Response and Recovery Federal Interagency Operational Plan

Second Edition

March 2025

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PURPOSE

The *Response and Recovery Federal Interagency Operational Plan* (FIOP) guides federal departments and agencies (hereafter "federal agencies") in executing the response and recovery mission areas of the National Preparedness Goal to achieve Unity of Effort through coordination and communication following an incident for which an interagency response is required. Response and recovery are two of the five mission areas of the National Preparedness Goal. Although these are distinct mission areas, the importance of coordination and integration of their activities has become apparent in managing incidents, stimulating the production of a single response and recovery FIOP.

The *Response and Recovery FIOP* provides all-hazards strategic guidance to integrate and deliver response and recovery functions and core capabilities (as described in the *National Response Framework* [NRF] and *National Disaster Recovery Framework* [NDRF]). To achieve Unity of Effort, this plan describes how federal agencies:

> **Unity of Effort**
>
> Unity of Effort means coordinating activities among various organizations to achieve common objectives. Unity of Effort is achieved through clearly defined roles and responsibilities, access to information, cooperation, mutual aid, and a shared understanding of how risks are managed and prioritized to inform the allocation of limited resources.

- Serve as the foundational resources for operations-oriented activities;
- Provide unified response and recovery support to incidents through the Emergency Support Functions (ESF) and Recovery Support Functions (RSF) to stabilize community lifelines, maintain continuity of National Essential Functions (NEF), and achieve recovery outcomes;
- Integrate and efficiently use shared resources to maximize the capabilities and impact of federal agency disaster operations; and
- Integrate and synchronize with existing coordination structures to achieve Unity of Effort with state, local, Indian tribal government (tribal government), territorial (SLTT), and response and recovery organizations.

This FIOP also serves as the foundation for more detailed incident- and agency-specific plans, helping to provide a baseline approach and structure for new plans and revisions to existing plans (Figure 1).[1] Federal agency operational planning should address pre-incident preparation and mitigation and the process for reporting actions taken, and ensure continuity of operations so that response and recovery actions can occur.

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[1] Presidential Policy Directive 8 (PPD-8) sets the requirement that all federal agencies must develop operational plans that support this FIOP.
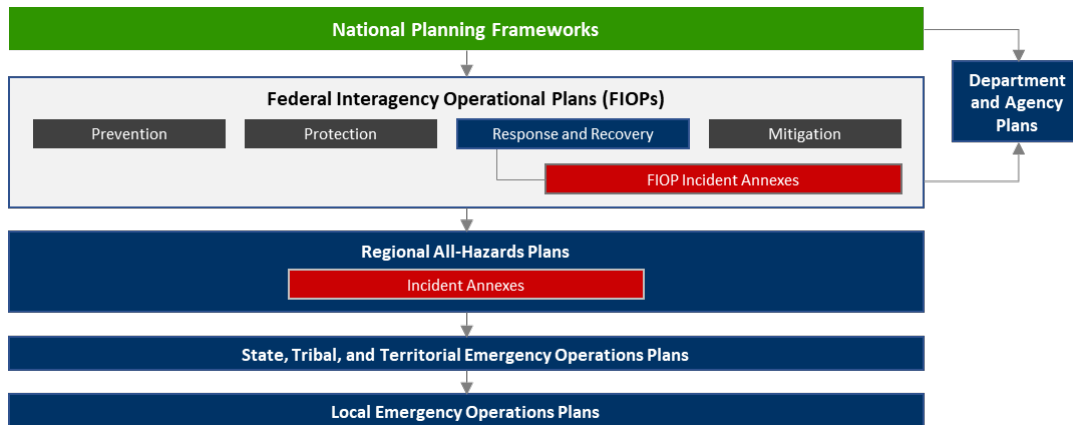
Figure 1: The FIOP serves as the foundation for subordinate response and recovery plans

Plan Development and Maintenance

This FIOP will be reviewed every four years to evaluate consistency with both new and existing policies, evolving threats and hazards, and experience gained from implementation. Interagency partners will be engaged in the review and maintenance process for this FIOP. The review and maintenance process may include developing incident-specific and/or classified annexes, which include the delivery schedule for federally coordinated assets and resources, as appropriate. Updates to this FIOP will incorporate new executive guidance and statutory, regulatory, policy, and procedural changes, as well as lessons learned from exercises and actual incidents. Significant updates to this FIOP will be vetted through a federal senior-level interagency review process.

