



**Overview: ESF and Support Annexes
Coordinating Federal Assistance
In Support of the National Response Framework**

DRAFT

September 10, 2007



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Security**

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This document was developed expressly for emergency management practitioners to provide an overview of the process, roles and responsibilities for requesting and providing all forms of Federal assistance. This overview also provides a summary of each of the 15 Emergency Support Function Annexes and 10 Support Annexes including their purpose, capabilities, membership and concept of operations. The full presentation of each annex is contained in the NRF Resource Center.

For further understanding of the doctrine on how the nation conducts all-hazards incident response and the conditions for access to Federal assistance, refer to the *National Response Framework*.

Washington, DC
September 2007
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Introduction

This Overview supports and provides additional guidance concerning the draft *National Response Framework (NRF)*. In particular, this document focuses on the essential processes for requesting and receiving Federal assistance in addition to summarizing the key response capabilities and essential support elements provided through the Emergency Support Function (ESF) Annexes and Support Annexes.

The Overview includes the following topics:

1. **Key Players:** Organizations and entities that may either need assistance or provide assistance
2. **Federal Assistance:** Descriptions of the processes for requesting and obtaining Federal assistance in support of States, tribes, local jurisdictions and other Federal partners
3. **Emergency Support Function Annexes:** Summaries of the 15 ESF Annexes
4. **Support Annexes:** Summaries of the 10 Support Annexes that describe essential supporting aspects that are common to all incidents

The *Framework* also includes Incident Annexes, which address specific categories of contingencies or hazard situations requiring specialized application of *Framework* mechanisms. The Incident Annexes are not directly addressed or summarized in this support document, but readers are urged to review these annexes on the **NRF Resource Center**, <http://www.fema.gov/NRF>.

In fact, much of the detail relating to requesting and receiving assistance, as well as the authorities under which assistance is provided, is contained in supplementary materials that are available on the NRF Resource Center. Informational sheets on Stafford Act and non-Stafford Act assistance, all ESF, Support and Incident Annexes and a listing of legal authorities that guide the structure, development and implementation of the *Framework* are examples of items that are available on this website.

Key Players

LOCAL AND COUNTY GOVERNMENTS

Local and county governments respond to emergencies daily using their own resources. They also rely on mutual aid agreements and other types of assistance agreements with neighboring governments when they need additional resources. The *National Incident Management System (NIMS)* provides detail and guidance with respect to mutual aid agreements and other types of assistance agreements.

When local jurisdictions cannot meet incident response resource needs with their own resources or with help available from other local or county governments, they may ask the State for assistance.

TRIBES

Tribal organizations respond to the same range of emergencies and disasters that other jurisdictions face. They may require assistance from neighboring jurisdictions under mutual aid agreements and may provide assistance as well.

The United States recognizes Indian tribes as domestic dependent nations under its protection and recognizes the right of Indian tribes to self-government. Although Federal law mandates that the Federal Government deal with Indian tribes on a government-to-government basis, a tribe may opt to deal directly with State and local officials. In order to receive assistance under the Stafford Act, a State Governor must request a Presidential declaration on behalf of a tribe.

STATES

The State helps local and county governments if they need assistance. The State has capabilities such as the National Guard that can help communities respond and recover.

If additional resources are required, the State may request assistance from other States through interstate mutual aid and assistance agreements such as the Emergency Management Assistance Compact (EMAC). EMAC is an agreement among States and is administered by the National Emergency Management Association. EMAC States provide assistance to and receive help from other EMAC States.

If an incident is beyond the community and State capabilities, the Governor can seek Federal assistance. The State will collaborate with the impacted communities and the Federal Government to provide the help needed.

FEDERAL GOVERNMENT

The Federal Government has significant resources that can assist State governments in responding to incidents. Federal departments and agencies provide this assistance using processes outlined below. In addition to providing assistance, Federal departments and agencies may also request and receive help from other Federal departments and agencies. The circumstances and processes for Federal-to-Federal support are also outlined below.

Key Players

NONGOVERNMENTAL ORGANIZATIONS

Nongovernmental and voluntary organizations are essential partners in responding to incidents. Working through State and tribal emergency operations centers and other structures, nongovernmental and voluntary organizations, including faith-based groups, assist State and tribal governments in providing relief services, including specialized services that help individuals with disabilities, reduce physical and emotional distress and promote the recovery of disaster victims.

To engage these key partners most effectively, State and tribal governments coordinate with voluntary agencies, existing Voluntary Organizations Active in Disaster (VOADs), community and faith-based organizations and private sector entities to develop plans to manage volunteer services and donated goods, establish appropriate roles and responsibilities and train and exercise plans and procedures before an incident occurs.

PRIVATE SECTOR

Forming the foundation for the health of the nation's economy, the private sector is a key partner in State and tribal incident management activities. The private sector is responsible for most of the critical infrastructure and key resources in the nation and thus may require assistance in the wake of a disaster or emergency. They also provide goods and services critical to the response and recovery process, either on a paid basis or through donations.

Federal Assistance

Federal disaster assistance is often thought of as synonymous with Presidential declarations and the Stafford Act. The fact is that Federal assistance can be provided to State, tribal and local jurisdictions, and to other Federal departments and agencies, in a number of different ways through various mechanisms and authorities. The majority of Federal assistance does not require coordination by the Department of Homeland Security (DHS) and can be provided without a Presidential major disaster or emergency declaration.

Federal assistance for incidents that do not require DHS coordination may be led by other Federal departments and agencies consistent with their authorities. The Secretary of Homeland Security may monitor such incidents and may activate *Framework* mechanisms to support departments and agencies without assuming overall leadership for the Federal response to the incident.

FEDERAL SUPPORT TO STATES

STAFFORD ACT

Federal support to State and local jurisdictions takes many forms. The most widely known authority under which assistance is provided for major incidents is the Stafford Act.

When it is clear that State or tribal capabilities will be exceeded or may be exhausted, the Governor can request Federal assistance under the Stafford Act. The Stafford Act authorizes the President to provide financial and other forms of assistance to State and local governments, certain private nonprofit organizations and individuals to support response, recovery and mitigation efforts following Presidentially-declared major disasters and emergencies.

Most incidents are not of sufficient magnitude to merit a Presidential emergency or major disaster declaration. However, when State and local resources are insufficient, a Governor may ask the President to declare a Federal disaster or emergency. Before making a declaration request, the Governor normally must activate the State's emergency plan and ensure that all appropriate State and local actions have been taken, including:

- Surveying the affected areas to determine the extent of private and public damage.
- Conducting joint Preliminary Damage Assessments with DHS/Federal Emergency Management Agency (FEMA) officials to estimate the types and extent of Federal disaster assistance required.

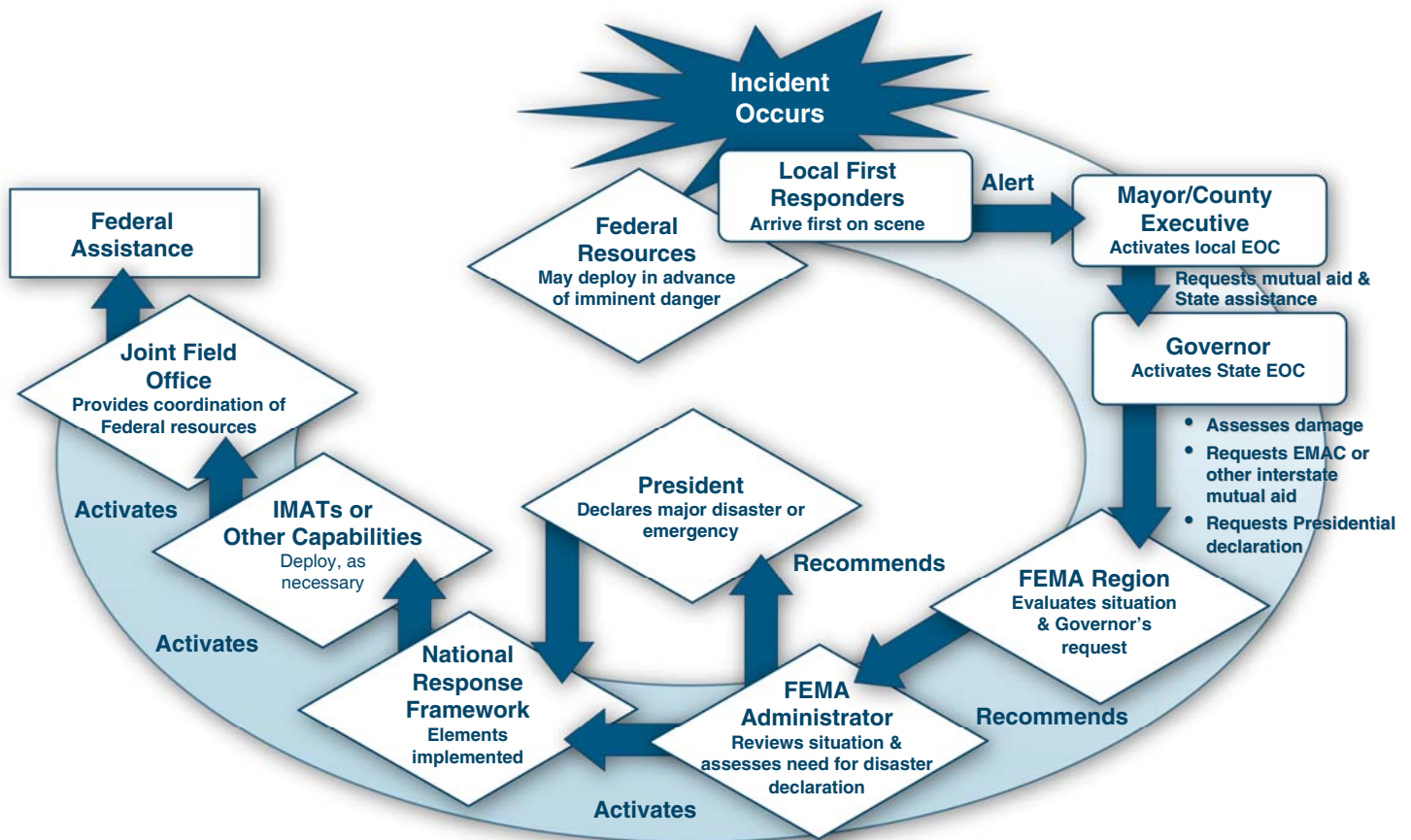
Federal Assistance

Only the Governor can initiate a request for a Presidential emergency or major disaster declaration. This request is made through the DHS/FEMA Regional Administrator and is based on a finding that Federal assistance is needed because the situation exceeds State and local response capabilities due to its severity and magnitude. The request includes:

- Information on the extent and nature of State resources that have been or will be used to address the consequences of the disaster.
- A certification by the Governor that State and local governments will assume all applicable non-Federal costs required by the Stafford Act.
- An estimate of the types and amounts of supplementary Federal assistance required.
- Designation of the State Coordinating Officer.

The Governor addresses the request to the President and forwards it to the DHS/FEMA Regional Administrator, who makes a recommendation to the DHS/FEMA Administrator. The DHS/FEMA Administrator then recommends a course of action to the President. The Governor, appropriate members of Congress and Federal agencies are immediately notified of a Presidential declaration. Federal support to States under the Stafford Act is coordinated by DHS.

Figure 1. Overview of Stafford Act Support to States



Federal Assistance

NON-STAFFORD FEDERAL SUPPORT TO STATE AND LOCAL JURISDICTIONS

If a community requires resources beyond those available from the State, local agencies may request certain types of Federal assistance directly from Federal departments and agencies. For example, under the Comprehensive Environmental Response, Compensation, and Liability Act, local and tribal governments can request assistance directly from the Environmental Protection Agency and/or the U.S. Coast Guard.

This support is typically coordinated by the Federal agency with primary jurisdictional authority rather than DHS. The Secretary of Homeland Security may monitor such incidents and may as requested activate *Framework* mechanisms to support Federal departments and agencies without assuming overall leadership for the incident.

DOD Assistance

The majority of Department of Defense (DOD) support is coordinated through the concept of Defense Support of Civil Authorities (DSCA) in response to requests for assistance from other U.S. Government departments or agencies or, in some cases, local, State or tribal governments.

