordinates ESF 15 team in preparing communications plan component to the PFO's Incident Action Plan	ESF 15 External Affairs Officer
<input type="checkbox"/> Satellite JICs established or potential sites identified for later activation (e.g. post hurricane landfall).	ESF 15 External Affairs Officer

**Appendix 5 to Annex A to Emergency Support Function 15 External Affairs**  
**ESF 15 DELIBERATE PLANNING Execution Checklist**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures (SOP)

**1.0 Purpose**

This execution checklist provides a template covering *major* actions and responsibility for those actions. The planning objective is for full ESF 15 operational capability 24 hours before an incident is projected (if known or estimated).

**2.0 Situations**

Summarized below are examples of potential incidents of national significance or incidents requiring a coordinated Federal response and activation of ESF 15 *before an incident* occurs.

- 2.1 Possible or imminent natural disaster, (e.g., hurricane, severe tropical storm, etc).
- 2.2 Credible terrorism threat to a domestic location(s).
- 2.3 Potential man-made disaster, (e.g., spill of national significance, reactor emergency, large HAZMAT release, etc).
- 2.4 National Security Special Event (NSSE), (subject to threats, etc).

**3.0 Activation and Deployment Execution Checklist. DELIBERATE PLANNING**

**Note:** These are notional actions and may be modified according to the specific incident.

Action	Directed by – Additional Information
<input type="checkbox"/> Incident or threat awareness	Notification by NOC, NRCC, or other Federal or state emergency operations center
<input type="checkbox"/> Contact affected state(s), local(s), tribal or private sector communications counterparts <ul style="list-style-type: none"> <li>▪ Communications actions thus far</li> <li>▪ EAS communications, if required</li> <li>▪ Lead agencies</li> <li>▪ Support from Federal counterparts</li> <li>▪ JIC location (s)</li> <li>▪ ESF 15 deployment plans</li> </ul>	DHS Assistant Secretary for Public Affairs/ ESF 15 Director  Affected state, local, and private sector counterparts
<input type="checkbox"/> PFO Designated	Secretary of Homeland Security

<input type="checkbox"/> Execute NRP ICEPP Protocols	Per NRP
<input type="checkbox"/> DHS PA Coordination Center (Ready Room) Activated (As necessary)	DHS Public Affairs
<input type="checkbox"/> NICCL Interagency Call <ul style="list-style-type: none"> <li>▪ Situation</li> <li>▪ Lead agency roles</li> <li>▪ State and local communications on incident</li> <li>▪ Federal strategic plan (initial)</li> <li>▪ JIC establishment and Federal support desired for communications</li> <li>▪ Statements by principals</li> <li>▪ HSAS or other declarations</li> </ul>	ESF 15 Director  Participating Federal, state, local, and tribal lead communications counterparts
<input type="checkbox"/> Incident of national significance declared or being considered	Secretary of Homeland Security
<input type="checkbox"/> ESF 15 activated	ESF 15 Director (DHS Asst Secy for PA)
<input type="checkbox"/> ESF 15 Operations Director designated	ESF 15 Director
<input type="checkbox"/> ESF 15 External Affairs Officer designated. <u>Brief/Discuss:</u> <ul style="list-style-type: none"> <li>▪ PFO and team mobilization orders</li> <li>▪ ESF 15 Director strategic tasking &amp; vision</li> <li>▪ Go-Team deployment</li> <li>▪ HSAS status-if applicable</li> <li>▪ External rules of engagement</li> <li>▪ Supporting leadership cadre needs</li> <li>▪ State and local guidance/counterparts</li> <li>▪ ESF 15 Letter of designation</li> </ul>	ESF 15 Director  ESF 15 External Affairs Officer (designee)
<input type="checkbox"/> ESF 15 All Component Conference Call initiated	ESF 15 Director ESF 15 Component Directors ESF 15 External Affairs Officer
<input type="checkbox"/> ESF 15 Leadership Cadre identified	ESF 15 Operations Director
<input type="checkbox"/> ERT N Team Deployed	FEMA PA
<input type="checkbox"/> ERT A Team Deployed	FEMA PA
<input type="checkbox"/> DHS DSAT/PA Alerted for deployment	ESF 15 Operations Director
<input type="checkbox"/> ESF 15 mobilization orders initiated	ESF 15 Operations Director

<input type="checkbox"/> JFO Coordination Group Scoping Meeting	PFO ESF 15 Coordinator JIC Officer, others as necessary. Identify ESF 15 priority physical requirements for JFO in order to be fully mission capable within 24 hours of notification.
<input type="checkbox"/> ESF 15 initial staff requirements identified	ESF 15 Operations Director ESF-15 Deputy/Executive Officer FEMA Public Affairs
<input type="checkbox"/> DHS PA Go-Team Deploys-PFO Briefed	Selected team
<input type="checkbox"/> ESF 15 External Affairs Officer arrives. Meets with PFO, FCO, and JFO staff. Briefs Director.	ESF 15 External Affairs Officer
<input type="checkbox"/> ESF 15 External Affairs Officer meets with state, local, tribal and lead incident communications team	ESF 15 External Affairs Officer
<input type="checkbox"/> JIC established or co-location initiated with state and local counterparts	Asst External Affairs Officer, JIC DSAT/PA FEMA ERT N or A
<input type="checkbox"/> ESF 15 External Affairs Officer meets with PFO and JFO staff	ESF 15 External Affairs Officer
<input type="checkbox"/> External Affairs Officer meets with ESF 15 leadership cadre	ESF 15 External Affairs Officer, ESF 15 Leadership Cadre
<input type="checkbox"/> ESF 15 leadership cadre and staff operational in support of PFO, FCO, and JFO	
<input type="checkbox"/> ESF 15 External Affairs Officer coordinates ESF 15 team in developing communications plan and strategy component to the PFO's Incident Action Plan	ESF 15 External Affairs Officer ESF 15 Planning and Products



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**Appendix 6 to Annex A to Emergency Support Function 15 External Affairs**  
**ESF 15 External Affairs Officer Designation Letter**

TO:

FROM: Assistant Secretary for Public Affairs

SUBJECT: Designation as ESF 15 External Affairs Coordinator

Reference: A. National Response Plan  
B. National Incident Management System  
C. Interagency Integrated JFO Standard Operating Procedures  
D. Emergency Support Function 15 SOP

1. In accordance with the above references, and following activation of Emergency Support Function 15, you are hereby designated as the ESF 15 External Affairs Officer/ESF 15 Coordinator in support of the Federal response for

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2. You will report to and serve as the senior external affairs advisor to the Principal Federal Official, \_\_\_\_\_. You will coordinate through me, and the ESF 15 Operation Director, \_\_\_\_\_ for strategic direction.

3. You are authorized to modify your ESF 15 organizational structure in accordance with PFO and JFO requirements to effectively execute Federal external affairs activities.

4. You are authorized to reassign ESF 15 leadership and staff personnel in coordination with the PFO, the ESF 15 Director, and ESF 15 Component Directors.

5. You are authorized and encouraged to maintain close coordination with Federal, state, local, tribal, and private sector counterparts, as determined by the nature of this incident.

**Appendix 7 to Annex A Emergency Support Function 15 External Affairs**  
**Notional Strategic External Affairs Daily Routine**

<b>NOTIONAL DAILY EVENT SCHEDULE (Modify as necessary)</b>		
<b>Time</b>	<b>Event</b>	<b>Action</b>
0500	Secretary DHS News Summary Prepared	NOC
0600	News summary distributed by JIC	JFO JIC
0630	JFO Operations Briefing	Key personnel, ESF 15 Coordinator
0730	ESF 15 Senior Leadership Meeting	ESF 15 Leadership Cadre
0800	ESF 15 Core Group Conference Call (1)	Director, ESF 15 Coordinator, Other key reps
0930	Federal Strategic Comms Conf Call	White House, Director, Cabinet ASPAs, ESF 15 Coordinator
1000	State and local news briefing (2)	State and local counterparts ESF 15 staff/spokesperson
1000	Federal daily incident release (3)	DHS Public Affairs
1030	NICCL Conference Call (4)	Federal interagency, ESF 15, state/local
1130	NICCL Call Summary Distributed	DHS Public Affairs
1300	DC News Briefing	ESF 15 Director, Interagency
1400	State Community Relations Conf Call (5)	DHS PA, ESF 15 Comrel, states
1700	ESF 15 Core Group Conference Call	DHS PA, ESF 15, Other key reps
1900	ESF 15 Daily Summary Distributed	ESF 15 Planning and Products
2000	NICCL Next Day Plans Distributed	DHS Public Affairs

- (1) Primary planning and strategy discussion for preceding and immediate events.
- (2) Time subject to state and local determination
- (3) Release is focused on key statistical measures and incident related facts
- (4) NICCL call leads with ESF 15 Coordinator brief, followed by affected state/local and Federal interagency
- (5) Call addresses incidents with multi-state evacuee issues

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**Appendix 8 to Annex A to Emergency Support Function 15 External Affairs  
ESF 15 Daily Communications Summary -- SAMPLE TEMPLATE**



**HURRICANE KATRINA [--EXAMPLE--]  
Emergency Support Function 15 – External Affairs  
[----DATE-----]**

The Department of Homeland Security's Hurricane Katrina External Affairs Update is a daily compendium of updated facts regarding the federal efforts waged in response to the catastrophic effects caused by the hurricane in Louisiana, Mississippi, Alabama and Florida. The Hurricane Katrina External Affairs Update provides information on key actions by responding agencies, key statistics, key messages, and talking points. This Update is produced by JFO ESF 15 staff ----- and is not for release to the public.

**INCIDENT UPDATE – KEY MESSAGES**

**We Must Help The Citizens Of The Gulf Coast Rebuild Their Lives And Their Communities.**

- Many thousands of homes in Mississippi are damaged or destroyed.
- Over a quarter million houses in New Orleans and surrounding parishes are no longer fit to live in.
- Hundreds of thousands of people from across this region will need to find longer-term housing.

**Secretary -----has directed that a Housing Task Force be established to bring together the many agencies and partners that are needed to plan and implement a creative and viable strategy that will help those displaced by Hurricane Katrina rebuild their communities and their lives.**

- The Housing Task Force includes hands-on experts from FEMA, private sector contractors, and partners from the U.S. Department of Housing and Urban Development, the U.S. Army Corps of Engineers and the American Red Cross.
- The Housing Area Command is working closely with Governors -----, ----- and -----, Mayor ----- and the state and local officials to ensure that the solutions developed meet the state and local priorities and plans for rebuilding their communities, both in the near and long term.
- We are their full partners, and respect the lead role that state and local officials will have in setting the priorities and implementing zoning and building codes that ensure that we build back safer and stronger.

**One priority is to meet immediate needs by providing short term housing for the first responders and workers who will rebuild these communities, and interim housing until those displaced by Katrina can return home.**

- This is a Herculean task, and every available alternative, including creative options for immediate housing, is on the table.
- Two cruise ships are docked in New Orleans providing housing to thousands of emergency workers who are rebuilding this city.
- Additional housing options already being implemented or considered include trailer homes, military facilities, hotels and motels, rentals and vacant property, and offerings from state and local officials and from private citizens.

## KEY STATISTICS

- ✓ More than **\$1.2 billion** in expedited assistance funds have been delivered to help meet immediate needs. These funds have been distributed in the form of checks, debit cards, and Electronic Funds Transfer (EFT).
- ✓ Nearly **80,000** response, rescue, recovery and law enforcement personnel are working around the clock to bring critical aid and support to the Gulf Coast region.
- ✓ Approximately **97,800** evacuees are safely housed in shelters nationwide.
- ✓ Approximately **1,089,000** registrations for individual assistance (telephone and online) have been taken for Alabama, Louisiana and Mississippi.
- ✓ Approximately **42,600** housing damage inspections have been completed.
- ✓ Approximately **30,000** housing units are being prepared for occupancy around Sept. 18.
- ✓ More than **62.9** million liters of water and over **25.6** million MREs distributed.
- ✓ **36** Disaster Recovery Centers are open in Alabama, Florida, Louisiana, Mississippi, and Texas.

## TODAY'S EVENTS

Homeland Security Secretary ----- was in Mississippi.

11 a.m. EDT - The President marked the National Day of Prayer and Remembrance for Katrina with a service at the Washington National Cathedral. Evacuees housed at the DC Armory and in other local areas attended the service.

Housing Secretary ----- traveled to New Orleans and Baton Rouge to tour the affected region.

Education Secretary -----was in Houston, Texas. Contact -----

Treasury Secretary ----- visited an IRS call center in Atlanta which has been handling calls for FEMA. Contact ----  
-----

3 p.m. EDT - Katrina Federal Joint Field Office (JFO) briefing in Baton Rouge, La.

## TOMORROW'S EVENTS

Saturday – TBD      Housing Secretary ----- will participate in an event providing temporary evacuee housing in Dallas. Contact -----

Saturday – TBD      EPA Administrator ----- is traveling to Gulfport, Miss., and Mobile, Ala., for a ground tour. Contact -----

3 p.m. EDT            Katrina Federal Joint Field Office (JFO) briefing at the in Baton Rouge, La.

## WHAT OTHERS ARE SAYING

**XXXX**

The President, in a hopeful and sympathetic speech crafted at least in part to revive his political fortunes, sought to reassure Americans about the region's future in the wake of Hurricane Katrina, as well as the nation's own readiness for another disaster.

“Tonight I ... offer this pledge to the American people: Throughout the area hit by the hurricane, we will do what it takes -- we will stay as long as it takes -- to help citizens rebuild their communities and their lives,” the President said, standing before St. Louis Cathedral in the city's French Quarter. “And all who question the future of the Crescent City need to know: There is no way to imagine America without New Orleans, and this great city will rise again.”

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**XXXX**

The populations of hundreds of Red Cross shelters are dropping daily as families move to temporary housing, some, like the 500 trailer sites at Wind Creek, more permanent than others. “This is the type of living my wife and I always wanted. Back to Mother Nature,” says \_\_\_\_\_, 54, a disabled shipyard worker whose Gulfport, Miss., trailer-park home tipped over and filled with water. “As soon as I can, I’m going to register to vote. I’m not going back to Mississippi.”

**XXXX PRINT**

NEW ORLEANS — The city of New Orleans will reopen four unflooded neighborhoods, including the bawdy, historic French Quarter, to businesses and residents beginning this weekend.

“It is a good day in New Orleans. The sun is shining. We’re bringing the city of New Orleans back. This is the first step,” the Mayor said. “The city of New Orleans ... will start to breathe again.”

**XXX News**

It was a symbolic moment and a turning point post-Katrina as five New Orleans fire stations reopened Friday with firefighters from across the country working side by side with comrades who've lost so much.

New Orleans Fire Chief says, "In our time of need, our brothers and sisters from around this country did not forget their brothers and sisters here in New Orleans."

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**Annex B to Emergency Support Function 15 External Affairs**  
**State, Local, and Tribal Coordination**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. National Preparedness Goal
- D. National Infrastructure Protection Plan

**NRP ESF 15 Quick Summary – State, Local, and Tribal Coordination (S & L)**

**Supports external affairs by:**

**State and Local Coordination:**

- Preparing an initial action plan to support the PFO, FCO, and JFO with incident-specific guidance and objectives, at the beginning and throughout an actual or potential incident.
- Promoting Federal interaction with state, local and tribal governments
- Implementing a system of information-sharing among Federal, state, local, and tribal governments.
- Informing state and local elected and appointed officials on response efforts, protocols, and recovery programs.
- Disseminating information with the assistance of state municipal leagues and county associations.

**Tribal Coordination:**

- Providing a Tribal Relations Officer, if necessary, to coordinate with tribal governments on all aspects of incident management operations. This position will report directly to the Assistant External Affairs Officer for State and Local Coordination and the ESF 15 External Affairs Officer.
- Supporting the Tribal Relations Operations Element with incident-specific subject-matter experts from other departments and agencies, if and when required.
- Depending on the situation, establishing a Tribal Relations Information Element within the Tribal Relations Operations Element to manage the timely flow of information to and from the tribes involved in the incident.
- Organizing and managing a Tribal Relations Field Component to facilitate Federal relations with tribal governments and their incident management organizations, communities, victims, and tribal advocacy groups.

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<b>Directed by:</b>	▪ Assistant External Affairs Officer for State and Local Coordination
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**1.0 Purpose**

The annex describes the state, local and tribal coordination function during an incident of national significance or incident requiring a coordinated Federal response.

