

**PRESIDENTIAL POLICY DIRECTIVE/PPD-8 REFRESH
WORKING DRAFT—NATIONAL RESPONSE FRAMEWORK
NATIONAL ENGAGEMENT**

MAY 11, 2015

Attached for your review is the working draft of the National Response Framework, third edition. The National Response Framework describes the principles, roles and responsibilities, and coordinating structures for delivering the core capabilities required to respond to an incident and further describes how response efforts integrate with those of the other mission areas. The structures, roles, and responsibilities described in this Framework can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or in response to an incident. Selective implementation of National Response Framework structures and procedures allows for a scaled response, delivery of the specific resources and capabilities, and a level of coordination appropriate to each incident.

As part of the National Planning Frameworks National Engagement Period, this draft of the National Response Framework containing proposed updates is being widely distributed for review and feedback. This is a draft document and we feel it is important to seek your input at this critical juncture.

This update of the National Planning Frameworks focuses on discrete, critical content revisions, and confirming edits as a result of comments received on the National Preparedness Goal. Additional changes are the result of the lessons learned from implementing the Frameworks and recent events, as well as the findings of the National Preparedness Report

To ensure all feedback is properly handled, reviewers are asked to use the provided feedback submission located at <https://www.fema.gov/learn-about-presidential-policy-directive-8> to submit feedback and recommendations. Please provide any comments and recommendations, using the submission form, to PPD8-Engagement@fema.dhs.gov by **Wednesday, June 3, 2015 at 5:00 PM EDT**.

The feedback received supports the development of the third edition of the National Response Framework. Please distribute the draft to any applicable partners, stakeholder, or individuals.

In the coming months, the FIOPs will also be refreshed to reflect the changes to the National Planning Frameworks.

We look forward to receiving your feedback and thank you for your continued contributions on this important endeavor.

V/R,
National Integration Center

1 Executive Summary

2 The National Response Framework is a guide to how the Nation responds to all types of disasters and
3 emergencies. It is built on scalable, flexible, and adaptable concepts identified in the National
4 Incident Management System to align key roles and responsibilities across the Nation. This
5 Framework describes specific authorities and best practices for managing incidents that range from
6 the serious but purely local to large-scale terrorist attacks or catastrophic natural disasters. The
7 National Response Framework describes the principles, roles and responsibilities, and coordinating
8 structures for delivering the core capabilities required to respond to an incident and further describes
9 how response efforts integrate with those of the other mission areas. **This Framework is always in
10 effect, and elements can be implemented at any time.** The structures, roles, and responsibilities
11 described in this Framework can be partially or fully implemented in the context of a threat or
12 hazard, in anticipation of a significant event, or in response to an incident. Selective implementation
13 of National Response Framework structures and procedures allows for a scaled response, delivery of
14 the specific resources and capabilities, and a level of coordination appropriate to each incident.

15 The Response mission area focuses on ensuring that the Nation is able to respond effectively to all
16 types of incidents that range from those that are adequately handled with local assets to those of
17 catastrophic proportion that require marshaling the capabilities of the entire Nation. The objectives of
18 the Response mission area define the capabilities necessary to save lives, protect property and the
19 environment, meet basic human needs, stabilize the incident, restore basic services and community
20 functionality, and establish a safe and secure environment to facilitate the integration of recovery
21 activities.¹ The Response mission area includes 15 core capabilities: planning, public information and
22 warning, operational coordination, critical transportation, environmental response/health and safety,
23 fatality management services, infrastructure systems, mass care services, mass search and rescue
24 operations, on-scene security and protection, operational communications, public and private services
25 and resources, public health and medical services, and situational assessment.

26 The priorities of response are to save lives, protect property and the environment, stabilize the
27 incident and provide for basic human needs. The following principles establish fundamental doctrine
28 for the Response mission area: engaged partnership, tiered response, scalable, flexible, and adaptable
29 operational capabilities, unity of effort through unified command, and readiness to act.

30 Scalable, flexible, and adaptable coordinating structures are essential in aligning the key roles and
31 responsibilities to deliver the Response mission area's core capabilities. The flexibility of such
32 structures helps ensure that communities across the country can organize response efforts to address
33 a variety of risks based on their unique needs, capabilities, demographics, governing structures, and
34 non-traditional partners. This Framework is not based on a one-size-fits-all organizational construct,
35 but instead acknowledges the concept of tiered response which emphasizes that response to incidents
36 should be handled at the lowest jurisdictional level capable of handling the mission.

37 In implementing the National Response Framework to build national preparedness, partners are
38 encouraged to develop a shared understanding of broad-level strategic implications as they make
39 critical decisions in building future capacity and capability. The whole community should be

¹ As with all activities in support of the National Preparedness Goal, activities taken under the response mission must be consistent with all pertinent statutes and policies, particularly those involving privacy and civil and human rights, such as the Americans with Disabilities Act of 1990, Rehabilitation Act of 1973, and Civil Rights Act of 1964.

40 engaged in examining and implementing the strategy and doctrine contained in this Framework,
41 considering both current and future requirements in the process.

DRAFT

42 Table of Contents

43	Introduction	1
44	Framework Purpose and Organization	1
45	Evolution of the Framework	2
46	Relationship to NIMS	3
47	Intended Audience	3
48	Scope	4
49	Guiding Principles	5
50	Risk Basis	6
51	Roles and Responsibilities	7
52	Individuals, Families, and Households	8
53	Communities	8
54	Nongovernmental Organizations	8
55	Private Sector Entities	10
56	Local Governments	11
57	State, Tribal, Territorial, and Insular Area Governments	13
58	Federal Government	16
59	Core Capabilities	20
60	Context of the Response Mission Area	21
61	Response Actions to Deliver Core Capabilities	29
62	Coordinating Structures and Integration	33
63	Local Coordinating Structures	33
64	State Coordinating Structures	33
65	Private Sector Coordinating Structures	34
66	Federal Coordinating Structures	34
67	Operations Coordination	40
68	Integration	46

69 **Relationship to Other Mission Areas** **47**

70 **Operational Planning** **48**

71 **Response Operational Planning** **48**

72 **Planning Assumptions** **50**

73 **Framework Application** **51**

74 **Supporting Resources** **51**

75 **Conclusion** **51**

76

DRAFT

77 Introduction

78 The National Preparedness System outlines an organized process for the whole community to move
79 forward with their preparedness activities and achieve the National Preparedness Goal. The National
80 Preparedness System integrates efforts across the five preparedness mission areas – Prevention,
81 Protection, Mitigation, Response, and Recovery – in order to achieve the goal of a secure and
82 resilient Nation. The National Response Framework (NRF), part of the National Preparedness
83 System, sets the strategy and doctrine for how the whole community builds, sustains, and delivers the
84 Response core capabilities identified in the National Preparedness Goal in an integrated manner with
85 the other mission areas. This third edition of the National Response Framework reflects the insights
86 and lessons learned from real-world incidents and the implementation of the National Preparedness
87 System.

88 **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual
89 act of terrorism. Within the context of national preparedness, the term “prevention” refers
90 to preventing imminent threats.

91 **Protection:** The capabilities necessary to secure the homeland against acts of terrorism
92 and manmade or natural disasters.

93 **Mitigation:** The capabilities necessary to reduce loss of life and property by lessening
94 the impact of disasters.

95 **Response:** The capabilities necessary to save lives, protect property and the
96 environment, and meet basic human needs after an incident has occurred.

97 **Recovery:** The capabilities necessary to assist communities affected by an incident to
98 recover effectively.

99 Framework Purpose and Organization

100 The NRF is a guide to how the Nation responds to all types of disasters and emergencies. It is built
101 on scalable, flexible, and adaptable concepts identified in the National Incident Management System
102 (NIMS)² to align key roles and responsibilities across the Nation. The NRF describes specific
103 authorities and best practices for managing incidents that range from the serious but purely local to
104 large-scale terrorist attacks or catastrophic³ natural disasters.

105 This document supersedes the NRF that was issued in May 2013. It becomes effective
106 60 days after publication.

107 The term “response,” as used in the NRF, includes actions to save lives, protect property and the
108 environment, stabilize communities, and meet basic human needs following an incident. Response
109 also includes the execution of emergency plans and actions to support short-term recovery. The NRF
110 describes doctrine for managing any type of disaster or emergency regardless of scale, scope, and
111 complexity. This Framework explains common response disciplines and processes that have been

² <http://www.fema.gov/emergency/nims>

³ A catastrophic incident is defined as any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, or government functions.

112 developed at all levels of government (local, state, tribal, territorial, insular area,⁴ and Federal) and
113 have matured over time.

114 To support the Goal, the objectives of the NRF are to:

- 115 ▪ Describe scalable, flexible, and adaptable coordinating structures, as well as key roles and
116 responsibilities for integrating capabilities across the whole community,⁵ to support the efforts of
117 local, state, tribal, territorial, insular area, and Federal governments in responding to actual and
118 potential incidents
- 119 ▪ Describe, across the whole community, the steps needed to prepare for delivering the response
120 core capabilities
- 121 ▪ Foster integration and coordination of activities within the Response mission area for Stafford
122 and non-Stafford Act incidents
- 123 ▪ Outline how the Response mission area relates to the other mission areas, as well as the
124 relationship between the Response core capabilities and the core capabilities in other mission
125 areas
- 126 ▪ Provide guidance through doctrine and establish the foundation for the development of the
127 supplemental Response Federal Interagency Operational Plan (FIOP)
- 128 ▪ Incorporate continuity operations and planning to facilitate the performance of response core
129 capabilities during all hazards emergencies or other situations that may disrupt normal operations

130 The NRF is composed of a base document, Emergency Support Function (ESF) Annexes, and
131 Support Annexes. The annexes provide detailed information to assist with the implementation of the
132 NRF.

- 133 ▪ **ESF Annexes** describe the Federal coordinating structures that group resources and capabilities
134 into functional areas that are most frequently needed in a national response.
- 135 ▪ **Support Annexes** describe the essential supporting processes and considerations that are most
136 common to the majority of incidents.

137 ***Evolution of the Framework***

138 This NRF is currently the most mature of the National Planning Frameworks because it builds on 20
139 years of Federal response guidance. The Federal Response Plan published in 1992 focused largely on
140 Federal roles and responsibilities. The establishment of the Department of Homeland Security (DHS)
141 and the emphasis on the development and implementation of common incident management and
142 response principles led to the development of the National Response Plan (NRP) in 2004. The NRP
143 broke new ground by integrating all levels of government, the private sector, and nongovernmental

⁴ Per the Stafford Act, insular areas include Guam, the Commonwealth of the Northern Mariana Islands, American Samoa, and the U.S. Virgin Islands. Other statutes or departments and agencies may define the term insular area differently.

⁵ Whole community includes: individuals, families, households, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, territorial, and Federal governments. Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of Federal, state, and local governmental partners in order to foster better coordination and working relationships.” The National Preparedness Goal may be found online at <http://www.fema.gov/ppd8>.

144 organizations (NGOs) into a common incident management framework. In 2008, the NRP was
145 superseded by the first NRF, which streamlined the guidance and integrated lessons learned from
146 Hurricane Katrina and other incidents.

147 This NRF reiterates the principles and concepts of the 2013 version of the NRF and implements the
148 new requirements and terminology of National Preparedness System. By fostering a holistic
149 approach to response, this NRF emphasizes the need for the involvement of the whole community.
150 Along with the National Planning Frameworks for other mission areas, this document now describes
151 the all-important integration and inter-relationships among the mission areas of Prevention,
152 Protection, Mitigation, Response, and Recovery.

153 ***Relationship to NIMS***

154 The response protocols and structures described in the NRF align with NIMS. NIMS provides the
155 incident management basis for the NRF and defines standard command and management structures.
156 Standardizing national response doctrine on NIMS provides a consistent, nationwide template to
157 enable the whole community to work together to prevent, protect against, mitigate, respond to, and
158 recover from the effects of incidents regardless of cause, size, location, or complexity.

159 All of the components of the NIMS—including preparedness, communications and information
160 management, resource management, and command and management—support response. The NIMS
161 concepts of multi-agency coordination and unified command are described in the command and
162 management component of NIMS. These two concepts are essential to effective response operations
163 because they address the importance of: (1) developing a single set of objectives; (2) using a
164 collective, strategic approach; (3) improving information flow and coordination; (4) creating a
165 common understanding of joint priorities and limitations; (5) ensuring that no agency’s legal
166 authorities are compromised or neglected; and (6) optimizing the combined efforts of all participants
167 under a single plan.

168 ***Intended Audience***

169 **The NRF is intended to be used by the whole community.** This all-inclusive concept focuses
170 efforts and enables a full range of stakeholders—individuals, families, communities, the private and
171 nonprofit sectors, faith-based organizations, and local, state, tribal, territorial, insular area, and
172 Federal governments—to participate in national preparedness activities and to be full partners in
173 incident response. Government resources alone cannot meet all the needs of those affected by major
174 disasters. All elements of the community must be activated, engaged, and integrated to respond to a
175 major or catastrophic incident.

176 Engaging the whole community is essential to the Nation’s success in achieving resilience and
177 national preparedness. Individual and community preparedness is a key component to this objective.
178 By providing equal access to acquire and use the necessary knowledge and skills, the whole
179 community contributes to and benefits from national preparedness. This includes but is not limited to
180 children⁶; individuals with disabilities and others with access and functional needs⁷; those from
181 religious, racial, and ethnically diverse backgrounds; people with limited English proficiency; owners
182 of animals including household pets and service animals. . Their contributions must be integrated into

⁶ Children require a unique set of considerations across the core capabilities contained within this document. Their needs must be taken into consideration as part of any integrated planning effort.

⁷ Access and functional needs includes ensuring the equal access and meaningful participation of all individuals, without discrimination.

183 preparedness efforts, and their needs must be incorporated into planning for and delivering the
184 response core capabilities as defined in the Goal.⁸

185 Although the NRF is intended to provide guidance for the whole community, it focuses especially on
186 the needs of those who are involved in delivering and applying the response core capabilities defined
187 in the National Preparedness Goal. This includes emergency management practitioners, community
188 leaders, and government officials who must collectively understand and assess the needs of their
189 respective communities and organizations and determine the best ways to organize and strengthen
190 their resiliency.

191 **Scope**

192 The NRF describes structures for implementing nationwide response policy and operational
193 coordination for all types of domestic Stafford and non-Stafford Act incidents.⁹ This section
194 describes the scope of the Response mission area, the guiding principles of response doctrine and
195 their application, and how risk informs response planning.

196 The Response mission area focuses on ensuring that the Nation is able to respond effectively to all
197 types of incidents that range from those that are adequately handled with local assets to those of
198 catastrophic proportion that require marshaling the capabilities of the entire Nation. The objectives of
199 the Response mission area define the capabilities necessary to save lives, protect property and the
200 environment, meet basic human needs, stabilize the incident, restore basic services and community
201 functionality, and establish a safe and secure environment to facilitate the integration of recovery
202 activities.¹⁰

203 The NRF describes the principles, roles and responsibilities, and coordinating structures for
204 delivering the core capabilities required to respond to any incident, Stafford or non-Stafford, and
205 further describes how response efforts integrate with those of the other mission areas. **The NRF is**
206 **always in effect, and elements can be implemented at any time.** The structures, roles, and
207 responsibilities described in the NRF can be partially or fully implemented in the context of a threat
208 or hazard, in anticipation of a significant event, or in response to an incident. Selective
209 implementation of NRF structures and procedures allows for a scaled response, delivery of the
210 specific resources and capabilities, and a level of coordination appropriate to each incident.

211 In this Framework, the term incident includes actual or potential emergencies and disasters resulting
212 from all types of threats and hazards, ranging from accidents and natural disasters to cyber intrusions
213 and terrorist attacks. The NRF's structures and procedures address incidents where Federal support to
214 local, state, tribal, territorial, and insular area governments is coordinated under the Robert T.
215 Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as well as non-Stafford Act
216 incidents where Federal departments and agencies exercise other authorities and responsibilities.

⁸ For further information, see the Core Capabilities section.

⁹ A domestic incident may have international and diplomatic impacts and implications that call for coordination and consultations with foreign governments and international organizations. The NRF also applies to the domestic response to incidents of foreign origin that impact the United States. See the International Coordination Support Annex for more information.

¹⁰ As with all activities in support of the National Preparedness Goal, activities taken under the response mission must be consistent with all pertinent statutes and policies, particularly those involving privacy and civil and human rights, such as the Americans with Disabilities Act of 1990, Rehabilitation Act of 1973, and Civil Rights Act of 1964.

217 Nothing in the NRF is intended to alter or impede the ability of any local, state, tribal, territorial,
218 insular area, or Federal government department or agency to carry out its authorities or meet its
219 responsibilities under applicable laws, executive orders, and directives.

220 **Guiding Principles**

221 The priorities of response are to save lives, protect property and the environment, stabilize the
222 incident and provide for basic human needs. The following principles establish fundamental doctrine
223 for the Response mission area: (1) engaged partnership, (2) tiered response, (3) scalable, flexible, and
224 adaptable operational capabilities, (4) unity of effort through unified command, and (5) readiness to
225 act. These principles are rooted in the Federal system and the Constitution's division of
226 responsibilities between state and Federal governments. These principles reflect the history of
227 emergency management and the distilled wisdom of responders and leaders across the whole
228 community.