One type of DSCA is “Immediate Response.” Imminently serious conditions resulting from any civil emergency may require immediate action to save lives, prevent human suffering or mitigate property damage. When such conditions exist, and time does not permit approval from higher headquarters, local military commanders and responsible officials from DOD components and agencies are authorized to take necessary action to respond to requests from civil authorities. This response must be consistent with the Posse Comitatus Act 18 U.S.C. § 1385), which generally prohibits Federal military personnel (and units of the National Guard under Federal authority) from acting in a law enforcement capacity (e.g., search, seizures, arrests) within the United States, except where expressly authorized by the Constitution or Congress.

Federal Law Enforcement Assistance

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

State and local governments may request Federal law enforcement assistance under the Emergency Federal Law Enforcement Assistance Act without a Presidential major disaster or emergency declaration. In addition, Federal agencies may request public safety and security or general law enforcement support from another Federal agency during a large-scale incident. The ESF #13 Annex provides further guidance on the integration of public safety and security resources to support the full range of incident management functions.

Federal Assistance

FEDERAL-TO-FEDERAL SUPPORT

INTERAGENCY AGREEMENTS

Federal departments and agencies routinely manage the response to incidents under their statutory or executive authorities. For example, the Department of Agriculture/Forest Service and various agencies of the Department of the Interior conduct wildland firefighting activities under existing memorandums of agreement (MOAs) with other Federal, State and local entities.

These types of responses do not require DHS coordination and are led by the Federal entity with primary jurisdiction. In these instances, the Secretary of Homeland Security may monitor such incidents and may, as requested, activate *Framework* mechanisms to provide support to departments and agencies without assuming overall leadership for the incident.

FEDERAL-TO-FEDERAL SUPPORT COORDINATED BY DHS

When a Federal entity with primary responsibility and authority for handling an incident requires Federal assistance above and beyond their interagency mechanisms (e.g., Executive orders, memorandums of understanding (MOUs), MOAs, etc.), that department or agency can request additional Federal assistance through DHS. When this happens, this support is:

- Coordinated by DHS using the multiagency coordination structures established in the *Framework* and in accordance with the *NIMS*.
- Generally funded by the Federal entity with primary responsibility and statutory authority for the incident in accordance with provisions of the Economy Act, unless other statutory authorities exist.
- Facilitated by the interagency MOU for Mutual Aid, and executed at the time of the incident through interagency agreements (see the Financial Management Support Annex for more information).

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EMERGENCY SUPPORT FUNCTION (ESF)
ANNEX SUMMARIES

EMERGENCY SUPPORT FUNCTION ANNEXES: INTRODUCTION

The ESFs provide the structure for coordinating Federal interagency support for a Federal response to an incident. ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents where Federal departments or agencies request DHS assistance or under other circumstances as defined in HSPD-5. Not all national incidents result in the activation of ESFs.

ESFs may be activated to support headquarters, regional and/or field activities. The Incident Command System provides for the flexibility to assign ESF and other stakeholder resources according to their capabilities, tasking, and requirements to augment and support the other sections of the Joint Field Office (JFO)/Regional Response Coordination Center (RRCC) or National Response Coordination Center (NRCC) in order to respond to incidents in a more collaborative and cross-cutting manner.

While ESFs are typically assigned to a specific section at the NRCC or in the JFO/RRCC for management purposes, resources may be assigned anywhere within the Unified Coordination structure. Regardless of the section in which an ESF may reside, that entity works in conjunction with other JFO sections to ensure that appropriate planning and execution of missions occur. For example, if a State requests assistance with a mass evacuation, personnel from ESF #1 - Transportation, ESF #6 - Mass Care, Emergency Assistance, Housing and Human Services and ESF #8 - Public Health and Medical Services, in addition to other appropriate ESFs, would be integrated into a single branch within the JFO Operations Section to ensure effective coordination of evacuation services.

ESF Member Roles and Responsibilities

Each ESF Annex identifies the coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities.

- **ESF Coordinator.** The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management.
- **ESF Primary Agency(ies).** An ESF primary agency is a Federal agency with significant authorities, resources, or capabilities for a particular function within an ESF. Some ESFs have more than one primary function and, therefore, more than one primary agency. ESFs with multiple primary agencies designate one of those primary agencies to serve as the ESF coordinator for the purposes of preincident planning and coordination.
- **ESF Support Agencies.** Support agencies are those entities with specific capabilities or resources that support the primary agency(ies) in executing the mission of the ESF.

EMERGENCY SUPPORT FUNCTION #1 – TRANSPORTATION

PURPOSE

Emergency Support Function (ESF) #1 – Transportation provides support to the Department of Homeland Security (DHS) by assisting Federal, State, tribal, and local governmental entities, voluntary organizations, nongovernmental organizations, and the private sector in the management of transportation systems and infrastructure during domestic threats or in response to incidents. ESF #1 also participates in prevention, preparedness, and recovery activities. ESF #1 carries out the Department of Transportation (DOT)'s statutory responsibilities, including regulation of transportation, management of the Nation's airspace, and ensuring the safety and security of the national transportation system.

CAPABILITIES

ESF #1 embodies considerable intermodal expertise and public and private sector transportation stakeholder relationships. DOT, with the assistance of the ESF #1 support agencies, provides transportation assistance in domestic incident management, including the following activities:

- Monitor and report status of and damage to the transportation system and infrastructure as a result of the incident.
- Coordinate temporary alternative transportation solutions when systems or infrastructure are damaged, unavailable, or overwhelmed.
- Perform activities conducted under the direct authority of DOT elements as they relate to aviation, maritime, surface, railroads, and pipelines.
- Coordinate the restoration and recovery of the transportation systems and infrastructure.
- Coordinate and support prevention, preparedness, and mitigation activities among transportation stakeholders within the authorities and resource limitations of ESF #1 agencies.

MEMBERS

ESF Coordinator:

Department of Transportation

Primary Agency:

Department of Transportation

EMERGENCY SUPPORT FUNCTION #1 – TRANSPORTATION

Support Agencies:

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Homeland Security
- Department of the Interior
- Department of Justice
- Department of State
- General Services Administration
- U.S. Postal Service

CONCEPT OF OPERATIONS OVERVIEW

ESF #1 provides DHS with a single point to obtain key transportation-related information, emergency management, planning, response, and recovery capabilities at the Headquarters, regional, State, and local levels. The ESF #1 structure integrates DOT and support agency capabilities and resources into the *National Response Framework* and the *National Incident Management System (NIMS)*.

The National Response Coordination Center (NRCC) issues operation orders and mission assignments to activate ESF #1 based on the scope and magnitude of the threat or incident.

The NRCC notifies the DOT Crisis Management Center (CMC), which serves as the focal point for the Department's emergency response and the formal point of contact for ESF #1 activation within DOT.

Immediately upon notification of a threat or an imminent or actual incident, DOT takes the following actions, as required:

- Initiate reporting to the Office of the Secretary of Transportation, the National Operations Center (NOC) elements, Domestic Readiness Group (DRG), Counterterrorism Security Group (CSG), DOT operating administrations, and the regions.
- Activate the DOT Emergency Response Team, if required.
- Staff ESF #1 at the NRCC.
- Dispatch staff to the Incident Management Planning Team (IMPT), DRG, CSG, NRCC, RRCC(s), JFO(s), and Evacuation Liaison Team.
- Activate the RETCOs and RETREPs.
- Inform and mobilize ESF #1 support agencies, as needed.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #2 – COMMUNICATIONS

PURPOSE

Emergency Support Function (ESF) #2 – Communications supports the restoration of public communications infrastructure, facilitates the recovery of systems and applications from cyber attacks, and coordinates Federal communications support to response efforts during incidents requiring a coordinated Federal response. This ESF implements the provisions of the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies (NPTS).

ESF #2 also provides communications support to State, tribal and local first responders when their systems have been impacted, and provides communications and information technology support to the Joint Field Office (JFO) and JFO field teams.

With the rapid convergence of communications, Internet, and information technology (IT), the National Communications System (NCS) and the National Cyber Security Division (NCSD) work closely to coordinate the ESF #2 response. This convergence requires increased synchronization of effort and capabilities between the communications and information technology sectors.

CAPABILITIES

ESF #2:

- Coordinates Federal actions to assist industry in restoring the public communications infrastructure.
- Assists State, tribal, and local government with emergency communications and restoration of Public Safety Communications systems and first responder networks.
- Supports Federal departments and agencies in procuring and coordinating National Security and Emergency Preparedness (NS/EP) communications services.
- Provides communications support to the JFO and any JFO field teams.
- Addresses cybersecurity issues that result from or occur in conjunction with Incidents. For Incidents that are primarily cyber in nature, the Cyber Incident Annex is used and ESF #2 supports responses to cyber Incidents as directed.

MEMBERS

ESF Coordinator:

Department of Homeland Security/National Protection and Programs Directorate/Cyber Security and Communications Division/National Communications System

Primary Agencies:

- Department of Homeland Security/National Protection and Programs Directorate/Cyber Security and Communications Division/National Communications System
- Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

EMERGENCY SUPPORT FUNCTION #2 – COMMUNICATIONS

Support Agencies:

- U.S. Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Homeland Security
- Department of the Interior
- Federal Communications Commission
- General Services Administration

CONCEPT OF OPERATIONS OVERVIEW

The Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA) activates ESF #2 when a significant impact to the communications infrastructure is expected or has occurred. When activated, ESF #2 provides communications support to the impacted area as well as internally to the Joint Field Office and associated JFO field teams.

NCS:

- Coordinates the restoration of the communications infrastructure.
- Develops and sustains a program to certify Federal Emergency Communications Coordinators (FECCs) to serve as JFO Communications Branch Directors.

FEMA:

- Provides communications support to Federal, State, tribal, and local response operations.
- Coordinates the restoration of Public Safety Communications systems and first responder networks.
- Provides communications and IT support to the JFO, other Federal response/recovery facilities within the area of operation, the Federal Coordinating Officer (FCO), the Principal Federal Official (PFO) if appointed, and Federal response teams.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #3 – PUBLIC WORKS AND ENGINEERING

PURPOSE

Emergency Support Function (ESF) #3 – Public Works and Engineering assists the Department of Homeland Security (DHS) by coordinating and organizing the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prevent, prepare for, respond to, and/or recover from an incident requiring a coordinated Federal response.

CAPABILITIES

ESF #3 provides public works and engineering-related support for the changing requirements of domestic incident management to include preparedness, prevention, response, recovery, and mitigation actions.

Activities include:

- Conducting preincident and postincident assessments of public works and infrastructure.
- Executing emergency contract support for life-saving and life-sustaining services.
- Providing technical assistance to include engineering expertise, construction management, and contracting and real estate services.
- Providing emergency repair of damaged infrastructure and critical facilities.
- Implementing and managing the DHS/Federal Emergency Management Agency (FEMA) Public Assistance Program and other recovery programs.

MEMBERS

ESF Coordinator:

Department of Defense/U.S. Army Corps of Engineers

Primary Agencies:

- Department of Defense/U.S. Army Corps of Engineers
- Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

EMERGENCY SUPPORT FUNCTION #3 – PUBLIC WORKS AND ENGINEERING

Support Agencies:

- U.S. Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
- Department of the Interior
- Department of Labor
- Department of Transportation
- Department of Veterans Affairs
- Environmental Protection Agency
- General Services Administration
- Nuclear Regulatory Commission
- Tennessee Valley Authority
- American Red Cross
- Corporation for National and Community Service

CONCEPT OF OPERATIONS OVERVIEW

The Department of Defense/U.S. Army Corps of Engineers (DOD/USACE) is the primary agency for providing ESF #3 technical assistance, engineering, and construction management resources and support during response activities.

DHS/FEMA is the primary agency for providing ESF #3 recovery resources and support, to include assistance under the DHS/FEMA Stafford Act Public Assistance Program. The Public Assistance Program provides supplemental Federal disaster grant assistance for debris removal and disposal; emergency protective measures; and the repair, replacement, or restoration of disaster-damaged public facilities and the facilities of certain qualified private nonprofit organizations.

When activated by DHS/FEMA, ESF #3 representatives deploy to the National Response Coordination Center. Following a Presidential disaster declaration, DHS/FEMA Headquarters may also deploy Public Assistance staff to initiate activities to support recovery operations.

The USACE Operations Center (UOC) coordinates the activation and deployment of national DOD/USACE teams and resources.