**2.0 Mission**

The component serves as a liaison to state, local, and tribal officials within an affected area(s) during an incident of national significance or incident requiring a coordinated Federal response.

**3.0 Organization**

**3.1 External Affairs Organizational Concept**

It is recognized that an incident of national significance in the United States or incident requiring a coordinated Federal response will have a large effect on our nation, societal functions, infrastructure, economy and population. Accordingly, DHS will employ pre-identified organizational processes to foster information-sharing, deliver constituent services, and serve as a liaison between state, local, and tribal elected and public officials.

**3.2 DHS Office of State and Local Government Coordination (SLGC)**

SLGC serves as the ESF 15 Component Director in the ESF 15 organization. SLGC coordinates communications with governors, mayors, parish presidents, and county executives of affected jurisdictions and state, tribal and local leadership across the U. S. during incidents of national significance and incidents requiring a coordinated Federal response. SLGC will also coordinate as necessary with preparedness and response communities, national associations, and other non-governmental counterparts.

**3.3 National Coordination and Support**

To ensure DHS maintains a fully informed external affairs capability at the national level during incidents of national significance or incidents requiring a coordinated Federal response, SLGC maintains close coordination with the White House, DHS senior staff, ESF 15 leadership, and other senior officials.

**3.4 ESF 15 Assistant External Affairs Officer for State, Local and Tribal Coordination (SL)**

The ESF 15 Assistant External Affairs Officer for SL serves as a liaison to State, local, and tribal elected and senior appointed officials on behalf of the PFO and ESF 15 Coordinator. This officer communicates with State, local, and tribal officials in the affected areas and proactively reaches out to State, local, and tribal officials to provide information on response and recovery activities and programs.

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### **3.5 FEMA Office of Intergovernmental Affairs (FEMA IGA)**

The FEMA Office of Intergovernmental Affairs provides staffing and support for the ESF 15 External Affairs Officer in coordination with the FEMA Regions, ESF 15 leadership, and other elements during incidents of national significance or incidents requiring a coordinated Federal response. IGA builds relationships with key stakeholder groups to stimulate a unified federal, tribal, state, county, parish, municipal and private-sector effort. IGA identifies issues, responds to questions, clarifies or corrects policy and procedure concerns, and links government officials with questions or problems to those who can assist them.

### **4.0 SL Activities with State, Local, and Tribal Officials**

The Assistant External Affairs Officer for SL, in coordination with FEMA IGA, and other JFO elements, maintains relationships with State, local and tribal officials during an incident requiring a coordinated Federal response and may conduct the following activities:

#### **4.1 Introductory meetings**

#### **4.2 Programmatic briefings**

#### **4.3 Sustained information sharing**

#### **4.4 Issue and problem solving**

#### **4.5 Casework**

### **5.0 ESF 15 SL Staff Positions**

In addition to the Assistant External Affairs Officer for State, Local and Tribal Coordination, the SL component may include the following staff assignments:

#### **5.1 ESF 15 Branch Liaison**

Represents SL in field offices and reports to the Assistant External Affairs Officer for SL.

#### **5.2 ESF 15 Outreach Team**

Conducts outreach to county and parish elected officials, mayors, borough and city council members and other elected officials within a designated region to inform them of updates in all program areas and to provide each with a single point of contact for ongoing issues and concerns.

#### **5.3 ESF 15 Casework Team**

Performs casework and provides customer service to State, local and tribal officials concerning disaster assistance requests under the Stafford Act.

#### **5.4 ESF 15 Tribal Liaison**



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Serves as the liaison to ensure that federally-recognized tribes included in the disaster declaration are provided with disaster response and recovery services. Works with the Outreach Team lead to address incident response and recovery needs of the tribe(s).

**5.5 ESF 15 Administrative Assistance**

Provides administrative support to the ESF 15 function.

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**Annex C to Emergency Support Function 15 External Affairs**  
**International Affairs**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures

<b>NRP ESF 15 Quick Summary – International Affairs (IA)</b>	
<b>Supports external affairs by:</b>	<ul style="list-style-type: none"><li>▪ Preparing an initial action plan to support the PFO, FCO, and JFO with incident-specific guidance and objectives, at the beginning and throughout an actual or potential incident.</li><li>▪ Coordinating with the DHS Office of International Affairs liaisons to the IAC and the Department of State (DOS) Operations Center.</li><li>▪ Coordinating with DOS on all matters requiring international involvement (See the NRP International Coordination Support Annex)</li><li>▪ Coordinating the exchange of liaisons, in conjunction with DOS, with appropriate countries in the event of an incident affecting multiple nations.</li><li>▪ Coordinating with the JFO JIC and DOS on support to foreign media.</li></ul>
<b>Directed by:</b>	<ul style="list-style-type: none"><li>▪ Assistant External Affairs Officer for International Affairs</li></ul>

[ Issued separately ]

**Annex D to Emergency Support Function 15 External Affairs**  
**Private Sector**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures
- D. National Infrastructure Protection Plan (NIPP)

<b>NRP ESF 15 Quick Summary -- Private Sector (PS)</b>	
<b>Supports external affairs by:</b>	<ul style="list-style-type: none"> <li>▪ Preparing an initial action plan to support the PFO, FCO, and JFO with incident-specific guidance and objectives, at the beginning and throughout an actual or potential incident.</li> <li>▪ Providing a liaison to the private sector</li> <li>▪ Bringing forward issues that affect the private sector and the business community.</li> <li>▪ Coordinating with the private sector for assistance and services.</li> </ul>
<b>Directed by:</b>	<ul style="list-style-type: none"> <li>▪ Assistant External Affairs Officer for Private Sector</li> </ul>

**1.0 Purpose**

The annex provides guidance about interaction with the private sector, which includes businesses, non-governmental organizations, their respective affiliates, and employees.

**2.0 Private Sector Incident Assumptions**

The following are key assumptions about the private sector in the event of an incident of national significance or incident requiring a coordinated Federal response:

- 2.1** Regardless of the nature of the incident (natural disaster, terrorism or other), businesses will be disrupted in some manner.
- 2.2** Small to medium-sized businesses are often most vulnerable.
- 2.3** Business survival is critical if there is to be any semblance of recovery, post-incident.

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### **3.0 Benefits from Engagement With the Private Sector**

Through direct communications with the private sector, the ability to reach citizens in need of information is greatly enhanced and contributes to the overall unity of effort and external affairs strategy. Further private sector benefits:

- 3.1** Expands the reach of official messages about the unified response effort.
- 3.2** Taps additional networks for information sharing and situational awareness.
- 3.3** Reinforces messages and in some cases provides validation of engagement with the private sector.
- 3.4** Mobilizes and directs assets, energies and expertise accordingly for both response and recovery operations.

### **4.0 Concept of Operations**

- 4.1** DHS Private Sector will designate an Assistant External Affairs Officer for Private Sector to direct JFO private sector operations. The determination for activating a private sector officer will be made by the Assistant Secretary for Private Sector.
- 4.2** The Assistant External Affairs Officer for Private Sector will co-locate in the Joint Field Office.
- 4.3** The Assistant External Affairs Officer for Private Sector will be responsible for coordinating with established business networks and industry-specific related groups, such as the U. S. Chamber of Commerce, other national networks, and state and regional networks.

### **5.0 Opportunities to Engage with the Private Sector**

#### **5.1 Organizational Relationships**

Use and leverage established private sector networks and relationships (i.e., U. S. Chamber of Commerce, the National Association of Manufacturers (NAM), Business Executives for National Security (BENS), ASIS International, Business Roundtable, etc.)

#### **5.2 Outreach with Networks**

Initiate outreach to regional business networks in affected areas (i.e., Department of Commerce, Small Business Administration representatives; city, county/parish chambers, business and industry-specific associations and affiliates) and establish relationships.

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### **5.3 Communications Opportunities**

Conduct teleconferences with businesses, organizations and other parties. Provide regular updates, “on-the-ground” perspective, and relay official information about the incident.

### **5.4 External Message Products**

Forward press releases and other official (and releasable) information to associations and business networks so they may distribute them to their respective constituencies.

### **5.5 Field Contact**

Encourage deployed private sector personnel to get outside of the operations centers, JFO Offices, etc and be “visible” to local business interests.

### **5.6 Principal Coordination and Events.**

Coordinate with the Director and ESF 15 in making DHS principals, who work closely with the private sector or specific industries, available to convey official information and updates.

## **6.0 Immediate Incident Information Needs & Interests of the Private Sector**

### **6.1 Direction on Evacuation Routes/Shelter in Place**

**6.1.1** Where should they go, what steps should they take and what supplies/materials will be immediately needed?

**6.1.2** What transportation routes/resources are available?

### **6.2 Guidance to Families on Schools, Nursing Homes and Hospitals (Evacuations)**

**6.2.1** What areas are affected, what are the schedules/time tables and pick-up points?

**6.2.2** Do we shelter in place/pick-up & discharge of children, elderly?

### **6.3 Operational Disruptions – U. S. Mail & Utilities (i.e., Electricity, Water, Telecommunications, IT)**

**6.3.1** What areas are affected and what is the schedule for service restoration?

**6.3.2** What happens to the mail (accounts receivable and payable)?

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## **6.4 Public Safety**

- 6.4.1** What is the status of law enforcement/emergency services in affected areas?
- 6.4.2** Are response workers allowed to enter an unsafe area?
- 6.4.3** Are curfews in place?
- 6.4.4** What are the criteria for “essential employees?”
- 6.4.5** What are the necessary credentials to access areas?
- 6.4.6** When can employees return to work and what should they expect?

## **6.5 Donations**

- 6.5.1** Where should money, in-kind services, equipment, materials, and volunteers be directed?
- 6.5.2** What items are needed (where can we direct resources towards)?

## **6.6 Recovery Support**

- 6.6.1** What loans, grants and other financial support are available?
- 6.6.2** How fast can it be obtained (turnaround time)?
- 6.6.3** Who is eligible and what kind of paperwork is involved/documentation needed?
- 6.6.4** Where can I talk to someone about these opportunities (i.e. SBA Business Recovery Centers)?
- 6.6.5** What, if any obligations/deadlines (i.e. taxes, reporting requirements, permits, etc.) have been waived, suspended?

## **6.7 Recovery Business Opportunities**

- 6.7.1** What business opportunities and potential contracts are available?
- 6.7.2** Who does what work (i.e. debris removal, utilities restoration, food services, transportation, housing, etc.)?
- 6.7.3** How can companies participate?

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**6.7.4** What percentage of business will go to firms in impacted areas, outside of area?

## **Appendices**

### **1 Private Sector Initial Actions, Incident Preparations, and Best Practices**

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**Appendix 1 to Annex D to Emergency Support Function 15 External Affairs**  
**Private Sector Initial Actions, Incident Preparations, and Best Practices**

**1.0 Key Points:**

- 1.1 Paramount Goal – Restore Business Operations to the Affected Area as soon as Safely Possible**
- 1.2 Keep Critical Infrastructure Operating Through the Circumstances**
- 1.3 Offer/Introduce the Capabilities of those Private Sector Resources that can make a Difference**
- 1.4 Provide Voice, Perspective & Representation of the Most Important and Diverse Constituency in America**
- 1.5 No Jobs = No Economy; No Recovery = No Future**

**2.0 Private Sector Assignments During an Incident:**

**2.1 ESF 15 Activation**

Upon activation:

- 2.1.1** Obtain/collect maps and related economic/business profiles of the affected region. This information should help you identify:
  - What are the major industries/companies in the area?
  - What is the economic/dollar output of the affected area?
  - What transportation routes and networks are impacted?
  - What are potential ‘ripple effects’ because of the affected areas?
- 2.1.2** Work closely with the ESF 15 Executive Officer, Planning and Products component, and Assistant External Affairs Officers for State and Local and Congressional Affairs to assure that private sector efforts and plans are fully synchronized.
- 2.1.3** Provide outreach to key private sector constituent groups, (i.e. U. S. Chamber of Commerce, National Association of Manufacturers, ASIS International, Business Roundtable, Business Executives for National Security, etc.). Provide official response information and materials.



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**2.2** Ask constituent groups to identify points of contact/relationships they may have in the geographic area of the incident. By identifying the persons and any regional affiliates/office in the affected area, it provides an additional “on the ground” resource network to assist the Assistant External Affairs Officer for the Private Sector.

**2.3** Organize a teleconference with the private sector following any official announcement by the secretary or Federal leadership. The Assistant Secretary for Private Sector should be the moderator/facilitator of the call in concert with the leadership of the Preparedness Directorate/Infrastructure Protection Division. Depending upon availability, regular teleconferences are encouraged as a means of maintaining communications during the incident.

### **3.0 Field Activities**

**3.1** Introduce yourself and the private sector component to your fellow PFO staff. Respect each position in the JFO and recognize that while the Private Sector that you represent may impact all of the respective areas, the Private Sector representative does not have all the answers or contacts. Listening is the most important skill under this assignment.

**3.2** Establish a private sector network “in the field” to provide information, situational awareness and support to the PFO and JFO.

**3.3** Use and leverage established networks, (U. S. Chamber of Commerce, NAM, BENS, ASIS International, etc.) to identify what resources, chapters, affiliates and organizations they may have in an affected area.

**3.4** Reach out to regional business networks, (U. S. Department of Commerce (U. S. Foreign Commercial Service), and SBA representatives, city, county/parish chambers and business associations to establish relationships.

**3.5** In coordination with DHS SLGC and the ESF 15 Assistant External Affairs Officer for SL, reach out to state and local officials responsible for economic development and commerce. By establishing a relationship with them, you can offer to be their voice/conduit to the PFO and JFO. You can also help them with their efforts to restore the affected area’s economy.

### **4.0 Communications with the Assistant External Affairs Officer for Private Sector and JFO Coordination Group**

**4.1** Participate in teleconferences to businesses, organizations and other parties that offer regular updates and ‘on-the-ground’ perspective.

**4.2** Facilitate communications of state/local government business leads with associations/NGOs that can help them get messages out related to safety, security,

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employee health. Organizations such as the Building Owners and Managers Association (BOMA), ASIS International and others can help distribute official information and guidance when regular communications networks are compromised.

- 4.3 Introduce yourself and the private sector role to the Small Business Administration (SBA) and other Federal representatives with private sector interests. Establish a pattern of regular communications.
- 4.4 Share department press releases and other official information.
- 4.5 Get ‘outside’ of the Operations Centers, PFO Cells, JFO Offices, etc. to engage on a personal level the local business interests in the affected areas. [Be seen by the people you are trying to help!]
- 4.6 Consider hosting or organizing a meeting of business leaders with the PFO or other senior leaders to exchange information, share insights and present paths and processes for moving forward post-emergency/event (i.e., Back to Business Workshop, or a smaller scale meeting/roundtable of leaders).
- 4.7 Offer programming to All-News (AM) radio, (i.e. Back to Business Workshops) that addresses local needs and issues. [This should only be done with the approval of the Coordinator and JIC.]

## **5.0 Documentation**

Compile notes, experiences, and observations from the ESF 15 deployment upon arrival at the JFO and throughout the incident. These notes will be important in helping the private sector staff prepare and train for future incidents.

## **6.0 Recommended Incident Deployment Personal Items**

- 6.1 Map of the affected area
- 6.2 Profile of the affected area (economics, history, cultural notes)
- 6.3 Thumb drive with PSO 24-7 List and other key documents
- 6.4 Phone list/contacts on Blackberry of frequently used/major phone numbers
- 6.5 Charger/extra batteries for cell phone
- 6.6 Sleeping bag
- 6.7 Toiletries (i.e., soap, toothpaste, baby wipes)
- 6.8 Dramamine (or other motion sickness remedy)
- 6.9 Imodium AD/Anti-Diarrhea Medication
- 6.10 Purell hand-sanitizer
- 6.11 Comfortable clothing (polo shirts ideally with departmental logo, casual slacks or jeans)
- 6.12 Comfortable pair of walking shoes/tennis shoes, etc.
- 6.13 Notebooks & Pens

**Annex E to Emergency Support Function 15 External Affairs**  
**Community Relations**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures

<b>NRP ESF 15 Quick Summary - Community Relations (CR)</b>	
<b>Supports external affairs by:</b>	<ul style="list-style-type: none"> <li>▪ Preparing an initial action plan to support the PFO, FCO, JFO, and SCO with incident-specific guidance and objectives, at the beginning and throughout an actual or potential incident.</li> <li>▪ Conducting the external affairs function in a joint manner between Federal and state personnel, when available. Field teams are organized and dispersed throughout the affected area. Teams include trained Federal, state, tribal, and if necessary, locally hired individuals who know the community.</li> <li>▪ Coordinating closely with the affected State (s) to identify community leaders, (e.g., grassroots, political, religious, educational, business, labor, ethnic) and neighborhood advocacy groups to assist in the rapid dissemination of information, identify unmet needs, establish an ongoing dialogue and information exchange, and facilitate collaborative Federal, State, and local planning and mutual support for disaster recovery.</li> <li>▪ Deploying management and field officers simultaneously with other initial elements as directed by the ESF 15 External Affairs Officer at the JFO</li> </ul>
<b>Directed by:</b>	<ul style="list-style-type: none"> <li>▪ Assistant External Affairs Officer for Community Relations</li> </ul>

**1.0 Purpose**

The annex provides guidance on Community Relations activities in support of an incident of national significance or incident requiring a coordinated Federal response.