Scope

This FIOP describes a concept of operations to synchronize federal coordination when more than one federal agency is needed to support SLTT governments at their request following an incident and/or when the federal government has authority to directly conduct response and recovery operations. This FIOP also provides a strategic-level description of how response and recovery activities are integrated.

This FIOP relies on the operational plans, capabilities, and resources of the federal government and does not address all aspects of incident response and recovery. The ability to provide these capabilities and resources relies on federal agencies continuing Mission Essential Functions (MEF)[2] and assuring a Continuity of Government (COG)[3] outcome. Table 1 elaborates on what this FIOP does and does not address.

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[2] Mission Essential Functions (MEF) are essential functions directly related to accomplishing the organization's mission as set forth in statutory or executive charter. Generally, MEFs are unique to each organization.
[3] Continuity of Government (COG) is a coordinated effort within the executive, legislative, or judicial branches of the federal government to ensure that National Essential Functions (NEF) continue to be performed during a catastrophic emergency.

Table 1: FIOP Scope

The Response and Recovery Federal Interagency Operational Plan (FIOP)	
Does:	**Does Not:**
Provide a concept of operations for integrating the capabilities of federal agencies	Serve as the Incident Action Plan (IAP) or other incident plans for specific incidents
Outline a strategic-level approach to conducting federal response and recovery actions in support of state, local, tribal, and territorial (SLTT) governments	Identify operational or tactical activities or the concepts of operations for specific incidents
Describe federal interagency operational coordination	Describe specific agency operations or resource needs
Guide federal interagency coordination for all incidents that require the support of more than one federal agency	Exclusively apply to federal interagency coordination for Robert T. Stafford Act (Stafford Act) incidents

Response and Recovery FIOP Annex Overview

This FIOP consists of a base plan, seven functional annexes, and currently five Incident Annexes. Together, these documents detail how the federal government supports SLTT efforts and conducts response and recovery operations to achieve Unity of Effort following an incident for which an interagency response is required. Table 2 identifies and describes the functional annexes included in this plan.

Table 2: Annex Overview

Annex	Description
Annex A: Task Organization	Describes how operational elements organize to accomplish their assigned tasks.
Annex B: Intelligence and Situational Awareness	Defines key terms and critical information requirements (CIR) that must be communicated to decision-makers, as well as commonalities in processes, products, and reporting requirements across all stakeholders in response and recovery operations.
Annex C: Operations	Describes the concept of operations for the phases of the operation and broadly defines objectives and phase outcomes covered by the plan.
Annex D: Logistics	Discusses the National Logistics Systems (NLS) for response and recovery operations from support provided by the Federal Emergency Management Agency (FEMA).
Annex F: Public Information and Warning	Describes how ESF #15 External Affairs supports federal domestic incident management during an incident requiring a coordinated federal response and recovery efforts.
Annex K: Communications	Identifies how voice, video, and data communications are established and maintained to accomplish the plan's mission and describes communications and information-sharing methods employed during response and recovery operations.
Annex Z: Distribution	Provides administrative information related to the distribution and handling of the *Response and Recovery Federal Interagency Operational Plan* (FIOP).

This FIOP serves as the federal organizing framework for responding to and recovering from various types of threats and hazards and the unique challenges that they pose. In addition, this FIOP informs incident, agency, and geographically specific plans and Incident Annexes that address operations, roles, responsibilities, critical tasks, or resources for responses to specific threats or hazards that require additional information not addressed by this FIOP. For example, Incident Annexes that nest under this FIOP include the following:

- *National Food and Agriculture Incident Annex,*
- *Biological Incident Annex,*
- *Power Outage Incident Annex,*
- *Nuclear/Radiological Incident Annex, and*
- *Oil/Chemical Incident Annex.*

SITUATION

The Nation, its people, and the essential functions and services they rely on face many known and unknown threats and hazards. This includes increased frequency, intensity, and destructiveness of natural disasters. The Nation also continues to face technological hazards, accidents, and human-caused incidents.

To respond to and recover from these threats and hazards, the Federal Emergency Management Agency (FEMA) partners with other federal agencies to coordinate and deliver core capabilities, stabilize community lifelines, and support recovery outcomes when SLTT capabilities are exceeded or exhausted and they request assistance, or the mission is a uniquely federal responsibility. The Nation cannot be strong if the communities that comprise it are vulnerable to the effects of the threats and hazards that it faces.