Close coordination is maintained with Federal, State, tribal, and local officials to determine potential needs for support and to track the status of response and recovery activities.

Priorities are determined jointly among State, tribal, and/or local officials. Federal ESF #3 support is integrated into the overall Federal, State, tribal, local, nongovernmental organization (NGO), and private-sector efforts.

Support agency representatives co-locate with ESF #3 field personnel to coordinate support as necessary.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #4 – FIREFIGHTING

PURPOSE

Emergency Support Function (ESF) #4 – Firefighting enables the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an incident requiring Federal coordination.

CAPABILITIES

ESF #4 manages and coordinates firefighting activities, including:

- Detecting and suppressing fires on Federal lands.
- Providing personnel, equipment, and supplies in support of State, tribal, and local agencies involved in rural and urban firefighting operations.

MEMBERS

ESF Coordinator:

Department of Agriculture/Forest Service

Primary Agency:

Department of Agriculture/Forest Service

Support Agencies:

- Department of Commerce
- Department of Defense
- Department of Homeland Security
- Department of the Interior
- Environmental Protection Agency

EMERGENCY SUPPORT FUNCTION #4 – FIREFIGHTING

CONCEPT OF OPERATIONS OVERVIEW

ESF #4 uses established firefighting and support organizations, processes, and procedures of *NIMS* as outlined in the *National Interagency Mobilization Guide*. Responsibility for situation assessment and determination of resource needs lies primarily with the local Incident Commander.

States have the option of requesting interstate and intrastate firefighting assistance and resources, both utilizing existing agreements. Intrastate resources would be requested under local or statewide mutual-aid agreements. Interstate resources would be requested through the Emergency Management Assistance Compact (EMAC), other compacts, or State-to-State mutual-aid agreements.

Requests for Federal assistance in obtaining firefighting resources for incidents other than wildland fires are transmitted from the Joint Field Office (JFO) ESF #4 representative to the appropriate Geographic Area Coordination Center (GACC). For wildland fire incidents, requests for assistance in obtaining firefighting resources are submitted as per the National Interagency Mobilization Guide to the GACC and coordinated with the JFO. For resources beyond those available within the geographic area, the requests are sent to the NICC in Boise, ID, by the Geographical Area Coordinator. The NICC contacts the ESF #4 coordinator in the event of national-level shortages or unavailability of needed resources.

All Federal military personnel and resources for firefighting and incident management activities will be requested through the NICC in coordination with the Defense Coordinating Officer and the NRCC.

Shortages of critical resources are adjudicated at the lowest jurisdictional level. If needed, resolution would begin at the JFO, then progress to the NRCC, and then to the Domestic Readiness Group (DRG).

Actual firefighting operations are managed under the ICS element of the *NIMS* Command and Management component.

Situation and damage assessment information is transmitted through established channels and directly between the headquarters-level and regional-level functions according to *NIMS* procedures.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT

PURPOSE

ESF #5 – Emergency Management is responsible for supporting overall activities of the Federal Government for domestic incident management. ESF #5 provides the core management and administrative functions in support of National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations.

CAPABILITIES

ESF #5 serves as the coordination ESF for all Federal departments and agencies across the spectrum of domestic incident management from hazard mitigation and preparedness to response and recovery.

ESF #5 identifies resources for alert, activation, and subsequent deployment.

ESF #5 ensures that there are trained and experienced staff to fill appropriate positions in the NRCC, RRCC, IOF, and JFO, when activated or established.

During the postincident response phase, ESF #5 is responsible for the support and planning functions.

ESF #5 activities include those functions that are critical to support and facilitate multiagency planning and coordination. This includes:

- Alert and notification
- Staffing and deploying of Department of Homeland Security (DHS) and DHS/Federal Emergency Management Agency (FEMA) response teams, as well as response teams from other Federal departments and agencies
- Incident action planning; coordination of operations
- Logistics and materiel
- Direction and control
- Information collection, analysis, and management
- Facilitation of requests for Federal assistance
- Resource acquisition and management
- Federal worker safety and health
- Facilities management
- Financial management

EMERGENCY SUPPORT FUNCTION #5 – EMERGENCY MANAGEMENT

MEMBERS

ESF Coordinator:

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

Primary Agency:

DHS/FEMA

Support Agencies:

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Education
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
- Department of Housing and Urban Development
- Department of the Interior
- Department of Justice
- Department of Labor
- Department of State
- Department of Transportation
- Department of the Treasury
- Department of Veterans Affairs
- Environmental Protection Agency
- Federal Communications Commission
- General Services Administration
- National Aeronautics and Space Administration
- Nuclear Regulatory Commission
- Office of Personnel Management
- Small Business Administration
- Tennessee Valley Authority
- U.S. Postal Service
- American Red Cross

CONCEPT OF OPERATIONS OVERVIEW

The NRCC, staffed by ESF #5 and other ESFs when activated, monitors potential or developing incidents and supports the efforts of regional and field operations. In the event of a no-notice event, the Secretary or his or her designee will direct execution of the Catastrophic Incident Supplement.

The RRCC, staffed by ESF #5 and other ESFs as required, coordinates operations and situational reporting to the NRCC until the JFO is operational. Once the JFO is operational, the RRCC assumes a monitoring role.

ESF #5 operations transition from the RRCC to the JFO when the JFO is established. When the JFO begins to stand-down operations, ESF #5 operations transition back to the RRCC, as required.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #6 – MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES

PURPOSE

Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services supports and augments State, regional, tribal, local, and nongovernmental organization (NGO) mass care, emergency assistance, housing, and human services missions. The purpose of this ESF is to ensure that the needs of disaster-impacted populations are addressed by coordinating Federal assistance to impacted areas.

CAPABILITIES

When directed by the President, ESF #6 services and programs are implemented to assist individuals and households impacted by potential or actual disaster incidents.

The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) coordinates and leads Federal resources as required to support State, tribal, and local governments and NGOs in the performance of mass care, emergency assistance, housing, and human services missions.

ESF #6 is organized into four primary functions: Mass Care, Emergency Assistance, Housing, and Human Services.

- **Mass Care:** Includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members.
- **Emergency Assistance:** Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional “mass care” services provided at the local level are addressed. These services include support to evacuations (including registration and tracking of evacuees); reunification of families; pet evacuation and sheltering; support to specialized shelters; support to medical shelters; nonconventional shelter management; coordination of donated goods and services; and coordination of voluntary agency assistance.
- **Housing:** Includes the housing components of the Stafford Act, such as rental assistance, repair, replacement, manufactured housing, semipermanent and permanent construction, and access to other sources of housing assistance. This assistance is guided by the National Disaster Housing Strategy.
- **Human Services:** Includes the implementation of programs to help disaster victims recover their nonhousing losses, including programs to replace destroyed personal property, and help obtain disaster loans, foods stamps, crisis counseling, disaster unemployment, case management, and other Federal and State benefits.

EMERGENCY SUPPORT FUNCTION #6 – MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES

MEMBERS

ESF Coordinator:

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

Primary Agency:

DHS/FEMA

Support Agencies:

- Department of Agriculture
- Department of Defense
- Department of Health and Human Services
- Department of Homeland Security
- Department of Housing and Urban Development
- Department of the Interior
- Department of Justice
- Department of Labor
- Department of the Treasury
- Department of Transportation
- Department of Veterans Affairs
- General Services Administration
- Office of Personnel Management
- Small Business Administration
- Social Security Administration
- U.S. Postal Service
- American Red Cross
- Corporation for National and Community Service
- National Voluntary Organizations Active in Disaster

CONCEPT OF OPERATIONS OVERVIEW

DHS/FEMA coordinates Federal response and recovery operations in close coordination with State, tribal, and local governments, NGOs, and the private sector.

When activated, ESF #6 representatives report to the National Response Coordination Center (NRCC). The regional-level response includes providing representatives to the Incident Management Assist Team, Joint Field Office (JFO), and other DHS/FEMA or State facilities as appropriate. ESF #6 is a component of the Individual Assistance Branch in the Operations Section.

Initial response activities will focus on immediate needs of victims.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #7 – RESOURCE SUPPORT

PURPOSE

Emergency Support Function (ESF) #7 – Resource Support assists the Department of Homeland Security (DHS), supporting Federal agencies and State, tribal, and local governments requiring resource support prior to, during, and/or after incidents requiring a coordinated Federal response.

CAPABILITIES

ESF #7 provides resource support to Federal, State, tribal, and local governments. That support consists of:

- Emergency relief supplies
- Facility space
- Office equipment and supplies
- Telecommunications (in accordance with the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies), contracting services,
- Transportation services (in coordination with ESF #1 – Transportation)
- Personnel required to support immediate response activities

ESF #7 provides support for requirements not specifically identified in other ESFs, including excess and surplus property. Resource support may continue until the disposition of excess and surplus property, if any, is completed.

MEMBERS

ESF Coordinator:

General Services Administration

Primary Agency:

General Services Administration

Support Agencies:

- | | |
|-----------------------------------|---|
| • Department of Commerce | • Department of Veterans Affairs |
| • Department of Energy | • National Aeronautics and Space Administration |
| • Department of Homeland Security | • Office of Personnel Management |
| • Department of Labor | |
| • Department of Transportation | |

EMERGENCY SUPPORT FUNCTION #7 – RESOURCE SUPPORT

CONCEPT OF OPERATIONS OVERVIEW

Nationwide Resource Support capabilities are channeled through the National Response Coordination Center (NRCC), the Regional Response Coordination Centers (RRCCs), or the Joint Field Office (JFO).

The Federal headquarters-level ESF #7 operates under the direction of the GSA Emergency Coordinator (EC).

The GSA Regional Administrator (RA), Regional Emergency Coordinator (REC), or Deputy REC (DREC) is the regional ESF #7 leader. The REC or DREC provides the following support as necessary:

- Deploys a representative to the RRCC.
- Deploys a team to the State emergency operations center as part of the Incident Management Assist Team (IMAT) or, if circumstances dictate, the team may deploy to an Interim Operating Facility, the disaster site, or another location as specified by DHS.
- Ensures that a suitable JFO facility, using preidentified locations where applicable, is acquired and ready to occupy within 72 hours of receiving DHS requirements and/or DHS acceptance of the space.
- Provides support in acquiring communications, office furniture, equipment, and supplies to equip the JFO.

Existing Federal resources provide the primary source of personnel, equipment, materials, and supplies. Support that cannot be provided from Federal resources is secured through direct procurement or donations.

Upon notification of an incident requiring a coordinated Federal response, the GSA EC makes an initial determination of which ESF #7 support agencies are required to provide immediate support and which are required to remain on standby.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #8 – PUBLIC HEALTH AND MEDICAL SERVICES

PURPOSE

Emergency Support Function (ESF) #8 provides coordinated Federal assistance to supplement State, tribal, and local resources in response to a public health and medical disaster, potential or actual incidents requiring a coordinated Federal response, and/or during a developing potential health and medical emergency.

CAPABILITIES

Public Health and Medical Services includes behavioral health needs consisting of both mental health and substance abuse considerations for incident victims and response workers and, as appropriate, at-risk population groups in need of additional medical response assistance, and veterinary and/or animal health issues.

ESF #8 provides capabilities to assist State, tribal, and local governments in the following core functional areas:

- Assessment of public health/medical needs
- Health surveillance
- Medical care personnel
- Health/medical/veterinary equipment and supplies
- Patient evacuation
- Patient care
- Safety and security of drugs, biologics, and medical devices
- Blood and blood products
- Food safety and security
- Agriculture safety and security
- Worker safety and health
- All-hazard public health and medical consultation, technical assistance, and support
- Behavioral health care
- Public health and medical information
- Vector control
- Potable water/wastewater and solid waste disposal
- Fatality management
- Veterinary medical support
- Human services coordination

MEMBERS

ESF Coordinator and Primary Agency:

Department of Health and Human Services (HHS)

EMERGENCY SUPPORT FUNCTION #8 – PUBLIC HEALTH AND MEDICAL SERVICES

Support Agencies:

- Department of Agriculture
- Department of Defense
- Department of Energy
- Department of Homeland Security
- Department of the Interior
- Department of Justice
- Department of Labor
- Department of State
- Department of Transportation
- Department of Veterans Affairs
- Environmental Protection Agency
- General Services Administration
- U.S. Agency for International Development
- U.S. Postal Service
- American Red Cross

CONCEPT OF OPERATIONS OVERVIEW

The Secretary of HHS leads all Federal public health and medical response to public health emergencies and incidents covered by the *National Response Framework* and shall assume operational control of Federal emergency public health and medical response assets, as necessary, in the event of a public health emergency, except for members of the Armed Forces, who remain under the authority and control of the Secretary of Defense.