**2.0 Functions of Community Relations**

**2.1** Assist disaster victims and affected communities in understanding DHS-FEMA’s role in the disaster response and recovery, how to access DHS-FEMA assistance,

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and to gather information from affected communities to guide response and recovery efforts.

- 2.2 Assist in managing expectations among public officials and the public as to what the federal response can and cannot do for them so that there are not any false expectations as to what disaster assistance really can provide.
- 2.3 Develop a coordinated interagency Community Relations strategy for response/recovery for the PFO, FCO, and JFO with input from all responding agencies.
- 2.4 Identify geographic, demographic, and economic areas that are most affected by the incident.
- 2.5 Develop a target list of groups and organizations most “at risk,” and strategies to reach them.
- 2.6 Identify pertinent community based organizations (CBO) that can assist with dissemination of information to target audiences and establish an ongoing dialogue with leadership within those organizations.
- 2.7 Establish strategies to reach those individuals or groups that may not be reached by CBOs and/or conventional media.
- 2.8 Coordinate with counterpart ESF 15 Assistant External Affairs officers regarding community concerns, issues, message strategy, and multi-lingual and cultural issues.
- 2.9 Implement the Speaker’s Bureau and coordinate public presentations, individual meetings, and special events with the JFO Coordination Staff to meet operational priorities.
- 2.10 Work closely with ESF 15 Planning and Products to identify special populations, strategies, and materials to reach them.

### **3.0 Concept of Operations**

Effective Community Relations is essential during an incident, as affected individuals and families will turn to churches, civic groups, and other community organizations for help and guidance.

#### **3.1 Community Relations Priorities**

##### **3.1.1 First Priority.**

Reducing loss of life and property.

##### **3.1.2 Second Priority**

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Activities that accelerate or refine the recovery process.

**3.2 Community Relations Features**

The Community Relations staff gives the Federal response a human face and provides critical response and recovery information to state/ and local emergency management officials, community-based organizations, and the private sector.

**3.3 Community Relations ESF 15 Location**

Community Relations staff should locate in the JFO within the ESF 15 team.

**Annex F to Emergency Support Function 15 External Affairs**  
**Joint Information Center**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures

<b>NRP ESF 15 Quick Reference Guide – Joint Information Center (JIC)</b>	
<b>Supports External Affairs by:</b>	<ul style="list-style-type: none"> <li>▪ Preparing an initial action plan to support the PFO, FCO, and JFO with incident-specific guidance and objectives, at the beginning and throughout an actual or potential incident.</li> <li>▪ Establishing a joint information center or co-locating with an established state, local, or tribal joint information center.</li> <li>▪ Overseeing the key function of media relations and assuring unity of effort among all Federal JIC participants.</li> <li>▪ Coordinating messages with Federal, state, local, and tribal governments.</li> <li>▪ Providing incident-related lifesaving and life sustaining information through the media and other sources to individuals, families, businesses, and industries directly or indirectly affected by the incident.</li> <li>▪ Conducting news conferences and press briefings.</li> <li>▪ Gathering information on the incident.</li> <li>▪ Using a broad range of resources to disseminate information</li> <li>▪ Monitoring news coverage to ensure accurate information is disseminated.</li> <li>▪ Coordinating the Media Access Program.</li> <li>▪ Directs and coordinates DSAT Public Affairs activities.</li> <li>▪ Training Federal responders on media release policy.</li> <li>▪ Responding to rumors and inaccurate reports.</li> </ul>

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<b>Directed by:</b>	▪ Assistant External Affairs Officer for the Joint Information Center
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## **1.0 Purpose**

To specify guidance for the Federal Joint Information Center(s) and JFO public affairs operations.

## **2.0 JIC Operating Concepts**

**2.1** A JIC is a central point for coordination of incident information, public affairs activities, and media access to information regarding the latest developments.

**2.2** In the event of an incident of national significance or incident requiring a coordinated Federal response, JICs are established to coordinate Federal, state, local, tribal, and private-sector incident communications with the public.

**2.3** The JIC is the PFO's resource to communicate incident management response information. *The PFO, FCO, and ESF 15 leadership are empowered to speak on operations and policy.*

**2.4** The JIC must be ready to rapidly respond to developing situations and communicate to the public, through the media.

**2.5** Co-location with the state and local JIC is encouraged, as it facilitates coordination and joint cooperation for messaging.

**2.6** As incident conditions and safety permit, the JIC must be able to forward deploy satellite JICs or public affairs personnel to central locations with high levels of response activity and potential media interest. (E.g., airport receiving response supplies)

**2.7** Major announcements, daily briefings, and incident updates from the JIC are coordinated with the PFO and Director before public release, and with state and local counterparts as appropriate.

## **3.0 JIC Organization**

### **3.1 Requirement**

A JIC, or co-location of Federal JIC staff with the state and local JIC, *must* be established during an incident of national significance or incident requiring a coordinated Federal response. The JIC is a component of ESF 15 and is directed by the Assistant External Affairs Officer for the JIC.

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### 3.2 Scalable and Flexible

The JIC is designed to accommodate the diverse range of responses likely to be performed by the ESF 15 team, ranging from a large multiple agency, all-hazards response to a small single agency, single-hazard response. The JIC structure is equally scalable and flexible for use in any incident. The structure can grow or shrink depending on the unique requirements of a specific response. This adaptability encompasses staffing, the organizational structure, facilities, hours of operation, resource and logistical requirements, and products and services.

### 3.3 JIC Information Management

Consistent with the decentralized organization and execution of external communications, press releases, interviews, news briefings, and statements are authorized for release by the ESF 15 External Affairs Officer, and as delegated. Significant policy statements and potentially sensitive external materials should be coordinated with the PFO before release. **Any potential release issue that poses a concern with national security, law enforcement, nuclear security and safety, and classified information should be coordinated with the PFO and JFO Coordination Group.**

### 3.4 JIC Coordination and Planning and Products

To ensure unity of effort and effective execution of the communications plan, close coordination must be maintained with the Planning and Products component. Visual emphasis and products are critical to communications, and the JIC should seek to maximize their employment for briefings, statements, and other releases depicting the response effort.

## 4.0 JIC Types

### 4.1 National JIC

If necessary, and/or to support Federal incident communications continuity of operations (COOP), a national JIC may be established in or near Washington D.C. Federal departments and agencies would be requested to provide representatives to support the national JIC. A national JIC may be used when an incident of national significance is expected to be of a long duration (i.e., weeks or months) and when the incident affects a very broad area(s) of the country, e.g., coordination for a nationwide pandemic. [Execution through technological resources at the Federal department and agency level has been employed successfully since 2003. This is known as a virtual JIC and is discussed below.]

### 4.2 Area JIC

Due to the geographic magnitude of a large incident of national significance an area command structure may be employed, per the incident command system. If an area structure is employed it must be assessed whether a supporting area JIC is necessary. In establishing this organization, careful consideration must be given as to where the media will get their primary information, existing state and local JICs, and liaison coordination among participating JICs.



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### 4.3 Virtual JIC

As noted in the NRP, a virtual JIC may be employed. A virtual JIC uses technology and communications to connect participating external affairs components when physical co-location is not feasible or practical. If a virtual JIC is employed, leadership must ensure that connectivity and inclusion of incident participants is assured.

### 4.4 Incident JIC

The incident JIC supports the PFO, FCO, and JFO. This is the physical location from which external affairs professionals from organizations involved in the response and recovery work together to provide critical emergency information, media response, and public affairs functions. The JIC serves as a focal point for the coordination and dissemination of Federal information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation. The JIC is established at or virtually connected to the JFO, through the ESF 15 staff. A media center may be established at a central location for all working media to obtain news briefings and press conferences. Co-location or use of one incident media center by the Federal, state, and local counterparts may be an option.

### 4.5 Satellite JIC

The Satellite JIC and its staff and operations are directed by the ESF 15 External Affairs Officer and the Assistant External Affairs Officer for the JIC. The satellite JIC(s) provides scalable and flexible capability for timely release of information, as the incident situation evolves. **The DSAT PA team, which is under the direction of the JIC, may be employed for establishment of the satellite JIC because of its mobility and communications capability. This capability should be considered early on during development of all external communications plans and contingency discussions.**

## 5.0 JIC Establishment

### 5.1 Activation

The ESF 15 External Affairs Officer, with his Assistant External Affairs Officer for the JIC and ESF 15 leadership cadre, will work closely with the PFO during the *JFO Coordination Group Scoping Meeting* to outline initial and final requirements for the JIC. This is critical as the JIC must be established and communicating as soon as possible. ESF 5 is responsible for ensuring that facilities and equipment for the JIC are provided and operational.

### 5.2 JIC Coordination with State, Local, and Tribal Counterparts.

From the onset of an incident of national significance or incident requiring a coordinated Federal response, JIC co-location or coordination is a high priority decision. **If possible, ESF 15 leadership should co-locate Federal JIC forces with the state and local incident JIC.** While this may not always be feasible,

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the ESF 15 External Affairs Officer should provide liaisons if co-location is not appropriate or possible. **The key element that must be remembered is “unity of effort.” Consistency in communications messaging and support to our citizens is enhanced by working together as a team.**

**5.3 Configuration and Staffing.**

JIC organization and staffing are based on the basic requirements established in NIMS and integration capabilities with the state and local authorities. The JIC should reflect the size and nature of the incident and the anticipated needs of the agencies and partners who will staff it.

**5.4 Satellite JICs**

Satellite JICs remain under the direct supervision of the Assistant External Affairs Officer for the JIC. They will always maintain the closest liaison to the parent JIC.

**5.5 Spokespersons**

The spokesperson(s) will be designated by the ESF 15 External Affairs Officer and Assistant External Affairs Officer for the JIC.

**5.6 Logistics Support (See Annex X)**

Through ESF 5, the JFO ensures that logistics support, working space, equipment and technical support is provided to the JIC in a timely manner. The ESF 15 External Affairs Officer and Resource Manager must prepare and provide detailed requirements as soon as practical to assure the rapid establishment and support of the JIC.

**5.7 Federal Interagency Staffing**

The ESF 15 external affairs team and representatives from all Federal departments and agencies will locate in the JIC or be linked through the joint information system. **Federal personnel reporting to work in the ESF 15 JIC will be required to comply with this SOP. The JIC and its operations are a unified Federal communications operation.**

**5.8 State and Local Liaison**

If all communications counterparts decide to co-locate the JIC at the JFO, liaisons are requested from state and local communicators to staff the facility and ensure unity of effort.

**6.0 JIC Operational Elements**

**6.1 Assistant External Affairs Officer for Joint Information Center**

Manages all JIC activities. Responsible for maintaining proper staffing levels. Also responsible for the development and creation of the media center and for acquiring the needed equipment to support the media center.

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## **6.2 Media Relations Unit Leader**

Manages media relations responsibilities in support of the PFO, FCO, JFO, and directs hour-to-hour JIC media functions. Works closely with the Planning and Products staff to coordinate strategic messaging and to inform them of issues that might be developing from a media standpoint.

### **6.2.1 News Desk Manager**

Serves as the primary point of contact for the media concerning all Federal disaster response, recovery, and mitigation programs. Responsible for maintaining all media lists and documenting all media contacts by news desk and field staff.

### **6.2.2 Media Analysis Manager**

Reviews media reporting for accuracy, content, and adjustment to assure that accurate public information is being disseminated to the media and citizens.

### **6.2.3 Field Manager**

Coordinates activities in conjunction with other Federal, state, and local counterparts with primary responsibility of overseeing media relations staff in the field as opposed to the JFO. Develops field strategy for reaching all media outlets in a proactive, strategic manner. Responsible for supplying all field staff with the latest produced information, and the latest strategic messaging. Gathers and summarizes field reports with an emphasis on developing issues to be used to help develop strategic messaging.

### **6.2.4 Special Projects/Events Manager**

Handles events such as news conferences, press briefings, and tours for senior officials of affected areas. Works as the point of contact for all protocol issues, and for organizing and planning all VIP visits

## **6.3 Operations Unit Leader**

Manages JIC media operations involving imagery, photography, and events.

### **6.3.1 Broadcast Manager**

Assures that imagery and video products are captured, processed, collected, and distributed in a timely manner. Develops public service campaigns, video documentation, special productions, remote live interview feeds, and logistical support of public meetings and presentations. Responsible for overseeing all contract work involving satellite trucks and services.

### **6.3.2 Administrative Specialist**

Supports Operations and in coordination with the ESF 15 Resource Manager and ESF 5.

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### **6.3.3 Photography/Videography Manager**

Provides still photography documentation of the response to support print and internet media needs. Responsible for maintaining a photographic database of photos involving the specific event for utilization by any and all entities in the JFO.

## **Appendices**

- 1 Release of Information and Spokespersons**
- 2 JIC Organizational Chart**
- 3 JIC Establishment Checklist**
- 4 Media Access Program**

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**Appendix 1 to Annex F Emergency Support Function 15 External Affairs**  
**Release of Information and Spokespersons**

**References:**

- A. National Response Plan (NRP)
- B. National Incident Management System (NIMS)
- C. Interagency Integrated SOP Standard Operating Procedures

**1.0 Purpose**

To outline policy and guidance for release of information by the Joint Field Office and Federal personnel.

**2.0 Discussion**

**2.1 National Policy**

In accordance with Homeland Security Presidential Directive 5, and during an incident of national significance or incident requiring a coordinated Federal response, it is Federal policy to maintain public trust by proactively disseminating consistent, timely, and accurate public information and instructions through coordination among Federal, state, local, and tribal communicators. This concept is best characterized as “*Maximum disclosure with minimum delay.*”

**2.2 Factors in Releasing Information**

Many factors are considered in the release of information during an incident of national significance or incident requiring a coordinated Federal response. Normal Federal or departmental processes are adjusted to ensure that life-saving and life-sustaining information is provided as soon as possible. In fact, release of information is a balance between the mandate described above and full consideration of certain limitations or contributing factors described below. It is important that the PFO, FCO, JFO leadership, and ESF 15 leadership cadre and senior staff fully understand these factors.

**2.2.1 Federal Interagency**

An incident of national significance, regardless of its nature, presents both coordination and communications challenges to the ESF 15 team. These challenges must be quickly and consistently managed by all levels of the strategic Federal communications team. While the PFO, FCO, and ESF 15 team will have discretion and authority to release information, they will also ensure that higher authorities are apprised of the forthcoming announcement of major developments. Daily conference call between the strategic communications team representatives are the best means to support this requirement and assure consistency of messaging.

**2.2.2 Coordination with State, Local, Territorial, and Tribal**

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Federal external affairs personnel must ensure that public communications activities are fully and appropriately coordinated and/or synchronized with state, local, and tribal authorities. This recognizes the leadership role of the latter with regard to incident management and as the best source of life-saving and life-sustaining public guidance and information.

### **2.2.3 Classified and Law Enforcement Information**

Incidents of national significance and incidents requiring a coordinated Federal response may involve information dealing with national security, classified issues, law enforcement investigations, and radiological security and safety. Consideration must be afforded to this material where its release could jeopardize national security and/or interfere with a judicial proceeding or law enforcement official or activity.

### **2.2.4 Privacy**

Communicators must ensure that the Privacy Act, other Federal statutes, and those issue that are clear unwarranted invasions of personal privacy are not compromised by external communications.

## **3.0 Spokespersons**

### **3.1 JFO/ESF 15 Headquarters Staff**

The ESF 15 leadership cadre and staff support mission requirements and incident communications operations. Personnel are authorized to speak on behalf of the PFO, FCO, JFO and ESF 15. They are authorized to brief the media on all aspects of the Federal response, including policy and operations.