229 **Engaged Partnership**

230 Effective partnership relies on engaging all elements of the whole community, as well as
231 international partners in some cases. This also includes survivors who may require assistance and
232 who may also be resources to support community response and recovery.

233 Those who lead emergency response efforts must communicate and support engagement with the
234 whole community by developing shared goals and aligning capabilities to reduce the risk of any
235 jurisdiction being overwhelmed in times of crisis. Layered, mutually supporting capabilities of
236 individuals, communities, the private sector, NGOs, and governments at all levels allow for
237 coordinated planning in times of calm and effective response in times of crisis. Engaged partnership
238 and coalition building includes ongoing clear, consistent, accessible, effective,¹¹ and culturally and
239 linguistically appropriate communication and shared situational awareness about an incident to
240 ensure an appropriate response.

241 **Tiered Response**

242 Most incidents begin and end locally and are managed at the local level. These incidents typically
243 require a unified response from local agencies, the private sector, and NGOs. Some may require
244 additional support from neighboring jurisdictions or state governments. A smaller number of
245 incidents require Federal support or are led by the Federal Government.¹² National response
246 protocols are structured to provide tiered levels of support when additional resources or capabilities
247 are needed.

248 **Scalable, Flexible, and Adaptable Operational Capabilities**

249 As incidents change in size, scope, and complexity, response efforts must adapt to meet evolving
250 requirements. The number, type, and sources of resources must be able to expand rapidly to meet the
251 changing needs associated with a given incident and its cascading effects. As needs grow and change,
252 response processes must remain nimble and adaptable. The structures and processes described in the

¹¹ Information, warnings, and communications associated with emergency management must ensure effective communication, such as through the use of appropriate auxiliary aids and services (e.g., interpreters, captioning, alternate format documents), for individuals with disabilities and provide meaningful access to limited English proficient individuals.

¹² Certain incidents such as a pandemic or cyber event may not be limited to a specific geographic area and may be managed at the local, state, tribal, territorial, insular area, or Federal level depending on the nature of the incident.

253 NRF must be able to surge resources from the whole community. As incidents stabilize, response
254 efforts must be flexible to facilitate the integration of recovery activities.

255 **Unity of Effort through Unified Command**

256 Effective, unified command is indispensable to response activities and requires a clear understanding
257 of the roles and responsibilities of all participating organizations.¹³ The Incident Command System
258 (ICS), a component of NIMS, is an important element in ensuring interoperability across multi-
259 jurisdictional or multi-agency incident management activities. Unified command, a central tenet of
260 ICS, enables organizations with jurisdictional authority or functional responsibility for an incident to
261 support each other through the use of mutually developed incident objectives. Each participating
262 agency maintains its own authority, responsibility, and accountability.

263 **Readiness to Act**

264 Effective response requires a readiness to act that is balanced with an understanding of the risks and
265 hazards responders face. From individuals, families, and communities to local, state, tribal, territorial,
266 insular area, and Federal governments, national response depends on the ability to act decisively. A
267 forward-leaning posture is imperative for incidents that may expand rapidly in size, scope, or
268 complexity, as well as incidents that occur without warning. Decisive action is often required to save
269 lives and protect property and the environment. Although some risk to responders may be
270 unavoidable, all response personnel are responsible for anticipating and managing risk through
271 proper planning, organizing, equipping, training, and exercising. Effective response relies on
272 disciplined processes, procedures, and systems to communicate timely, accurate, and accessible
273 information about an incident's cause, size, and current status to the public, responders, and other
274 stakeholders.

275 **Risk Basis**

276 The NRF leverages the findings from the Strategic National Risk Assessment (SNRA) to build and
277 deliver the response core capabilities. The SNRA identifies the threats and hazards that pose the
278 greatest risk to the Nation. These findings affirm the need for an all-hazards, capability-based
279 approach to preparedness to ensure that all types of scenarios are accounted for. The risks and threats
280 identified by SNRA include the following:

- 281 ■ Natural hazards—including hurricanes, earthquakes, tornados, drought, wildfires, winter storms,
282 and floods—present a significant and varied risk across the country. Climate change has the
283 potential to cause the consequence of weather-related hazards to become more severe.
- 284 ■ A virulent strain of pandemic influenza could kill hundreds of thousands of Americans, affect
285 millions more, and result in considerable economic loss. Additional human and animal infectious
286 diseases, including those undiscovered, may also present significant risks.

¹³ The Incident Command System's "unified command" concept is distinct from the military use of this term. Concepts of "command" and "unity of command" have distinct legal and cultural meanings for military forces and military operations. Military forces always remain under the control of the military chain of command and are subject to redirection or recall at any time. Military forces do not operate under the command of the incident commander or under the unified command structure, but they do coordinate with response partners and work toward a unity of effort while maintaining their internal chain of command.

- 287 ▪ Technological and accidental hazards, such as transportation system failures, dam failures,
288 chemical spills or releases, have the potential to cause extensive fatalities and severe economic
289 impacts. In addition, threats hazards may increase due to aging infrastructure.
- 290 ▪ Terrorist organizations or affiliates may seek to acquire, build, and use weapons of mass
291 destruction. Conventional terrorist attacks, including those by lone actors employing explosives
292 and armed attacks, present a continued risk to the Nation.
- 293 ▪ Cyber attacks can have catastrophic consequences and may also have cascading effects such as
294 power grid or financial system failures.
- 295 ▪ Some incidents, such as explosives attacks or earthquakes, generally cause more localized
296 impacts, while other incidents, such as human pandemics, may cause impacts that are dispersed
297 throughout the Nation, thus creating different types of impacts for preparedness planners to
298 consider.

299 No single threat or hazard exists in isolation. As an example, a hurricane can lead to flooding, dam
300 failures, and hazardous materials spills. The Goal, therefore, focuses on core capabilities that can be
301 applied to deal with cascading effects. Since many incidents occur with little or no warning, these
302 capabilities must be able to be delivered in a no-notice environment.

303 Continuity planning ensures the uninterrupted ability to engage partners; respond appropriately with
304 scaled, flexible, and adaptable operational capabilities; specify succession to office and delegations
305 of authority to protect the unity of effort and command; and to account for the availability of
306 responders regardless of the threat or hazard.

307 In order to establish the basis for these capabilities, planning factors drawn from a number of
308 different scenarios are used to develop the Response FIOP, which supplements the NRF. Refer to the
309 Operational Planning section for additional details on planning assumptions.

310 **Roles and Responsibilities**

311 Effective response depends on integration of the whole community and all partners executing their
312 roles and responsibilities. This section describes those roles and responsibilities and sharpens the
313 focus on identifying who is involved with the Response mission area. It also addresses what the
314 various partners must do to deliver the response core capabilities and to integrate successfully with
315 the Prevention, Protection, Mitigation, and Recovery mission areas.

316 An effective, unified national response requires layered, mutually supporting capabilities. Individuals
317 and families, communities, the private sector, NGOs, and local, state, tribal, territorial, insular area,
318 and Federal governments should each understand their respective roles and responsibilities and how
319 to complement each other in achieving shared goals. All elements of the whole community play
320 prominent roles in developing the core capabilities needed to respond to incidents. This includes
321 developing plans, conducting assessments and exercises, providing and directing resources and
322 capabilities, and gathering lessons learned. These activities require that all partners understand how
323 they fit within and are supported by the structures described in the NRF.

324 Emergency management staff in all jurisdictions have a fundamental responsibility to consider the
325 needs of all members of the whole community. This includes but is not limited to children;

326 individuals with disabilities and others with access and functional needs¹⁴; those from religious,
327 racial, and ethnically diverse backgrounds; and people with limited English proficiency; owners of
328 animals including household pets and service animals. The potential contributions of all these
329 individuals toward delivering core capabilities during incident response (e.g., through associations
330 and alliances that serve the people identified above)) should be incorporated into planning efforts.

331 Staff must also consider those who own or have responsibility for animals both as members of the
332 community who may be affected by incidents and as a potential means of supporting response
333 efforts. This includes those with household pets, service and assistance animals, working dogs, and
334 agricultural animals/livestock, as well as those who have responsibility for wildlife, exotic animals,
335 zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding
336 facilities, and sanctuaries.

337 **Individuals, Families, and Households**

338 Although not formally part of emergency management operations, individuals, families, and
339 households play an important role in emergency preparedness and response. By reducing hazards in
340 and around their homes by efforts such as raising utilities above flood level or securing unanchored
341 objects against the threat of high winds, individuals reduce potential emergency response
342 requirements. Individuals, families, and households should also prepare emergency supply kits and
343 emergency plans so they can take care of themselves and their neighbors until assistance arrives.
344 Information on emergency preparedness can be found at many community, state, and Federal
345 emergency management Web sites, such as <http://www.ready.gov>.

346 Individuals can also contribute to the preparedness and resilience of their households and
347 communities by volunteering with emergency organizations (e.g., the local chapter of the American
348 Red Cross, Medical Reserve Corps, or Community Emergency Response Teams [CERTs]) and
349 completing emergency response training courses. Individuals, families, and households should make
350 preparations with family members who have access and functional needs or medical needs. Their
351 plans should also include provisions for their animals, including household pets or service animals.
352 During an actual disaster, emergency, or threat, individuals, households, and families should monitor
353 emergency communications and follow guidance and instructions provided by local authorities.

354 **Communities**

355 Communities are groups that share goals, values, and institutions. They are not always bound by
356 geographic boundaries or political divisions. Instead, they may be faith-based organizations,
357 neighborhood partnerships, advocacy groups, academia, social and community groups, and
358 associations. Communities bring people together in different ways for different reasons, but each
359 provides opportunities for sharing information and promoting collective action. Engaging these
360 groups in preparedness efforts, particularly at the local and state levels, is important to identifying
361 their needs and taking advantage of their potential contributions.

362 **Nongovernmental Organizations**

363 NGOs play vital roles at the local, state, tribal, territorial, insular area government, and national
364 levels in delivering important services, including those associated with the response core capabilities.
365 NGOs include voluntary, racial and ethnic, faith-based, veteran-based, and nonprofit organizations

¹⁴ Access and functional needs includes ensuring the equal access and meaningful participation of all individuals, without discrimination.

366 that provide sheltering, emergency food supplies, and other essential support services. NGOs are
367 inherently independent and committed to specific interests and values. These interests and values
368 drive the groups' operational priorities and shape the resources they provide. NGOs bolster
369 government efforts at all levels and often provide specialized services to the whole community, as
370 well as to certain members of the population including children; individuals with disabilities and
371 others with access and functional needs; those from religious, racial, and ethnically diverse
372 backgrounds; and people with limited English proficiency. NGOs are key partners in preparedness
373 activities and response operations.

374 Examples of NGO contributions include:

- 375 ■ Training, management, and coordination of volunteers and donated goods
- 376 ■ Identifying and communicating physically accessible shelter locations and needed supplies to
377 support people displaced by an incident
- 378 ■ Providing emergency commodities and services, such as water, food, shelter, assistance with
379 family reunification, clothing, and supplies for post-emergency cleanup
- 380 ■ Supporting the evacuation, rescue, care, and sheltering of animals displaced by the incident
- 381 ■ Providing search and rescue, transportation, and logistics services and support
- 382 ■ Identifying those whose needs have not been met and helping to provide assistance
- 383 ■ Providing health, medical, mental health, and behavioral health resources
- 384 ■ Assisting, coordinating, and providing assistance to children and adults with disabilities and/or
385 access and functional needs
- 386 ■ Providing language assistance services to individuals with limited English proficiency.

387 At the same time that NGOs support response core capabilities, they may also require government
388 assistance. When planning for local community emergency management resources, government
389 organizations should consider the potential need to better enable NGOs to perform their essential
390 response functions.

391 Some NGOs are officially designated as support elements to national response capabilities:

- 392 ■ **The American Red Cross.** The American Red Cross is chartered by Congress to provide relief
393 to survivors of disasters and help people prevent, prepare for, and respond to emergencies. The
394 Red Cross has a legal status of “a federal instrumentality” and maintains a special relationship
395 with the Federal Government. In this capacity, the American Red Cross supports several ESFs
396 and the delivery of multiple core capabilities.
- 397 ■ **National Voluntary Organizations Active in Disaster (National VOAD).**¹⁵ National VOAD is
398 the forum where organizations share knowledge and resources throughout the disaster cycle—
399 preparation, response, recovery, and mitigation—to help disaster survivors and their
400 communities. National VOAD is a consortium of approximately 50 national organizations and 55
401 territorial and state equivalents.
- 402 ■ **Volunteers and Donations.** Incident response operations frequently exceed the resources of
403 government organizations. Volunteers and donors support response efforts in many ways, and
404 governments at all levels must plan ahead to incorporate volunteers and donated resources into

¹⁵ Additional information is available at <http://www.nvoad.org>.

405 response activities. The goal of volunteer and donations management is to support jurisdictions
 406 affected by disasters through close collaboration with the voluntary organizations and agencies.
 407 The objective is to manage the influx of volunteers and donations to voluntary agencies and all
 408 levels of government before, during, and after an incident. Additional information may be found
 409 in the Volunteers and Donations Management Support Annex.

- 410 ■ **National Center for Missing & Exploited Children (NCMEC).** The Stafford Act §774
 411 established the National Emergency Child Locator Center (NECLC) within the NCMEC to
 412 facilitate the expeditious identification and reunification of children with their families.

413 **Private Sector Entities**

414 Private sector organizations contribute to response efforts through partnerships with each level of
 415 government. They play key roles before, during, and after incidents. Private sector entities include
 416 large, medium, and small businesses; commerce, private cultural and educational institutions; and
 417 industry, as well as public/private partnerships that have been established specifically for emergency
 418 management purposes. Private sector organizations may play any of the roles described in Table 1
 419 and may play multiple roles simultaneously. During an incident, key private sector partners should
 420 have a direct link to emergency managers and, in some cases, be involved in the decision making
 421 process. Strong integration into response efforts can offer many benefits to both the public and
 422 private sectors.

423

Table 1: Private Sector Roles

Category	Role in This Category
Affected Organization/Component of the Nation's Economy	Private sector organizations may be affected by direct or indirect consequences of an incident. Such organizations include entities that are significant to local, regional, and national economic recovery from an incident. Examples include major employers and suppliers of key commodities or services. As key elements of the national economy, it is important for private sector organizations of all types and sizes to take every precaution necessary to boost resilience, the better to stay in business or resume normal operations quickly.
Affected Infrastructure	Critical infrastructure—such as privately owned transportation and transit, telecommunications, utilities, financial institutions, hospitals, and other health regulated facilities—should have effective business continuity plans. ¹⁶
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents and responding when an incident occurs. For example, Federal regulations require owners/operators of nuclear power plants to maintain emergency plans and to perform assessments, notifications, and training for incident response.

¹⁶ Additional information on the protection of critical infrastructure can be found in the National Protection Framework, the National Infrastructure Protection Plan, and the NRF Critical Infrastructure Support Annex.

Category	Role in This Category
Response Resource	Private sector entities provide response resources (donated or compensated) during an incident—including specialized teams, essential services, equipment, and advanced technologies—through local public-private emergency plans or mutual aid and assistance agreements or in response to requests from government and nongovernmental-volunteer initiatives.
Partner With Federal/State/Local Emergency Organizations	Private sector entities may serve as partners in state and local emergency preparedness and response organizations and activities and with Federal sector-specific agencies.
Components of the Nation's Economy	As key elements of the national economy, private sector resilience and continuity of operations planning, as well as recovery and restoration from incidents, represent essential homeland security activities.

424 A fundamental responsibility of private sector organizations is to provide for the welfare of their
 425 employees in the workplace. In addition, some businesses play an essential role in protecting critical
 426 infrastructure systems and implementing plans for the rapid reestablishment of normal commercial
 427 activities and critical infrastructure operations following a disruption. In many cases, private sector
 428 organizations have immediate access to commodities and services that can support incident response,
 429 making them key potential contributors of resources necessary to deliver the core capabilities. How
 430 the private sector participates in response activities varies based on the type of organization and the
 431 nature of the incident.

432 Examples of key private sector activities include:

- 433 ▪ Addressing the response needs of employees, infrastructure, and facilities
- 434 ▪ Protecting information and maintaining the continuity of business operations
- 435 ▪ Planning for, responding to, and recovering from incidents that impact their own infrastructure
 436 and facilities
- 437 ▪ Collaborating with emergency management personnel to determine what assistance may be
 438 required and how they can provide needed support
- 439 ▪ Contributing to communication and information sharing efforts during incidents
- 440 ▪ Planning, training, and exercising their response capabilities
- 441 ▪ Providing assistance specified under mutual aid and assistance agreements
- 442 ▪ Contributing resources, personnel, and expertise; helping to shape objectives; and receiving
 443 information about the status of the community.