HHS coordinates all ESF #8 response actions consistent with HHS internal policies and procedures (e.g., HHS Concept of Operations Plan for Public Health and Medical Emergencies, and the National Disaster Medical System (NDMS) Four Partner Memorandum of Agreement).

Upon notification, HHS alerts identified HHS personnel to represent ESF #8, as required, on national coordination entities such as the National Response Coordination Center. HHS also contacts supporting departments and agencies and alerts them for participation in headquarters coordination activities.

ESF #8 staff in the Regional Response Coordination Center or Joint Field Office analyze risk, evaluate and determine the capabilities required to meet the mission objective, and provide required public health and medical support and assistance to State, tribal, and local medical and public health officials.

In the early stages of an incident, it may not be possible to fully assess the situation and verify the level of assistance required. In such circumstances, HHS may provide assistance under its own statutory authorities.

Working closely with public health officials of the affected area, as the primary agency, HHS has lead for analyzing public health and medical assistance, determining the appropriate level of response capability based on the requirement, and developing updates and assessments of public health status.

ESF #8 assets at the Headquarters, Regional, JFO, and incident levels work together to provide the appropriate services from the list included in "Capabilities" above.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #9 – SEARCH AND RESCUE

PURPOSE

Emergency Support Function (ESF) #9 provides specialized lifesaving assistance to State, tribal, and local authorities when activated for incidents or potential incidents requiring a coordinated Federal response.

CAPABILITIES

Search and Rescue capabilities include distress monitoring, communications, location of distressed personnel, coordination, and execution of rescue operations including extrication or evacuation along with the provisioning of medical assistance and civilian services through the use of public and private resources to assist persons and property in potential or actual distress.

ESF #9 provides the following specialized search and rescue (SAR) services during incidents or potential incidents requiring a coordinated Federal response:

- Structure Collapse (Urban) Search and Rescue (US&R)
- Waterborne Search and Rescue
- Inland/Wilderness Search and Rescue
- Aeronautical Search and Rescue

MEMBERS

ESF Coordinator:

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

Primary Agencies:

- DHS/FEMA
- DHS/U.S. Coast Guard
- Department of the Interior/National Park Service (DOI/NPS)
- Department of Defense (DOD)

Support Agencies:

- | | |
|---|--|
| • U.S. Department of Agriculture | • Department of Labor |
| • Department of Commerce | • Department of Transportation |
| • Department of Defense | • National Aeronautical and Space Administration |
| • Department of Health and Human Services | • U.S. Agency for International Development |
| • Department of Justice | |

EMERGENCY SUPPORT FUNCTION #9 – SEARCH AND RESCUE

CONCEPT OF OPERATIONS OVERVIEW

Immediate SAR operations are conducted in accordance with the National Search and Rescue Plan (NSP) and the U.S. National Search and Rescue Supplement (NSS) to the International Aeronautical and Maritime Search and Rescue Manual, which defines SAR responsibilities and provides guidance to the Federal agencies with civil SAR mandates.

Federal SAR response assists and augments State and local SAR capabilities in incidents requiring a coordinated Federal response or in accordance with the NSP, which defines the responsibilities and provides guidance to Federal agencies with civil SAR mandates.

Activation depends on the nature and magnitude of the event, the suddenness of onset, and State and local SAR resources in the affected area.

DHS/FEMA initiates the National Urban Search and Rescue (US&R) Response System for incidents requiring a coordinated Federal response that are likely to involve collapsed structures. The ESF #9 construct follows the National US&R Response System, which consists of US&R Task Forces, Incident Support Teams, and technical specialists as defined in the Urban Search and Rescue Operations System Description.

DHS/USCG initiates Federal waterborne SAR response activities for incidents requiring a coordinated Federal response that are likely to result in waterborne or maritime distress. The ESF #9 construct follows the SAR response structure outlined in the NSP, NSS, and the U.S. Coast Guard Addendum to the NSS. DHS/USCG coordinates ESF #9 response from an agency-designated command center (Area/District/Sector) or the nearest RCC, RSC, or Joint Rescue Coordination Center (JRCC) to the affected area.

DOI/NPS initiates Federal SAR response activities for incidents requiring a coordinated Federal response that are likely to result in a distress situation in inland/wilderness areas. The ESF #9 construct reflects the SAR response structure as outlined in the NSP and NSS and other relevant DOI SAR procedures and SAR manuals. DOI coordinates ESF #9 response from one of its regional offices.

DOD/U.S. Air Force (USAF) initiates DOD SAR response activities for incidents requiring a coordinated Federal response as a result of a disaster. The ESF #9 construct follows the SAR response structure as outlined in the NSP, NSS, and the Air Force Rescue Coordination Center Operations Instructions. DOD/USAF/AFRCC coordinates initial activities from its Rescue Coordination Center. If significant DOD resources are required and/or a Joint Task Force (JTF) is activated, the AFRCC coordinates DOD response with the JTF.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #10 – OIL AND HAZARDOUS MATERIALS RESPONSE

PURPOSE

Emergency Support Function (ESF) #10 – Oil and Hazardous Materials Response provides Federal support in response to an actual or potential discharge and/or uncontrolled release of oil or hazardous materials when activated. (Note: For the purposes of this annex, “hazardous materials” is a general term intended to mean hazardous substances, pollutants, and contaminants as defined in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), 40 CFR Part 300.5 Definitions section.)

CAPABILITIES

ESF #10 provides for a coordinated response to actual or potential oil and hazardous materials incidents by placing the hazard-specific response mechanisms of the NCP within the broader *National Response Framework (NRF)* coordination structure.

ESF #10 includes the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials addressed under the NCP include chemical, biological, and radiological substances, whether accidentally or intentionally released. These include certain chemical, biological, and radiological substances considered weapons of mass destruction (WMD).

Appropriate response and recovery actions may include efforts to:

- Detect
- Identify
- Contain
- Clean up, or dispose of oil and hazardous materials releases
- Assess and minimize their impacts

Specific actions may include:

- Stabilizing the release through the use of berms, dikes, or impoundments
- Capping of contaminated soils or sludge
- Controlling drainage
- Erecting fences, warning signs, or other security or site-control precautions
- Removing highly contaminated soils from drainage areas

EMERGENCY SUPPORT FUNCTION #10 – OIL AND HAZARDOUS MATERIALS RESPONSE

MEMBERS

ESF Coordinator:

Environmental Protection Agency

Primary Agencies:

- Environmental Protection Agency
- Department of Homeland Security/U.S. Coast Guard

Support Agencies:

- | | |
|---|-----------------------------------|
| • U.S. Department of Agriculture | • Department of the Interior |
| • Department of Commerce | • Department of Justice |
| • Department of Defense | • Department of Labor |
| • Department of Energy | • Department of State |
| • Department of Health and Human Services | • Department of Transportation |
| • Department of Homeland Security | • General Services Administration |
| | • Nuclear Regulatory Commission |

CONCEPT OF OPERATIONS OVERVIEW

For incidents where EPA is the primary agency, the Director, Office of Emergency Management, Office of Solid Waste and Emergency Response, EPA, serves as the lead for ESF #10.

For incidents where DHS/USCG is the primary agency, the Chief, Office of Incident Management and Preparedness, DHS/USCG, serves as the lead for ESF #10.

Following an initial situation assessment, the primary agency determines which support agencies are required to continue to provide representatives to ESF #10 on a 24-hour basis (either by telephone or in person) during the emergency response period.

When appropriate, the primary agency provides an official to represent ESF #10 in the JFO in its interactions with Federal Coordinating Officer/Federal Resource Coordinator or Principal Federal Official and maintain close coordination with support agencies, other on-scene ESFs, headquarters ESF #10 representatives, OSCs, RRTs, and State officials. The primary agency official participates in the Unified Coordination Group when appropriate, and ensures appropriate ESF #10 staffing in other JFO units.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #11 – AGRICULTURE AND NATURAL RESOURCES

PURPOSE

Emergency Support Function (ESF) #11 – Agriculture and Natural Resources supports State, tribal, and local authorities and other Federal agency efforts to address: (1) provision of nutrition assistance; (2) control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infective exotic plant pest, or economically devastating plant pest infestation; (3) assurance of the safety and security of the commercial food supply (under Department of Agriculture (USDA) jurisdictions and authorities); (4) protection of natural and cultural resources and historic properties (NCH) resources when activated by the Secretary for incidents requiring a coordinated Federal response; and (5) the safety and well-being of household pets.

CAPABILITIES

ESF #11 includes five primary functions:

- **Provision of nutrition assistance by the Food and Nutrition Service (FNS):** Includes determining nutrition assistance needs, obtaining appropriate food supplies, arranging for delivery of the supplies, and authorizing disaster food stamps.
- **Animal and plant disease and pest response:** Includes implementing an integrated Federal, State, tribal, and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest infestation. Ensures, in coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary issues in natural disasters are supported.
- **Assurance of the safety and security of the commercial food supply:** Includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; foodborne disease surveillance; and field investigations.
- **Protection of NCH resources:** Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore NCH resources. This includes providing postevent baseline assessments of damages and providing technical assistance and resources for assessing impacts of response and recovery activities to NCH resources.
- **Safety and well-being of household pets:** Supports FEMA Mass Care in coordinating an integrated Federal, State, tribal, and local response to ensure the safety and well-being of household pets. Assists FEMA Mass Care by providing technical support and subject-matter expertise for activities including the evacuation, transportation, sheltering, husbandry, and veterinary care of affected animals.

EMERGENCY SUPPORT FUNCTION #11 – AGRICULTURE AND NATURAL RESOURCES

MEMBERS

ESF Coordinator:

Department of Agriculture

Primary Agencies:

- Department of Agriculture
- Department of the Interior

Support Agencies:

- | | |
|---|--|
| • Department of Agriculture | • Department of Labor |
| • Department of Commerce | • Department of Transportation |
| • Department of Defense | • Environmental Protection Agency |
| • Department of Energy | • General Services Administration |
| • Department of Health and Human Services | • National Archives and Records Administration |
| • Department of Homeland Security | • U.S. Postal Service |
| • Department of the Interior | • Advisory Council on Historic Preservation |
| • Department of Justice | • American Red Cross |
| • Department of State | • Heritage Emergency National Task Force |

CONCEPT OF OPERATIONS OVERVIEW

Once ESF #11 is activated, the national response is coordinated by USDA at the National Response Coordination Center. The coordinator convenes a conference call with appropriate support agencies and non-Federal partners to assess the situation and determine appropriate actions. The agency then alerts supporting organizations and requests that they provide representation.

The headquarters ESF operates under the direction of the USDA coordinator. When the assistance needed involves NCH resources protection, DOI provides headquarters direction and coordination. When an incident requires assistance from more than one of the ESF #11 functions, USDA provides the overall direction.

The regional ESF #11 operates under the direction of a USDA coordinator, who is determined based upon the assistance needed for the specific incident. When an incident requires assistance from more than one of the ESF #11 functions, USDA provides the regional point of contact within the RRCC and represents ESF #11 in its dealings with the Unified Coordination Group. ESF #11 will have staff on duty at the JFO on a 24-hour basis, as needed.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #12 – ENERGY

PURPOSE

Emergency Support Function (ESF) #12 – Energy is intended to facilitate the restoration of damaged energy systems and components when activated by the Secretary for incidents requiring a coordinated Federal response. Under Department of Energy (DOE) leadership, ESF #12 is an integral part of the larger DOE responsibility of maintaining continuous and reliable energy supplies for the United States through preventive measures and restoration and recovery actions.

CAPABILITIES

ESF #12 provides the appropriate supplemental Federal assistance and resources to enable restoration in a timely manner.