#### **3.1.1 Authorized Spokespersons**

##### **3.1.1.1 ESF 15 External Affairs Officer**

##### **3.1.1.2 ESF 15 Deputy Officer**

##### **3.1.1.3 ESF 15 Executive Officer**

##### **3.1.1.4 PFO Press Secretary**

##### **3.1.1.5 Assistant External Affairs Officer for the JIC or *designated spokesperson***

### **3.2 JFO Field Operations**

Through policy established by the Director, and when authorized by the PFO, Federal field response personnel are authorized to speak to the media within the scope of their assigned duties and knowledge. This is an important element as it can provide the public a clear perspective of the dedication of Federal responders,

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and the scope of the response effort. The guiding principle is: “*Talk about what you do.*” Examples include:

**3.2.1 Rescue helicopter aircrews.**

Discuss rescues, missions, special training.

**3.2.2 FEMA Urban Search and Rescue Team.**

Discuss mission, experience, operations—what they are doing *now*, and where they came from.

**3.2.3 National Disaster Medical System.**

Discuss mission, qualifications, experience, previous incidents.

**3.3 Policy Questions and Issues**

Questions about policy and national decisions are beyond the scope of this and would be politely deferred to ESF 15 HQ spokespersons.

**3.4 Media Access (See Appendix 4)**

Media access is a critical component of the overall external communications effort and highly encouraged. The above guidelines continue to apply when media are provided access to Federal incident management forces.

***Remember -- Talk about what you do.***

**4.0 ESF 15 Release of Information Procedures**

**4.1 Federal ESF 15 and Joint Information Center Policy**

Through authorized spokespersons, the Federal government will respond in a professional and timely manner to all media requests for information, interviews, and visual imagery.

**4.2 Release Authority**

Consistent with the decentralized organization and execution of external communications, press releases, interviews, news briefings, and statements are authorized for release by the ESF 15 External Affairs Officer, and as delegated. Significant policy statements and potentially sensitive external materials should be coordinated with the PFO before release. **Any potential release issue that poses a concern with national security, law enforcement, radiological security and safety, and classified information should be coordinated with the PFO and JFO Coordination Group.**

**4.3 Spokespersons**

- *ESF 15 leadership can address policy and incident management operations.*
- *All others can talk about what they do.*

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## **5.0 Contractors and Release of Information-Spokespersons**

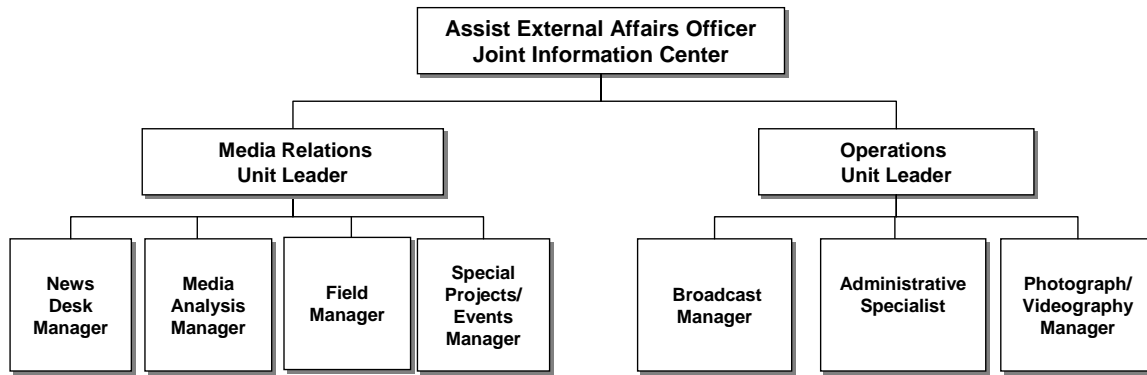
During an incident requiring a coordinated Federal response, Federal contract personnel do not have a standing authorization to conduct media interviews and activities. Senior contractors or those with specific skill sets, such as scientific or technical expertise, may be identified as primary or potential spokespersons. In other cases, contractors may be approached in the field by media, but lack the qualifications or authority to speak in an official capacity. The general guidance below covers contractors participating in a Federal response.

- 5.1** Contracted personnel should have language in their national contract or agreement that details the scope and nature of their authority to speak, under certain circumstances, but as standard practice should seek guidance from their corporate headquarters before proceeding. *Contractors are not automatically empowered to conduct media activities in the same manner as Federal employees.*
- 5.2** The ESF 15 External Affairs Officer, Assistant External Affairs Officers, and the senior representative of a Federal agency with contract oversight, working within the JFO or ESF 15 staff, should coordinate with contractors, as appropriate, to identify potential spokespersons, conduct training on the release of information procedures, approval for media activities, oversight, and guidance as necessary.
- 5.3** Special Federal departmental and agency guidance or protocols for contractors will be considered in executing this policy.



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**Appendix 2 to Annex F Emergency Support Function 15 External Affairs  
JIC Organizational Chart**



**Appendix 3 to Annex F Emergency Support Function 15 External Affairs  
JIC Establishment Checklist**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating System (SOP)

**1.0 Purpose**

This appendix details key actions for establishment of a JIC. This list is obviously affected by coordination with other counterparts and pre-incident facilities. It is intended to be a job aide to the public affairs team.

<b>JIC ESTABLISHMENT CHECKLIST</b>	
<b>Because of the critical nature of providing emergency information to disaster victims, one of the most pressing needs the external affairs staff faces in a crisis is arranging for necessary work space, materials, telephones, and staff to properly establish a Joint Information Center. The following list will assist in standing up a JIC.</b>	
<input type="checkbox"/>	Coordinate with PFO, FCO, JFO Coordination Group, state, local, territorial, and tribal authorities to identify the optimum JIC site for all participants
<input type="checkbox"/>	Brief JIC staff on concept of joint operations (play in the JIC equals play for the PFO/FCO) and policy on release of information
<input type="checkbox"/>	Identify staffing needs and request inter-agency support from DHS OPA
<input type="checkbox"/>	Determine JIC staffing hours (scope of response/level of media interest may require staffing beyond core JFO hours of operations)
<input type="checkbox"/>	Obtain desks/tables and chairs
<input type="checkbox"/>	Obtain telephones and phone lines (dedicate one line with multiple phones as news desk number)
<input type="checkbox"/>	Obtain a telephone answering machine to answer dedicated lines
<input type="checkbox"/>	Obtain computers loaded with software for internet browsing, word processing (e.g., Microsoft Word), presentations (e.g., Microsoft PowerPoint), databases, e-mail, and communication systems
<input type="checkbox"/>	Obtain internet access (Wi-Fi or landline)
<input type="checkbox"/>	Obtain photocopiers
<input type="checkbox"/>	Obtain telephone directories, including Media /Governmental Yellow Books
<input type="checkbox"/>	Obtain pens/pencils/note paper/staplers, etc.
<input type="checkbox"/>	Obtain computer printers
<input type="checkbox"/>	Obtain two fax machines with broadcast capability
<input type="checkbox"/>	Obtain power strips with surge protector
<input type="checkbox"/>	Obtain Associated Press stylebooks
<input type="checkbox"/>	Obtain dry erase boards or flip charts
<input type="checkbox"/>	Obtain a color poster printer (or access to one)
<input type="checkbox"/>	Obtain AM/FM Radio
<input type="checkbox"/>	Obtain televisions/monitors
<input type="checkbox"/>	Obtain VHF/DVD players/recorders
<input type="checkbox"/>	Obtain broadcast operations package (sat truck and crew)
<input type="checkbox"/>	Obtain pipe and drape (blue curtains)
<input type="checkbox"/>	Obtain podium, microphone, speakers and mult-box
<input type="checkbox"/>	Obtain media camera riser/platform
<input type="checkbox"/>	Obtain sufficient seating for press briefings

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**Appendix 4 to Annex F Emergency Support Function 15 External Affairs  
Media Access Program and Operations**

**References:**

**A. National Response Plan (NRP)**

**1.0 Purpose**

The purpose of this appendix is to outline policy and guidelines for the Federal domestic incident management media access program.

**2.0 Rules of Engagement**

For the safety and security of DHS units and media, media will adhere to established ground rules. Ground rules will be agreed to in advance and signed by media prior to access. Violation of the ground rules may result in the immediate termination of the access and removal from the disaster scene. These ground rules recognize the right of the media to cover JFO/Federal response operations and tell the stories of their important work.

**2.1 Evaluations regarding media access will be granted with the following considerations:**

**National Security:** Operational security and classified information must be protected.

**Law Enforcement:** Media access will not be granted if ongoing law enforcement operations or the prosecution of forthcoming legal action will be jeopardized.

**Safety:** Safety is paramount for all ESF 15 media access. Media will not be permitted access to response and recovery teams if there is a significant risk.

**State and Local Approval:** The Federal response to disasters is at the request of state officials. At all times, response units will abide by state and official directives and requirements. **Local officials may restrict media access to some disaster areas and those prohibitions are outside of DHS control. Access will be defined by local officials.**

**2.2 The following rules must be followed to sustain media access with a Federal response unit:**

**2.2.1** Prior to the media access, media must provide proof of credentials.

**2.2.2** During the access, media must comply with the previously agreed rules.

**2.2.3** The media is responsible for loading and carrying their equipment at all times.

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- 2.2.4 Media may live, work and travel as part of the units with which they are afforded access.
  - 2.2.5 Media will pay their own lodging expenses if staying at a hotel, motel, bed and breakfast or other commercial facility, as well as food and other travel expenses.
  - 2.2.6 Media will deploy with the necessary equipment to collect and transmit their stories, if required.
  - 2.2.7 Media should remain with their assigned unit. Media may terminate their access opportunity at any time. However, if the access is in a restricted access location, media will be expected to adhere to ground rules until they can be transported outside of the restricted area. The Unit PAO or assigned team point of contact will provide, as the situation permits and based on the availability of transportation, movement back to the nearest location with commercial transportation.
  - 2.2.8 All pre-determined interviews with Federal employees will be on the record. Any “comments” made by Federal employees during actual “work” that are not part of a pre-determined interview are off the record.
  - 2.2.9 Media with access to units are not permitted to carry weapons.
  - 2.2.10 Media may report on type of units involved, characteristics of those units (size, number of personnel, types of resources they bring to bear, etc.)
  - 2.2.11 Media may report on names and hometowns of unit members, but only after obtaining their consent. Photographs of unit members will be made only with their consent.
  - 2.2.12 If a media representative is killed or injured in the course of the disaster response/recovery operation, the unit will immediately notify ESF 15 offices. FEMA HQ and DHS OPA will contact the reporter’s own media organization(s), which will make next of kin notification in accordance with the individual’s wishes.

**2.3 Medical facilities, children, wounded or injured people**

The following procedures and policies apply to coverage of wounded, injured, and ill civilians and personnel:

- 2.3.1 Media representatives will be reminded of the sensitivity of using names of individual casualties or photographs they may have taken which clearly identify casualties. The deceased are the responsibility of the respective state until next of kin can be notified. The authority to report this

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information must be granted by them.

- 2.3.2 We expect media representatives to not photograph or name any child or minor (under the age of 8) without written permission of the child's parent or guardian. In cases where such permission is not available, it will be a violation of the embed guidelines to photograph or videotape any child who could be identified by the recording method.
- 2.3.3 Media visits to medical or mortuary facilities will be in accordance with applicable regulations, standard operating procedures, operations orders and instructions by attending physicians. Reporters who have access with NDMS teams will follow all guidelines set forth by the team, local officials, and/or the host medical facility to ensure patient privacy at all times. **State and local officials may restrict media access to some disaster areas and those prohibitions are completely outside ESF 15 control.** Any violation of this guideline will be grounds for immediate removal from the program.
- 2.3.4 Reporters may visit those areas designated by the facility commander, but will not be allowed in operating rooms during operating procedures.
- 2.3.5 Permission to interview or photograph an adult patient will be granted only with the consent of the attending physician or facility commander and with the patient's informed consent, witnessed by the escort.
- 2.3.6 "Informed consent" means the patient understands his or her picture and comments are being collected for news media purposes and they may appear worldwide in news media reports.
- 2.3.7 With adult patient permission, media can photograph, videotape, record and interview that adult patient in waiting areas or between medical procedures with the understanding that the adult patient may rescind his/her permission at any time, that unit leaders may rescind the adult patient's permission on their behalf if doing so would be in the best interest of that adult patient; and with the understanding that medical procedures always take precedence and that any medical authority may end any interview at any time to perform such medical procedures.

## 2.4 Immunizations and Personal Protective Equipment

- 2.4.1 Media organizations should ensure that media are properly immunized before embedding with units. Recommended immunizations will vary from disaster to disaster. A general guide for immunizations would include tetanus, hepatitis A; hepatitis B; and possibly vaccinations against mosquito-borne illnesses. Before traveling, individuals should check with

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the U. S. Centers for Disease Control and Prevention (CDC), a FEMA HQ OPA contact or their doctor.

- 2.4.2 Because the use of personal protective gear, such as helmets, may be mandatory at some disaster scenes, media will be responsible for procuring/using such equipment at the direction of the unit leader. Whenever possible, ESF-15 will give as much direction as possible on additional gear needed before departure.
- 2.4.3 Media may be authorized and required to use additional personal preparedness equipment including nuclear, biological, or chemical protective equipment, firefighting turnout gear, wildfire fighting gear, urban search and rescue safety equipment or other gear. Information on that gear will be provided before access. Unit leaders may provide gear on a temporary loan basis or reporters may be required to provide the equipment.

## 2.5 Security

- 2.5.1 Federal personnel shall protect classified information from unauthorized or inadvertent disclosure. Access to classified materials will only be granted to those in the ESF function holding a current security clearance and on a need to know basis. Media provided access to sensitive information will be informed in advance by the unit leader or his/her designated representative of the restrictions on the use or disclosure of such information. When a question regarding reporting specific material, media will consult with the unit leader or his/her designated representative.
- 2.5.2 The nature of the access process may involve observation of further sensitive information, including Federal employee deployments and movements, response and recovery preparations, response capabilities and vulnerabilities and other information. When a unit leader or his/her designated representative has reason to believe that a media member will have access to this type of sensitive information, prior to allowing such access, he/she will take prudent precautions to ensure the security of that information. The primary safeguard will be to brief media in advance about what information is sensitive and what the parameters are for covering this type of information. If media are inadvertently exposed to sensitive information, they should be briefed after exposure on what information they should avoid covering.
- 2.5.3 The Federal response to disasters is at the request of local officials. **AT ALL TIMES, response units will abide by state and local officials directives and requirements. Local officials may restrict media access to some disaster areas and those prohibitions are completely outside**

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**of Federal control.** Travel into disaster sites will be coordinated through local public information officials and local authorities. If state or local authorities forbid media from entering sites, accessed media will abide by those orders.

**2.5.4** Media and public affairs personnel will, at all times, follow any orders of the unit leader on-scene or his/her designee. If there are concerns, the PAO will discuss them with the unit leader. However, the unit leader's decision will be final.

## **2.6 Other**

**2.6.1** Media will travel with PAO or designated team point of contact (POC) with the understanding that the POC is not a personal guide into the disaster site. The POC will be responsible for providing other disaster information outside the scope of the unit's work. Reporters understand that the opportunity for access with the unit means that there may be long periods of time without discernable action while units await assignment. Media understand that they may miss other events or stories related to the disaster while provided access to the team.

**2.6.2** When purchasing gear, please consider the wide range of temperatures possible. For cold-weather gear, consider bringing clothing made out of polypropylene versus cotton and clothes that have wind-resistant or moisture-wicking features.

**2.6.3** News media personnel must carry and support any personal and professional gear they take with them, including protective cases for equipment, batteries, cables, converters, etc.

**2.6.4** A more comprehensive list of suggested equipment is in Tab C.

## **2.7 Internal Guidelines**

**2.7.1** The FEMA Headquarters Office of Public Affairs, in coordination with DHS Public Affairs and the JFO ESF 15 team, is the central office for managing and approving all media access with national teams, to include allocating access slots to media organizations.

**2.7.2** Unit leaders with a deployment order may invite local or regional media to access with them with the approval of FEMA HQ OPA. Unit leaders will inform these media, prior to deploying, that FEMA HQ OPA is the approval authority for all media access and that their particular access may end after the unit's arrival on a disaster scene. The media organization may apply to FEMA HQ OPA for continued access, but there is no

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guarantee and the media organization will have to make arrangements for and pay for the journalists' return trip.