444 **Local Governments**

445 The responsibility for responding to natural and manmade incidents that have recognizable
 446 geographic boundaries generally begins at the local level with individuals and public officials in the
 447 county, parish, city, or town affected by an incident. The following paragraphs describe the
 448 responsibilities of specific local officials who have emergency management responsibilities.

449 **Chief Elected or Appointed Official**

450 Jurisdictional chief executives are responsible for the public safety and welfare of the people of their
451 jurisdiction. These officials provide strategic guidance and resources across all five mission areas.
452 Chief elected or appointed officials must have a clear understanding of their emergency management
453 roles and responsibilities and how to apply the response core capabilities as they may need to make
454 decisions regarding resources and operations during an incident. Lives may depend on their
455 decisions. Elected and appointed officials also routinely shape or modify laws, policies, and budgets
456 to aid preparedness efforts and improve emergency management and response capabilities. The local
457 chief executive's response duties may include:

- 458 ▪ Obtaining assistance from other governmental agencies
- 459 ▪ Providing direction for response activities
- 460 ▪ Ensuring appropriate information is provided to the public.

461 **Emergency Manager**

462 The jurisdiction's emergency manager oversees the day-to-day emergency management programs
463 and activities. The emergency manager works with chief elected and appointed officials to establish
464 unified objectives regarding the jurisdiction's emergency plans and activities. This role entails
465 coordinating and integrating all elements of the community. The emergency manager coordinates the
466 local emergency management program. This includes assessing the capacity and readiness to deliver
467 the capabilities most likely required during an incident and identifying and correcting any shortfalls.
468 The local emergency manager's duties often include:

- 469 ▪ Advising elected and appointed officials during a response
- 470 ▪ Conducting response operations in accordance with the NIMS
- 471 ▪ Coordinating the functions of local agencies
- 472 ▪ Coordinating the development of plans and working cooperatively with other local agencies,
473 community organizations, private sector entities, and NGOs
- 474 ▪ Developing and maintaining mutual aid and assistance agreements
- 475 ▪ Coordinating resource requests during an incident through the management of an emergency
476 operations center
- 477 ▪ Coordinating damage assessments during an incident
- 478 ▪ Advising and informing local officials and the public about emergency management activities
479 during an incident
- 480 ▪ Developing and executing accessible public awareness and education programs
- 481 ▪ Conducting exercises to test plans and systems and obtain lessons learned
- 482 ▪ Coordinating integration of the rights of individuals with disabilities, individuals from racially
483 and ethnically diverse backgrounds, and others with access and functional needs into emergency
484 planning and response.
- 485 ▪ Ensure the uninterrupted continuation of essential services and functions through the
486 development and implementation of continuity of operations plans

487 **Department and Agency Heads**

488 Department and agency heads collaborate with the emergency manager during the development of
489 local emergency plans and provide key response resources. Participation in the planning process
490 helps to ensure that specific capabilities are integrated into a workable plan to safeguard the
491 community. These department and agency heads and their staffs develop, plan, and train on internal
492 policies and procedures to meet response needs safely. They also participate in interagency training
493 and exercises to develop and maintain necessary capabilities.

494 **State, Tribal, Territorial, and Insular Area Governments**

495 State, tribal, territorial, and insular area governments are responsible for the health and welfare of
496 their residents, communities, lands, and cultural heritage.

497 **States**

498 State governments¹⁷ supplement local efforts before, during, and after incidents by applying in-state
499 resources first. If a state anticipates that its resources may be exceeded, the governor¹⁸ may request
500 assistance from other states or the Federal Government.

501 Federal assistance may be available to the states under the Stafford Act and other Federal authorities.
502 Under some Federal laws, Federal response actions may be taken without a request from the state.
503 For example, when notified of an oil discharge or hazardous substance release, the Environmental
504 Protection Agency (EPA) and U.S. Coast Guard (USCG) are required to evaluate the need for
505 Federal response and may take action without waiting for a request from state or local officials.
506 Federal financial assistance may also be available to supplement non-Stafford Act incidents and for
507 disability-related access and functional needs equipment. The following paragraphs describe some of
508 the relevant roles and responsibilities of key officials.

509 **Governor**

510 The public safety and welfare of a state's residents are the fundamental responsibilities of every
511 governor. The governor coordinates state resources and provides the strategic guidance for response
512 to all types of incidents. This includes supporting local governments as needed and coordinating
513 assistance with other states and the Federal Government. A governor also:

- 514 ■ In accordance with state law, may make, amend, or suspend certain orders or regulations
515 associated with response
- 516 ■ Communicates to the public, in an accessible manner (e.g., effective communications to address
517 all members of the whole community), and helps people, businesses, and organizations cope with
518 the consequences of any type of incident
- 519 ■ Coordinates with tribal governments within the state

¹⁷ States are sovereign entities, and the governor has responsibility for public safety and welfare. Although U.S. territories, possessions, freely associated states, and tribal governments also have sovereign rights, there are unique factors involved in working with these entities. Stafford Act assistance is available to states and to the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands, which are included in the definition of "state" in the Stafford Act. Federal disaster preparedness, response, and recovery assistance is available to the Federated States of Micronesia and the Republic of the Marshall Islands pursuant to Compacts of Free Association. The extent to which Federal response or assistance is provided to insular areas, territories, and tribes under other Federal laws is defined in those laws and supporting regulations.

¹⁸ "Governor" is used throughout this document to refer to the chief executive of states, territories, and insular areas.

- 520 ▪ Commands the state military forces (National Guard personnel not in Federal service and state
521 militias)
- 522 ▪ Coordinates assistance from other states through interstate mutual aid and assistance agreements,
523 such as the Emergency Management Assistance Compact (EMAC)¹⁹
- 524 ▪ Requests Federal assistance including, if appropriate, a Stafford Act declaration of an emergency
525 or major disaster.

526 ***State Homeland Security Advisor***

527 Many states have designated homeland security advisors who serve as counsel to the governor on
528 homeland security issues and may serve as a liaison between the governor's office, the state
529 homeland security structure, and other organizations both inside and outside of the state. The advisor
530 often chairs a committee composed of representatives of relevant state agencies, including public
531 safety, the National Guard, emergency management, public health, environment, agriculture, and
532 others charged with developing prevention, protection, mitigation, response, and recovery strategies.

533 ***State Emergency Management Agency Director***

534 All states have laws mandating the establishment of a state emergency management agency, as well
535 as the emergency plans coordinated by that agency. The director of the state emergency management
536 agency is responsible for ensuring that the state is prepared to deal with large-scale emergencies and
537 coordinating the statewide response to any such incident. This includes supporting local and tribal
538 governments as needed, coordinating assistance with other states and the Federal Government, and,
539 in some cases, with NGOs and private sector organizations. The state emergency management
540 agency may dispatch personnel to assist in the response and recovery effort.

541 ***National Guard***

542 The National Guard is an important state and Federal resource available for planning, preparing, and
543 responding to natural or manmade incidents. National Guard members have expertise in critical
544 areas, such as emergency medical response; communications; logistics; search and rescue; civil
545 engineering; chemical, biological, radiological, and nuclear response and planning; and
546 decontamination.²⁰

547 The governor may activate elements of the National Guard to support state domestic civil support
548 functions and activities. The state adjutant general may assign members of the Guard to assist with
549 state, regional, and Federal civil support plans.

550 ***Other State Departments and Agencies***

551 State department and agency heads and their staffs develop, plan, and train on internal policies and
552 procedures to meet response and recovery needs. They also participate in interagency training and
553 exercises to develop and maintain the necessary capabilities. They are vital to the state's overall

¹⁹ A reference paper on EMAC is available at <http://www.emacweb.org>.

²⁰ The President may call National Guard forces into Federal service for domestic duties under Title 10 (e.g., in cases of invasion by a foreign nation, rebellion against the authority of the United States, or where the President is unable to execute the laws of the United States with regular forces under 10 U.S. Code §12406). When National Guardsmen are employed under Title 10 of the U.S. Code, these forces are no longer under the command of the governor. Instead, the Department of Defense assumes full command and control of National Guard forces called into Federal service.

554 emergency management program, as they bring expertise spanning various response functions and
555 serve as core members of the state emergency operations center (EOC) and incident command posts
556 (ICP). Many of them have direct experience in providing accessible and vital services to the whole
557 community during response operations. State departments and agencies typically work in close
558 coordination with their Federal counterpart agencies during joint state and Federal responses, and
559 under some Federal laws, they may request assistance from these Federal partners.

560 **Tribes**

561 The United States has a trust relationship with federally-recognized Indian tribes and recognizes their
562 right to self-government. Under the Stafford Act, federally recognized Indian tribes may directly
563 request an emergency and/or a major declaration or receive assistance under a state request. In
564 addition, federally-recognized Indian Tribes can request federal assistance for incidents that impact
565 the tribe but do not result in a Stafford Act declaration.

566 Federal assistance, regardless of assistance under Stafford Act or non-Stafford Act, will be
567 coordinated with a Chief Executive²¹ of each tribe in accordance with the culture of each tribe. Tribal
568 governments are responsible for coordinating resources to address actual or potential incidents.

569 Tribes are encouraged to build relationships with local jurisdictions and their states as they may have
570 resources most readily available. The NRF's Tribal Coordination Support Annex outlines processes
571 and mechanisms that tribal governments may use to request federal assistance during an incident
572 regardless of whether or not the incident involves a Stafford Act declaration.

573 **Chief Executive**

574 The Chief Executive is responsible for the public safety and welfare of their respective tribe. The
575 Chief Executive:

- 576 ■ Coordinates resources needed to respond to incidents of all types
- 577 ■ In accordance with the law, may make, amend, or suspend certain orders or regulations
578 associated with the response
- 579 ■ Communicates with the public in an accessible manner and helps people, businesses, and
580 organizations cope with the consequences of any type of incident
- 581 ■ Negotiates mutual aid and assistance agreements with other tribes, territories, insular area
582 governments, states, or local jurisdictions
- 583 ■ Can request Federal assistance.

584 **Territories/Insular Areas**

585 Territorial and insular area governments are responsible for coordinating resources to address actual
586 or potential incidents. Due to their remote locations, territories and insular area governments often
587 face unique challenges in receiving assistance from outside the jurisdiction quickly and often request
588 assistance from neighboring islands, other nearby countries, states, the private sector or NGO
589 resources, or the Federal Government. Federal assistance is delivered in accordance with pertinent

²¹ The Stafford Act §401 uses the term "Chief Executive" to refer to the person who is the Chief, Chairman, Governor, President, or similar executive official of an Indian tribal government.

590 Federal authorities (e.g., the Stafford Act or through other authorities of Federal departments or
591 agencies).

592 ***Territorial/Insular Area Leader***

593 The territorial/insular area government leader is responsible for the public safety and welfare of the
594 people of his/her jurisdiction. As authorized by the territorial, or insular area government, the leader:

- 595 ▪ Coordinates resources needed to respond to incidents of all types
- 596 ▪ In accordance with the law, may make, amend, or suspend certain orders or regulations
597 associated with the response
- 598 ▪ Communicates with the public in an accessible manner and helps people, businesses, and
599 organizations cope with the consequences of any type of incident
- 600 ▪ Commands the territory's military forces
- 601 ▪ Negotiates mutual aid and assistance agreements with other tribes, territories, insular area
602 governments, states, or local jurisdictions
- 603 ▪ Can request Federal assistance.

604 **Federal Government**

605 The President leads the Federal Government response effort to ensure that the necessary resources
606 are applied quickly and efficiently to large-scale and catastrophic incidents. The Federal Government
607 maintains a wide range of capabilities and resources that may be required to deal with domestic
608 incidents in a way that ensures the protection of privacy, civil rights, and civil liberties. To be
609 successful, any approach to the delivery of Response capabilities will require an all-of-nation
610 approach. All Federal departments and agencies must cooperate with one another, and with local,
611 state, tribal, territorial, and insular area governments, community members, and the private sector to
612 the maximum extent possible. Although Federal disaster assistance is often considered synonymous
613 with Presidential declarations under the Stafford Act, Federal assistance can actually be provided to
614 state and local jurisdictions, as well as to other Federal departments and agencies, through a number
615 of different mechanisms and authorities.

616 For incidents in which Federal assistance is provided under the Stafford Act, the Federal Emergency
617 Management Agency (FEMA) coordinates the assistance. For non-Stafford Act incidents, Federal
618 response or assistance may be led or coordinated by various Federal departments and agencies
619 consistent with their authorities.

620 For incidents on Federal property (e.g., National Parks, military bases) or where the Federal
621 Government has primary jurisdiction, Federal departments or agencies may be the first responders
622 and coordinators of Federal, state, and local activities.

623 **Coordination of Federal Response and Assistance**

624 The President leads the Federal Government response effort to ensure that the necessary resources
625 are applied quickly and efficiently to large-scale and catastrophic incidents. When coordination of
626 Federal response activities is required, it is implemented through the Secretary of Homeland

627 Security, pursuant to Presidential directive.²² Other Federal departments and agencies carry out their
628 response authorities and responsibilities within this overarching construct.

629 *Secretary of Homeland Security*

630 Pursuant to Presidential directive, the Secretary of Homeland Security is the principal Federal official
631 for domestic incident management. The Secretary coordinates preparedness activities within the
632 United States to respond to and recover from terrorist attacks, major disasters, and other emergencies.
633 As part of these responsibilities, the Secretary coordinates with Federal entities to provide for Federal
634 unity of effort for domestic incident management. The Secretary's responsibilities also include
635 management of the broad "emergency management" and "response" authorities of FEMA and other
636 DHS components.

637 As part of these responsibilities, the Secretary of Homeland Security also provides the Executive
638 Branch with an overall architecture for domestic incident management and coordinates the Federal
639 response, as required. The Secretary of Homeland Security may monitor activities and activate
640 specific response mechanisms to support other Federal departments and agencies without assuming
641 the overall coordination of the Federal response during incidents that do not require the Secretary to
642 coordinate the response or do not result in a Stafford Act declaration.

643 Unity of effort differs from unity of command. Various Federal departments and agencies may have
644 statutory responsibilities and lead roles based upon the unique circumstances of the incident. Unity of
645 effort provides coordination through cooperation and common interests and does not interfere with
646 Federal departments' and agencies' supervisory, command, or statutory authorities. The Secretary
647 ensures that overall Federal actions are unified, complete, and synchronized to prevent unfilled gaps
648 or seams in the Federal Government's overarching effort. This coordinated approach ensures that the
649 Federal actions undertaken by DHS and other departments and agencies are harmonized and
650 mutually supportive. The Secretary executes these coordination responsibilities, in part, by engaging
651 directly with the President and relevant Cabinet, department, agency, and DHS component heads as
652 is necessary to ensure a focused, efficient, and unified Federal preparedness posture. All Federal
653 departments and agencies, in turn, cooperate with the Secretary in executing domestic incident
654 management duties.

655 DHS component heads may have lead response roles or other significant roles depending on the type
656 and severity of the incident. For example, the U.S. Secret Service is the lead agency for security
657 design, planning, and implementation of National Special Security Events (NSSEs) while the
658 Assistant Secretary for Cybersecurity and Communications coordinates the response to significant
659 cyber incidents.

660 Other Federal departments and agencies may have a lead or support role in operations coordination.
661 When the Secretary of Homeland Security is not exercising delegated response coordination
662 responsibilities, other Federal departments and agencies may coordinate Federal operations under
663 their own statutory authorities, or as designated by the President, and may activate response
664 structures applicable to those authorities. The head of the department or agency may also request the
665 Secretary to activate other NRF structures and elements to provide additional assistance, while still
666 retaining leadership for the response. For all incidents, Federal department and agency heads serve as
667 advisors to the Executive Branch for their areas of responsibility. Nothing in the NRF precludes any
668 Federal department or agency from executing their authorities.

²² Except for those activities that may interfere with the authority of the Attorney General or the FBI Director, as described in PPD-8.

669 Several Federal departments and agencies have authorities to respond to and declare specific types of
 670 disasters or emergencies apart from the Stafford Act. These authorities may be exercised
 671 independently of, concurrently with, or become part of a Federal response coordinated by the
 672 Secretary of Homeland Security, pursuant to Presidential directive. Federal departments and agencies
 673 carry out their response authorities and responsibilities within the NRF's overarching construct or
 674 under supplementary or complementary operational plans. Table 2 provides examples of scenarios in
 675 which specific Federal departments and agencies have the responsibility for coordinating response
 676 activities. This is not an all-inclusive list.