Collectively, the primary and support agencies that comprise ESF #12:

- Serve as the focal point within the Federal Government for receipt of information on actual or projected damage to energy supply and distribution systems and requirements for system design and operations, and on procedures for preparedness, recovery, and restoration.
- Advise Federal, State, tribal, and local authorities on priorities for energy restoration, assistance, and supply.
- Assist industry, State, tribal, and local authorities with requests for emergency response actions as required to meet the Nation's energy demands.
- Assist Federal departments and agencies by locating fuel for transportation, communications, emergency operations, and national defense.
- Provide guidance on the conservation and efficient use of energy to Federal, State, tribal, and local governments and to the public.
- Provide assistance to Federal, State, tribal, and local authorities utilizing Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA)-established communications systems.

NOTE: The term "energy" includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, maintaining, and controlling energy systems and system components. All energy systems are considered critical infrastructure

MEMBERS

ESF Coordinator:

Department of Energy

Primary Agency:

Department of Energy

EMERGENCY SUPPORT FUNCTION #12 – ENERGY

Support Agencies:

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Homeland Security
- Department of the Interior
- Department of Labor
- Department of State
- Department of Transportation
- Environmental Protection Agency
- Nuclear Regulatory Commission
- Tennessee Valley Authority

CONCEPT OF OPERATIONS OVERVIEW

ESF #12 is coordinated through Headquarters DOE. ESF #12 is activated when DHS/FEMA notifies the 24-hour Headquarters DOE Emergency Operations Center.

When activated by DHS/FEMA, ESF #12 provides representatives to the DHS National Operations Center, Domestic Readiness Group, and National Response Coordination Center (NRCC).

When activated by DHS/FEMA, ESF #12 representatives deploy:

- To the Regional Response Coordination Center (RRCC).

The ESF #12 Team Leader at the RRCC coordinates assignments, actions, and other support until the Joint Field Office (JFO) is established and mission-execution responsibilities are transferred to the JFO ESF #12 Team Leader. ESF #12 provides incident-related reports and information to ESF #5 – Emergency Management.

- As members of incident management teams or Rapid Needs Assessment Team.
- To the Joint Field Office.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #13 – PUBLIC SAFETY AND SECURITY

PURPOSE

Emergency Support Function (ESF) #13 – Public Safety and Security integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual incidents requiring a coordinated Federal response.

CAPABILITIES

ESF #13 provides a mechanism for coordinating and providing Federal-to-Federal support; Federal support to State, tribal, and local authorities; and/or support to other ESFs, consisting of noninvestigative law enforcement, public safety, and security capabilities and resources during potential or actual incidents requiring a coordinated Federal response.

ESF #13 provides Federal public safety and security assistance to support preparedness, response, and recovery priorities in circumstances where locally available resources are overwhelmed or are inadequate, or where a unique Federal capability is required. This may include, but is not limited to, the following activities, when appropriate:

- **Preincident Coordination:** Supporting incident management planning activities and preincident actions required to assist in the mitigation of threats and hazards.
- **Technical Assistance:** Providing expertise and coordination for security planning efforts and conducting technical assessments (e.g., vulnerability assessments, risk analyses, surveillance sensor architecture, etc.).
- **Public Safety and Security Assessment:** Identifying the need for ESF #13 support and analyzing potential factors (e.g., mapping, modeling, and forecasting for crowd size, impact of weather, and other conditions) that may affect resource allocations and requisite actions affecting public safety and security.
- **General Law Enforcement Assistance:** Providing basic law enforcement assistance to State and local agencies during incidents that require a coordinated Federal response. Such assistance may include conducting routine patrol functions and making arrests as circumstances may require.
- **Badging and Credentialing:** Assisting State, tribal, and local authorities in the establishment of consistent processes for issuing identification badges to emergency responders and other personnel needing access to places within a controlled area, and verifying emergency responder credentials.
- **Access Control:** Providing security forces to support State, tribal, and local efforts (or to secure sites under Federal jurisdiction) to control access to the incident site and critical facilities.
- **Site Security:** Providing security forces and establishing protective measures around the incident site, critical infrastructure, and/or critical facilities.
- **Traffic and Crowd Control:** Providing emergency protective services to address public safety and security requirements.

EMERGENCY SUPPORT FUNCTION #13 – PUBLIC SAFETY AND SECURITY

- **Force Protection:** Providing for the protection of emergency responders and other workers operating in a high-threat environment.
- **Specialized Security Resources:** Providing specialized security assets such as traffic barriers; chemical, biological, radiological, nuclear, and high-yield explosives detection devices; canine units; law enforcement personal protective gear; etc.

MEMBERS

ESF Coordinator:

Department of Justice

Primary Agency:

Department of Justice

Support Agencies:

All Executive Branch departments and agencies possessing a public safety and security capability

CONCEPT OF OPERATIONS OVERVIEW

ESF #13 is activated in situations requiring extensive public safety and security and where State and local government resources are overwhelmed or are inadequate, or in preincident or postincident situations that require protective solutions or capabilities unique to the Federal Government

When ESF #13 is activated, DOJ deploys on-call representative(s) to the National Response Coordination Center.

DOJ assesses the need for ESF #13 resources and coordinates response assistance and support in close cooperation with regional and field ESF #13 elements.

ESF #13 may provide personnel to staff the National Operations Center (NOC), the National Response Coordination Center (NRCC), the Regional Response Coordination Center (RRCC), the Incident Command Post, the Joint Field Office (JFO), the Joint Information Center (JIC), the DOJ/FBI Strategic Information and Operations Center (SIOC), and/or the DOJ/FBI Joint Operations Center (JOC).

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #14 – LONG-TERM COMMUNITY RECOVERY

PURPOSE

Emergency Support Function (ESF) #14 – Long-Term Community Recovery provides a framework for coordinating Federal support to State, tribal, regional, and local governments, nongovernmental organizations (NGOs), and the private sector to enable community recovery from the long-term consequences of extraordinary disasters.

ESF #14 identifies and facilitates availability and use of sources of recovery funding, and provides technical assistance (such as impact analyses) for community recovery and recovery planning support.

CAPABILITIES

ESF #14 may be activated for incidents that require a coordinated Federal response to address significant long-term impacts (e.g., impacts on housing, agriculture, businesses, employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery.

ESF #14 provides the coordination mechanisms for the Federal Government to:

- Convene interagency recovery expertise to provide strategic guidance to long-term recovery efforts.
- Advise on the long-term implications of response activities on recovery and coordinate the transition from response to recovery operations.
- Identify and address long-term recovery issues, including those that fall between gaps of existing mandates of agencies.
- Avoid duplication of assistance, coordinate program application processes and planning requirements to streamline assistance processes, and identify and coordinate resolution of policy and program issues.
- Identify programs and activities across the public, private, and nonprofit sector that similarly support long-term recovery, and promote coordination between them.
- Identify appropriate Federal programs and agencies to support and facilitate continuity of long-term recovery activities.
- Work with State, tribal, and local governments; NGOs; and private-sector organizations to support long-term recovery planning for highly impacted communities.
- Link recovery planning to sound risk reduction practices to assure a more viable recovery.
- Strategically apply subject-matter expertise to initiate a process to help communities recover from disasters.

EMERGENCY SUPPORT FUNCTION #14 – LONG-TERM COMMUNITY RECOVERY

MEMBERS

ESF Coordinator:

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

Primary Agencies:

- Department of Agriculture
- Department of Homeland Security
- Department of Housing and Urban Development
- Small Business Administration

Support Agencies:

- | | |
|---|--|
| • Department of Commerce | • Department of the Treasury |
| • Department of Defense | • Environmental Protection Agency |
| • Department of Energy | • Corporation for National and Community Service |
| • Department of Health and Human Services | • Delta Regional Authority |
| • Department of the Interior | • Tennessee Valley Authority |
| • Department of Labor | • American Red Cross |
| • Department of Transportation | |

CONCEPT OF OPERATIONS OVERVIEW

ESF #14 provides representatives to the National Response Coordination Center as requested. Primary agencies are responsible for coordinating ESF #14 planning and recovery activities and strengthening the capabilities of ESF #14. Support agencies also have the right to approach the ESF #14 coordinator with a request for ESF #14 activation.

The ESF #14 Regional coordinator and primary agencies meet to determine the need to activate ESF #14 elements when the nature of the incident is likely to require significant Federal long-term community recovery assistance.

ESF #14 typically organizes within the Operations Section of the Joint Field Office. Agency representation depends on the nature and severity of the incident.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

EMERGENCY SUPPORT FUNCTION #15 – EXTERNAL AFFAIRS

PURPOSE

Emergency Support Function (ESF) #15 – External Affairs ensures that sufficient Federal assets are deployed to the field during incidents requiring a coordinated Federal response to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace.

CAPABILITIES

ESF #15 coordinates Federal actions to provide the required external affairs support to Federal, State, tribal, and local incident management elements.

Resources provided by DHS/FEMA in support of ESF #15 missions include:

- **Emergency Alert System (EAS):** The Federal Communications Commission (FCC) designed the EAS as a tool for the President to quickly send important emergency information to the Nation using radio, television, and cable systems. The EAS may also be used by State, tribal, and local authorities to deliver alerts and warnings. The EAS is required to deliver all EAS messages visually and aurally to be accessible to persons with hearing and vision disabilities.
- **Mobile Emergency Response Support (MERS):** DHS/FEMA MERS provides mobile telecommunications, operational support, life support, and power generation assets for the onsite management of all-hazard activities. MERS provides a deployable broadcast radio capability for multimedia communications, information processing, logistics, and operational support to Federal, State, and local authorities during incidents requiring a coordinated Federal response.
- **National Preparedness Network (PREPnet):** PREPnet is a DHS/FEMA television broadcast network capable of reaching large portions of the public in an impacted area with survival and recovery information before, during, and after catastrophic events. PREPnet delivers information via cable television, satellite services, personal digital devices, cell phones, and webcasts to both the public at large and to emergency responders. As a scalable DHS asset, PREPnet capabilities span a spectrum from simple public service announcements on up to 24/7 broadcast of recovery information to victims wherever they may have relocated.
- **Recovery Radio Support:** When commercial broadcast is impaired in an area, DHS/FEMA works with local broadcasters to set up Recovery Radio support, which provides official information hourly, several times a day, about the incident response and recovery effort by offering a pool feed to local stations. Distribution can be provided through the EAS network. All broadcasters are required to have equipment to monitor and air EAS programs, and most primary EAS stations have portable, remote pick-up equipment that can be installed in the Joint Information Center (JIC).

EMERGENCY SUPPORT FUNCTION #15 – EXTERNAL AFFAIRS

MEMBERS

ESF Coordinator:

Department of Homeland Security (DHS)

Primary Agency:

DHS/Federal Emergency Management Agency (FEMA)

Support Agencies:

All

CONCEPT OF OPERATIONS OVERVIEW

ESF #15 integrates Public Affairs, Congressional Affairs, Intergovernmental Affairs (State, tribal, and local coordination), Community Relations, and the private sector under the coordinating auspices of External Affairs. The JIC ensures the coordinated release of information under ESF #15. External Affairs develops all external and internal communications strategies and products for the ESF #15 organization.

The DHS Assistant Secretary for Public Affairs, in coordination with the National Response Coordination Center (NRCC), activates and directs ESF #15 procedures.

The FEMA Office of Public Affairs designates a DHS/FEMA Public Affairs staff member as an ESF #15 representative to staff the NRCC as directed. When activated, ESF #15 activities are implemented in coordination with the DHS OPA components of the National Operations Center and DRG.

The staff of the DHS Office of Public Affairs (OPA) coordinates messages with public affairs representatives from all involved departments and agencies.

ESF #15 provides the External Affairs Officer to the Joint Field Office Unified Coordination Staff who serves as the primary external affairs advisor to the Federal Coordinating Officer (FCO)/Federal Resource Coordinator, Unified Coordination Group, and Principal Federal Official (PFO), if designated. ESF #15 may provide the same support to a National Special Security Event.

The External Affairs Officer reports to the ESF #15 Director and the Unified Coordination Group. The External Affairs Officer differs from a press secretary, which may be assigned to directly support a PFO, when designated.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

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SUPPORT ANNEX SUMMARIES

SUPPORT ANNEXES: INTRODUCTION

The Support Annexes describe how Federal departments and agencies; State, tribal, and local entities; the private sector; volunteer organizations; and nongovernmental organizations (NGOs) coordinate and execute the common functional processes and administrative requirements within the *National Response Framework* necessary to ensure efficient and effective incident management. During an incident, numerous procedures and administrative functions are required to support incident management.