- 2.7.3** Without making commitments to media organizations, deploying units may identify local media for potential embeds and nominate them to FEMA HQ OPA at 202-646-4600. Information required to be forwarded includes media organization, type of media and contact information including bureau chief/managing editor/news director's name; office, home and cell phone numbers; pager numbers and email addresses. Submissions for embeds with specific units should include a unit recommendation as to whether the request should be honored. Unit leaders should also express, through their chain of command and Public Affairs channels to FEMA HQ OPA, their desire and capability to support media embeds.
- 2.7.4** Freelance media will be authorized access if they are selected by a news organization as their access representative.
- 2.7.5** Reporters who happen upon units operating in the field may be permitted to join the team with the consent of the PAO assigned to the team in coordination with the team leader and FEMA HQ OPA and Response Division, as well as the agreement of other accessed media.
- 2.7.6** Units will be authorized direct coordination with media after assignment and approval by FEMA HQ OPA. All units with an accessed reporter will designate a Public Affairs Officer (PAO) to facilitate media coverage and access. The PAO will be responsible for checking in with FEMA HQ OPA daily or as often as conditions allow. PAOs will also be responsible for forwarding questions about any other topic than the unit activities to FEMA HQ OPA.
- 2.7.7** Accessed media operate as part of their assigned unit. Unit leaders will ensure the media are provided with every opportunity to observe actual operations. The personal safety of correspondents may be a reason to exclude them from actual operations, but every effort should be taken so that media can witness operations from a safe distance whenever possible.
- 2.7.8** If, in the opinion of the unit leader, a media representative is unable to withstand the rigorous conditions required to operate with his/her team, the leader with consultation from the PAO, may limit the representative's participation with the unit to ensure safety.
- 2.7.9** Media will agree to abide by the FEMA HQ OPA ground rules, (copy included in this document). Any violation of the ground rules could result in termination of that media's access opportunity.



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**2.7.10** If pooling is implemented, pool products will be made available to all accredited media on an equitable, no-fee basis. Media pool coordinators and bureau chiefs will be responsible for distributing media pool products. Media pooling will be decided upon in advance. Media will be notified before deployment if pooling will be implemented.

**2.7.11** Issues, questions, difficulties or disputes associated with ground rules or other aspects of accessed media that cannot be resolved at the unit or JFO level will be forwarded to DHS/FEMA HQ OPA. Unit leaders who wish to terminate an access for cause must notify FEMA HQ OPA prior to termination. If a dispute cannot be resolved at the JFO/ESF 15 level, FEMA HQ OPA and the FEMA Response Division will be the final resolution authority. In all cases, this should be done as expeditiously as possible to preserve the news value of the situation.

### **Tabs**

- A     Media Access Letter**
- B     Media Access Informed Consent Form**
- C     Media Access Suggested Gear List**

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**Tab A to Appendix 4 to Annex F Emergency Support Function 15 External Affairs**  
**Media Access Letter**

Dear \_\_\_\_\_ [Media]

We welcome each of you to the experience of seeing the work of response and recovery teams first hand.

We appreciate your interest and willingness to live and work alongside response and recovery professionals from across the United States as they help those affected by disasters. For us, it gives an opportunity to demonstrate the service provided by these outstanding individuals. For you, it provides a unique vantage point from which to tell the story of these brave and proud Americans – from behind the yellow caution tape and in the midst of the disaster scene, as they serve their neighbors.

Depending on the type of disaster and the unit you might be deploying with, you'll see the finest America has to offer – from doctors and nurses setting up hospital emergency rooms in tents to brave search and rescue professionals climbing into the depths of mangled buildings with their search animals or wading through high water in an effort to ensure that no one is left behind.

A media escort will deploy with you during your access and be your guide along the way. Their job is to ensure you the best access possible to get a good story, while also looking out for your safety and enforcing some modest rules so that your stay with a unit goes well, and that our operational teams keep inviting media back on future disaster deployments.

Access with a federal government response team does have certain constraints. As an enclosure to this letter you will find a list of ground rules we must ask you to follow. Please understand that agreement to these rules is necessary to protect you as well as the units you will work with. Failure to comply with these rules may result in termination of a news media representative's access.

In addition to ground rules, we ask that you come prepared to operate safely in a complex environment. This includes, but is not limited to, coming prepared with appropriate gear such as work boots, long pants and extreme weather gear. A gear list is included for your use. Being properly outfitted and obeying the orders of operational unit leaders will go a long way to keeping you safe and comfortable during your embed.

Speaking of comfort, it is important to understand that disaster situations are not pleasant places. You may experience sights, smells and sounds that are highly unpleasant and need to be prepared for that. You may also have very limited access to basic services which we all rely upon. You may go for several days without water, food, electricity, or a warm bed. Pack what you'll need to sustain yourself and stay modestly comfortable. Obviously you'll need clean water and food, but also bring along your toiletries, sunscreen, extra clothing, sleeping bag, camping gear and anything else you can think that will be required in a very primitive environment for up to a week or more, depending on your team assignment.

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FEMA Headquarters Office of Public Affairs (HQ OPA) will be the final authority on access and will limit, restrict or terminate access whenever necessary, and solely at the discretion of the office, for safety and security reasons, or to ensure the overall viability of the program.

FEMA HQ OPA will serve as your final stop before you leave, during your access and when you return. In the field, the team leader has the ultimate authority as to where you go and how you access the team. Your public affairs officer will work with the team leader to ensure the greatest accessibility possible within the confines of keeping you and our team members safe. If you have questions, concerns or a problem which cannot be solved within your access, contact the HQ OPA office (202-646-4600).

For more information, or if you are interested in access but have not yet coordinated with FEMA HQ OPA, please contact the office at 202-646-4600 and be ready to provide your full name, media organization you represent, phone number, fax number, email address and best way to reach you.

Thank you again for your interest in the media access program and we look forward to working with you soon.

FEMA's Office of Public Affairs

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**Tab B to Appendix 4 to Annex F to Emergency Support Function 15 External Affairs  
Media Access Informed Consent Form**

I recognize that covering response/recovery operations at disaster scenes or elsewhere carries with it certain inherent risks to life, limb, and equipment.

I recognize that the Department of Homeland Security, in pursuing the successful accomplishment of its mission, cannot guarantee my personal safety or the safety of my equipment.

I understand that my acknowledgement of this statement is a condition of being credentialed to have media access with operations and receiving assistance for that coverage.

Whereas, I \_\_\_\_\_(NAME)\_\_\_\_\_, I am about to travel with \_\_\_\_\_, and whereas I am doing so entirely upon my own initiative, risk and responsibility; now therefore in consideration of the permission extended to me, I do hereby for myself, my heirs, executors and administrators, release, remise, acquit, satisfy, and forever discharge \_\_\_\_\_ and its member officers, agents and employees acting officially or otherwise, from any and all claims, demands, actions or causes of action, on account of my death or on account of any injury to me or my property which may occur from any cause during my stay, travel, and all ground, flight or water operations incident thereto.

I also agree to abide by the media access ground rules which have been provided to me, and to withhold any sensitive information, which may be accidentally disclosed to me. I agree that all pre-determined interviews with employees or employees of contractors during the media access will be on the record. I agree that any "comments" made by employees or contractors during actual "work" that are not part of a pre-determined interview are off the record. During my stay with \_\_\_\_\_, I will not interfere with operations. I understand that failure to comply with these restrictions will result in the loss of authorization to accompany \_\_\_\_\_ and may result in cancellation of my participation in the media access program.

\_\_\_\_\_  
**Signature**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Printed Name**

\_\_\_\_\_  
**Media organization**

**Address:** \_\_\_\_\_

**Phone:** \_\_\_\_\_

Please provide contact information for a person to be notified in an emergency (preferably next immediate relative):

\_\_\_\_\_

\_\_\_\_\_  
**Witness**

\_\_\_\_\_  
**Witness**

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**Tab C to Appendix 4 to Annex F to Emergency Support Function 15 External Affairs  
Media Access Suggested Gear List**

**Recommended items for media access:**

- SUV or all-terrain type vehicle if needed for your equipment.
- Gear you need to do your job and file your stories from the field, if needed – pens, pencils, pads, recorders, spare batteries, spare tape, spare digital media, etc.
- Cushion-sole socks (hiking socks are good)
- Boots/sturdy shoes – steel-toed and/or steel-shanked boots may be required when embedding with some teams, ask for guidance.
- Comfortable shoes – tennis shoes or other comfortable shoes when boots are not required.
- Long pants – ABSOLUTELY REQUIRED when operating with USAR teams and other front-line disaster response teams.
- Shorts – for warm-weather operations, NOT for operating in areas with heavy damage and safety issues.
- Shirts – both long-sleeved and short sleeved.
- Rain/wind resistant jacket
- Cold-weather coat, gloves, hat -- if needed
- Thermal underwear -- if needed
- Water -- enough for three days
- Food to last three days – protein bars, canned meat, jerky, MREs, etc.
- All personal hygiene: (one week’s supply)
  - Toothbrush/paste
  - Soap
  - Deodorant
  - Brush/comb
  - Foot powder
- Prescription/non-prescription medications:
  - Painkiller (aspirin, acetaminophen, ibuprofen, Naproxen)
  - Antacid
  - Anti-diarrhea
  - Vitamins
  - There is no guarantee that medications can be kept cold or refrigerated.
- Contact lenses and supplies
- Denture needs
- Sunglasses
- Insect repellent w/DEET
- Lip balm
- First-aid kit
- Ear plugs w/case
- Sunscreen

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- Baby wipes or the adult version -- Bath-size wipes are available in the camping section of sporting goods stores and are a must in areas without water.
  - Identification, including ID with photo.
  - Cash (\$100 in tens and \$20 spare tucked somewhere else) and various change.
  - Flashlight w/batteries
  - Hard hat – required with some teams
  - Safety glasses – required with some teams
  - Dust filter mask (fit-tested N-95 filter mask if working in areas with communicable diseases)
  - Latex-free exam gloves if working in areas with communicable diseases
  - Multi-purpose tool – knife, screwdriver, can-opener, etc.
  - Pocket sewing kit
  - Waterproof matches
  - Can opener for food (if kit contains canned food) and plastic flatware
  - Cell phone with spare battery, charger and automobile charger
  - Credit cards
  - Health Insurance card or information
  - Long-distance calling card
  - Entertainment -- Paperback book, deck of cards, etc.
  - Battery-powered radio and extra batteries
  - Sleeping bag and pillow
  - Sleeping bag pad or inflatable mattress
  - Travel alarm clock
  - Towel
  - Backpack/daypack
  - Maps -- Road, topographic if necessary

This is not an all-encompassing list. Individual gear lists should be based on personal experience with activities in a prolonged primitive environment. Feel free to consult with FEMA HQ OPA to help gauge appropriate gear.

**Prohibited articles:**

- Weapons – if you can't take it on the plane, you don't bring it, with the exception of a multi-purpose tool, which should be packed in checked baggage.
- Controlled substances or alcoholic beverages.
- Destructive devices (explosives caps, tear gases, projectiles, etc.)
- Explosives and flammables (i.e. Heat tabs, sterno, etc.)
- White phosphorus matches
- Pornographic material
- Prescription drugs (restricted). Must be in original labeled container and not loose. Should be in hygiene kit.

**Annex G to Emergency Support Function 15 External Affairs**  
**Congressional Affairs**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures

<b>NRP ESF 15 Quick Reference Summary – Congressional Affairs (CA)</b>	
<b>Supports external affairs by:</b>	<ul style="list-style-type: none"> <li>▪ Preparing an initial action plan to support the PFO, FCO, and JFO with incident-specific guidance and objectives, at the beginning of and during an actual or potential incident.</li> <li>▪ Establishing contact with congressional offices representing affected areas to provide information on the incident.</li> <li>▪ Organizing an initial interagency congressional briefing within 18 hours of the event when possible and conducting daily briefings thereafter.</li> <li>▪ Arranging for incident site visits for members of Congress and their staffs.</li> <li>▪ Responding to congressional inquiries.</li> <li>▪ Assisting in the development of written materials for presentation and making congressional notifications.</li> <li>▪ Coordinating with the local liaison officers (LNOs) on all CA issues.</li> </ul>
<b>Directed by:</b>	<ul style="list-style-type: none"> <li>▪ Assistant External Affairs Officer for Congressional Affairs</li> </ul>

**1.0 Purpose**

The annex provides guidance on congressional affairs activities in response to an incident of national significance or incident requiring a coordinated Federal response.

**2.0 Congressional Affairs Primary Function**

The purpose of the Congressional Affairs (CA) component is to coordinate the exchange of information between DHS, FEMA, members of Congress, their staffs, and congressional committees by fostering a positive and continuous dialogue. Congressional Affairs will educate, build relationships, direct energies, and manage expectations throughout the response phase of the incident.

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### **3.0 Concept of Operations**

- 3.1** An effective CA office requires a coordinated message and sharing of information between the PFO, FCO, JFO, DHS, ESF 15 staff, FEMA, regional elements and external affairs components.
- 3.2** The DHS Assistant Secretary for Legislative Affairs will designate an Assistant External Affairs Officer for Congressional Affairs during an incident of national significance or during an incident requiring a coordinated Federal response.
- 3.3** Congressional Affairs will usually locate in ESF 15 spaces within the JFO. If not physically located in the JFO, every effort should be made to coordinate message(s) and information.
- 3.4** A coordinated interagency congressional affairs strategy will be developed with the staff from each Federal department or agency involved. It is important to establish procedural guidelines with congressional liaisons from other Federal agencies as soon as possible.
- 3.5** ERT-N CA staffing needs shall take priority over other CA disaster staffing needs. This will require close consultation with the National Cadre Manager for CA.
- 3.6** ESF 15 Planning and Products will support CA for materials and information.

### **4.0 Initial Activation and Deployment Actions**

- 4.1** Determine staffing using the “Staffing Analysis Guidelines” and consult with National Cadre Manager
- 4.2** Make initial contact with the PFO, FCO, and JFO staff.
- 4.3** Coordinate closely with the ESF 15 External Affairs Officer, DHS Assistant Secretary for Legislative Affairs, Director, FEMA Office of Legislative Affairs (OLA), Disaster Response Team, and National Cadre Manager..
- 4.4** Assign CA staff to congressional offices.
- 4.5** Develop preliminary organizational chart and anticipated assignments.
- 4.6** Assign CA staff to liaise with key JFO components.
- 4.7** Anticipate staffing needs for potential increased individual assistance casework.
- 4.8** Anticipate need to acquire local hire staff to supplement CA operations.



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- 4.9 Inform the JFO logistics staff and ESF 15 Administration and Logistics Officer of specific requirements and personnel movements promptly.
  - 4.10 Identify current and anticipated potential incident effects on normal practices (safety, transportation, communications, etc.) and plan alternate procedures as necessary.

## **5.0 Congressional Affairs Incident Tasks**

- 5.1 Establish advisory and notification procedures for the coordinated release of response information to congressional state, district, and Capitol Hill offices.
- 5.2 Determine when the OLA congressional briefing for Capitol Hill offices will take place, and provide supporting information if necessary.
- 5.3 Make initial contacts with congressional district offices as soon as possible.
- 5.4 Introduce Congressional Affairs Officer (CAO) as the Assistant External Affairs Officer for Congressional Affairs.
- 5.5 Provide one point of contact, either CAO or designee, to congressional offices.
- 5.6 Provide initial incident information as necessary.
- 5.7 Confirm contact person(s) and contact phone, pager, fax, and cell numbers.
- 5.8 Determine district office needs and specific concerns.
- 5.9 Follow-up with a fax/email of the CAO or designee contact numbers and names to congressional state/district offices.

## **6.0 Outreach and Communications Activities**

- 6.1 Provide key external messages to congressional offices that will be communicated to the public via congressional members and their staffs.
- 6.2 Use visits to identify congressional offices' concerns, needs and emerging issues.
- 6.3 Update congressional state and district offices promptly by phone, email and/or fax advisories as significant information becomes available.
- 6.4 Maintain ongoing communications with all impacted congressional offices and promptly respond to all congressional inquiries.

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## **7.0 Other Congressional Affairs Incident Coordination Measures**

### **7.1 Support to PFO and JFO**

Provide the ESF 15 External Affairs Officer, PFO, and FCO summaries on the members affected (including expected level of their involvement), impact on their districts and other significant issues, biographical sketches of members (including their affiliation, term in office, major committee assignments and leadership positions, and location of state/district offices)

### **7.2 Product Development**

Identify emerging issues and coordinate closely with the Planning and Products staff.