677

Table 2: Examples of Other Federal Department and Agency Authorities

Scenario	Department/Agency	Authorities
Agricultural and Food Incident	Department of Agriculture (USDA)	The Secretary of Agriculture has the authority to declare an extraordinary emergency and take action due to the presence of a pest or disease of livestock that threatens livestock in the United States. (7 U.S. Code § 8306 [2007]). The Secretary of Agriculture also has the authority to declare an extraordinary emergency and take action due to the presence of a plant pest or noxious weed whose presence threatens plants or plant products of the United States. (7 U.S. Code § 7715 [2007]).
Public Health Emergency ²³	Department of Health and Human Services	The Secretary of the Department of Health and Human Services has the authority to take actions to protect the public health and welfare, declare a public health emergency and to prepare for and respond to public health emergencies. (Public Health Service Act, 42 U.S. Code §§ 201 <i>et seq.</i>).
Oil and Hazardous Materials Spills	EPA or USCG	The EPA and USCG have the authority to take actions to respond to oil discharges and releases of hazardous substances, pollutants, and contaminants, including leading the response. (42 U.S. Code § 9601, <i>et seq.</i> , 33 U.S. Code § 1251 <i>et seq.</i>) The EPA Administrator and Commandant of the USCG ²⁴ may also classify an oil discharge as a Spill of National Significance and designate senior officials to participate in the response. (40 CFR § 300.323). ²⁵
<i>NOTE: These authorities may be exercised independently of, concurrently with, or become part of a Federal response coordinated by the Secretary of Homeland Security pursuant to Presidential directive.</i>		

678 When a Federal department, agency, or component of DHS has responsibility for directing or
 679 managing a major aspect of a response coordinated by the Secretary of Homeland Security, that
 680 organization is part of the national leadership for the incident and is represented in field, regional,
 681 and headquarters unified command and coordination organizations.

²³ A declaration of a public health emergency may make available any funds appropriated to the Public Health Emergency Fund.

²⁴ The Commandant of the USCG coordinates the designation of a Spill of National Significance with the Secretary of Homeland Security, as appropriate.

²⁵ See the ESF #10 – Oil and Hazardous Materials Response Annex for more information on these authorities.

682 *FEMA Administrator*

683 The Administrator is the principal advisor to the President, the Secretary of Homeland Security, and
684 the Homeland Security Council regarding emergency management. The FEMA Administrator's
685 duties include assisting the President, through the Secretary, in carrying out the Stafford Act,
686 operation of the National Response Coordination Center (NRCC), the effective support of all ESFs,
687 and more generally, preparation for, protection against, response to, and recovery from all-hazards
688 incidents. Reporting to the Secretary of Homeland Security, the FEMA Administrator is also
689 responsible for managing the core DHS grant programs supporting homeland security activities.²⁶

690 *Attorney General*

691 Like other Executive Branch departments and agencies, the Department of Justice and the Federal
692 Bureau of Investigation (FBI) will endeavor to coordinate their activities with other members of the
693 law enforcement community, and with members of the Intelligence Community, to achieve
694 maximum cooperation consistent with the law and operational necessity.

695 The Attorney General has lead responsibility for criminal investigations of terrorist acts or terrorist
696 threats, where such acts are within the Federal criminal jurisdiction of the United States. Generally
697 acting through the FBI Director, the Attorney General, in cooperation with Federal departments and
698 agencies engaged in activities to protect our national security, shall also coordinate the activities of
699 the other members of the law enforcement community to detect, prevent, preempt, and disrupt
700 terrorist attacks against the United States.

701 In addition, the Attorney General approves requests submitted by state governors pursuant to the
702 Emergency Federal Law Enforcement Assistance Act for personnel and other Federal law
703 enforcement support during incidents. The Attorney General also enforces Federal civil rights laws,
704 such as the Americans with Disabilities Act of 1990, Rehabilitation Act of 1973, and the Civil Rights
705 Act of 1964. Further information on the Attorney General's role is provided in the National
706 Prevention Framework and Prevention FIOP.

707 *Secretary of Defense*

708 Because of the Department of Defense's (DOD's) critical role in national defense, its resources are
709 committed only after approval by the Secretary of Defense or at the direction of the President. Many
710 DOD officials are authorized to respond to save lives, protect property, and mitigate human suffering
711 under imminently serious conditions, as well as to provide support under their separate established
712 authorities, as appropriate.²⁷ When DOD resources are authorized to support civil authorities,
713 command of those forces remains with the Secretary of Defense. DOD elements in the incident area
714 of operations and the National Guard forces under the command of a governor coordinate closely
715 with response organizations at all levels.

²⁶ See the Post-Katrina Emergency Management Reform Act, enacted as part of the FY 2007 DHS Appropriations Act, P.L. 109-295.

²⁷ In response to a request for assistance from a civilian authority, under imminently serious conditions, and if time does not permit approval from higher authority, DOD officials may provide an immediate response by temporarily employing the resources under their control, subject to any supplemental direction provided by higher headquarters, to save lives, prevent human suffering, or mitigate great property damage within the United States. Immediate response authority does not permit actions that would subject civilians to the use of military power that is regulatory, prescriptive, proscriptive, or compulsory. (DOD Directive 3025.18)

716 *Secretary of State*

717 A domestic incident may have international and diplomatic implications that call for coordination
718 and consultation with foreign governments and international organizations. The Secretary of State is
719 responsible for all communication and coordination between the U.S. Government and other nations
720 regarding the response to a domestic crisis. The Department of State also coordinates international
721 offers of assistance and formally accepts or declines these offers on behalf of the U.S. Government
722 based on needs conveyed by Federal departments and agencies as stated in the International
723 Coordination Support Annex. Some types of international assistance are pre-identified, and bilateral
724 agreements are already established. For example, the USDA/Forest Service and Department of the
725 Interior have joint bilateral agreements with several countries for wildland firefighting support.

726 *Director of National Intelligence*

727 The Director of National Intelligence serves as the head of the Intelligence Community, acts as the
728 principal advisor to the President for intelligence matters relating to national security, and oversees
729 and directs implementation of the National Intelligence Program. The Intelligence Community,
730 comprising 17 elements across the Federal Government, functions consistent with law, Executive
731 Order, regulations, and policy to support the national security-related missions of the U.S.
732 Government. It provides a range of analytic products, including those that assess threats to the
733 homeland and inform planning, capability development, and operational activities of homeland
734 security enterprise partners and stakeholders. In addition to intelligence community elements with
735 specific homeland security missions, The Office of the Director of National Intelligence maintains a
736 number of mission and support centers that provide unique capabilities for homeland security
737 partners.

738 *Other Federal Department and Agency Heads*

739 Various Federal departments or agencies play primary, coordinating, or support roles in delivering
740 response core capabilities. They may also have responsibilities and authorities to respond
741 independent of any Stafford Act declaration as indicated above. Additional information regarding
742 Federal department and agency roles in delivering core capabilities may be found in the Coordinating
743 Structures and Integration section and in the various annexes to this Framework.

744 **Core Capabilities**

745 Once an incident occurs, efforts focus on saving lives, protecting property and the environment, and
746 preserving the social, economic, cultural, and political structure of the jurisdiction. Depending on the
747 size, scope, and magnitude of an incident, local, state, tribal, territorial, and insular area governments,
748 and, in some cases, the Federal Government, may be called to action. The response core capabilities
749 are a list of the activities that generally must be accomplished in incident response regardless of
750 which levels of government are involved.

751 This list was developed based on the results of the SNRA which identified a variety of threats and
752 hazards that would likely stress the Nation's response capabilities. Planners for each mission area—
753 Prevention, Protection, Mitigation, Response, and Recovery—identified functions that would be
754 required to deal with these threats and hazards, and these are the core capabilities. The core
755 capabilities are distinct critical elements necessary to achieve the Goal. They provide a common
756 vocabulary describing the significant functions that must be developed and executed across the whole
757 community to ensure national preparedness.

758 This section addresses the core capabilities for the Response mission area and the actions required to
759 build and deliver these capabilities.

760 ***Context of the Response Mission Area***

761 By engaging the whole community to build and deliver the response core capabilities, the Nation is
762 better prepared to respond to any threat or hazard, assist in restoring basic services and community
763 functionality, and facilitate the integration of recovery activities. The Response mission area includes
764 15 core capabilities—12 that apply to response and three that are common to all five mission areas.
765 Table 3 lists the core capabilities associated with each of the five mission areas.

766

DRAFT

767

Table 3: Core Capabilities by Mission Area²⁸

Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection	Access Control and Identity Verification Cybersecurity Intelligence and Information Sharing Interdiction and Disruption Physical Protective Measures Risk Management for Protection Programs and Activities Screening, Search, and Detection Supply Chain Integrity and Security	Community Resilience Long-term Vulnerability Reduction Risk and Disaster Resilience Assessment Threats and Hazard Identification	Critical Transportation Environmental Response/Health and Safety Fatality Management Services Fire Management and Suppression Infrastructure Systems Logistics and Supply Chain Management Mass Care Services Mass Search and Rescue Operations On-scene Security, Protection, and Law Enforcement Operational Communications Public Health, Healthcare, and Emergency Medical Services Situational Assessment	Economic Recovery Health and Social Services Housing Infrastructure Systems Natural and Cultural Resources

768

²⁸ Planning, Public Information and Warning, and Operational Coordination are common to all mission areas.

769 Table 4 provides a summary of each response core capability and the critical tasks to achieve its
 770 objective.

771 **Table 4: Overview of Response Core Capabilities in the National Preparedness Goal**

Core Capabilities and Critical Tasks	
1. Planning <i>(Cross-cutting with all mission areas)</i>	Objective: Conduct a systematic process engaging the whole community, as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
Critical Tasks: <ul style="list-style-type: none"> ▪ Develop operational plans that adequately identify critical objectives based on the planning requirements, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and are implementable within the time frame contemplated in the plan using available resources. 	
2. Public Information and Warning <i>(Cross-cutting with all mission areas)</i>	Objective: Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.
Critical Tasks: <ul style="list-style-type: none"> ▪ Inform all affected segments of society by all means necessary, including accessible tools in multiple formats of critical lifesaving and life-sustaining information to expedite the delivery of emergency services and aid the public in taking protective actions. ▪ Deliver credible and actionable messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions and facilitate the integration of recovery activities. 	
3. Operational Coordination <i>(Cross-cutting with all mission areas)</i>	Objective: Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
Critical Tasks: <ul style="list-style-type: none"> ▪ Mobilize all critical resources and establish command, control, and coordination structures within the affected community and other coordinating bodies in surrounding communities and across the Nation and maintain, as needed, throughout the duration of an incident. ▪ Enhance and maintain command, control, and coordination structures, consistent with the National Incident Management System (NIMS), to meet basic human needs, stabilize the incident, and facilitate the integration of recovery activities. 	

Core Capabilities and Critical Tasks	
4. Critical Transportation	Objective: Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services to the affected areas.
<p>Critical Tasks:</p> <ul style="list-style-type: none"> ▪ Monitor and report the status of and damage to the transportation system and infrastructure. ▪ Identify temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed. ▪ Implement appropriate air traffic and airspace management measures. ▪ Coordinate regulatory waivers and exemptions. ▪ Provide longer-term coordination of the restoration and recovery of the affected transportation systems and infrastructure if required. ▪ Clear debris from any route type, (i.e. road, rail, airfield, port facility, waterway) to facilitate response operations. 	
5. Environmental Response/Health and Safety	Objective: Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities.
<p>Critical Tasks:</p> <ul style="list-style-type: none"> ▪ Identify and assess all worker health and safety hazards (e.g., heat stress, equipment operation hazards, oil/hazardous materials exposure), develop and manage site Health and Safety Plans (HASPs), and disseminate health and safety guidance and resources to response and recovery workers. ▪ Minimize public exposure to environmental hazards (e.g., contaminated food, air, water, waste, vegetation, sediments, vectors) through assessment of the hazards and implementation of public protective actions (e.g., sheltering, evacuation, temporary relocation, food/water controls). ▪ Detect, assess, stabilize, and clean up releases of oil and hazardous materials into the environment, including buildings/structures, and properly manage waste. ▪ Identify, evaluate, and implement measures to prevent and minimize impacts to the environment, natural and cultural resources, and historic properties from all-hazard emergencies and response operations. ▪ . 	
6. Fatality Management Services	Objective: Provide fatality management services, including body recovery and victim identification, working with local, state, tribal, territorial, insular area, Federal authorities to provide temporary mortuary solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.
<p>Critical Tasks:</p> <ul style="list-style-type: none"> ▪ Establish and maintain operations to recover a significant number of fatalities over a geographically dispersed area. ▪ Mitigate hazards from remains, facilitate care to survivors, and return remains for final disposition. 	

Core Capabilities and Critical Tasks	
Fire Management and Suppression	Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area.
<ul style="list-style-type: none"> ▪ Provide traditional first response or initial attack firefighting services. ▪ Conduct expanded or extended attack firefighting and support operations through coordinated response of fire management and specialized fire suppression resources. ▪ Ensure the coordinated deployment of appropriate local, regional, national, and international fire management and fire suppression resources to reinforce firefighting efforts and maintain an appropriate level of protection for subsequent fires. 	
7. Infrastructure Systems <i>(Cross-cutting with Recovery mission area)</i>	Objective: Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
<p>Critical Tasks:</p> <ul style="list-style-type: none"> ▪ Decrease and stabilize immediate infrastructure threats to the affected population, to include survivors in the heavily-damaged zone, nearby communities that may be affected by cascading effects, and mass care support facilities and evacuation processing centers with a focus on life-sustainment and congregate care services. ▪ Re-establish critical infrastructure within the affected areas to support ongoing emergency response operations, life sustainment, community functionality, and facilitate the integration of recovery activities. ▪ Provide for the clearance, removal, and disposal of debris. 	
8. Mass Care Services	Objective: Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies.
<p>Critical Tasks:</p> <ul style="list-style-type: none"> ▪ Move and deliver resources and capabilities to meet the needs of disaster survivors, including children and adults with disabilities and/or access and functional needs. ▪ Establish, staff, and equip emergency shelters and other temporary housing options ensuring that shelters and temporary housing units are physically accessible for children and adults with disabilities and/or with access and functional needs. ▪ Move from congregate care to non-congregate care alternatives, and provide relocation assistance or interim housing solutions for families unable to return to their pre-disaster homes. 	
9. Mass Search and Rescue Operations	Objective: Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.
<p>Critical Tasks:</p> <ul style="list-style-type: none"> ▪ Conduct search and rescue operations to locate and rescue persons in distress. ▪ Initiate community-based search and rescue support operations across a wide geographically dispersed area. ▪ Ensure the synchronized deployment of local, regional, national, and international teams to reinforce ongoing search and rescue efforts and facilitate the integration of recovery activities. 	

Core Capabilities and Critical Tasks	
10. On-scene Security, Protection, and Law Enforcement	Objective: Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.
Critical Tasks: <ul style="list-style-type: none"> ▪ Establish a safe and secure environment in an affected area. ▪ Provide and maintain on-scene security and meet the protection needs of the affected population over a geographically dispersed area while eliminating or mitigating the risk of further damage to persons, property, and the environment. 	
11. Operational Communications	Objective: Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.
Critical Tasks: <ul style="list-style-type: none"> ▪ Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between local, state, tribal, territorial, and Federal first responders. ▪ Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities, provide basic human needs, and facilitate the integration of recovery activities. 	
12. Logistics and Supply Chain Management	Objective: Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.
Critical Tasks: <ul style="list-style-type: none"> ▪ Mobilize and deliver governmental, nongovernmental, and private sector resources within and outside of the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and facilitate the integration of recovery efforts, to include moving and delivering resources and services to meet the needs of disaster survivors. ▪ Enhance public and private resource and services support for an affected area. 	
13. Public Health, Healthcare, and Emergency Medical Services	Objective: Provide lifesaving medical treatment via Emergency Medical Services and related operations, and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support and products to all affected populations.
Critical Tasks: <ul style="list-style-type: none"> ▪ Deliver medical countermeasures to exposed populations. ▪ Complete triage and initial stabilization of illness or casualties and begin definitive care for those likely to benefit from care and survive. Develop public health interventions to maintain and improve the health of individuals placed at risk due to disruptions in healthcare and societal support networks. ▪ Return medical surge resources to pre-incident levels, complete health assessments, and identify recovery processes. 	

Core Capabilities and Critical Tasks	
14. Situational Assessment	Objective: Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.
Critical Tasks:	
<ul style="list-style-type: none"> ▪ Deliver information sufficient to inform decision making regarding immediate lifesaving and life-sustaining activities, and engage governmental, private, and civic sector resources within and outside of the affected area to meet basic human needs and stabilize the incident. ▪ Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities, and engage governmental, private, and civic sector resources within and outside of the affected area to meet basic human needs, stabilize the incident, and facilitate the integration of recovery activities. 	

772 No core capability is the responsibility of any one party or single level of government. Each requires
 773 an approach that integrates the abilities of elements in the whole community from the individual
 774 through the Federal Government, including traditional and non-traditional partners. The Nation must
 775 be prepared to deal not only with the normal type of incidents that communities handle every day,
 776 but also with incidents of catastrophic proportions. Most of the resources and functions required at
 777 the local level to deliver a given core capability are provided by local government agencies with
 778 additional members of the community assisting as needed. Catastrophic incidents require many more
 779 response assets and engagement with a broader set of partners.²⁹ Community involvement is vital to
 780 providing additional response support. Local residents may well be the primary source of additional
 781 manpower in the first hours and days after a catastrophic incident.

782 **Cross-cutting Response Core Capabilities**

783 Three response core capabilities—Planning, Public Information and Warning, and Operational
 784 Coordination—span all five mission areas. These common core capabilities are essential to the
 785 success of the other core capabilities. They help establish unity of effort among all those involved in
 786 the Response mission area.