The actions described in the Support Annexes are not limited to particular types of events but are overarching in nature and applicable to nearly every type of incident. In addition, they may support several Emergency Support Functions (ESFs). Examples include public affairs, international affairs, and worker safety and health.

The Support Annexes may be fully or partially implemented without the Secretary of Homeland Security coordinating Federal operations.

The following section includes a series of annexes describing the roles and responsibilities of Federal departments and agencies, NGOs, and the private sector for those common activities that support the majority of incidents. The annexes address the following areas:

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

Support Annex Roles and Responsibilities

The overarching nature of functions described in these annexes frequently involves either the support to, or the cooperation of, all departments and agencies involved in incident management efforts to ensure seamless integration of and transitions between preparedness, response, and recovery activities.

Each annex is managed by one or more coordinating agencies and is supported by various cooperating agencies.

Coordinating Agency. Federal agencies designated as coordinating agencies are responsible for implementation of processes detailed in the annexes. Coordinating agencies support the Department of Homeland Security (DHS) incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response.

Cooperating Agency. Cooperating agencies are those entities that have specific expertise and capabilities to assist the coordinating agency in executing incident-related tasks or processes. When the procedures within a Support Annex are needed to support elements of an incident, the coordinating agency will notify cooperating agencies of the circumstances.

CRITICAL INFRASTRUCTURE AND KEY RESOURCES SUPPORT

ANNEX

PURPOSE

This annex describes policies, roles and responsibilities, and the concept of operations for assessing, prioritizing, protecting, and restoring critical infrastructure and key resources (CI/KR) of the United States and its territories and possessions during actual or potential domestic incidents. The annex details processes to ensure coordination and integration of CI/KR-related activities among a wide array of public and private incident managers and CI/KR security partners within immediate incident areas as well as at the regional and national levels.

SCOPE

This annex addresses integration of the CI/KR protection¹ and restoration mission as a vital component of the Nation's unified approach to domestic incident management, which also may include CI/KR-related international considerations.

Critical infrastructure includes those assets, systems, networks, and functions—physical or virtual—so vital to the United States that their incapacitation or destruction would have a debilitating impact on security, national economic security, public health or safety, or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government.²

MEMBERS

Coordinating Agency:

Department of Homeland Security (DHS)

Cooperating Agencies:

- | | |
|---|--|
| • Department of Agriculture | • Department of Transportation |
| • Department of Commerce | • Department of the Treasury |
| • Department of Defense | • Department of Veterans Affairs |
| • Department of Education | • Environmental Protection Agency |
| • Department of Energy | • Federal Energy Regulatory Commission |
| • Department of Health and Human Services | • Nuclear Regulatory Commission |
| • Department of the Interior | • Intelligence Community |
| • Department of Justice | • Office of Science and Technology Policy |
| • Department of Labor | • Partnership for Critical Infrastructure Protection |
| • Department of State | |

¹ "In the context of the National Infrastructure Protection Plan (NIPP), protection includes actions to deter the threat, mitigate vulnerabilities, or minimize consequences associated with a terrorist attack or other incident. Protection can include a wide range of activities, such as hardening facilities, building resiliency and redundancy, incorporating hazard resistance into initial facility design, initiating active or passive countermeasures, installing security systems, promoting work force surety, and implementing cyber security measures, among various others." (NIPP, 2006, Glossary, pg. 104)

² NIPP, 2006, Glossary of Key Terms, is the source for the definitions of critical infrastructure and key resources. These definitions are derived from the provisions of the Homeland Security Act of 2002 and HSPD-7.

CRITICAL INFRASTRUCTURE AND KEY RESOURCES SUPPORT

ANNEX

SYNOPSISIZED CONCEPT OF OPERATIONS

The Annex describes specific organizational approaches, processes, coordinating structures, and incident-related actions required for the protection and restoration of CI/KR assets, systems, networks, or functions within the impacted area and outside the impacted area at the local, regional, and national levels.

The processes within the CI/KR Support Annex are detailed further in standard operating procedures, field guides, and other related guidance developed collaboratively by DHS and the cooperating agencies to this annex.

General

DHS is responsible for leading, integrating, and coordinating the overall national effort to enhance CI/KR protection, including developing and implementing comprehensive, multitiered risk management programs and methodologies; developing cross-sector and cross-jurisdictional protection guidance and protocols; and recommending risk management and performance criteria and metrics within and across sectors.

Federal departments and agencies provide support consistent with their CI/KR-related statutory or regulatory responsibilities or with their designated functions as Sector Specific Agencies (SSAs), Emergency Support Function (ESF) primary or supporting agencies, or coordinating or cooperating agencies for other related *Framework* Support or Incident Annexes.

SSAs focus on overarching CI/KR protection, risk management, and information sharing by working collaboratively with relevant Federal departments and agencies, State and local governments, ESFs, CI/KR owners and operators, and other private-sector entities. SSAs coordinate CI/KR efforts within their sectors to deter threats, mitigate vulnerabilities, and minimize consequences of manmade and natural incidents. Sector Specific Plans (SSPs) specify each sector's approach to the risk management and information-sharing components of incident management.

State, tribal, and local government entities establish security partnerships, facilitate information sharing, and enable planning and preparedness for CI/KR protection within their jurisdictions. Tribal governments are responsible for public health, welfare, safety, CI/KR protection, and continuity of essential services within their jurisdictions. Local governments usually are responsible for emergency services and first-level responses to CI/KR incidents. In some sectors, local governments own and operate CI/KR such as water, wastewater, and storm water systems and electric utilities, and are responsible for initial prevention, response, recovery, and emergency services provision.

Private-sector CI/KR owners and operators are responsible at the corporate and individual facility levels for risk and incident management planning, security, and preparedness investments and other activities that form part of business and continuity of operations.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

FINANCIAL MANAGEMENT SUPPORT ANNEX

PURPOSE

The Financial Management Support Annex provides basic financial management guidance for all participants in *National Response Framework (NRF)* activities. This includes guidance for all Federal departments and agencies providing assistance for incidents requiring a coordinated Federal response. The financial management function is a component of Emergency Support Function (ESF) #5 – Emergency Management.

The processes and procedures described in this annex ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established Federal law, policies, regulations, and standards.

SCOPE

As part of the Secretary of Homeland Security's responsibility to coordinate resources under Homeland Security Presidential Directive (HSPD) 5, this annex is applicable to Federal departments and agencies ("Federal agencies") participating and responding under the *NRF* with assistance or relief as coordinated by the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) in response to incidents requiring a coordinated Federal response.

MEMBERS

Coordinating Agencies:

- Department of Homeland Security/Federal Emergency Management Agency (Stafford Act declarations)
- Federal agency requesting Federal-to-Federal support (non-Stafford Act declarations)

Cooperating Agencies:

All

SYNOPSISIZED CONCEPT OF OPERATIONS

Stafford Act Declarations

The President "may direct any Federal agency, with or without reimbursement, to use the authorities and resources granted to it under Federal law (including personnel, equipment, supplies, facilities, and managerial, technical, and advisory services) in support of State and local assistance efforts." Reimbursement may be provided only for such direction issued for the purpose or in support of carrying out Stafford Act activities.

The Disaster Relief Fund (DRF), appropriated to DHS/FEMA, may be available for assistance provided in response to a Presidentially declared major disaster or emergency as defined by the Stafford Act.

FINANCIAL MANAGEMENT SUPPORT ANNEX

DHS/FEMA may issue mission assignments to other Federal agencies to: 1) address a State's request for Federal assistance to meet unmet emergency needs; or 2) support overall Federal operations pursuant to, or in anticipation of, a Stafford Act declaration. The mission assignment is issued to an agency by using FEMA Form 90-129, Mission Assignment with, as applicable, funding, funding limitations, the requirements of the task(s) to be performed, completion date, and State cost-share requirements.

Non-Stafford Act Incidents

A Federal entity with primary responsibility and statutory authority for handling an incident (i.e., the requesting agency) that needs support or assistance beyond its normal operations may request DHS coordination and facilitation through the *NRF*.

Generally, the requesting agency provides funding for the incident consistent with provisions of the Economy Act, unless other statutory authorities exist.

Federal agencies participating in the *NRF* may request and provide Federal-to-Federal support by executing inter/intra-agency reimbursable agreements, in accordance with applicable authorities. Federal agencies providing mutual-aid support may request reimbursement from the requesting agency for eligible expenditures. The Reimbursement Agreement form used by Federal agencies requesting support is the Request for Federal-to-Federal Support.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

INTERNATIONAL COORDINATION SUPPORT ANNEX

PURPOSE

This annex provides guidance on carrying out responsibilities for international coordination in support of the Federal Government's response under the *National Response Framework (NRF)* to a domestic incident with an international component.

SCOPE

The International Coordination Support Annex supplements the *NRF*. The role of the Department of State (DOS) within the *NRF* is to fully support Federal, State, tribal, and local authorities in effective incident management and preparedness planning. A domestic incident may have international and diplomatic impacts and implications that call for coordination and consultations with foreign governments and international organizations. An incident may also require direct bilateral and multilateral actions on foreign affairs issues related to the incident, for which DOS has independent and sole responsibility. DOS' lead foreign policy role in supporting U.S. Government agencies and managing the international aspects of a domestic incident contributes to a more agile overall U.S. Government incident management capability.

MEMBERS

Coordinating Agency:

Department of State

Cooperating Agencies:

- Department of Agriculture
- Department of Defense
- Department of Health and Human Services
- Department of Homeland Security
- Department of Justice
- Department of Transportation
- U.S. Agency for International Development
- Other Federal Agencies
- American Red Cross

SYNOPSISIZED CONCEPT OF OPERATIONS

Actions within this annex fall into two main categories: domestic coordination and foreign coordination.

Domestic Coordination:

- **Domestic Support and International Outreach.** DOS's Executive Secretariat and its Operations Center establish a DOS Task Force when domestic incidents have major international implications.
- **Domestic DOS Facilities/Personnel.** DOS coordinates with other Federal, State, tribal, or local authorities to respond to events at DOS domestic facilities and ensure the safety and security of DOS personnel.

INTERNATIONAL COORDINATION SUPPORT ANNEX

- **Support to Foreign Missions/Foreign Nationals in the United States**

- Ensures the protection of foreign missions, the United Nations, and other multilateral organizations with missions in the United States, and for the safety/security of their official personnel.
- Fields formal international requests to provide assistance to Federal, State, tribal, or local partners (e.g., medical assistance, evacuations, consular access to hospitals and morgues, etc.).

Foreign Coordination:

- **Immediate U.S. Government Incident Management – Operational Needs.**

Through Embassies/Consulates, coordinates U.S. Government communications with other nations regarding crisis response and other activities.

- **Providing Information to Foreign Governments and the International Community**

- Coordinates requests for foreign assistance based on needs conveyed by DHS or other Federal agencies. On behalf of U.S. Government departments and agencies, facilitates communication with foreign governments that can assist and/or support immediate and long-range response/mitigation/recovery efforts.
- Procedures for conveying information on needs to the international community, requesting foreign assistance, and reviewing offers of foreign assistance are described in the International Assistance System (IAS) Concept of Operations.

- **Intermediary for Requests/Offers of Assistance**

- DOS acts as the formal diplomatic mechanism for handling U.S. Government requests to other nations for assistance in meeting additional, ongoing U.S. response needs as well as the intermediary for foreign offers of assistance to the U.S. Government. Works to expedite delivery of such assistance.
- As requested, the U.S. Agency for International Development (USAID) provides technical and logistical assistance to DOS and DHS/Federal Emergency Management Agency (FEMA) with the review and facilitation of international offers of assistance. Procedures for conveying information on needs to the international community, requesting foreign assistance, and reviewing offers of foreign assistance are described in the IAS Concept of Operations.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

LOGISTICS MANAGEMENT SUPPORT ANNEX

PURPOSE

The Logistics Management Support Annex provides an overview of the framework through which the overall logistics management function operates for incidents requiring a coordinated Federal response and describes how Federal resources fit into this framework.

SCOPE

This annex sets forth the overall Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) supply chain management concept in order to provide an integrated response between DHS/FEMA Logistics and Response Directorates during incidents requiring a coordinated Federal response.