### **7.3 Congressional Advisory Process**

Establish a congressional advisory and notification process within the JFO.

### **7.4 Interagency Contact**

Establish contact with Federal department and agency personnel involved in order to develop a coordinated interagency congressional affairs strategy. Establish procedural guidelines with congressional liaisons from other Federal agencies.

### **7.5 Conference Calls**

Initiate conference calls with affected congressional offices prior to disaster landfall (if applicable) or 24 – 72 hours after the event and throughout the response operations. Initially, the conference call should be held daily and adjusted based on congressional needs and interests.

### **7.6 Documentation**

Document all significant activities and interactions with congressional district offices and key parties. Keep records of congressional inquiries.

### **7.7 Congressional Briefing Materials**

Plan for and develop a congressional briefing to be held within one week of an incident, or as soon as practical. Contents of briefing packet normally include:

**7.7.1** Situation overview (1 page)

**7.7.2** Status of declarations

**7.7.3** State map of disaster area and designated counties

**7.7.4** Map of congressional districts (with members' names and district numbers.

**7.7.5** Background information page(s) – disaster specific

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- 7.7.6 Talking points
  - 7.7.7 Disaster report summaries
  - 7.7.8 Maps
  - 7.7.9 Overview of response
  - 7.7.10 Other appropriate materials

**7.8 Anticipate VIP visits**

- 7.8.1 Coordinate with the ESF 15 External Affairs Officer and staff.
- 7.8.2 Pre-plan likely visits
- 7.8.3 Use the VIP Visit Guidelines and tools to plan for VIP visits

**7.9 Long Term Recovery**

DHS and the FEMA Office of Legislative Affairs should coordinate the designation of a long-term CAO and long-term staffing needs. This should also include the transition recovery phase of the incident to the long-term CAO and staff.

**Annex H to Emergency Support Function 15 External Affairs  
Planning and Products**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures

<b>NRP ESF 15 Quick Summary – Planning and Products (PP)</b>	
<b>Supports external affairs by:</b>	<ul style="list-style-type: none"> <li>▪ Preparing an initial action plan and follow on communications plan(s) to support the PFO, FCO, and JFO with incident-specific guidance and objectives before and during an actual or potential incident.</li> <li>▪ Supports life saving and life sustaining communications by creating timely products to alert and advise the public, in coordination with state, local, and tribal counterparts.</li> <li>▪ Through unity of effort, centrally directs and develops all messaging from the JFO</li> <li>▪ Developing <i>all</i> written external products and internal communications documents.</li> <li>▪ Using a broad range of resources, including the Common Operational Picture (COP), to prepare timely information products.</li> <li>▪ Preparing the ESF 15 Daily Summary</li> </ul>
<b>Directed by:</b>	<ul style="list-style-type: none"> <li>▪ Assistant External Affairs Officer for Planning and Products</li> </ul>

**1.0 Purpose**

This annex describes processes for centralized development of messaging under the Planning and Products component.

**2.0 Concept of Operations**

Central coordination and unity of effort in development of all communications strategy and materials within ESF 15 and the JFO is critical. To this end, a new ESF 15 component, Planning and Products, is established to coordinate and develop all communications plans and materials. This central focus provides greater strategic coordination and enhanced messaging efficiency.

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### **3.0 Planning and Products Operations**

#### **3.1 Staff Organization**

Planning and Products is directed by the Assistant External Affairs Officer for Planning and Products. It includes the following:

##### **3.1.1 Strategy and Messaging**

##### **3.1.2 Creative Services**

##### **3.1.3 Liaisons**

#### **3.2 Staff Composition.**

As the staff supports the communications requirements of the PFO, FCO, JFO and all ESF 15 components, the leadership cadre should assure that appropriate planners and skills are assigned. This will be critical if the nature of the incident has a specialized focus, e.g., law enforcement threat, impact on certain ethnic, cultural, or special needs groups, or unique technical and hazard requirements. The ESF 15 Director will support the Coordinator as necessary in obtaining the necessary talent.

#### **3.3 Release Authorization**

Per Annex F to this SOP, and consistent with the decentralized organization and execution of external communications, routine release of information will be approved by the External Affairs Officer or as delegated. Significant policy statements and potentially sensitive external materials should be coordinated with the PFO and JFO Coordination Group before release.

### **4.0 Strategy and Messaging**

This element is the central location for development of strategic planning and messaging. Personnel with strong interagency and strategic communications experience are desired for this function. The staff works closely with the JFO staff, ESF 15 components, Federal departments and agencies, White House Communications, and state, local, territorial, and tribal communications counterparts. Strategy and Messaging acquires information, assesses communications requirements within the incident response, incorporates PFO, FCO, and JFO tasking, and develops and/or updates strategic communications plans. This element also prepares the ESF 15 Daily Summary in coordination with other Federal, state, local, territorial, tribal and private sector counterparts as appropriate.

### **5.0 Creative Services**

Creative Services supports the critical need for timely public education in the aftermath of an incident of national significance. News advisories, press releases and prepared materials will inform the media of the Federal response mission, responsibilities, and activities. This information will be disseminated promptly. Organization and primary focus is summarized below:

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### **5.1 Written Materials**

Creative services will produce all written products involving ESF 15 components. In addition to external affairs materials, this includes brochures and flyers for internal communications, Community Relations, and translated materials.

### **5.2 Graphics and Visual Material**

Creative Services will develop audio-visual presentations, briefings, briefing packages, talking points and report summaries as well as providing information to the media as needed. Creative services develops graphics and visual support aids.

### **5.3 Recovery Times**

Creative Services oversees the creation and delivery of the Recovery Times. An initial edition will be developed following declarations and additional editions will be determined by the Executive Officer in coordination with the ESF-15 External Affairs officer.

### **5.4 Web Materials and Incident Website**

If required, and with the approval of the Director, an incident-specific website will be established. This site will be the primary web location for Federal response information. It will be linked to all Federal, state, local, territorial, and tribal counterparts.

## **6.0 Technical Support**

*VOCUS* [brand name of a system] is a tool used for releasing written materials to the media and for documenting all media contacts. It serves as the database for all media contact information. *VOCUS* is important to the establishment of a JIC. One person should be identified to oversee all *VOCUS* activities and support within Planning and Products. Key *VOCUS* points;

**6.1** A complete hardware/software package and staff must be in place and functioning within the first hours of response operations at the JIC in order to upload video, digital images and news releases to other counterparts and/or major media outlets.

**6.2** *VOCUS* must be utilized as soon as possible after the incident to allow for near-simultaneous transmission of news releases and media advisories to regional and national news outlets.

## **7.0 Liaisons**

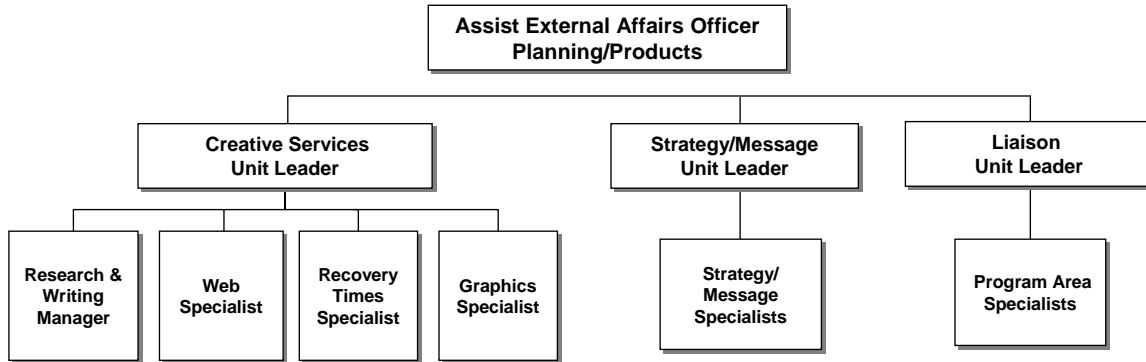
Planning and Products will gather information from JFO staff elements and other ESF's. A daily report summarizing current and emerging issues will be created to identify trends that can be tracked and analyzed. Planning and Products will work closely with the JFO Coordination Group and Coordination Staff. If assigned, the ESF 15 PFO Liaison will be a primary point of contact and coordination.

## **Appendices**

### **1 Planning and Products Organizational Chart**

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**Appendix 1 to Annex H Emergency Support Function 15 External Affairs  
Planning and Products Organization**



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**Annex I to Emergency Support Function 15 External Affairs**  
**Department of Defense**

**References:**

- A. National Response Plan
- B. National Incident Management System
- C. Joint Publication 3-61, Public Affairs

**1.0 Purpose**

This annex outlines the roles and responsibilities of the public affairs function of the Department of Defense (DoD) in support of ESF 15. The DoD support will be executed by U. S. Northern Command in the Continental U. S. (including Alaska), by U. S. Pacific Command in Hawaii and the Pacific Territories, and by U. S. Southern Command for territories in the Caribbean area. The U. S. Army Corps of Engineers (USACOE) and Emergency Support Function 3, Public Works and Engineering are contained in Appendix 1 to this Annex. The National Guard is described in Annex K.

**2.0 Mission**

**2.1 Defense Support of Civil Authorities (DSCA)**

**2.1.1 DOD Support Agency Role**

Under Reference A, DoD is a support agency for all Emergency Support Functions. Normally, DoD forces must be appropriately requested and receive approval from the Secretary of Defense prior to deployment.

**2.2.1 Requests for DOD PA Support**

The traditional method of requesting DoD support is via the Defense Coordinating Officer through the mission assignment process. This process should be used when DoD public affairs officers are needed to support a Joint Information Center or to obtain other DoD public affairs personnel or equipment.

**2.2 DoD Public Affairs Operations**

Generally, DoD will deploy public affairs officers with military units. Those officers and service members remain with those units and are focused on providing tactical level public affairs support to the respective commanders.

DoD has a responsibility to maintain public trust and confidence in the U. S. military. Therefore, DoD will actively engage the media to insure the public fully understands the role of the US military in any operations. DoD will coordinate these actions with other federal agencies at the appropriate levels.



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## 3.0 Concept of Operations

### 3.1 DSCA operations with advance notice

When there is advance notice, as in the case of a hurricane, there are several preparatory actions DoD may take. Those actions include:

#### 3.1.1 Defense Coordinating Officer (DCO) PA Support.

This PAO will support the DCO, maintain liaison with the ESF 15, assist with requests for additional public affairs assets, and help manage public expectations of a DoD response.

#### 3.1.2 DoD Pre-positioned PA Assets.

Public affairs officers with these units and or organizations will actively engage the media to provide information regarding DoD preparations.

#### 3.1.3 PFA Request.

The Primary Federal Agency may request use of certain military installations for staging and other operations. The public affairs officers assigned to these installations will actively engage the media to provide information regarding DoD support to the event and the Primary Agency.

#### 3.1.4 Requests for DOD PA Personnel Support.

When specifically requested and approved through the MA process, public affairs officers and equipment may be deployed to Joint Information Centers or other ESF 15 functions.

#### 3.1.5 Rapid Response PA Support

DoD may also provide PA assets to the LFA in support of their “Go Team” concept.

### 3.2 Response to a Major Incident

For all events requiring DoD support, DoD may take the following actions:

#### 3.2.1 JTF Deployment

If a Joint Task Force is deployed, DoD will deploy a Public Affairs cell to conduct active media operations, coordinate public affairs operations with other federal agencies and the National Guard, and support DoD senior leaders and spokespersons. This cell will provide representatives to the appropriate Joint Information Center, unless that support has already been requested. The JTF PA structure will normally be led by the JTF Commander’s organic PA staff and augmented as required for the incident.

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### **3.2.2 Media Access**

DoD will actively seek to involve the media in all DoD operations including media embeds. The goal is to ensure that the media has maximum access to the event to accurately report it to the public.

### **3.2.3 Satellite Coordination**

DoD will request uplink capabilities (DVIDS) to be positioned at all DoD response centers of gravity. These assets will normally be requested by the DoD supporting command and may be organic DoD capabilities or contracted as required.

### **3.2.4 Supplementary Staffing Support**

If properly requested and approved, DoD may provide additional public affairs support to the overall federal response (i.e., additional manpower for JIC operations, public information distribution, etc.)

## **4.0 Coordination**

### **4.1 Supporting Command Coordination**

The DoD supporting command (U. S. Northern Command, U. S. Pacific Command, or U. S. Southern Command) Public Affairs Officer and the Office of the Assistant Secretary of Defense for Public Affairs will regularly participate in NICCL calls.

### **4.2 JTF Liaison with ESF 15**

The deployed Joint Task Force Public Affairs Officer will maintain liaison with ESF 15 and the Joint Information Center.

### **4.3 DoD Personnel Operational Control**

The commander, U. S. Northern Command, through the Director of Public Affairs, will retain *operational control* of all DoD public affairs personnel deployed in support of the operation or event.

## **Appendices**

### **1 U. S. Army Corps of Engineers (USACE)**

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**Appendix 1 to Annex I to Emergency Support Function 15 External Affairs**  
**U. S. Army Corps of Engineers (USACE)**

**References:**

- A. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U. S. C. 5121, et seq.
- B. National Response Plan (NRP), December 2004.
- C. USACE Function Guides for ESF #3 Mission Support/Execution, 30 June 1999.
- D. Engineer Regulation 500-1-1, Civil Emergency Management Program, 30 September 2001.
- E. Engineer Regulation 500-1-30, The Deployable Tactical Operations System (DTOS), 30 Jan 02.
- F. Engineer Regulation 11-1-320, Civil Works Emergency Management Programs, 1 Oct 98.
- G. Engineer Pamphlet 500-1-1, Civil Emergency Management Program- Procedures, 30 Sept 01.
- H. Engineer Pamphlet 500-1-8, USACE Disaster Operations in the United States, 1 July 2002.
- I. EP 37-1-6, Resource Management Functional Guide for Civil Emergency Management Programs, 1 June 2005.
- J. Emergency Support Function # 3 (ESF #3) Field Guide & Supporting Documents, 31 Oct 02, (updated CD 6 May 2004).
- K. Emergency Support Function # 3 (ESF #3) Field Guide Supplement, “All Hazards Contingency Plan”, 1 July 2005 (updated as required).
- L. Memorandum, CECW-HS, 7 June 05, subject: Local Distribution Point Planning for Commodities.
- M. USACE Contingency Operations Briefing, “The Art of Deliberate Disaster Response”, 1 June 2002.

**1.0 Purpose**

This annex provides public affairs guidance and assigns responsibilities for conducting Public Affairs programs for the emergency deployment of USACE public affairs personnel in support of media operations with FEMA or other requesting Federal Agencies within the Continental United States.

**2.0 Background**

Public Law (PL) 84-99, (33 U.S.C. 701n) (69 Stat. 186) provides USACE with the authority to plan for all natural hazards. Under this law, the Chief of Engineers, acting for the Secretary of the Army, is authorized to undertake activities including disaster preparedness, advance measures, emergency operations (Flood Response and Post Flood Response), rehabilitation of flood control works threatened or destroyed by flood, protection or repair of federally authorized shore protective works threatened or damaged by a coastal storm, and provisions of emergency water due to drought or contaminated source. USACE public affairs officers are required to support FEMA operations by manning Joint Information Centers in addition to USACE required emergency operations centers/recovery field offices following national emergencies. National level news

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coverage for all components of emergency operations is expected in a post-Katrina environment. We will make every effort to ensure we provide accurate and timely information to the public and our employees via news media outlets and command information networks, consistent with Federal/ESF 15 public affairs operations, operational security, and personnel safety.

### **3.0 Public Affairs Posture**

Competent and coordinated communication during an emergency situation can save valuable time, financial resources, property and lives. A vigorous and active public affairs program will inform external and internal audiences of the Federal, and USACE participation, following incidents of national significance. In accordance with AR 360-1, Army Public Affairs Program, public affairs guidance is active. Commanders are expected to execute media coverage of their efforts to prepare for national emergencies. It is imperative the public know how we prepare for hurricane seasons and respond to incidents of national significance, incidents requiring a coordinated Federal response, and natural disasters.

### **4.0 Themes and Messages**

#### **4.1 Master Messages**

Disaster responses are a team effort. USACE, along with other Federal, state, local, territorial, and tribal counterparts, works as part of a team coordinated by the Principal Federal Official and Joint Field Office.