787 ▪ **Planning.** Planning makes it possible to manage the life cycle of a potential crisis, determine
 788 capability requirements, and help stakeholders learn their roles. It includes the collection,
 789 analysis, and dissemination of risk assessment data and the development of plans, procedures,
 790 mutual aid and assistance agreements, strategies, and other arrangements to perform specific
 791 missions and tasks. Governments at all levels have a responsibility to develop all-hazards
 792 response plans prior to and during an incident. Including a broad range of partners in the planning
 793 process helps ensure that the needs and potential contributions of all elements are integrated into
 794 workable plans.

795 In addition, governments at all levels should establish continuity plans to ensure seamless and
 796 immediate continuation of mission essential functions during an incident. Continuity plans
 797 should identify essential functions, succession and delegation of authority, continuity facilities,
 798 communication capabilities and human resource issues.

²⁹ Given the scope and magnitude of a catastrophic incident, waivers, exceptions, and exemptions to policy, regulations, and laws may be available in order to save and sustain life, and to protect property and the environment. However, any such waivers, exceptions, and exemptions must be consistent with laws that preserve human and civil rights and protect individuals with disabilities and others with access and functional needs.

- 799
- 800
- 801
- 802
- 803
- 804
- 805
- 806
- 807
- 808 ■ **Public Information and Warning.** For an effective response, jurisdictions must provide
809 accurate and accessible information to decision makers and the public. This includes
810 development of accessible message content, such as incident facts, health risk warnings, pre-
811 incident recommendations, evacuation guidance, and other protective measures. It also includes
812 developing strategies for when, where, how, and by whom information will be delivered and
813 ensuring that all levels of government agree on unified messages. Information must be shared
814 with the public and other members of the response community efficiently, effectively, and in an
815 accessible manner. Effective public information and warning is particularly important in dealing
with incidents that start small but may evolve to have greater consequences.
 - 808 ■ **Operational Coordination.** For incident response, coordination of operations must occur both
809 among those tasked to deliver the various response core capabilities and with those delivering the
810 core capabilities of other mission areas. This coordination occurs through response structures
811 based on clearly established roles, responsibilities, and reporting protocols. Using NIMS
812 principles, structures, and coordinating processes enhances the efficiency and effectiveness of
813 response. Specific actions to achieve this core capability may include coordinating initial actions,
814 managing ESFs, coordinating requests for additional support, and identifying and integrating
815 resources and capabilities.

816 Integration among Response Core Capabilities and Mission Areas

817 Interdependencies exist among many of the core capabilities. For example, organizations involved in
818 providing Mass Care Services often rely on resources and functions from organizations that provide
819 Critical Transportation or Public and Private Services and Resources for commodities distribution;
820 Public Information and Warning for messaging, translators, and interpreters; and Operational
821 Communications for reporting and communication that allows shelters to stay in touch with
822 operations centers.

823 The core capabilities in various mission areas may also be linked through shared assets and services.
824 For example, the functionality provided by geographic information systems can be applied across
825 multiple response core capabilities, as well as core capabilities in the other four mission areas. Thus
826 synergy among mission area resources and processes is important to maximize capabilities and
827 minimize risk. The overarching nature of functions described in these capabilities frequently involves
828 either support to or cooperation of several incident management partners to ensure the seamless
829 integration of prevention, protection, mitigation, response, and recovery activities.

830 Potential points of intersection between the Response mission area and other mission areas include
831 the following:

- 832 ■ **Prevention.** Many of the assets that are used on a day-to-day basis to perform intelligence, law
833 enforcement, homeland security, and homeland defense can be applied to support delivery of
834 response core capabilities such as On-Scene Security and Protection and Public Information and
835 Warning.
- 836 ■ **Protection.** Protection of critical infrastructure systems and implementation of plans for the rapid
837 restoration of commercial activities and critical infrastructure operations are crucial aspects of the
838 Protection mission area. Many of the 18 critical infrastructure sectors³⁰ within the Protection
839 mission area are also represented in the Response mission area. For example, the Public and

³⁰ The critical infrastructure sectors are described in the National Infrastructure Protection Plan.

840 Private Services and Resources capability depends on private sector owners and operators of
841 critical infrastructure for achieving the capability's objective.

- 842 ▪ **Mitigation.** Achieving the mitigation core capability preliminary targets allows for the
843 incorporation of lessons learned in the analysis and planning processes and makes the response
844 core capabilities more resilient and effective.
- 845 ▪ **Recovery.** Even while response activities are underway, recovery operations must begin. The
846 emphasis on response gradually gives way to recovery operations; however, recovery core
847 capabilities may involve some of the same functions as response core capabilities. This includes
848 providing essential public health and safety services, restoring interrupted utility and other
849 essential services, reestablishing transportation routes, providing food and shelter for those
850 displaced by an incident, protecting natural and cultural resources and performing environmental
851 compliance, ensuring equal access, reunifying children who have been displaced from their
852 families/guardians, and reopening schools and child care centers.

853 These overlapping areas are identified through comprehensive planning with the whole community
854 to ensure that they are properly addressed during response to an incident. Ensuring that IOPs
855 properly account for the integration of mission areas is essential.

856 **Response Actions to Deliver Core Capabilities**

857 This section describes the key tasks each major element of the whole community must accomplish to
858 be prepared to deliver the core capabilities. More detailed concepts of operations for the delivery of
859 the core capabilities are provided in the Response FIOP and operational plans developed by various
860 jurisdictions, the private sector, and NGOs.

861 **Individuals and Households**

862 Many individuals have talents and experience that can be tapped to support core capabilities.
863 Individuals can contribute to the delivery of response core capabilities through community
864 organizations, by participating in community preparedness activities, such as CERT, and by ensuring
865 that they have household/family emergency plans.³¹

866 **Private Sector**

867 Roles and responsibilities of private sector entities are described in the Roles and Responsibilities
868 section. Private sector entities can assist in delivering the response core capabilities by collaborating
869 with emergency management personnel before an incident occurs to determine what assistance may
870 be necessary and how they can support local emergency management during response operations.³²

871 **Nongovernmental Organizations**

872 NGOs manage volunteers and resources that bolster government efforts to ensure a successful
873 incident response. Collaboration with responders, governments at all levels, and other agencies and
874 organizations helps NGOs to tailor and direct their efforts that are necessary to accomplish and
875 deliver the response core capabilities.

³¹ Individual and household preparedness information can be located at <http://www.ready.gov/make-a-plan>.

³² Additional information sharing and collaborative opportunities can be located at FEMA Private Sector Focus <http://www.fema.gov/privatesector/index.shtm>.

876 **State, Tribal, and Local Actions**

877 Communities apply NIMS principles to integrate response plans and resources across jurisdictions
878 and departments as well as with the private sector and NGOs. Neighboring communities play a key
879 role by providing support through a network of mutual aid and assistance agreements that identify the
880 resources that communities may be able to share during an incident.

881 The state is the gateway to many government resources that help communities respond. When an
882 incident grows or has the potential to grow beyond the capability of a local jurisdiction and
883 responders cannot meet the needs with mutual aid and assistance resources, local officials contact the
884 state. Upon receiving a request for assistance from a local or tribal government, state officials may:

- 885 ▪ Coordinate warnings and public information through the activation of the state's public
886 communications strategy
- 887 ▪ Distribute supplies stockpiled to meet the needs of the emergency
- 888 ▪ Provide technical assistance and support to meet the response and recovery needs
- 889 ▪ Suspend or waive statutes, rules, ordinances, and orders, to the extent permitted by law, to ensure
890 timely performance of response functions
- 891 ▪ Implement state volunteer and donations management plans, and coordinate with the private
892 sector and NGOs
- 893 ▪ Order or recommend evacuations ensuring the integration and inclusion of the requirements of
894 populations such as: children, individuals with disabilities and others with access and functional
895 needs, those from religious, racial, and ethnically diverse communities, people with limited
896 English proficiency, and owners of animals including household pets and service animals
- 897 ▪ Mobilize resources to meet the requirements of individuals with disabilities and others with
898 access and functional needs in compliance with Federal civil rights laws.

899 If local resources are inadequate, local authorities may seek assistance from the county emergency
900 manager or the state. Under some Federal authorities, local jurisdictions may also seek assistance
901 directly from the Federal Government for non-Stafford Act incidents.

902 **State-to-State Assistance**

903 If additional resources are required, states request assistance from other states through interstate
904 mutual aid and assistance agreements such as EMAC. Administered by the National Emergency
905 Management Association, EMAC is an interstate mutual aid agreement that streamlines the interstate
906 mutual aid and assistance process.

907 **Federal Actions**

908 In certain circumstances, Federal departments and agencies may provide assistance or even lead
909 response efforts consistent with their own authorities.

910 ***Federal Response and Assistance under the Stafford Act***

911 When an incident is anticipated to exceed state resources or when the Federal Government has
912 unique capabilities needed by states, the governor may request Federal assistance. In such cases, the
913 affected local jurisdiction and the state, tribal, territorial, insular area, and Federal governments
914 coordinate to provide the necessary assistance. The Federal Government may provide assistance in
915 the form of funding, resources, and services. Federal departments and agencies respect the

916 sovereignty and responsibilities of local, state, tribal, territorial, and insular area governments while
917 rendering assistance that supports the affected local or state governments.

918 **Robert T. Stafford Disaster Relief and Emergency Assistance Act**

919 Local, state, tribal, territorial, and insular area governments do not require Federal assistance to
920 respond to most incidents; however, when an incident is of such severity and magnitude that
921 effective response is beyond the capabilities of the state and local governments, the governor can
922 request Federal assistance under the Stafford Act. In certain circumstances, the President may declare
923 an emergency without a request from a governor when the primary responsibility for response rests
924 with the United States because the emergency involves a subject area for which, under the
925 Constitution or laws of the United States, the United States exercises exclusive or preeminent
926 responsibility and authority.

927 The Stafford Act authorizes the President to provide financial and other assistance to local, state,
928 tribal, territorial, and insular area governments, certain private nonprofit organizations, and
929 individuals to support response, recovery, and mitigation efforts following a Stafford Act Emergency
930 or Major Disaster Declaration.³³ Most forms of Stafford Act assistance require a state cost share.
931 While Federal assistance under the Stafford Act may only be delivered after a declaration, FEMA
932 may pre-deploy Federal assets when a declaration is likely and imminent. The Stafford Act provides
933 for two types of declarations:

- 934 ■ An **Emergency Declaration** is more limited in scope than a Major Disaster Declaration,
935 provides fewer Federal programs, and is not normally associated with recovery programs.
936 However, the President may issue an Emergency Declaration prior to an actual incident to lessen
937 or avert the threat of a catastrophe. Generally, Federal assistance and funding are provided to
938 meet specific emergency needs or to help prevent a catastrophe from occurring.
- 939 ■ A **Major Disaster Declaration** provides more Federal programs for response and recovery than
940 an Emergency Declaration. Unlike an Emergency Declaration, a Major Disaster Declaration may
941 only be issued after an incident.

942 **Requesting a Stafford Act Declaration**

943 Before requesting a declaration under the Stafford Act, the situation or disaster must be of such
944 severity and magnitude that an effective response is beyond the capabilities of the state and the
945 affected local governments and requires Federal assistance. The governor must take appropriate
946 response action under state law and direct execution of the state's emergency plan. Ordinarily, the
947 governor must ensure certain state and local actions have been taken or initiated, including:

- 948 ■ Surveying the affected areas to determine the extent of private and public damage
- 949 ■ Conducting joint preliminary damage assessments with FEMA officials to estimate the types and
950 extent of Federal disaster assistance required
- 951 ■ Agreeing to provide, without cost to the Federal Government, easements and rights-of-way
952 necessary to accomplish the work and to indemnify the Federal Government against any claims
953 arising from such work when requesting direct Federal assistance
- 954 ■ Agreeing to pay the state's cost share.

³³ The President has delegated most of his authority under the Stafford Act to the Secretary of Homeland Security, who has, in turn, delegated those authorities to the FEMA Administrator.

955 The state's request for a Stafford Act declaration, addressed to the President, is submitted through the
956 FEMA Regional Administrator, who evaluates the request and makes a recommendation to the
957 FEMA Administrator. The FEMA Administrator, in coordination with the Secretary of Homeland
958 Security, then makes a recommendation to the President. The governor is notified when the President
959 has acted on the state's request and the appropriate members of Congress and Federal departments
960 and agencies are also notified.

961 U.S. territories may use the same incident management and response structures and mechanisms as
962 state governments for requesting and receiving Federal assistance. U.S. territories often pose special
963 response challenges. Working in partnership with territorial governments, the processes and
964 structures described in the NRF can be adapted to meet these geographic challenges through
965 preparedness plans and the pre-staging of assets.

966 Territorial governments may receive federally coordinated response for U.S. possessions, including
967 insular area governments. The freely associated states of the Federated States of Micronesia and the
968 Republic of the Marshall Islands³⁴ may also receive assistance. Stafford Act assistance is available to
969 Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, and the Commonwealth of the
970 Northern Mariana Islands, which are included in the definition of "state" in the Stafford Act.

971 **Proactive Response to Catastrophic Incidents**

972 Prior to and during catastrophic incidents, especially those that occur with little or no notice, the
973 Federal Government may mobilize and deploy assets in anticipation of a formal request from the
974 state. Such deployments of significant Federal assets would occur in anticipation of or following
975 catastrophic incidents involving chemical, biological, radiological, nuclear, or high-yield explosive
976 weapons of mass destruction; large-magnitude earthquakes; or other incidents affecting heavily
977 populated areas. Proactive efforts are intended to ensure that Federal resources reach the scene in
978 time to assist in reducing disruption of normal functions of state and local governments and are done
979 in coordination and collaboration with state and local governments, private sector entities, and NGOs
980 when possible.

981 ***Federal Response and Assistance Available Without a Stafford Act Declaration***

982 The NRF covers the full range of complex and constantly changing requirements in anticipation of,
983 or in response to, threats or actual incidents. In addition to Stafford Act support, the NRF or other
984 supplementary or complementary operational plans may be applied to respond or provide other forms
985 of support.

986 **Federal Departments and Agencies Acting Under Their Own Authorities**

987 Immediate lifesaving assistance to states, as well as other types of assistance, such as wildland
988 firefighting support or response to an agricultural disease or cybersecurity incident, are performed by
989 Federal departments or agencies under their own authorities and funding or through reciprocal
990 mutual assistance agreements and do not require a Stafford Act declaration. Some Federal
991 departments or agencies conduct or may lead Federal response actions under their own authorities
992 using funding sources other than the President's Disaster Relief Fund. For example, specific trust
993 funds are established under Federal environmental laws to support and fund oil and hazardous
994 substances response operations.

³⁴ Refer to footnote 17 for more information on U.S. possessions and freely associated states.

995 Federal-to-Federal Support

996 Federal departments and agencies may execute interagency or intra-agency reimbursable agreements
997 in accordance with the Economy Act or other applicable authorities. The Financial Management
998 Support Annex to the NRF contains information about this process. A Federal department or agency
999 responding to an incident under its own authorities may also request support from the Secretary of
1000 Homeland Security in obtaining and coordinating additional Federal assistance. The Secretary of
1001 Homeland Security may activate one or more ESFs to provide the requested support.

1002 Coordinating Structures and Integration

1003 Coordinating structures aid preparedness and response at all levels of government and within the
1004 private sector, communities, and nongovernmental entities. The structures help organize and measure
1005 the whole community's capabilities in order to address the requirements of the Response mission
1006 area, facilitate problem solving, improve access to response resources, and foster coordination prior
1007 to and following an incident.

1008 Scalable, flexible, and adaptable coordinating structures are essential in aligning the key roles and
1009 responsibilities to deliver the Response mission area's core capabilities. The flexibility of such
1010 structures helps ensure that communities across the country can organize response efforts to address
1011 a variety of risks based on their unique needs, capabilities, demographics, governing structures, and
1012 non-traditional partners. The NRF is not based on a one-size-fits-all organizational construct, but
1013 instead acknowledges the concept of tiered response, which emphasizes that response to incidents
1014 should be handled at the lowest jurisdictional level capable of handling the mission. These structures
1015 can be partially or fully implemented in the context of a threat, in anticipation of a significant event,
1016 or in response to an incident. Selective implementation allows for a scaled response, delivery of the
1017 exact resources that are needed, and a level of coordination appropriate to each incident.

1018 The following section describes the coordinating structures within the Response mission area and
1019 explains how they integrate with the coordinating structures that support other mission areas to build
1020 preparedness and enhance the Nation's resilience to all types of risks and hazards.

1021 Local Coordinating Structures

1022 Local jurisdictions and states employ a variety of coordinating structures to help identify risks,
1023 establish relationships, organize, and build capabilities. Due to the unique partnerships, geographic
1024 conditions, threats, and established capabilities each jurisdiction faces, the coordinating structures at
1025 these levels vary. Examples of local response coordinating structures include local planning
1026 committees, CERTs, and chapters of national-level associations. These structures organize and
1027 integrate their capabilities and resources with neighboring jurisdictions, the state, the private sector,
1028 and NGOs.