This annex: identifies the components of the Federal logistics delivery structure; provides an overview of logistics management functions, roles, and responsibilities; provides a concept of operations for logistics management in support of the *National Response Framework*; and describes how DHS/FEMA, in support of ESF #7, coordinates logistics management with other Federal agencies, State, tribal, and local governments, and the private sector for incidents requiring Federal coordination.

MEMBERS

Coordinating Agency:

DHS/FEMA

Cooperating Agencies:

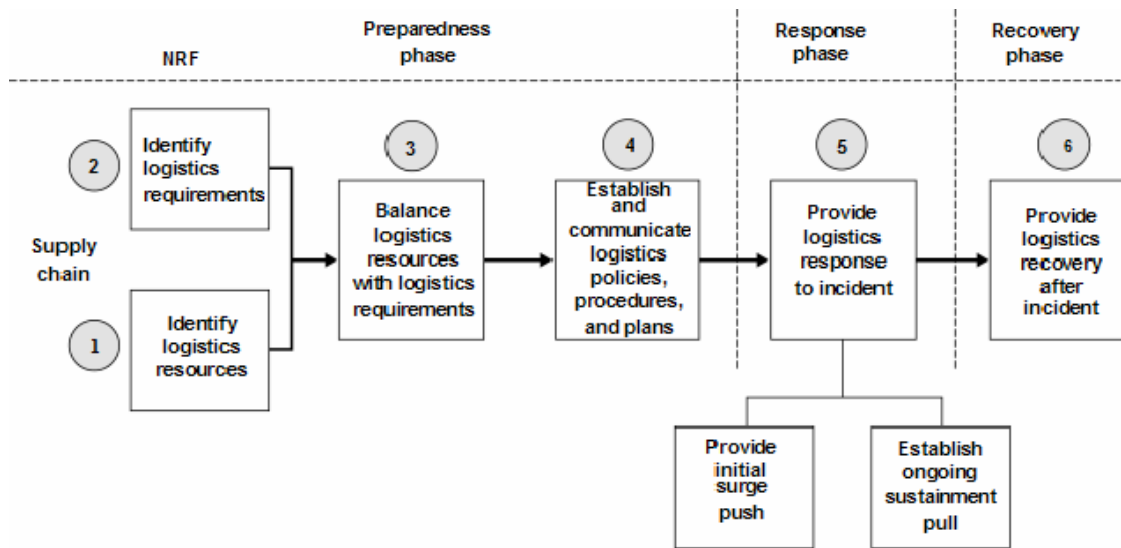
- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
- Department of the Interior
- Department of Transportation
- Department of Veterans Affairs
- General Services Administration
- National Aeronautics and Space Administration

SYNOPSISIZED CONCEPT OF OPERATIONS

DHS/FEMA Logistics has adopted a Supply Chain Management approach to managing Federal Logistics processes. Supply Chain Management focuses on integrating the end-to-end supply chain processes, beginning with planning of customer-driven requirements for materiel and services, delivery to disaster victims as requested by the State or tribe, and ending with replenishment of agency inventories.

LOGISTICS MANAGEMENT SUPPORT ANNEX

Basic Six-Step Supply Chain Approach



Preparedness Phase: In the Preparedness Phase, DHS/FEMA Logistics will plan, establish, and maintain incident response and recovery capabilities. For life-saving, life-supporting, and sustainment, this includes contingency agreements and contracts for supplies, equipment, facilities, and services against which specific orders can be placed during and after an emergency. During the Preparedness Phase, DHS/FEMA Logistics will follow the first four steps of the supply chain management process.

Response Phase: In the Response Phase, DHS/FEMA orchestrates the logistics response to the incident. This phase employs the following strategies:

- **Response Field Office Logistics Support Strategy:** DHS/FEMA regions dispatch logistics personnel to fill staff field positions established to support Federal response operations. This includes the setup of the JFO and other field facilities.
- **Centralized Ordering and Shipping Strategy:** DHS/FEMA regions and the JFO will request centrally managed commodities and services from the Logistics Request Clearinghouse (LRC). The LRC will act as the clearinghouse for centrally managed materiel and services, and coordinate the decisions on when to release planned waves of initial response materiel and which warehouse or vendor will issue the materiel as appropriate.
- **Push-Pull Distribution Strategy for distributing materiel:** DHS/FEMA will develop a phasing plan for delivering material during the initial surge response to each incident scenario.
- **Information-Sharing Strategy:** DHS/FEMA uses a common operating system to integrate information from various sources.

Recovery Phase: Recovery activities include demobilization, reconstitution, and replenishment of services, supplies, and equipment. Four major strategies are employed in the Recovery Phase: Materiel Return, Reallocation, Refurbishment, and Replenishment.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

PRIVATE-SECTOR COORDINATION SUPPORT ANNEX

PURPOSE

This annex describes the policies, responsibilities, and concept of operations for Federal incident management activities involving the private sector during incidents requiring a coordinated Federal response. In this context, the annex further describes the activities necessary to ensure effective coordination and integration with the private sector, including the Nation's critical infrastructure, key resources, other business and industry components, and nongovernmental organizations (NGOs), including those serving special needs populations.

SCOPE

This annex applies to all Federal agencies operating under the *National Response Framework (NRF)* in incidents requiring a coordinated Federal response that involve the private sector in any of the following ways:

- Impacted organization or infrastructure³
- Response resource
- Regulated and/or responsible party
- Member of the State emergency management organization

Because the *NRF* provides an integrated national framework that includes the private sector in incident management activities, this annex addresses only those aspects of incident management regarding the private sector that must be emphasized because of their uniqueness or importance.

MEMBERS

Coordinating Agency:

Department of Homeland Security (DHS)

Cooperating Agencies:

All

SYNOPSISIZED CONCEPT OF OPERATIONS

The concept of operations in this annex covers the specific organizations and actions developed that are required to effectively and efficiently integrate incident management operations with the private sector. These are detailed in the sections that follow.

- **Department of Homeland Security:** In the event of a potential or actual incident, the DHS Office of the Secretary coordinates strategic communications with CEOs, senior officials, or individuals specifically designated by these private-sector leaders to engage in such communications on their behalf.

³ ...that falls within the definition of critical infrastructure and key resource (CI/KR), as described in Homeland Security Presidential Directive (HSPD) 7, Critical Infrastructure Identification, Prioritization, and Protection, and as they relate to the *NRF*.

PRIVATE-SECTOR COORDINATION SUPPORT ANNEX

Further, the Secretary of Homeland Security utilizes a private-sector advisory group with representatives from across the spectrum of CI/KR, business, and industry, as well as NGOs, to provide advice on incident management and emergency response issues affecting their constituencies.

The Office of the Secretary assigns the responsibility for private-sector threat or incident communications to appropriate organizations within DHS. These organizations are detailed below.

- **Private Sector Office (DHS/PSO):** The DHS/PSO encourages private-sector preparedness for incident management by:
 - Identifying and promoting security activities in national preparedness, prevention, response, and recovery.
 - Promoting educational efforts to prepare for natural disasters or terrorist incidents.
 - Encouraging the identification and sharing of best practices through promoting use of the consensus standard NFPA 1600 on “Disaster/Emergency Management and Business Continuity Programs” and other best practices.
 - DHS/PSO provides representatives to the National Operations Center (NOC) components as required, and to the Joint Field Office (JFO) to enable strategic coordination with the private sector during incidents requiring a coordinated Federal response.
- **Office of Infrastructure Protection (DHS/OIP):** DHS/OIP supports prevention, preparedness, response, and recovery efforts involving CI/KR, in accordance with HSPD-7, and other private-sector entities as appropriate, through facilitating and coordinating protection and response planning, procedures, and exercises. DHS/OIP implements the programmatic policy and strategy for information-sharing.

In partnership with the NOC, the DHS/OIP manages the daily analysis of incident-related reports and information. This management includes maintaining communications with private-sector critical infrastructure information-sharing mechanisms.
- **Sector-Specific Agencies:** SSAs, as designated in HSPD-7, focus on overarching CI/KR protection, risk management, and information sharing by working collaboratively with relevant Federal departments and agencies, State, tribal, and local governments, CI/KR owners and operators, and other private-sector entities.
- **Private-sector organizations:** Private-sector organizations, like Federal, State, tribal, local, and nongovernmental organizations, report threats, incidents, and potential incidents to the NOC using existing jurisdictional incident reporting mechanisms and reporting channels. The NOC receives threat and operational information regarding incidents or potential incidents from these jurisdictions and makes an initial determination to initiate the coordination of Federal incident management activities. Private-sector entities are responsible for the repair, restoration, and security of their property, and first seek reimbursement for disaster losses from insurance or other sources.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

PUBLIC AFFAIRS SUPPORT ANNEX

PURPOSE

This Public Affairs Support Annex describes the interagency policies and procedures used to rapidly mobilize Federal assets to prepare and deliver coordinated and sustained messages to the public in response to incidents requiring a coordinated Federal response.

SCOPE

As part of the Secretary of Homeland Security's responsibility to coordinate incident management under Homeland Security Presidential Directive 5, the *National Response Framework (NRF)* Incident Communications Emergency Policy and Procedures (ICEPP) provides detailed guidance to Federal incident communicators on activities to be initiated in conjunction with incidents requiring a coordinated Federal response. It is applicable to all Federal departments and agencies responding under the *NRF*. The ICEPP establishes mechanisms to prepare and deliver coordinated and sustained messages regarding these incidents, and provides for prompt Federal acknowledgement of an incident and communication of emergency information to the public during incident management operations.

The ICEPP is comprised of several component documents:

- **Public Affairs Support Annex:** Describes the interagency policies and procedures for incident and communications with the public.
- **ESF #15 – External Affairs Annex:** Outlines the functions, resources, and capabilities for external affairs.
- **ESF #15 Standard Operating Procedures (SOP):** Establishes procedures and protocols for ESF #15 to support Federal domestic incident management during an incident requiring a coordinated Federal response.

The policies outlined in all of these documents are based on, and flow through, the *NRF*, the *National Incident Management System (NIMS)*, and the ESF #15 SOP, which further outlines the guidance, protocols, and tactics of the Joint Information System (JIS), the Incident Command System (ICS), and Federal external affairs actions. All of these elements are integrated with and supported through the ESF #15 resource management structure.

MEMBERS

Coordinating Agency:

Department of Homeland Security (DHS)

Cooperating Agencies:

All

PUBLIC AFFAIRS SUPPORT ANNEX

SYNOPSISIZED CONCEPT OF OPERATIONS

During an incident, Federal, State, tribal, and local authorities share responsibility for communicating information regarding the incident to the public. These actions are a critical component of incident management and must be fully integrated with all other operational actions to ensure the following objectives are met: delivery of incident preparedness, health, response, and recovery instructions to those directly affected by the incident; and dissemination of incident information to the general public.

The Joint Information Center (JIC) structure provides a supporting mechanism to develop, coordinate, and deliver messages. It supports the Incident Commander or Unified Command and the associated elements of the ICS.

A Federal core group develops, coordinates, and delivers information and instructions to the public related to:

- Federal assistance to the incident-affected area.
- Federal departmental/agency response.
- National preparations.
- Protective measures.
- Impact on nonaffected areas.
- Federal law enforcement activities.

Assignments to this core group are determined by the DHS Office of Public Affairs (OPA) in accordance with jurisdictional and statutory responsibilities, operational tasks, areas of expertise and responsibility, and the nature and location of the incident.

The DHS OPA has primary responsibility for coordinating the Federal incident communications by:

- Providing a leadership role during domestic incidents when significant interagency coordination is required.
- Identifying Federal department and interagency participants, and arranging conference calls and other activities necessary for ESF #15 coordination.
- Establishing a strategic communications flow during an incident requiring a coordinated Federal response.
- Designating an ESF #15 team comprised of external affairs officials from various Federal Government departments and agencies.
- Coordinating with entities within the Executive Office of the President on matters related to dissemination of incident-related information to the public.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

SCIENCE AND TECHNOLOGY SUPPORT ANNEX

PURPOSE

The Science and Technology Support Annex describes the national framework through which the Department of Homeland Security/Science and Technology Directorate (DHS/S&T) coordinates with other Federal agencies, in consultation with State, tribal, and local entities and the private sector, to leverage the Nation's scientific and technical resources to prepare for, respond to, and recover from incidents requiring a coordinated Federal response. It ensures that policymakers and responders at all levels receive coordinated, consistent, accurate, and timely scientific and technical information, analysis, advice, and technology support.