**4.1.1** USACE has unique worldwide expertise, experience, and team confidence as an honest broker that allow us to fulfill important missions when disasters occur.

**4.1.2** USACE knows how important a fast, competent, and complete response to disasters is to communities and individuals who are impacted by them.

#### **4.2 Supporting Messages**

**4.2.1** USACE has a number of missions in disasters, including temporary roofing, ice and water delivery, electrical infrastructure support, support for temporary housing, and other engineering and logistical missions that are needed.

**4.2.2** USACE is part of the disaster response team, coordinated by DHS. If you see the Corps castle on a truck delivering ice or water, you have seen the Federal response. If you see USACE personnel installing roofs, inspecting bridges, or clearing debris, you have seen the Federal response.

**4.2.3** USACE prepares for its assigned missions well before disaster occurs. When disasters strike, we are ready to respond quickly.

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- 4.2.4** Every disaster situation is unique. The way that USACE responds to disaster depends on a variety of factors, including the magnitude of the disaster, the number of people impacted, and other considerations.
  - 4.2.5** USACE works closely with local officials to ensure an effective disaster response.
  - 4.2.6** Contractors are our force-multiplier during a disaster response. We count on them to help us meet our mission requirements quickly and completely.
  - 4.2.7** Under the Stafford Act, USACE prefers to use local contractors and workers as soon as normal contracting processes can be restored following the disaster. In some cases, we utilize non-local resources to be able to respond to immediate needs quickly and adequately if local resources are unavailable.
  - 4.2.8** Most USACE employees who deploy for disaster responses have volunteered for that duty.
  - 4.2.9** When disasters occur, it is not just a local USACE district or office that responds. Personnel and other resources are mobilized across the country to execute our disaster missions.
  - 4.2.10** By their nature, disaster responses rarely occur under ideal conditions. In the short term, resources and responders may be overwhelmed or face challenges that drive response costs higher than normal, but USACE works quickly to overcome obstacles and deliver the services it has been assigned in a cost effective manner.
  - 4.2.11** In the aftermath of a disaster, it is not uncommon for rumors or false information to circulate in a community. It is important to learn how information is distributed in your community before, during, and after disasters and to listen to advice and information distributed by USACE and other official responders.
  - 4.2.12** Safety is important during a disaster response. USACE considers the risk that its staff, contractors, and the public may be exposed to when making decisions about how to respond to disasters.
  - 4.2.13** During some disasters, USACE personnel are asked to inspect the safety and integrity of buildings, bridges, and other public and private infrastructure. These inspectors are only motivated by safety. If they say a structure is unsafe, it is unsafe.
  - 4.2.14** In a disaster, many claims will be made that a company can provide services more cheaply than the response team is currently receiving. Our

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bid processes ensure these companies can compete. In most cases, however, these companies do not compete and will not post a legal bid with their reduced cost.

## **5.0 Geographical Relationships**

### **5.1 State Planning and Response**

The following USACE Divisions have the lead for PL-84-99 State planning and response consistent with Civil Works boundaries and authorities: Great Lakes and Ohio River Division (LRD), Mississippi Valley Division (MVD), North Atlantic Division (NAD), Northwestern Division (NWD), Pacific Ocean Division (POD), South Atlantic Division (SAD), South Pacific Division (SPD), and Southwestern Division (SWD).

### **5.2 Stafford Act Planning and Response**

The following Divisions have the lead for Stafford Act planning and response as indicated:

#### **5.2.1 LRD**

FEMA Region III, for the state of WV  
FEMA Region IV, for the states of KY and TN  
FEMA Region V, for the states of IN, OH, and MI

#### **5.2.2 MVD**

FEMA Region IV, for the state of MS  
FEMA Region V, for the states of IL, MN, and WI  
FEMA Region VI, for the state of LA  
FEMA Region VII, for the state of IA

#### **5.2.3 NAD**

FEMA Region I, for the states of CT, MA, ME, NH, VT, RI  
FEMA Region II, for the states of NY and NJ  
FEMA Region III, for the states of DE, PA, MD, VA, and DC

#### **5.2.4 NWD**

FEMA Region VII, for the states of KS, MO, and NE  
FEMA Region VIII, for the states of CO, MT, ND, SD, and WY  
FEMA Region IX, for the states of ID, OR, and WA

#### **5.2.5 POD**

FEMA Region IX, for the state of HI, territories of Guam and American Samoa, the Commonwealth of Northern Marianas, and Pacific governments authorized assistance under provisions of the Stafford Act (Federated States of Micronesia and Republic of Marshall Islands).  
FEMA Region X, for AK

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**5.2.6 SAD**

FEMA Region II, for Puerto Rico and the Virgin Islands  
FEMA Region IV, for the states of AL, FL, GA, NC, and SC

**5.2.7 SPD**

FEMA Region IX, for the states of AZ, CA, and NV  
FEMA Region VI, for the state of NM  
FEMA Region VIII, for the state of UT

**5.2.8 SWD**

FEMA Region VI, for the states of AR, OK, TX

**6.0 Public Affairs Roles and Missions**

USACE provides all public affairs/community oversight of the call center for Operation Blue Roof, to include contract support of required personnel. Establish and maintain the 1-888-Blue Roof telephone line. This mission is one of the most public missions USACE will face during the hurricane season. Over 100,000 Blue Roofs were placed on victim community homes during both the 2004 and 2005 hurricane seasons. An additional role is to provide mission public affairs support to Recovery Field Offices (RFOs) and or Federal efforts to include publicizing ice and water, debris, power, temporary housing, demolition, logistical distribution points, Rights of Entry (ROE) signup points for Blue Roof, and other related information needed by the victim community and other audiences.

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**Annex J to Emergency Support Function 15 External Affairs**  
**Federal Law Enforcement**

[ TO BE DEVELOPED ]



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## **Annex K to Emergency Support Function 15 External Affairs** **National Guard**

### **References:**

- A. Homeland Security Presidential Directive 5 (HSPD 5)
- B. National Response Plan (NRP)
- C. National Incident Management System (NIMS)
- D. NGB-PAM 360-5, NG PA Guidelines;
- E. Joint Pub 3-61, Public Affairs;
- F. AR 360-1, The Army Public Affairs Program;
- G. AFI 35-101, Public Affairs Policies and Procedures;
- H. DoD Strategy for Homeland Defense and Civil Support;
- I. DoD Homeland Security Joint Operating Concept;
- J. DoD Directive 3025.dd, Defense Support of Civil Authorities;
- K. (Draft) DoD Homeland Defense and Civil Support Joint Operating Concept 2.0; L. NGB-PA Contingency Response Plan., 14 Apr 2006;
- M. JP 3-12 Information Operations;
- N. ANG Instruction 10-201, 1.12, 29 Nov 2004;
- O. ANG Instruction 10-201, 1.3.2.3 and Chap. 5, 29 Nov 2004.

### **1.0 Purpose**

This annex outlines the key elements to be used by the National Guard Bureau Public Affairs (NGB) office in planning and executing a response to a contingency such as a natural disaster or a national response to incidences of significant magnitude. Elements include themes/key messages, Qs & As, PA products, expected media interest, targeted internal/external audiences, and key POCs for agencies involved in the response to the natural disaster or incidences of significant magnitude.

### **2.0 Background**

The National Guard Bureau, in cooperation with the state Adjutants General, will respond to national incidents and natural disasters in accordance with the National Response Plan and the roles and responsibilities outlined in the Homeland Defense/Defense Support of Civil Authorities directives (DoD Strategy for Homeland Defense and Civil Support; DoD Homeland Security Joint Operating Concept; DoD Directive 3025.dd, Defense Support of Civil Authorities; and (Draft) DoD Homeland Defense and Civil Support Joint Operating Concept 2.0.) In all instances, NGB will cooperate and coordinate responses with the states involved, USNORTHCOM, Department of Defense, and other Federal Agencies, as required.

### **3.0 PA Posture.**

Public Affairs approach to the contingency will depend on the nature of the crisis. In all likelihood, the response will be active in coordination with the lead agency (State EOC, DHS, FEMA or NORTHCOM). The following guidance should be included in the PA posture statement:

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**3.1 Personnel and units identified for deployment.**

Will actively engage the media to explain their role and support; however, any comments regarding a specific disaster situation will be referred to the primary lead agency (State EOC, DHS, FEMA or NORTHCOM)

**3.2 Units should deploy with a Public Affairs officer.**

Units are encouraged to embed media and place media on military flights supporting the operation. Advise NGB-PA of all embeds as soon as possible.

**3.3 Units that deploy.**

Conduct PA activities in support of this operation and forward a sitrep of PA activities to NGB-PA daily. Send sitreps to NGB-PAP via email.

**4.0 Themes/Messages.**

Themes and key messages should include emphasis on the role of the National Guard as a first military responder to natural disasters, incidents of national significance, and incident requiring a coordinated Federal response. Use key messages to emphasize the roles and responsibilities of NGB and the JFHQ-States as related to Homeland Defense and Defense Support to Civil Authorities. The following paragraph provides an example of an overarching message delineating the roles and responsibilities of HQ NGB and JFHQ-States in responding to incidents requiring a coordinated Federal response.

**4.1 Overarching Message.**

(QUOTE) The National Guard has been defending the homeland since the founding of our nation. We are frequently requested to support civil authorities, and we always answer the call. The Guard is uniquely suited like no other entity in the Defense Department. No other organization has our combination of size, skills, training and experience, dispersion across the nation, command and communications infrastructure, and the legal flexibility to support civil authorities at a moment's notice. (UNQUOTE)

**4.2 Other Key Messages**

**4.2.1** The National Guard is most often the first military organization called upon to respond to natural disasters and incidents of national significance. As a result, the National Guard has developed enhanced capabilities and diversified readiness that will save American lives. --- "Always ready, always there..."

**4.2.2** The National Guard's expanded coverage, proximity, agility, and efficiency ensure that we are critical to America's homeland defense, continuing our tradition since the founding of our nation. --- "When you call out the Guard you call out America..." LTG H Steven Blum, Chief of the National Guard Bureau.

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**4.2.3** NG roles and responsibilities in Civil Support means the state NG is under the command and control of the state governors and Adjutants General until such time the President federalizes these Soldiers and Airmen. ---“Neighbors helping neighbors...”

**4.2.4** In cases involving terrorism, the following bullet should be used: We are ready, willing and able to deter, defend against, and defeat terrorist activities.

## **5.0 Media Interest**

Expect natural disasters and incidents requiring a coordinated Federal response to generate 24-hour media coverage.

**5.1** External (National, regional, local media outlets): **High**

**5.2** Internal (Internal news services, command publications, NG Web sites): **High**

**5.3** Congressional: **High**

**5.4** Civic Leaders: **Moderate to High (depending on the proximity of the incident)**

## **6.0 Targeted Media Outlets**

All Public Affairs Officers will target national, regional and local media outlets in order to convey NGB messages to internal/external audiences.

## **7.0 PA Products**

**7.1** Daily Update/Talking Points

**7.2** Internal/External News Releases

**7.3** Media Embed Rosters

**7.4** PA Volunteer Deployment Rosters

**7.5** PA Deployment Assets Rosters

**7.6** Media Interview Report (24 hrs past/24-48-72 hrs future)

**7.7** Web Pages/Links

**7.8** Internal Publication Special Issue – Focused on Issue/Incident

## **8.0 Responsibilities**

Public affairs practitioners are responsible for communicating information regarding the National Guard response, recovery and mitigation actions, as well as dissemination of

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emergency information to the media and general public during a contingency or crisis operation. The PAO coordinates public affairs activities/programs in assigned area and advises leadership on public affairs implications of National Guard policies and decisions, which includes recommending actions to correct misperceptions and to enhance public understanding. The PAO ensures that all information and materials accurately reflect the policies, views, and program initiatives of the National Guard.

**8.1 NGB-PA**

Provide public affairs advice and support to the Chief, NGB and the states. Liaison with state and federal agencies, Northern Command, Army, Air Force and DOD. Deploy the National Guard Public Affairs Rapid Response Team (PAART). Provides policy and public affairs guidance. NGB-PA manages embedding in support of the National Guard.

**8.2 State National Guard PAO**

Provides public affairs advice and support to the state adjutant general. Public affairs liaison with state agencies and the National Guard Bureau. Responsible for all National Guard support to incidents and events in their state/territory. Publishes daily talking points. Provides guidance, direction and contact information to supporting PAOs. The state PAO will assess locations, space assets and resources for the establishment of the JIC.

**8.3 Supporting PAO**

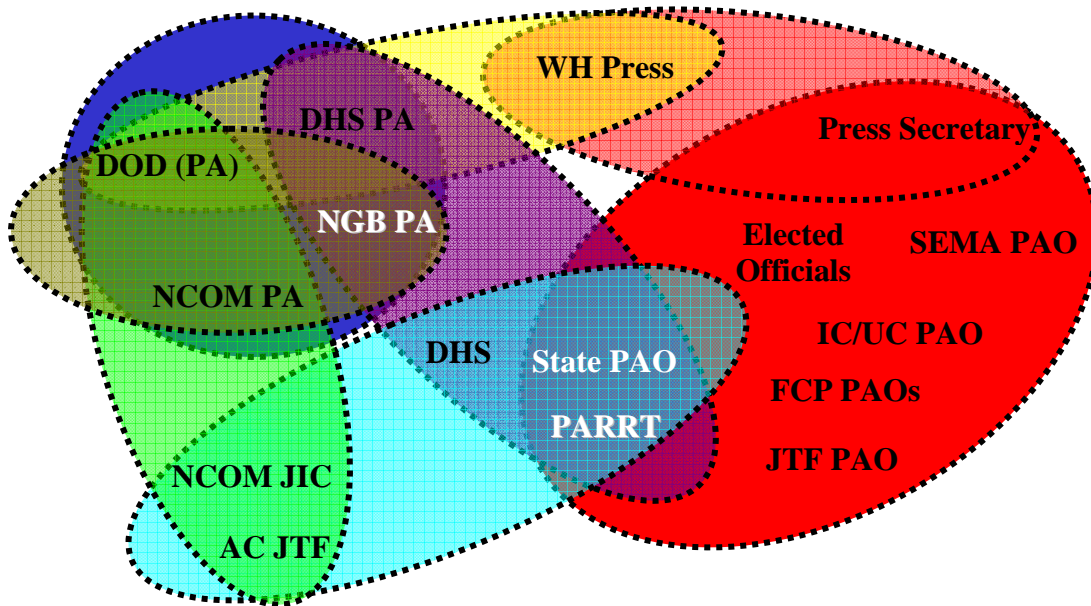
Reports to the state PAO, as assigned. Provide public affairs support to the state PAO. Embeds media when authorized to do so.

**8.4 Unit Public Affairs Representative (UPAR)**

Reports to the unit PAO and the State PAO. UPARs provide internal public affairs support and do not engage the media, the general public or other external audience beyond the scope of their assigned duties.

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**9.0** Interagency/Intergovernmental Relationships.



**10.0** Questions and Answers:

The plan includes anticipated questions and answers about the natural disaster or national incident of significant magnitude. The following Qs & As are examples of the types of questions that should be included in the Qs & As section of the plan. If the PA posture for the incident is passive, the Qs & As should only be used in response to query. Don't avoid the "hard questions" when developing Qs & As.

**Q1:** How many National Guard Soldiers and Airmen are on (state, Title 32 or Title 10) active duty? How many have been placed on alert?

**A1:**

**Q2:** How many states are providing National Guard personnel/assets and what types of assets have been deployed or requested to deploy?

**A2:**

**Q3:** What capabilities have been deployed in response to the incident? Firefighters? Medical teams? Vehicles? Air assets? WMD-CST? CERFP?

**A3.**

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Q4: What other NG/DOD assets/installations/capabilities have been tasked to provide support?

A4:

Q5: Will National Guard members be working for the Governor (SAD or Title 32) or the President (Title 10)?

A5:

Q6: Has this incident been declared a Special Event Homeland Security Level One?

A6:

Q7: Who is the lead agency for responding to the incident? Who is the supported military command in response to this incident?

A7:

Q8. Who is the JTF commander? Does he have dual status?

A8.

For a terrorist incident:

Q9. Were you previously aware of any communicated threats against the United States, its installations or national assets?

A9.

*Add additional Qs&As as appropriate*

**11.0 Points of Contact:**

NGB, DOD, NORTHCOM, DHS, FEMA, State Adjutant General offices.