1029 State and Territorial Coordinating Structures

1030 States and Territories also leverage the capabilities and resources of partners across the state/territory
1031 when identifying needs and building capabilities. The coordinating structures at the state or territorial
1032 level also vary depending on factors such as geography, population, industry, and the capabilities of
1033 the local jurisdictions within the state. These structures are also designed to leverage appropriate
1034 representatives from across the whole community—some of whom may also participate in local or
1035 regional coordinating structures. Many states or territory create independent committees or councils
1036 focused on specific areas or functions as a sub-set of their emergency management agency.

1037 **Tribal Coordinating Structures**

1038 The Tribal Assistance Coordination Group or TAC-G is a Multi-Agency Coordination (MAC) group
1039 that assists Federally Recognized Tribes during emergencies and disasters, as well as providing
1040 information and technical assistance, for tribal emergency management programs. The TAC-G
1041 consists of partners from all levels of government (Tribal, Federal, State, county, local, etc.) as well
1042 as non-profit aid organizations and the private sector. This coordinating body is instrumental in
1043 executing the responsibilities of the Tribal Coordination Support Annex (TCSA) in the NRF's
1044 Emergency Support Function #15.

1045
1046 The TAC-G is led and managed by the Bureau of Indian Affairs Emergency Management (BIA EM)
1047 Program and helps insure an environment where all appropriate Federal Department and Agencies
1048 can fulfill their respective Trust Responsibilities.

1049 **Private Sector Coordinating Structures**

1050 Business EOCs, industry trade groups, and private sector information and intelligence centers serve
1051 as coordinating structures for the private sector. These organizations, composed of multiple
1052 businesses and entities brought together by shared geography or common function (e.g., banking,
1053 supply chain management, transportation, venue management), support the collaboration,
1054 communication, and sharing of information within the private sector. Such organizations can
1055 coordinate with and support NGOs, and in many cases they serve as a conduit to local and state
1056 government coordinating structures.

1057 **Federal Coordinating Structures**

1058 **National Security Council**

1059 The National Security Council (NSC) is the principal policy body for consideration of national
1060 security policy issues requiring Presidential determination. The NSC advises and assists the President
1061 in integrating all aspects of national security policy as it affects the United States—domestic, foreign,
1062 military, intelligence, and economic (in conjunction with the National Economic Council). Along
1063 with its subordinate committees, the NSC is the President's principal means for coordinating
1064 Executive Branch departments and agencies in the development and implementation of national
1065 security policy.

1066 **Emergency Support Functions**

1067 The Federal Government and many state governments organize their response resources and
1068 capabilities under the ESF construct. ESFs have proven to be an effective way to bundle and manage
1069 resources to deliver core capabilities. The Federal ESFs are the primary, but not exclusive, Federal
1070 coordinating structures for building, sustaining, and delivering the response core capabilities. The
1071 ESFs are vital structures for responding to Stafford Act incidents; however, they may also be used for
1072 other incidents. Most Federal ESFs support a number of the response core capabilities. In addition,
1073 there are responsibilities and actions associated with Federal ESFs that extend beyond the core
1074 capabilities and support other response activities, as well as department and agency responsibilities.

1075 The Federal ESFs bring together the capabilities of Federal departments and agencies and other
1076 national-level assets. ESFs are not based on the capabilities of a single department or agency, and the
1077 functions for which they are responsible cannot be accomplished by any single department or agency.
1078 Instead, Federal ESFs are groups of organizations that work together to deliver core capabilities and
1079 support an effective response.

1080 As noted above, many state and local jurisdictions have adopted and tailored the ESF construct.
 1081 Because state and local jurisdictions establish ESFs based on their specific risks and requirements,
 1082 there is no mandatory or direct linkage to the Federal ESFs. State and local governments are
 1083 encouraged to engage members of the whole community as part of whatever coordinating processes
 1084 they use.

1085 Table summarizes the Federal ESFs and indicates the response core capabilities each ESF most
 1086 directly supports. All ESFs support the common core capabilities—Planning, Public Information and
 1087 Warning, and Operational Coordination—and many ESFs support more than those that are listed.

1088 **Table 5: Emergency Support Functions and ESF Coordinators**

ESF #1 Transportation ESF Coordinator: Department of Transportation
Key Response Core Capability: Critical Transportation
Coordinates the support of management of transportation systems and infrastructure, the regulation of transportation, management of the Nation’s airspace, and ensuring the safety and security of the national transportation system. Functions include but are not limited to: <ul style="list-style-type: none"> ▪ Transportation modes management and control ▪ Transportation safety ▪ Stabilization and reestablishment of transportation infrastructure ▪ Movement restrictions ▪ Damage and impact assessment.
ESF #2 Communications ESF Coordinator: DHS/Cybersecurity and Communications
Key Response Core Capability: Operational Communications, and Infrastructure Systems
Coordinates the reestablishment of the critical communications infrastructure, facilitates the stabilization of systems and applications from cyber attacks, and coordinates communications support to response efforts. Functions include but are not limited to: <ul style="list-style-type: none"> ▪ Coordination with telecommunications and information technology industries ▪ Coordinates the reestablishment of the critical communications infrastructure Protection, reestablishment, and sustainment of national cyber and information technology resources ▪ Oversight of communications within the Federal response structures ▪ Facilitates the stabilization of systems and applications from cyber events
ESF #3 Public Works and Engineering ESF Coordinator: DOD/U.S. Army Corps of Engineers
Key Response Core Capabilities: Infrastructure Systems, Critical Transportation, Logistics and Supply Chain Management, Environmental Response/Health and Safety, Fatality Management Services, Mass Care Services, Mass Search and Rescue Operations
Coordinates the capabilities and resources to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prepare for, respond to, and/or recover from a disaster or an incident. Functions include but are not limited to: <ul style="list-style-type: none"> ▪ Infrastructure protection and emergency repair ▪ Critical infrastructure reestablishment ▪ Engineering services and construction management ▪ Emergency contracting support for lifesaving and life-sustaining services.

ESF #4 Firefighting**ESF Coordinator: USDA/U.S. Forest Service and DHS/FEMA/U.S. Fire Administration**

Key Response Core Capabilities: Critical Transportation, Operational Communications, Logistics and Supply Chain Management, Infrastructure Systems, Mass Care Services, Mass Search and Rescue Operations, On-scene Security, Protection, and Law Enforcement, Public Health, Healthcare, and Emergency Medical Services

Coordinates the support for the detection and suppression of fires. Functions include but are not limited to:

- Support to wildland, rural, and urban firefighting operations.

ESF #5 Information and Planning**ESF Coordinator: DHS/FEMA**

Key Response Core Capabilities: Situational Assessment, Planning, Public Information and Warning

Supports and facilitates multiagency planning and coordination for operations involving incidents requiring Federal coordination. Functions include but are not limited to:

- Incident action planning
- Information collection, analysis, and dissemination.

ESF #6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services**ESF Coordinator: DHS/FEMA**

Key Response Core Capabilities: Mass Care Services, Logistics and Supply Chain Management, Public Health, Healthcare, and Emergency Medical Services, Critical Transportation, Fatality Management Services

Coordinates the delivery of mass care and emergency assistance, including:

- Mass care
- Emergency assistance
- Temporary housing
- Human services.

ESF #7 Logistics**ESF Coordinator: General Services Administration and DHS/FEMA**

Key Response Core Capabilities: Logistics and Supply Chain Management, Mass Care Services, Critical Transportation, Infrastructure Systems, Operational Communications

Coordinates comprehensive incident resource planning, management, and sustainment capability to meet the needs of disaster survivors and responders. Functions include but are not limited to:

- Comprehensive, national incident logistics planning, management, and sustainment capability
- Resource support (e.g., facility space, office equipment and supplies, contracting services).

ESF #8 Public Health and Medical Services**ESF Coordinator: Department of Health and Human Services**

Key Response Core Capabilities: Public Health, Healthcare, and Emergency Medical Services, Fatality Management Services, Mass Care Services, Critical Transportation, Public Information and Warning, Environmental Response/Health and Safety, Logistics and Supply Chain Management

Coordinates the mechanisms for assistance in response to an actual or potential public health and medical disaster or incident. Functions include but are not limited to:

- Public health
- Medical surge support including patient movement
- Behavioral health services
- Mass fatality management.

<p>ESF #9 Search and Rescue ESF Coordinator: DHS/FEMA</p>
<p>Key Response Core Capability: Mass Search and Rescue Operations</p>
<p>Coordinates the rapid deployment of search and rescue resources to provide specialized lifesaving assistance. Functions include but are not limited to:</p> <ul style="list-style-type: none"> ▪ Structural Collapse (Urban) Search and Rescue ▪ Maritime/Coastal/Waterborne Search and Rescue ▪ Land Search and Rescue.
<p>ESF #10 Oil and Hazardous Materials Response ESF Coordinator: Environmental Protection Agency</p>
<p>Key Response Core Capabilities: Environmental Response/Health and Safety, Critical Transportation, Infrastructure Systems, Public Information and Warning</p>
<p>Coordinates support in response to an actual or potential discharge and/or release of oil or hazardous materials. Functions include but are not limited to:</p> <ul style="list-style-type: none"> ▪ Environmental assessment of the nature and extent of oil and hazardous materials contamination ▪ Environmental decontamination and cleanup, including buildings/structures and management of contaminated waste.
<p>ESF #11 Agriculture and Natural Resources ESF Coordinator: Department of Agriculture</p>
<p>Key Response Core Capabilities: Environmental Response/Health and Safety, Mass Care Services, Public Health, Healthcare and Emergency Medical Services, Critical Transportation, Logistics and Supply Chain Management, Infrastructure Systems</p>
<p>Coordinates a variety of functions designed to protect the Nation's food supply, respond to plant and animal pest and disease outbreaks, and protect natural and cultural resources. Functions include but are not limited to:</p> <ul style="list-style-type: none"> ▪ Nutrition assistance ▪ Animal and agricultural health issue response ▪ Technical expertise, coordination, and support of animal and agricultural emergency management ▪ Meat, poultry, and processed egg products safety and defense ▪ Natural and cultural resources and historic properties protection.
<p>ESF #12 Energy ESF Coordinator: Department of Energy</p>
<p>Key Response Core Capabilities: Infrastructure Systems, Logistics and Supply Chain Management, Situational Assessment</p>
<p>Facilitates the reestablishment of damaged energy systems and components and provides technical expertise during an incident involving radiological/nuclear materials. Functions include but are not limited to:</p> <ul style="list-style-type: none"> ▪ Energy infrastructure assessment, repair, and reestablishment ▪ Energy industry utilities coordination ▪ Energy forecast.

ESF #13 Public Safety and Security
ESF Coordinator: Department of Justice/Bureau of Alcohol, Tobacco, Firearms, and Explosives
Key Response Core Capability: On-scene Security, Protection, and Law Enforcement
Coordinates the integration of public safety and security capabilities and resources to support the full range of incident management activities. Functions include but are not limited to: <ul style="list-style-type: none"> ▪ Facility and resource security ▪ Security planning and technical resource assistance ▪ Public safety and security support ▪ Support to access, traffic, and crowd control.
ESF #14 Superseded by National Disaster Recovery Framework
ESF #15 External Affairs
ESF Coordinator: DHS
Key Response Core Capability: Public Information and Warning
Coordinates the release of accurate, coordinated, timely, and accessible public information to affected audiences, including the government, media, NGOs, and the private sector. Works closely with state and local officials to ensure outreach to the whole community. Functions include, but are not limited to: <ul style="list-style-type: none"> ▪ Public affairs and the Joint Information Center ▪ Intergovernmental (local, state, tribal, and territorial) affairs ▪ Congressional affairs ▪ Private sector outreach ▪ All Hazards Emergency Response Operations Tribal

1089 *ESF Member Roles and Responsibilities*

1090 ESFs are not solely attributed to any one organization, nor are they mechanisms for executing an
1091 agency's statutory authorities. Each ESF is composed of a department or agency that has been
1092 designated as the ESF coordinator along with a number of primary and support agencies. Primary
1093 agencies are designated on the basis of their authorities, resources, and capabilities. Support agencies
1094 are assigned based on resources or capabilities in a given functional area. To the extent possible,
1095 resources provided by the ESFs are identified consistently with NIMS resource typing categories.

1096 ▪ **ESF Coordinators.** ESF coordinators oversee the preparedness activities for a particular ESF
1097 and coordinate with its primary and support agencies. Responsibilities of the ESF coordinator
1098 include:

- 1099 • Maintaining contact with ESF primary and support agencies through conference calls,
1100 meetings, training activities, and exercises
- 1101 • Monitoring the ESF's progress in meeting the core capabilities it supports
- 1102 • Coordinating efforts with corresponding private sector, NGO, and Federal partners
- 1103 • Ensuring the ESF is engaged in appropriate planning and preparedness activities.

1104 ▪ **Primary Agencies.** ESF primary agencies have significant authorities, roles, resources, and
1105 capabilities for a particular function within an ESF. Primary agencies are responsible for:

- 1106 • Orchestrating support within their functional area for the appropriate response core
1107 capabilities and other ESF missions

- 1108 • Notifying and requesting assistance from support agencies
- 1109 • Managing mission assignments (in Stafford Act incidents) and coordinating with support
- 1110 agencies, as well as appropriate state officials, operations centers, and other stakeholders
- 1111 • Coordinating resources resulting from mission assignments
- 1112 • Working with all types of organizations to maximize the use of all available resources
- 1113 • Monitoring progress in achieving core capability and other ESF missions, and providing that
- 1114 information as part of situational and periodic readiness or preparedness assessments
- 1115 • Planning for incident management, short-term recovery operations, and long-term recovery
- 1116 • Maintaining trained personnel to support interagency emergency response and support teams
- 1117 • Identifying new equipment or capabilities required to prevent or respond to new or emerging
- 1118 threats and hazards or to validate and improve capabilities to address changing risks
- 1119 • Promoting physical accessibility, programmatic inclusion, and effective communication for
- 1120 the whole community, including individuals with disabilities.
- 1121 ■ **Support Agencies.** ESF support agencies have specific capabilities or resources that support
- 1122 primary agencies in executing the mission of the ESF. The activities of support agencies typically
- 1123 include:
 - 1124 • Participating in planning for incident management, short-term recovery operations, long-
 - 1125 term-recovery, and the development of supporting operational plans, standard operating
 - 1126 procedures (SOPs), checklists, or other job aids
 - 1127 • Providing input to periodic readiness assessments
 - 1128 • Maintaining trained personnel to support interagency emergency response and support teams
 - 1129 • Identifying new equipment or capabilities required to respond to new or emerging threats and
 - 1130 hazards, or to improve the ability to address existing threats
 - 1131 • Coordinating resources resulting from response mission assignments.
- 1132 ■ **Emergency Support Function Leaders Group (ESFLG).** The ESFLG comprises the Federal
- 1133 departments and agencies that are designated as coordinators for ESFs or coordinating agencies
- 1134 for other NRF annexes. FEMA leads the ESFLG and is responsible for calling meetings and
- 1135 other administrative functions. The ESFLG provides a forum for departments and agencies with
- 1136 roles in Federal incident response to jointly address topics such as policies, preparedness, and
- 1137 training.

1138 *ESF Activation*

1139 Departments and agencies supporting Federal ESFs may be selectively activated by FEMA or as
 1140 directed by the Secretary of Homeland Security to support response activities for both Stafford Act
 1141 and non-Stafford Act incidents. Not all incidents requiring Federal support result in the activation of
 1142 ESFs.

1143 When departments and agencies supporting Federal ESFs are activated, they may assign staff at
 1144 headquarters, regional, and incident levels. Through the Stafford Act and in accordance with 6 U.S.
 1145 Code 741 (4) and 753 (c), FEMA may issue mission assignments at all levels to obtain resources and
 1146 services from Federal departments and agencies across the ESFs.

1147 ESFs are the primary, but not exclusive, response coordinating structures at the Federal level for
1148 Stafford Act incidents. Communities, states, regions, and other Federal departments and agencies
1149 may use the ESF construct, or they may employ other coordinating structures or partners appropriate
1150 to their location, threats, or authorities. Whatever structures are used, they are encouraged to work
1151 closely with Federal ESFs at the incident, regional, or headquarters levels if they are activated.

1152 One example of a unique Federal coordinating structure is described below:

1153 *Non-Stafford Act Coordinating Structures*

1154 Although the Federal ESFs are designed to coordinate Federal response resources for both Stafford
1155 Act and non-Stafford Act incidents, the ESFs may not always be the most appropriate response
1156 coordinating structures for non-Stafford Act incidents. For incidents in which there is no Stafford
1157 declaration, the department or agency with primary legal authority may activate the coordinating
1158 structures appropriate to that authority. These structures are generally organized consistently with
1159 NIMS concepts and principles. In addition to their own structures, departments or agencies
1160 responding under their own legal authorities may request the Secretary of Homeland Security to
1161 activate relevant ESFs. Pursuant to Presidential directive, the Secretary of Homeland Security
1162 coordinates with the head of the department or agency with primary legal authority but retains the
1163 authority to activate ESFs or other coordinating structures, as appropriate.