SCOPE

This annex:

- Describes how DHS coordinates with other Federal agencies and State, tribal, and local governments, the private sector, and academia, where applicable, on preparedness, response, and recovery activities in support of the *National Response Framework (NRF)*.
- Outlines roles and responsibilities for preincident and postincident science and technology support.
- Outlines a structure for coordination of scientific and technological support and response to incidents requiring a coordinated Federal response.
- Outlines a process to provide scientific and technical recommendations to Federal Government decisionmakers to assist in determining appropriate protective measures in the context of incidents requiring Federal coordination.

MEMBERS

Coordinating Agency:

Department of Homeland Security/Science and Technology Directorate

Cooperating Agencies:

- | | |
|---|---|
| • Department of Agriculture | • Department of Justice |
| • Department of Commerce | • Department of State |
| • Department of Defense | • Environmental Protection Agency |
| • Department of Energy | • National Aeronautics and Space Administration |
| • Department of Health and Human Services | • Nuclear Regulatory Commission |
| • Department of the Interior | |

SCIENCE AND TECHNOLOGY SUPPORT ANNEX

SYNOPSIS CONCEPT OF OPERATIONS

DHS/S&T is responsible for DHS scientific and technical support and coordinates with other appropriate departments and agencies to provide the core coordinating architecture of the Federal scientific and technical support capability. To accomplish its mission, DHS/S&T works with a variety of Federal Government, private-sector, and nongovernmental organizations that are capable of providing expert scientific and technical information, analysis, and advice, and state-of-the-art technology support.

Using *NRF* protocols, mission assignments for scientific and technical needs are coordinated through ESF #5 – Emergency Management and passed on to the Annex's cooperating agencies for support.

Major science and technology support to incident management components include:

- **National Operations Center:** The NOC provides Federal scientific and technical support elements with relevant situational awareness and threat information reports. DHS/S&T provides an S&T Coordination Desk liaison and an on-call S&T coordinator for the NOC. The S&T Coordination Desk Officer serves as the principal staffer responsible for receiving, documenting, forwarding, and tracking scientific and technical support requests. While on-call scientific and technical support assets are mobilized, the S&T Coordination Desk Officer may also serve as an emergency resource for delivering direct scientific and technical support. The S&T Coordination Desk Officer has access to extensive technical databases and reference materials on all topics related to weapons of mass destruction. DHS/S&T also provides a liaison officer to the Incident Management Planning Team who provides situational awareness to S&T leadership and is the conduit for S&T input into DHS operational plans.
- **National Response Coordination Center:** When the NRCC is activated for incidents requiring a coordinated Federal response, as when requested, DHS/S&T assigns a representative to ESF #5 to coordinate and facilitate deployment and use of scientific and technical resources.
- **Interagency Modeling and Atmospheric Assessment Center:** The IMAAC is responsible for the production, coordination, and dissemination of consequence predictions for an airborne hazardous material release. The IMAAC generates the official Federal prediction of atmospheric dispersions and their consequences utilizing the best available resources from the Federal Government. Guided by an interagency memorandum of agreement, several Federal agencies and departments support IMAAC planning and activities.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

TRIBAL RELATIONS SUPPORT ANNEX

PURPOSE

This annex describes the policies, responsibilities, and concept of operations for effective coordination and interaction of Federal incident management activities with those of tribal governments and communities during incidents requiring a coordinated Federal response. The processes and functions described in this annex help facilitate the delivery of incident management programs, resources, and support to tribal governments and individuals.

SCOPE

This annex applies to all Federal departments and agencies working under the *National Response Framework (NRF)* in response to incidents requiring Federal coordination, including tribes recognized by the Federal Government.

Since tribal government entities are fully integrated into the *NRF*, this annex addresses only those factors in the relationship between Federal departments and agencies and the federally recognized tribes.

The guidance provided in this annex does not contravene existing laws governing Federal relationships with federally recognized tribes.

MEMBERS

Coordinating Agency:

Department of Homeland Security (DHS)

Cooperating Agencies:

- Department of Agriculture
- Department of Health and Human Services
- Department of the Interior
- All others

SYNOPSISIZED CONCEPT OF OPERATIONS

State Governors must request a Presidential disaster declaration on behalf of a tribe under the Stafford Act. However, Federal departments and agencies can work directly with tribes within existing agency authorities and resources in the absence of such a declaration.

Tribal relations functions, resources, and liaison operations are coordinated through Emergency Support Function (ESF) #15 – External Affairs.

A Tribal Relations Element is established in the Joint Field Office (JFO) to provide the operational capability for collecting and sharing relevant incident information, alerting and deploying required tribal relations staff to or near the affected area, and ensuring compliance with Federal laws relating to tribal relations.

TRIBAL RELATIONS SUPPORT ANNEX

For incidents that directly impact tribal jurisdictions, a tribal representative may be included in the Unified Coordination Group, as required.

The Tribal Relations Element at the JFO works directly with the designated representative of the affected tribal government. The designated tribal representative may be authorized by the tribal government to:

- Be responsible for coordinating tribal resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards and incidents requiring Federal coordination including terrorism, natural disasters, accidents, and other contingencies.
- Maintain extraordinary powers to suspend tribal laws and ordinances, such as to establish a curfew, direct evacuations, and order a quarantine.
- Provide leadership and play a key role in communicating to the tribal nation, and in helping people, businesses, and organizations cope with the consequences of any type of domestic incident within the tribe's jurisdiction.
- Negotiate and enter into mutual-aid agreements with other tribes/jurisdictions to facilitate resource-sharing.
- Request State and Federal assistance through the Governor of the State when the tribe's capabilities have been exceeded or exhausted.
- Elect to deal directly with the Federal Government.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

VOLUNTEER AND DONATIONS MANAGEMENT SUPPORT ANNEX

PURPOSE

The Volunteer and Donations Management Support Annex describes the coordination processes used to support the State in ensuring the most efficient and effective use of unaffiliated volunteers⁴ and unsolicited donated goods for incidents requiring a Federal response, including offers of unaffiliated volunteer services and unsolicited donations to the Federal Government.

SCOPE

This annex provides guidance on the Federal role in supporting State governments in the management of masses of unaffiliated volunteers and unsolicited donated goods. (Any reference to volunteer services and donated goods in this annex refers to unaffiliated volunteer services and unsolicited goods, unless otherwise stated.) This guidance applies to all agencies and organizations with direct and indirect volunteer and/or donations responsibilities under the *National Response Framework*.

NOTE: The coordination of disaster response and recovery service providers such as voluntary agencies and private-sector groups are addressed separately in the Voluntary Agency Coordination component of the Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex.

MEMBERS

Coordinating Agency:

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

Cooperating Agencies:

- | | |
|--|---|
| • Department of Homeland Security | • General Services Administration |
| • Department of State | • U.S. Agency for International Development |
| • Department of Transportation | • National Voluntary Organizations Active in Disaster |
| • Corporation for National and Community Service | |

⁴ Unaffiliated volunteers, also known as spontaneous volunteers, are individuals who offer to help or self-deploy to assist in emergency situations without fully coordinating their activities. They are considered “unaffiliated” in that they are not part of a disaster relief organization. Although unaffiliated volunteers can be significant resources, because they do not have preestablished relationships with emergency response organizations, verifying their training or credentials and matching them with the appropriate service areas can be difficult.

VOLUNTEER AND DONATIONS MANAGEMENT SUPPORT ANNEX

SYNOPSISIZED CONCEPT OF OPERATIONS

The Federal Government encourages State, tribal, and local governments to coordinate with voluntary agencies, existing Voluntary Organizations Active in Disaster (VOADs), community and faith-based organizations, volunteer centers, and private-sector entities to participate in preparedness activities including planning, establishing appropriate roles and responsibilities, training, and exercising.

The Federal Government supports State and tribal government efforts to manage unaffiliated volunteers and unsolicited donated goods. Requests for support under this annex from Federal, State, tribal, and local authorities generally are coordinated through the Regional Response Coordination Center (RRCC) or the Joint Field Office (JFO). Depending on the situation, however, coordination may occur at the National Response Coordination Center (NRCC). DHS/FEMA provides Volunteer and Donations Management staff to the NRCC, RRCC, and JFO in support of the State, as required.

Federal support of volunteer and donations management operations may include:

- Activation of a Volunteer/Donations Coordination Team at DHS/FEMA Headquarters to expedite services provided to donors from large private-sector entities, large civic organizations and others, and to address large national media-driven collection drives and other complex situations involving donated goods and volunteer services.
- At the request of the State or tribal government, a national donations and volunteer management web-based application that enables the general public to register their offers of donated goods and services, thus providing the State/tribal Volunteer/Donations Coordination Team a real-time view of offers and the ability to match offers to needs.
- Coordination with DHS/FEMA Logistics, other ESFs, Public Information Officers, Community Relations, DHS/FEMA Voluntary Agency Liaisons, private-sector representatives, national VOAD leadership, State VOAD leadership, the DHS/FEMA Headquarters Volunteer and Donations Coordinator, and other stakeholders as necessary.
- Facilities management and communications support, as needed.

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF

WORKER SAFETY AND HEALTH SUPPORT ANNEX

Purpose

The Worker Safety and Health Support Annex provides the mechanism for coordinated Federal support to assist Federal, State, tribal, and local response and recovery organizations in ensuring response and recovery worker safety and health during incidents requiring a coordinated Federal response. The annex, coordinated by the Department of Labor/Occupational Safety and Health Administration (DOL/OSHA), describes the technical assistance, services, and other support to ensure that response and recovery worker safety and health risks are anticipated, recognized, evaluated, communicated, and consistently controlled, thereby ensuring that response and recovery workers are properly protected during an incident requiring a coordinated Federal response.

Scope

This annex describes supplemental assistance provided to Federal departments and agencies and State, tribal, and local governments to support and facilitate the protection of responder and recovery worker safety and health in an incident under the *National Response Framework*. While this annex addresses the coordination and provision of technical assistance for incident safety management activities, it does not address public health and safety.

Activities within the scope of this annex include development of health and safety plans, identifying and assessing health and safety hazards, conducting response and recovery exposure monitoring, collecting and managing data, providing technical assistance and support for personal protective equipment programs, incident-specific response and recovery worker training, medical surveillance, providing exposure and risk management information, and providing technical assistance to include industrial hygiene expertise, occupational safety and health expertise, engineering expertise, and occupational medicine expertise.

Members

Coordinating Agency:

Department of Labor/Occupational Safety and Health Administration

Cooperating Agencies:

- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
- Environmental Protection Agency

WORKER SAFETY AND HEALTH SUPPORT ANNEX

Synopsized Concept of Operations

DOL/OSHA coordinates Federal occupational safety and health assets to be provided to Federal, State, tribal, and local response and recovery workers to support the overall response and recovery operations.

DOL/OSHA coordinates among Federal agencies; State, tribal, and local governments; and private-sector organizations involved in incident response; provides proactive consideration of all potential hazards; ensures management of all safety resources needed by responder and recovery workers; and shares responder and recovery worker risk assessment and risk management information.

As the coordinator for the Worker Safety and Health Support Annex, DOL/OSHA facilitates resolution of any technical or other disputes involving worker safety and health. In the case of a dispute that cannot be resolved, DOL/OSHA will summarize the disputed areas for presentation to the Incident Command Post (ICP) Safety Officer (for site-specific issues), the Interagency Worker Safety and Health Coordinating Committee at the JFO (including representatives from State organizations), the Unified Coordination Group, and/or the Assistant Secretary for DOL/OSHA for resolution.

The support provided through the Worker Safety and Health Support Annex will depend on specific incident hazards and the needs of the response and recovery organizations. Specific requests for assistance will be coordinated by the Department of Homeland Security/Federal Emergency Management Agency and defined in mission assignments. The following functional assistance can be provided under this annex:

- Worker Safety and Health Needs Assessment
- Health and Safety Plans
- Safety and Health Assessment
- Personal Protective Equipment
- Data Management
- Training and Communication
- Response and Recovery Worker Health and Medical Surveillance

To see the complete annex, as well as other pertinent information, refer to the
National Response Framework Resource Center
www.fema.gov/NRF