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**12.0 After-Action Report (AAR):**

National Guard PAOs in the state(s) involved or who deployed in support of the incident/operation should provide an after-action report no later than seven days upon conclusion of PA activities or as determined by NGB-PA. Send AARs to NGB-PAP.

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**Annex L to Emergency Support Function 15 External Affairs**  
**Public Health**

**TO BE DEVELOPED**



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**Annex M to Emergency Support Function 15 External Affairs**  
**Environmental Protection**

**TO BE DEVELOPED**

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**Annex N to Emergency Support Function 15 External Affairs**  
**Radiological**

**TO BE DEVELOPED**

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## **Annex X to Emergency Support Function 15 External Affairs Administration and Logistics**

### **References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated JFO Standard Operating Procedures
- D. ESF 5 Standard Operating Procedures

### **1.0 Purpose**

To outline information and procedures concerning administration and logistics requirements and operations support for the ESF 15 organization.

### **2.0 Requirement**

External affairs operations *are* mission-essential tasks, and they must be afforded a high priority by the JFO when establishing basic operational capabilities. Infrastructure and supporting capabilities to deliver lifesaving and life-sustaining communications must be established in a timely manner. For example, this includes telephones (coordination and communications), televisions (media monitoring), and satellite support (to disseminate lifesaving and life-sustaining information). **If the ESF 15 team does not have these and other basic tools, external affairs operations cannot be successfully executed.**

### **3.0 Responsibilities**

#### **3.1 Emergency Support Function 5 Emergency Management Support**

In accordance with the NRP, the ESF 5 staff establishes required field facilities, supplies, and equipment to support ESF 15.

#### **3.2 ESF 15 External Affairs Officer**

Upon designation and activation of ESF 15, the External Affairs Officer will assess initial logistical requirements necessary in establishing operational capabilities in the JFO (and JIC). The External Affairs Officer will work closely with the ESF 15 Deputy, ESF 15 Executive Officer, ESF 15 Operations Director, assistant external affairs officers, and JFO staff to assure that initial requirements are identified in a timely manner and action taken to address shortfalls where they exist. **This information should be provided by ESF 15 to the JFO Coordination Group Scoping Meeting.** If the nature of the incident requires, the External Affairs Officer should identify an ESF 15 Resource Manager.

#### **3.3 ESF 15 Resource Manager (ESF 15 RM)**

If assigned, the ESF 15 Resource Manager will report to the ESF 15 Deputy and supervise all related activities in this function. This will include office space and equipment needs, JIC support, and coordination with JFO staff elements. The RM will coordinate directly with the ESF 5 staff and JFO Logistics and Finance and Administration staffs as necessary.

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#### **4.0 Personnel and Staffing Coordination**

The RM will maintain close coordination with the ESF 15 Operations Director, ESF 15 Deputy, ESF 15 Executive Officer, component directors, and interagency and state and local public affairs counterparts to assure that appropriate staffing is provided for the ESF 15 organization. DHS Public Affairs will maintain a roster of potential deployable personnel to support the ESF 15 operation when activated. This list will include Federal interagency, DHS Intra-agency (including FEMA), FEMA reserve personnel (if available), and other personnel. Volunteers public affairs personnel from state and local authorities in non-affected jurisdictions will be considered for assignment. Costs for deployment of these personnel will not be covered by DHS.

#### **5.0 ESF 15 Leadership Staffing Roster**

To support pre-designated PFO and JFO staffs, and for planning with other potential incidents, the roster in Appendix 1 will be prepared as information and personnel assignments are available. DHS Public Affairs will prepare and manage this roster in coordination with the ESF 15 component directors.

### **Appendices**

#### **1 ESF 15 Leadership Roster**

**Appendix 1 to Annex X to Emergency Support Function 15 SOP**  
**ESF 15 Leadership Roster**

<b>EMERGENCY SUPPORT FUNCTION 15 – INCIDENT LEADERSHIP STAFFING</b>						
<b>INCIDENT SITE &amp; SITUATION:</b>						
<b>POSITION</b>	<b>ASSIGNED</b>	<b>DUTY</b>	<b>EMAIL</b>	<b>OFF PHONE</b>	<b>CELL</b>	<b>OTHER INFO</b>
<b>ESF 15 NATIONAL LEADERSHIP</b>						
Director						
Private Sector						
Cong Affairs						
International Aff						
State & Local						
Comm Relations						
Operations Direct						
<b>JOINT FIELD OFFICE LEADERSHIP</b>						
PFO						
FCO						
Deputy PFO						
<b>JFO ESF 15 LEADERSHIP CADRE</b>						
Coordinator						
Deputy						
Executive Officer						
Press Secretary						
PFO Liaison Off						
Asst EA Off-PS						
Asst EA Off-CA						
Asst EA Off-IA						
Asst EA Off-SL						
Asst EA Off-CR						
Asst EA Off-JIC						
Asst EA Off-PP						
Spokesperson						
FEMA Reg EA						

## **Annex Y to Emergency Support Function 15 External Affairs Training**

### **References:**

- A. National Response Plan
- B. National Incident Management System
- C. Interagency Integrated SOP Standard Operating Procedures

### **1.0 Purpose**

This annex outlines necessary training for ESF 15 staff personnel and training requirements for Federal, state, local, territorial, and tribal counterparts.

### **2.0 Training and Objectives**

#### **2.1 Director's Perspective**

Training is critical to the success of ESF 15 in support of the PFO, FCO and JFO. We recognize that personnel assigned to the ESF 15 team are proficient in their functional areas. But integrating these different component players in one team to achieve unity of effort is the larger requirement. To this end, pre-incident training builds teamwork, expertise, and confidence that the ESF 15 staff will be successful during an incident of national significance or major incident. **Training will be a fundamental building block of the ESF 15 operation.**

#### **2.2 ESF 15 Training Program Responsibilities**

##### **2.2.1 Program Direction, Oversight, Coordination**

DHS Office of Public Affairs

##### **2.2.2 Program Support (Materials and Course Development)**

FEMA Office of Public Affairs, in coordination with Emergency Management Institute (EMI).

#### **2.3 ESF 15 Training Program Objectives**

**2.3.1** ESF 15 leadership cadre is fully prepared to assume assigned positions when directed and in support of the PFO, FCO, and JFO.

**2.3.2** ESF 15 staff is prepared for duties within the organization and in support of the PFO, FCO, and JFO.

**2.3.3** Federal interagency ESF 15 deploying leadership and staff are fully prepared to assume assigned positions.

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**2.3.4** State, territorial, and tribal counterparts have awareness of ESF 15 functions and integration within the Joint Information System and ICS.

### **3.0 Training Program Requirements**

ESF 15 staff training requirements are detailed in Appendix 1 and discussed in the following paragraphs. These requirements are based on existing and planned resources.

### **4.0 Training Resources**

Summarized below are training resources and supporting details.

#### **4.1 Recommended On-Line Courses**

The below courses are recommended for all ESF 15 leadership and staff personnel. Information on enrollment is at FEMA.GOV.

**4.1.1 IS-100. Introduction to Incident Management**

**4.1.2 IS-200. Incident Command System**

**4.1.3 IS-700. National Incident Management System (NIMS)**

**4.1.4 IS-702. NIMS Public Information Course (New, May 2006)**

**4.1.5 IS-800. National Response Plan (NRP)**

#### **4.2 EMI Resident Training Courses**

Permanent resident courses for ESF 15 are being assessed at the time of SOP publication. A trial ESF 15 Leadership Orientation was conducted in February 2006 through EMI and provided data for future courses. The below courses are projected for permanent establishment and following development of changes to the NRP in the second half of 2006. **These courses do not currently exist.**

##### **4.2.1 ESF 15 Leadership Orientation Course**

This prospective course is intended for all DHS, DHS component agency, and Federal interagency ESF 15 leadership cadre and senior personnel. It provides training on all external components, Federal incident management, risk communications, and an exercise phase.

##### **4.2.2 ESF 15 Staff Course**

This prospective course is intended for all Federal personnel assigned to the ESF 15 staff and state, local, territorial, and tribal counterparts. We envision the course to include an equal mix of Federal and non-federal attendees. It will cover ESF 15 structure, JFO operations, state and local integration, and a final exercise.

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#### **4.3 Exercises**

Personnel at all levels within the Federal, state, local, territorial, tribal, and private sector participate in homeland security and all-hazards exercises. Many of these are conducted on a national scale, such as the TOP OFFICIALS series. These exercises provide a superb means to train personnel on ESF 15 procedures and respective staff assignments. DHS will use this SOP as the primary planning document for all exercises.

#### **4.4 Real-World Training**

Real-world events, and those that directly result in activation of ESF 15, provide an equally valuable opportunity for training of leadership and staff personnel. ESF 15 leadership should actively consider deploying available personnel to real world incidents, if conditions permit, for training purposes. This should be coordinated with the PFO and JFO staff.

#### **4.5 Interagency Coordination**

Interagency meetings, such as the Incident Communications Public Affairs Coordination Committee (ICPACC) meeting and related events will be used to discuss ESF 15 processes, teamwork, and training needs. DHS will coordinate these during the quarterly meeting program.

#### **4.6 State and Local Awareness**

The State-Federal mutual training program jointly developed by Wisconsin and DHS Public Affairs provides a tailored and effective avenue to present and discuss ESF 15 processes. This program involves DHS and a candidate state conducting an on-site training day with respective process briefings. Requests for this program can be made by states and territories to DHS Public Affairs (Incident Communications).

## **Appendix**

### **1 ESF 15 Staff Training Requirements**



**Appendix 1 to Annex Y to Emergency Support Function 15 External Affairs  
ESF 15 Staff Training Requirements**

<b>ESF 15 Staff Training Requirements</b>			
	<b>ESF 15 HQ Staff</b>	<b>ESF 15 Leadership Cadre</b>	<b>ESF 15 Staff</b>
<b>ONLINE COURSES</b>			
<b>IS-100, Incident Mgmt</b>	<b>R</b>	<b>R</b>	<b>R</b>
<b>IS-200, ICS</b>	<b>R</b>	<b>R</b>	<b>R</b>
<b>IS-700, NIMS</b>	<b>R</b>	<b>R</b>	<b>R</b>
<b>IS-702, NIMS PIO</b>	<b>R/O*</b>	<b>R/O*</b>	<b>R/O*</b>
<b>IS-800, NRP</b>	<b>R</b>	<b>R</b>	<b>R</b>
<b>NETC RESIDENT TRAINING COURSES</b>			
<b>ESF 15 Leadership Course</b>	<b>R</b>	<b>R</b>	
<b>ESF 15 Staff Course</b>			<b>O</b>

**Key**

**R-Recommended**

**O-Optional**

**Notes:**

**\*Optional for non-public affairs ESF 15 personnel**

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## **Annex Z to Emergency Support Function 15 External Affairs** **Acronyms and Key Terms**

### **References:**

- A. National Response Plan
- B. National Incident Management System

AEAO	Assistant External Affairs Officer (ESF 15)
ADD	Automated Deployment Database
APO	Accountable Property Officer
ARF	Assistance Request Form
ASD-HD	Assistant Secretary of Defense for Homeland Defense
ASPA	Assistant Secretary for Public Affairs
AT	Annual Training
CA	Congressional Affairs
C4	Command, Control, Communications and Computers
CDC	Centers for Disease Control and Prevention
CIP	Critical Infrastructure Protection
COMC	Communications Coordinator
COML	Communications Unit Leader
COMT	Communications Technician
COOP	Continuity of Operations
COP	Common Operating Picture
CR	Community Relations
DCE	Defense Coordinating Elements
DCO	Defense Coordinating Officer
DHS	Department of Homeland Security
DHS PACC	DHS Public Affairs Coordination Center (Ready Room)
DM	Deputy Manager
DNI	Director, National Intelligence
DOC	Department of Commerce
DOD	Department of Defense
DOI	Department of Interior
DOS	Department of State
DRF	Disaster Relief Fund
DRG	Disaster Response Group
DSAT/PA	Department Situational Awareness Team/Public Affairs
DSCA	Defense Support to Civil Authorities
EA	Emergency Authority
EAO	External Affairs Officer or ESF 15 Coordinator
EAS	Emergency Alert System
ECS	Emergency Communications Staff
ECT-F	Emergency Communications Team – Field
ECT-N	Emergency Communications Team – National
EOC	Emergency Operations Center
EOP	Executive Office of the President
ERT-A	Advance Element of the Emergency Response Team
ESF	Emergency Support Function
FCC	Federal Communications Commission

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FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FIRST	Federal Incident Response Support Team
FOC	FEMA Operations Center
FRC	Federal Resource Coordinator
GETS	Government Emergency Communications Service
GIS	Geographic Information System
GSA	General Services Administration
HHS	U. S. Department of Health and Human Services
HLD	Homeland Defense
HLS	Homeland Security
HSA	Homeland Security Advisor
HSAS	Homeland Security Alert System
HSC	Homeland Security Council
HSOC	Homeland Security Operations Center
HSPD	Homeland Security Presidential Directive
IA	International Affairs
IAC	Incident Advisory Council
IAP	Incident Action Plan
ICEPP	Incident Communications Emergency Policy and Procedures
ICP	Incident Command Post
ICS	Incident Command System
IDT	Inactive Duty Training
IEC	Interexchange Carrier
IIMG	Interagency Incident Management Group
ILC	Infrastructure Liaison Cell
IMA	Individual Mobilization Augmentee
IMP	Incident Management Plan
INS	Incident of National Significance
IOF	Interim Operating Facilities
IP	Internet Protocol
ISAC	Information Sharing and Analysis Center
IT	Information Technology
JOC	Joint Operations Center (Law Enforcement)
JDOMS	Joint Directorate of Military Support
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JS	Joint Staff
JTF	Joint Task Force
JTRB	Joint Telecommunications Resource Board
LFA	Lead Federal Agency
LNO	Liaison Officer
MA	Mission Assignment
MATTS	Mobile Air Transportable Communications System
MERS	Mobile Emergency Response Support
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MTSO	Mobile Telephone Switching Office
NICCL	National Incident Communications Conference Line

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NCC	National Coordinating Center
NCRCG	National Cyber Response Coordination Group
NCS	National Communications System
NCSD	National Cyber Security Division
NCTC	National Counter Terrorism Center
NDA	Non-Disclosure Agreement
NDAC	Network Design and Analysis Capability
NGB	National Guard Bureau
NICC	National Infrastructure Coordination Center
NIFC	National Interagency Fire Center
NIICD	National Interagency Incident Communications Division
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NIRSC	National Incident Radio Support Cache
NOAA	National Oceanic and Atmospheric Administration
NOC	National Operations Center
NRCC	National Response Coordination Center
NRP	National Response Plan
NS/EP	National Security and Emergency Preparedness
NSSE	National Security Special Event
NTIA	National Telecommunications and Information Administration
NWS	National Weather Service
OA	Operational Analysis
OMNCS	Office of the Manager, NCS
OPERIOD	Operations Period
OPLAN	Operations Plan
OSD	Office of the Secretary of Defense
OSTP	Office of Science and Technology Policy
PDD	Presidential Decision Directive
PA	Public Affairs
PARRT	Public Affairs Rapid Response Team – National Guard Bureau
PFO	Principal Federal Official
POA	Point of Arrival
POP	Points-of-Presence
PP	Planning and Production (ESF 15)
PSA	Protective Security Advisor
PSAP	Public Safety Access Points
PSN	Public Switched Network
RCC	Regional Communications Coordinator
RD	Regional Director
RFA	Request for Assistance (to DOD)
RFF	Request For Forces
RRCC	Regional Response Coordination Center
SA	Situational Awareness
SECDEF	Secretary of Defense
SFLEO	Senior Federal Law Enforcement Officer
SCO	State Coordinating Officer
SICCL	State Incident Communications Conference Line
SIOC	Special Incident Operations Center (FBI HQ)
SIPRNET	Secret Internet Protocol Router Network
SITREP	Situation Report

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SLOSH	Sea, Lake and Overland Surges from Hurricanes
SOP	Standard Operating Procedures
SSA	Sector Specific Agency
STA	Special Temporary Authority
STU-III	Secure Telephone Unit III
TDY	Temporary Duty
TS/SCI	Top Secret/Sensitive Compartmented Information
TSP	Telecommunications Service Priority
TTAD	Temporary Tour of Active Duty
USFS	United States Forest Service
USNORTHCOM	United States Northern Command
VTC	Video Teleconference
WPS	Wireless Priority Service