1164 *NRF Support Annexes*

1165 The NRF Support Annexes describe other mechanisms by which support is organized among private
1166 sector, NGO, and Federal partners. Federal departments and agencies designated as coordinating and
1167 cooperating agencies in NRF support annexes conduct a variety of activities to include managing
1168 specific functions and missions and providing Federal support within their functional areas. The
1169 Support Annexes include:

- 1170 ▪ Critical Infrastructure
- 1171 ▪ Financial Management
- 1172 ▪ International Coordination
- 1173 ▪ Private Sector Coordination
- 1174 ▪ Tribal Coordination
- 1175 ▪ Volunteer and Donations Management
- 1176 ▪ Worker Safety and Health.

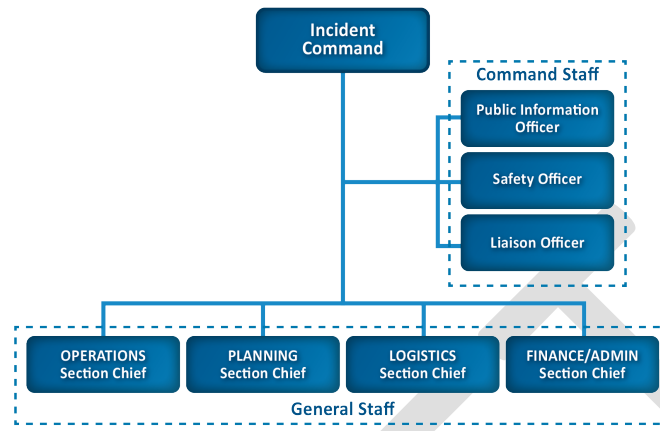
1177 *Operations Coordination*

1178 Response operations involve multiple partners and stakeholders. Operations coordination occurs at
1179 all government levels and consists of actions and activities that enable decision makers to determine
1180 appropriate courses of action and provide oversight for complex homeland security operations to
1181 achieve unity of effort and effective outcomes.

1182 **Local Response Operational Structures**

1183 Emergency responders at all levels of government use ICS command and coordinating structures to
1184 manage response operations (see Figure 1). ICS is a management system designed to integrate
1185 facilities, equipment, personnel, procedures, and communications within a common organizational
1186 structure.

1187 At the local level, coordinating structures are usually composed of entities within a specific
 1188 functional area such as public works, law enforcement, emergency medical services, and fire
 1189 departments. Integration among these structures occurs at an ICP, which provides on-scene incident
 1190 command and management.



1191 **Figure 1: Incident Command Structure**

1192 ICS is widely used by all levels of government, as well as by private sector organizations and NGOs
 1193 to organize field-level operations for a broad spectrum of incidents. Typically, the incident response
 1194 is structured to facilitate activities in five areas: command, operations, planning, logistics, and
 1195 finance/administration.

1196 Emergency personnel may also use the Multiagency Coordination System (MACS). The primary
 1197 function of MACS, as defined in NIMS, is to coordinate activities above the incident level and to
 1198 prioritize competing demands for incident resources. MACS consist of personnel, procedures,
 1199 protocols, facilities, business practices, and communications integrated into a common system.
 1200 MACS elements at the local level include EOCs and coordination centers.

1201 If the local incident commander determines that additional resources or capabilities are needed, he or
 1202 she contacts the local EOC and relays requirements to the local emergency manager. Local EOCs are
 1203 the physical locations where multiagency coordination typically occurs and where a variety of local
 1204 coordinating structures come together to solve problems. EOCs help form a common operating
 1205 picture of the incident, relieve on-scene command of the burden of external coordination, and secure
 1206 additional resources to help meet response requirements.

1207 EOCs at all levels of government may also encourage participation by the private sector, NGOs,
 1208 academia, associations, racial and ethnic organizations, and access and functional needs subject
 1209 matter experts. These members of the whole community, in turn, often maintain their own structures,
 1210 such as nongovernmental or private sector EOCs.

1211 **State Response Operational Structures**

1212 The local incident command structure directs on-scene incident management activities and maintains
 1213 command and control of on-scene incident operations. State EOCs are activated as necessary to
 1214 support local EOCs and to ensure that responders have the resources they need to conduct response
 1215 activities. This is achieved through integration of state-level coordinating structures working with
 1216 local coordinating structures or the local incident command structure.

1217 **State Emergency Operations Center**

1218 State EOCs are the physical location where multiagency coordination occurs through state-level
 1219 coordinating structures. Every state maintains an EOC to manage incidents requiring state-level
 1220 assistance (see Figure 2). Some states have additional EOCs for coordinating information and
 1221 resources within a region or area.



1222 **Figure 2: State and Local Response Structure**

1223 State EOCs are typically organized by a combination of ESFs or other coordinating structures
 1224 aligned to disciplines or capabilities. Many states involve their tribal counterparts within the EOC to
 1225 ensure that tribal coordinating structures are integrated into the delivery of capabilities and that tribal
 1226 needs are addressed.

1227 **Federal Response Operational Structures**

1228 When an incident occurs that exceeds, or is anticipated to exceed, local or state resources—or when
 1229 an incident is managed by Federal departments or agencies acting under their own authorities—the
 1230 Federal Government may use the management structures described within the NRF. Additionally, the
 1231 Federal Government may use supplementary or complementary plans to involve all necessary
 1232 department and agency resources to organize the Federal response and ensure coordination among all
 1233 response partners.

1234 All Federal departments and agencies may play significant roles in response activities depending on
 1235 the nature and size of an incident. Many of the arrangements by which departments and agencies
 1236 participate are defined in the ESF Annexes, coordinated through pre-scripted mission assignments in
 1237 a Stafford Act response, formalized in interagency agreements, or described in NRF supplementary
 1238 plans.

1239 The following sections describe Federal support operations at the incident, regional, and headquarters
 1240 levels.

1241 **Federal Incident-level Operations**

1242 To help deliver Federal support or response at the incident level, coordinating structures are aligned
 1243 to incident-level structures. The following section describes the Federal coordinating structures
 1244 typically associated with Stafford Act incidents. These structures may also be used for Federal-to-
 1245 Federal support or other non-Stafford Act threats or incidents such as an NSSE.

1246 *Unified Coordination*

1247 Unified Coordination is the term used to describe the primary state/Federal incident management
1248 activities conducted at the incident level. Unified Coordination is typically directed from a Joint Field
1249 Office (JFO), a temporary Federal facility that provides a central location for coordination of
1250 response efforts by the private sector, NGOs, and all levels of government. Unified Coordination is
1251 organized, staffed, and managed in a manner consistent with NIMS principles using the NIMS/ICS
1252 structure. The Unified Coordination Group (UCG) comprises senior leaders representing Federal and
1253 state interests and, in certain circumstances, tribal governments, local jurisdictions, and the private
1254 sector. UCG members must have significant jurisdictional responsibility and authority. The
1255 composition of the UCG varies from incident to incident depending on the scope and nature of the
1256 disaster. The UCG leads the unified coordination staff. Personnel from state and Federal departments
1257 and agencies, other jurisdictional entities, the private sector, and NGOs may be assigned to the
1258 unified coordination staff at various incident facilities (e.g., JFO, staging areas, and other field
1259 offices). The UCG determines staffing of the unified coordination staff based on incident
1260 requirements.

1261 Although Unified Coordination is based on the ICS structure, it does not manage on-scene
1262 operations. Instead, it focuses on providing support to on-scene response efforts and conducting
1263 broader support operations that may extend beyond the incident site. Unified Coordination must
1264 include robust operations, planning, public information, and logistics capabilities that integrate local,
1265 state, and Federal—as well as tribal, territorial, and insular area governments—personnel when
1266 appropriate, so that all levels of government work together to achieve unity of effort.

1267 When incidents affect multiple localities and states or the entire Nation, multiple UCGs with
1268 associated unified coordination staff may be established. In these situations, coordination occurs
1269 according to the principles of area command as described in NIMS.

1270 As the primary field entity for Federal response, Unified Coordination integrates diverse Federal
1271 authorities and capabilities and coordinates Federal response and recovery operations. Figure 3
1272 depicts a Unified Coordination organization that might be assembled to deal with a major incident,
1273 such as a terrorist attack, that includes a law enforcement dimension. Federal agencies that conduct
1274 on-scene, tactical level activities under the Stafford Act may also establish incident and area
1275 command structures, generally in conjunction with their counterpart local, state, tribal, and/or insular
1276 area agencies, to manage that work.

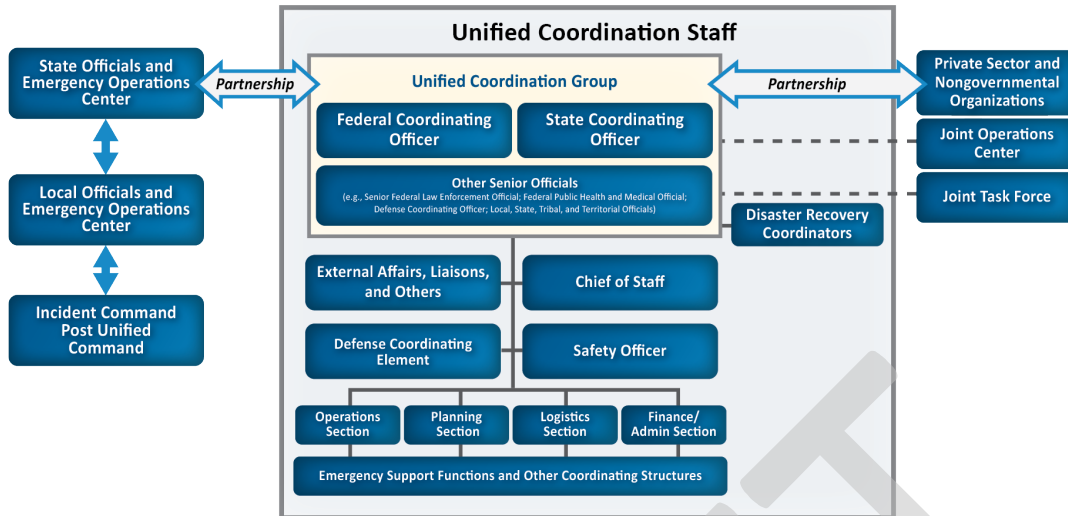


Figure 3: Unified Coordination

1277

1278 Federal Incident-level Operations for Non-Stafford Act Incidents

1279 For non-Stafford Act incidents, the department or agency with primary legal jurisdiction activates the
 1280 response structures appropriate to its authorities; these structures are generally organized based on
 1281 NIMS concepts and principles. When coordinating pursuant to Presidential directive, the Secretary of
 1282 Homeland Security coordinates with the head of the department or agency with primary legal
 1283 jurisdiction but retains the authority to activate the additional response structures the Secretary
 1284 determines appropriate.

1285 Federal Incident Command/Area Command in Non-Stafford Act Incidents

1286 In non-Stafford Act incidents, Federal agencies who have responsibility for on-scene, tactical-level
 1287 operations may establish incident command and area command structures, or coordinate with state
 1288 and local agencies to form unified incident command and unified area command structures.

1289 Federal Regional Operational Support

1290 Coordinating structures can be assembled and organized at the regional level to address incidents that
 1291 cross state borders or have broad geographic or system-wide implications or to manage competing
 1292 requirements for response assets among multiple incidents.

1293 Federal Regional Facilities

1294 Most Federal departments and agencies have regional or field offices that may participate with state
 1295 and local governments in planning for incidents and provide response assets when an incident occurs
 1296 in their jurisdiction. Some Federal departments and agencies share the same standard Federal
 1297 regional structure as FEMA. In larger-scale incidents, these regional and field offices may provide
 1298 the initial response assets with additional support being provided from other department and agency
 1299 offices across the Nation. Some Federal regional and field offices have their own EOCs to support
 1300 deployments of their assets.

- 1301 ■ **FEMA Regional Response Coordination Center (RRCC).** FEMA has 10 regional offices,
 1302 each headed by a Regional Administrator (see Figure 4). Each of FEMA's regional offices
 1303 maintains an RRCC. When activated, RRCCs are multi-agency coordination centers generally

1304 staffed by ESFs in anticipation of or immediately following an incident. Operating under the
 1305 direction of the FEMA Regional Administrator, the staff within the RRCCs coordinates Federal
 1306 regional response efforts and maintains connectivity with FEMA Headquarters and with state
 1307 EOCs, state and major urban area fusion centers, Federal Executive Boards, and other Federal
 1308 and state operations and coordination centers that potentially contribute to the development of
 1309 situational awareness. The UCG assumes responsibility for coordinating Federal response
 1310 activities at the incident level once Unified Coordination is established, freeing the RRCC to deal
 1311 with new incidents should they occur.



1312 **Figure 4: FEMA Regions**

1313 **Federal Headquarters Operational Support**

1314 Coordinating structures are assembled and organized at the headquarters level, particularly to address
 1315 incidents that cross regional borders or have broad geographic or system-wide implications.

1316 ***Federal Operations Centers***

1317 Most Cabinet-level departments and agencies have at least one headquarters-level operations center.
 1318 A wide range of such centers maintain situational awareness within their functional areas and provide
 1319 relevant information to the National Operations Center (NOC). These operations centers may also
 1320 coordinate ESF activities, communicate with other Federal operations centers, and communicate with
 1321 their local, state, tribal, territorial, and insular area government counterparts. Examples of Federal
 1322 Operations Centers include:

- 1323 ■ **National Operations Center (NOC).** In the event of an act of terrorism, natural disaster, or
 1324 other emergency, the National Operations Center (NOC),³⁵ as the principal operations center for
 1325 the Department of Homeland Security, coordinates and integrates information from NOC

³⁵ The NOC is more than a brick and mortar command center. It is composed of the NOC Watch, Intelligence Watch and Warning, FEMA National Watch Center and National Response Coordination Center, and the National Infrastructure Coordinating Center. The DHS National Cybersecurity and Communications Integration Center also maintains and updates the NOC regarding the national common operational picture and provides communications status reporting for cyberspace.

1326 components to provide situational awareness and a common operating picture for the entire
1327 Federal Government, as well as for local, tribal, and state governments, as appropriate, to ensure
1328 that accurate and critical terrorism and disaster-related information reaches government decision
1329 makers in a timely manner. Additionally, the NOC serves as the national fusion center, collecting
1330 and synthesizing all-source information, including information from state and major urban area
1331 fusion centers, for all threats and hazards across the entire integrated national preparedness
1332 system.

- 1333 ■ **National Response Coordination Center (NRCC).** When activated, the NRCC is a
1334 multiagency coordination center located at FEMA Headquarters. Its staff coordinates the overall
1335 Federal support for major disasters and emergencies, including catastrophic incidents and
1336 emergency management program implementation. FEMA maintains the NRCC as a functional
1337 component of the NOC for incident support operations.
- 1338 ■ **National Military Command Center (NMCC).** DOD's NMCC is the Nation's focal point for
1339 continuous monitoring and coordination of worldwide military operations. It directly supports
1340 combatant commanders, the Chairman of the Joint Chiefs of Staff, the Secretary of Defense, and
1341 the President in the command of U.S. Armed Forces in peacetime contingencies and war. The
1342 NMCC participates in a wide variety of activities, ranging from missile warning and attack
1343 assessment to management of peacetime operations such as Defense Support of Civil Authorities
1344 during national emergencies.
- 1345 ■ **Strategic Information and Operations Center (SIOC).** The SIOC acts as the FBI's worldwide
1346 EOC. The SIOC maintains situational awareness of criminal or terrorist threats, critical incidents
1347 and crises, both foreign and domestic, regardless of cause or origin, and provides FBI
1348 headquarters executives, domestic field offices, and overseas legal attachés with timely
1349 notification and the dissemination of strategic information. The SIOC shares information and
1350 intelligence with other EOCs at all levels of government. Maintaining a constant state of
1351 readiness to support any crisis or major event, the SIOC provides a secure venue to support crisis
1352 management, special event monitoring, and significant operations. It provides command, control,
1353 communications connectivity, and a common operating picture for managing FBI operational
1354 responses and assets anywhere in the world on behalf of FBI Headquarters divisions, field
1355 offices, and legal attachés. In the event of a crisis, the SIOC establishes the headquarters
1356 command post and develops connectivity to field command posts and Joint Operations Centers.

1357 The specific structures that are activated for any given incident depend on the levels of government
1358 involved, as well as the legal authorities under which the response is being conducted.

1359 *Integration*

1360 Effective emergency response requires the ability for the response coordinating structures to link to
1361 and share information with the coordinating structures in the other mission areas. For example, in the
1362 wake of a terrorist attack that results in the need for a coordinated Federal response, Response
1363 mission area coordinating structures must work closely with those in the Prevention, Protection,
1364 Mitigation, and Recovery mission areas. Effective mitigation efforts directly reduce the required
1365 scale of response operations. Prevention and protection activities continue after an attack to prevent
1366 and protect from follow-on attacks. This requires close coordination of prevention and protection
1367 activities with response and recovery efforts. Integration of response mission activities with
1368 protection efforts may also occur in the context of a credible threat. Following determination of such
1369 a threat, Protection mission area organizations may switch to an enhanced steady-state posture. At
1370 that time, Response mission area assets may need to be positioned to respond quickly should

1371 protection, mitigation, and prevention efforts fail. Establishing close working relationships, lines of
1372 communication, and coordination protocols between protection, prevention, response, and recovery
1373 organizations facilitates this process.