MISSION

The mission of the federal government for incident response and recovery is to save lives, protect property and the environment, maintain NEFs, and support well-coordinated, transparent, and timely restoration of the impacted communities. The desired end-state is achieved when community lifelines are stabilized, the federal MEFs have been reconstituted, the federal operations to achieve recovery outcomes are complete, and support to SLTT governments can be managed using steady-state programs.

Facts, Assumptions, and Critical Considerations

The following sections outline the planning facts, assumptions, and critical considerations used in the development of this FIOP. Assumptions and/or considerations that pertain only to a specific incident are defined in this FIOP's respective Incident Annexes.

Planning Facts

A fact is a statement of information known to be true and necessary for the development of a plan. Successful plans are based on facts, such as the nature of the threat or hazard and certain consequences from those threats or hazards. Examples of facts include laws, regulations, terrain maps, population statistics, resource inventories, and historical data.

Planning Assumptions

An assumption provides a supposition about the current situation or future course of events that is presumed to be true based on an assessment of available facts. Valid assumptions must be logical, realistic, and essential for planning to continue. Planning assumptions are used to facilitate plan development until facts about the actual incident can be established and form a baseline for planning purposes. Using assumptions allows planners to further define the scenario, identify potential response requirements, and move forward with the planning process.

> **Community Lifelines, Recovery Outcomes, and Core Capabilities**
>
> As defined in the *National Response Framework* (NRF), **Community Lifelines** are those services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security.
>
> **Recovery outcomes** reflect the desired recovery end-states identified by SLTT governments. The federal government will work with the SLTT governments to ensure recovery outcomes are broken down into discrete objectives with associated milestones so progress can be monitored throughout recovery.
>
> **Core capabilities** are distinct critical elements necessary to achieve the National Preparedness Goal and are essential for the execution of each mission area (Prevention, Protection, Mitigation, Response, and Recovery).

The following planning assumptions assist in the development of an operational environment for the *Response and Recovery FIOP*:

- The incident will require cooperation amongst government agencies and the private sector.
- NEFs must be the primary focus of federal government leadership before, during, and in the aftermath of a catastrophic emergency.
- All agencies involved in incident response and recovery, across all levels of government, will adhere to the National Incident Management System (NIMS).
- The incident will require federal involvement for response and recovery activities, whether due to a Presidential disaster declaration under the Stafford Act or another federal authority.
- Within their statutory authorities, federal agencies will provide federal assistance to SLTT jurisdictions, as well as to other federal agencies, through several different mechanisms.
- SLTT government mutual aid capabilities will be exceeded and/or exhausted.
- The existing statutory or mission responsibilities will impact a federal agency's ability to support an incident through mission assignments (MA) or other mechanisms.
- Federal agencies will use established information sharing mechanisms to keep ESFs and RSFs informed of activities.
- Individuals with disabilities and others with access and functional needs in the affected disaster area will require modifications of programs, policies, and procedures in order for them to participate in and benefit from response and recovery programs, including but not limited to, modifications to provide physical access (e.g., accessible public transportation during evacuation) or effective communication access (e.g., American Sign Language, pictograms). In addition, emergency-related public information must be provided in languages other than English depending upon the languages spoken by the population in the impacted area.
- There will be cascading effects (e.g., infrastructure or economic impacts) associated with the incident.
- Situational awareness of the operational environment will be incomplete.
- Community lifelines will stabilize at different times throughout the incident, but NEFs will continue with near zero downtime if possible.
- Supporting the achievement of recovery outcomes will require the incorporation of federal, SLTT, private sector, non-governmental, philanthropic, and academic stakeholders into the planning process.

- Intentional incidents that were human-caused, including terrorism, will include a criminal investigation, which will affect response and recovery activities. Incidents suspected to be acts of terrorism will be treated as an actual terrorist incident until determined otherwise by the United States Attorney General.
- Coordination with the armed forces through the U.S. Northern Command (USNORTHCOM), the U.S. Indo Pacific Command (USINDOPACOM), and with the National Guard Bureau (NGB) will be necessary for conducting and ensuring emergency response activities.
- As underserved communities have increased vulnerabilities to disasters and are more likely to suffer serious consequences (e.g., severe property damages, homelessness, physical and financial impacts), federal efforts will recognize, seek community input on, and address the needs of the underserved communities during response and recovery.

Additional planning assumptions may also exist in incident, agency, or geographically specific plans informed by this FIOP.