1374 Examples of Response mission area coordinating structures cooperating with other mission area
1375 assets include:

- 1376 ▪ Coordinating with Prevention and Protection mission area structures to share threat information
1377 including issuing watches, warnings, and other emergency bulletins
- 1378 ▪ Coordinating with Protection mission area structures in the wake of an incident to ensure that
1379 communities and emergency responders have the protection needed to perform their jobs
- 1380 ▪ Coordinating anticipatory Response mission area activities with the Mitigation and Recovery
1381 mission activities.

1382 Although they are generally considered to be prevention or protection focused organizations, the
1383 various state and major urban area fusion centers are examples of coordinating structures whose
1384 utility spans mission areas. The collection, analysis, and dissemination of information by the fusion
1385 centers can inform response activities through information sharing and operational coordination
1386 efforts.

1387 Because of the natural relationship between response and recovery efforts and the fact that response
1388 and recovery activities often occur simultaneously, the responsibilities of some ESFs correspond with
1389 or transition to the responsibilities of Recovery Support Functions (RSFs), the Recovery mission area
1390 coordinating structures defined in the National Disaster Recovery Framework. The RSFs frequently
1391 build on the ESF capabilities and short-term recovery efforts applied by the ESFs to meet basic
1392 human needs to integrate short-term recovery efforts with intermediate and long-term recovery
1393 needs. The relationships and integration between the ESFs and the coordinating structures of other
1394 mission areas are detailed in the FIOPs.

1395 Relationship to Other Mission Areas

1396 All five mission areas integrate with each other through interdependencies, shared assets, and
1397 overlapping objectives. These overlapping areas are identified through comprehensive planning with
1398 the whole community to ensure that they are addressed during response to an incident.

1399 The Response mission area integrates with the other four mission areas in the following manner:

- 1400 ▪ **Prevention.** Response organizations coordinate with those responsible for preventing imminent
1401 acts of terrorism to understand potential and specific threats and to prepare accordingly by
1402 planning for general threats and through crisis action planning for credible threats. Response
1403 mission area capabilities must be available in case efforts to prevent terrorist attacks fail or
1404 credible threats are identified. Coordinating with prevention officials aids response officials in
1405 understanding the extraordinary response capabilities that terrorist attacks may require. When
1406 response activities are occurring, whether due to a terrorist attack or another type of incident,
1407 prevention activities continue.
- 1408 ▪ **Protection.** Efforts to protect people and communities, as well as vital facilities, systems, and
1409 resources, are inextricably linked to response efforts. Responders that support the Protection and
1410 Recovery mission areas include many of the same people and organizations. Protection activities
1411 occur before, during, and after incidents. In the aftermath of an incident, a physically secure
1412 environment should be established before Response mission area organizations can deliver
1413 essential response capabilities.

- 1414
- 1415
- 1416
- 1417 ■ **Mitigation.** Reducing risk through hazard mitigation reduces requirements for response
 - 1418 capabilities. Mitigation organizations often have special insight into risks and hazards that can be
 - 1419 shared with response personnel to improve response planning and execution.
- 1417 ■ **Recovery.** As with Protection, the Response and Recovery mission areas include some of the
 - 1418 same people and organizations. Communities should build general recovery plans before an
 - 1419 incident occurs. After an incident, recovery efforts must begin as soon as possible, often while
 - 1420 response capabilities are still being applied.

1421 **Operational Planning**

1422 Planning across the full range of homeland security operations is an inherent responsibility of every

1423 level of government. This NRF fosters unity of effort for emergency operations planning by

1424 providing common doctrine and purpose.

1425 A plan is a continuous, evolving instrument of anticipated actions that maximizes opportunities and

1426 guides response operations. Since planning is an ongoing process, a plan is a product based on

1427 information and understanding at the moment and is subject to revision.

1428 Operational planning is conducted across the whole community, including the private sector, NGOs,

1429 and all levels of government. Comprehensive Preparedness Guide (CPG) 101 provides further

1430 information on the various types of plans and guidance on the fundamentals of planning.

1431 From the Federal perspective, integrated planning helps explain how Federal departments and

1432 agencies and other national-level whole community partners provide the right resources at the right

1433 time to support local, state, tribal, territorial, and insular area government response operations. From

1434 their perspectives, integrated planning provides answers to questions about which traditional and

1435 non-traditional partners can provide the necessary resources.

1436 The following section outlines how operational planning is applied within the Response mission area

1437 and provides guidance for the development of the Response FIOP.

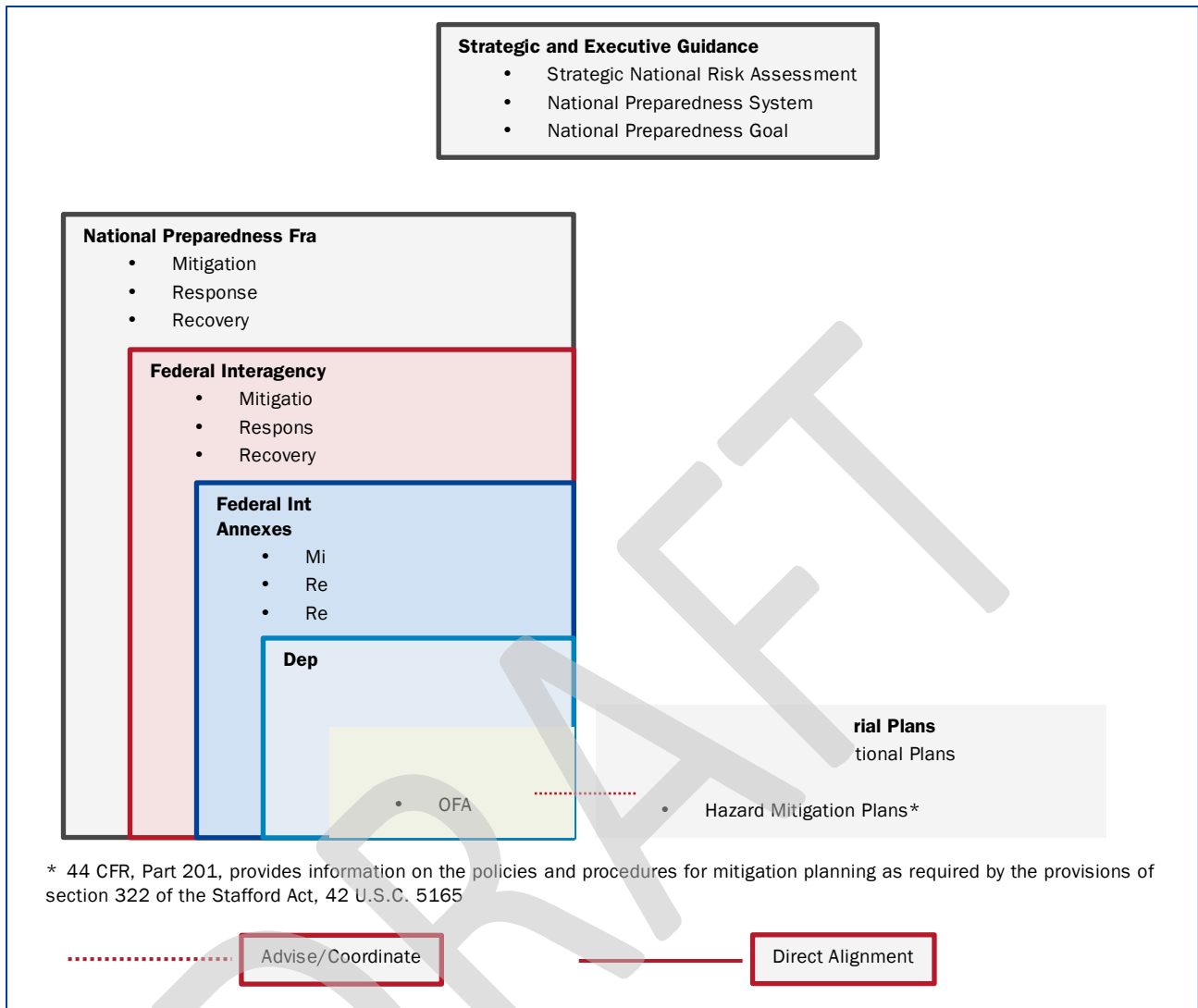
1438

1439 **Response Operational Planning**

1440 Figure 5 below provides an overview of how federal incident operational planning efforts are aligned

1441 with the National Preparedness System, and are mutually supportive in their development,

1442 coordination, and use.



1443

1444 **Figure 5: Alignment of Planning Efforts with the National Preparedness System**

1445 **Federal Planning**

1446 At the Federal level, the NRF is supported by the Response FIOP. The concepts in the NRF and
 1447 NIMS guide Federal operational response planning the Response FIOP, which provides further
 1448 information regarding roles and responsibilities, identifies the critical tasks an entity take in
 1449 executing core capabilities, and identifies resourcing and sourcing requirements.

1450 The Response FIOP further defines the concepts, principles, structures, and actions introduced in this
 1451 Framework with a specific focus on these elements at the Federal level. It addresses
 1452 interdependencies and integration with the other mission areas throughout the plan’s concept of
 1453 operations. It also describes the management of concurrent actions and coordination points with the
 1454 areas of prevention, protection, mitigation, and recovery.

1455 The Response FIOP takes an all-hazards approach to preparedness, highlights key areas of
 1456 interoperability across the five mission areas, and addresses the whole community to optimize
 1457 resources. The concept of operations in the Response FIOP is based on a no-notice catastrophic
 1458 incident that spans multiple regions and states and assumes hundreds of thousands of casualties,

1459 severe damage to critical infrastructure, and limited ingress and egress due to massive damage to
1460 transportation systems. Such an incident would have significant ramifications on the political,
1461 economic, social, environmental, logistical, technical, legal, and administrative structures and would
1462 overwhelm local, state, tribal, territorial, and insular area government response capabilities.

1463 While the planning factors used for the Response FIOP suggest an incident that will result in a
1464 Stafford Act declaration, the plan also addresses the responsibility of certain Federal departments and
1465 agencies to lead elements of a response under their own authorities.

1466 The Response FIOP contains:

- 1467 ▪ A detailed concept of operations
- 1468 ▪ A description of critical tasks and responsibilities
- 1469 ▪ Detailed resourcing, personnel, and sourcing requirements
- 1470 ▪ Specific provisions for the rapid integration of resources and personnel to incidents caused by
1471 any of the hazards/threats to which the whole community is particularly vulnerable
- 1472 ▪ Functional and incident-specific annexes as necessary.

1473 It does not contain detailed descriptions of specific department or agency functions as such
1474 information is located in department- or agency-level operational plans.

1475 The NRF is based on the concept of tiered response with an understanding that most incidents start at
1476 the local level, and as needs exceed resources and capabilities, additional local, state, and Federal
1477 assets are applied. The Response FIOP, therefore, is intended to align with other local, state, tribal,
1478 territorial, insular area government, and Federal plans to ensure that all response partners share a
1479 common operational focus. Similarly, integration occurs at the Federal level among the departments,
1480 agencies, and nongovernmental partners that compose the respective mission area through the
1481 frameworks, FIOPs, and departmental and agency operations plans.

1482 In developing the Response FIOP, the following planning needs are taken into account:

- 1483 ▪ Food and water
- 1484 ▪ Physically accessible evacuation and sheltering
- 1485 ▪ Accessible transportation
- 1486 ▪ Medical surge, medical countermeasures, and treatment capability
- 1487 ▪ General and medical supplies that include, but are not limited to; durable medical equipment,
1488 consumable medical supplies, accessible cots, and services such as Personal Assistance Services
- 1489 ▪ Emotional, behavioral, and mental health needs
- 1490 ▪ Reunification and safety of unaccompanied minors
- 1491 ▪ Guardianship
- 1492 ▪ Accessible and culturally and linguistically appropriate communications
- 1493 ▪ Animal emergency management needs.

1494 ***Planning Assumptions***

1495 The detailed planning factors for the Response FIOP focus on the impacts associated with a large-
1496 scale emergency or disaster that could occur anywhere within the continental United States, its

1497 territories, or insular area governments and results in a substantial number of fatalities and injuries,
1498 widespread property loss, and disruption of essential services across a large geographic area. Such an
1499 occurrence has significant ramifications on the political, economic, social, environmental, logistical,
1500 technical, legal, and administrative structures within the impacted area and may overwhelm
1501 governmental response capabilities.

1502 The plan addresses the potential, unique requirements and needs of all members of the whole
1503 community. While the Response FIOP contains assumptions for each of the response core
1504 capabilities, some of the overarching assumptions include the following:

- 1505 ▪ Multiple catastrophic incidents or attacks will occur with little or no warning
- 1506 ▪ Incidents are typically managed at the lowest possible geographic, organizational, and
1507 jurisdictional level
- 1508 ▪ Incident management activities will be initiated and conducted using the principles contained in
1509 NIMS
- 1510 ▪ The combined expertise and capabilities of government at all levels, the private sector, and
1511 NGOs will be required to respond to a catastrophic incident.

1512 **Framework Application**

1513 Implementation of the concepts within the NRF and Response FIOP is mandatory for Federal
1514 departments and agencies. While the NRF does not direct the actions of other response elements, the
1515 guidance contained in the NRF and the Response FIOP is intended to inform local, state, tribal,
1516 territorial, and insular area governments, as well as NGOs and the private sector, regarding how the
1517 Federal Government responds to incidents. These partners can use this information to inform their
1518 planning and ensure that assumptions regarding Federal assistance and response and the manner in
1519 which Federal support will be provided are accurate.

1520 **Supporting Resources**

1521 To assist NRF users, FEMA will maintain an online repository that contains electronic versions of
1522 the current NRF documents—base document, ESF Annexes, and Support Annexes—as well as other
1523 supporting materials. This Resource Center will provide information, training materials, and other
1524 tools, such as an overview of the main Stafford Act provisions, a guide to authorities and references,
1525 and an abbreviation list to assist response partners in understanding and executing their roles under
1526 the NRF.

1527 Resource Center materials will be regularly evaluated, updated, and augmented as necessary.
1528 Additional content may be added or modified at the request of Response mission area partners and
1529 other users.

1530 **Conclusion**

1531 The environment in which the Nation operates grows ever more complex and unpredictable. In
1532 implementing the NRF to build national preparedness, partners are encouraged to develop a shared
1533 understanding of broad-level strategic implications as they make critical decisions in building future
1534 capacity and capability. The whole community should be engaged in examining and implementing
1535 the strategy and doctrine contained in this Framework, considering both current and future
1536 requirements in the process. This means that this Framework is a living document, and it will be
1537 regularly reviewed to evaluate consistency with existing and new policies, evolving conditions, and

1538 the experience gained from its use. Reviews will be conducted in order to evaluate the effectiveness
1539 of the Framework on a quadrennial basis.

1540 DHS will coordinate and oversee the review and maintenance process for the NRF. The revision
1541 process includes developing or updating any documents necessary to carry out capabilities.

1542 Significant updates to the Framework will be vetted through a Federal senior-level interagency
1543 review process. This Framework will be reviewed in order to accomplish the following:

- 1544 ▪ Assess and update information on the core capabilities in support of Response goals and
1545 objectives
- 1546 ▪ Ensure that it adequately reflects the organization of responsible entities
- 1547 ▪ Ensure that it is consistent with the other four mission areas
- 1548 ▪ Update processes based on changes in the national threat/hazard environment
- 1549 ▪ Incorporate lessons learned and effective practices from day-to-day operations, exercises, and
1550 actual incidents and alerts
- 1551 ▪ Reflect progress in the Nation's Response mission activities, the need to execute new laws,
1552 executive orders, and Presidential directives, as well as strategic changes to national priorities
1553 and guidance, critical tasks, or national capabilities.

1554 The implementation and review of this Framework will consider effective practices and lessons
1555 learned from exercises and operations, as well as pertinent new processes and technologies. Effective
1556 practices include continuity planning, which ensures that the capabilities contained in this
1557 Framework can continue to be executed regardless of the threat or hazard. Pertinent new processes
1558 and technologies should enable the Nation to adapt efficiently to the evolving risk environment and
1559 use data relating to location, context, and interdependencies that allow for effective integration across
1560 all missions using a standards-based approach. Updates to the NRF Annexes may occur
1561 independently from reviews of the base document.

1562 America's security and resilience work is never finished. While the Nation is safer, stronger, and
1563 better prepared than it was a decade ago, the commitment to safeguard the Nation against its greatest
1564 risks, now and for decades to come, remains resolute. By bringing the whole community together
1565 now to address future needs, the Nation will continue to improve its preparedness to face whatever
1566 challenges unfold.