Critical Considerations

Critical considerations are elements of information that provide necessary context to help explain the limitations that may constrain or restrain the execution of the plan. Critical considerations relevant to incidents where more than one federal agency is needed to support a state, tribal government, or territory include but are not limited to the following:

- Not all incidents will qualify for a Presidential disaster declaration under the Stafford Act.
- For incidents that do not receive a Presidential declaration under the Stafford Act, the lead federal response or recovery agency designated in law, regulation, or policy may still appoint a Senior Coordinating Official designated by the lead federal agency (LFA) to coordinate response or recovery activities.
- Federal support for recovery often continues for years following the incident, and SLTT recovery outcomes should drive milestones and actions laid out in the plan.
- Large-scale incidents may result in competing demands and the need for personnel and resource prioritization and adjudication.
- The federal government coordinates with the private sector prior to, during, and post-incident for response and recovery planning.
- The activities and functions addressed in this FIOP may occur concurrently with those addressed by the other mission area Frameworks and FIOPs.
- Threats and hazards will have associated public health consequences, both to humans and animals, that pose a risk to communities in the impacted area. Public health impacts intersect multiple mission spaces, and specific groups may be convened to address medical services, behavioral health, or social services needs.

- During complex incidents that may require a criminal investigation and law enforcement intelligence gathering, the United States Attorney General may appoint a Senior Federal Law Enforcement Official (SFLEO) to represent these activities within the Unified Coordination Group (UCG).
- The federal government's response and recovery operations consider the needs of the whole community, including people with disabilities and others with access and functional needs, by coordinating community-based organizations prior to, during, and post-incident.
- Some incidents (e.g., pandemics) require the federal government to use continuity and mission resilience strategies such as taking a virtual posture, using specialized equipment, and/or making adjustments to existing coordination structures, processes, and priorities as appropriate to the operational environment to ensure the continuity of the mission.
- All plans, processes, and procedures should address operable, interoperable, and resilient communications to prioritize communities and populations with disabilities and others with access and functional needs, individuals who are limited English proficient, and low-income individuals and families to ensure the delivery of response and recovery programs and must prioritize and preserve the civil rights and liberties of all disaster survivors.
- Public information and warning have transitioned overwhelmingly to the use of personal mobile hand-held devices. Loss of critical infrastructures such as power or internet access significantly impacts the ability to alert[4] and warn the public before, during, and after a disaster. All plans, processes, and procedures should address resilient communications capabilities and cross-jurisdictional backup capabilities for alert and warning using the PACE methodology (Primary, Alternate, Continency, and Emergency).
- Privacy concerns must be balanced in accordance with the applicable federal and SLTT laws and regulations. These factors should be considered in all plans, procedures, and processes.

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[4] This FIOP defines alert and activate as to provide notice of a potential or actual threat or incident.

EXECUTION

This section of this FIOP outlines how the federal government executes its mission through the integration of response and recovery actions. This section also describes the relevant authorities, approaches to Unified Coordination, and concept of operations for executing integrated federal response and recovery.

Unified Federal Response and Recovery

As noted in the NRF and NDRF, the NIMS concepts of Unity of Effort and Unity of Command maximize response and recovery activities while integrating and respecting the roles, responsibilities, and capabilities of all participating organizations. Unity of Effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities. Unity of Command clarifies reporting relationships and reduces confusion caused by multiple conflicting presidential directives, enabling leadership at all levels to effectively direct the personnel under their supervision. Responding agencies and governments implement incident management organizational constructs of Incident Command/Unified Command and the UCG to conduct operations in accordance with Unity of Effort and unity of command.

The concepts of Incident Command/Unified Command are commonly employed by SLTT government jurisdictions and federal agencies, when appropriate. Incident Command is typically employed when an incident occurs within a single jurisdiction and without jurisdictional or functional agency overlap. The appropriate authority designates a single Incident Commander who has overall incident management responsibility. The Incident Commander will establish objectives. When no one jurisdiction, agency, or organization has primary authority and/or the resources to manage an incident on its own, Unified Command may be established. Unified Command improves Unity of Effort in multi-jurisdictional or multiagency incident management. The use of Unified Command enables jurisdictions and those with authority or functional responsibility for the incident to jointly manage and direct incident activities through the establishment of a common set of incident objectives and strategies and a single plan for the incident. For more detail on Incident Command, refer to the National Incident Management System.

Unified Coordination is related to but is distinct from Incident Command and Unified Command. Unified Coordination is the term used to describe primary federal/state/tribal/territorial government incident management activities.

Unified coordination is also organized, staffed, and managed in a manner consistent with NIMS principles using an Incident Command System (ICS) structure in the form of a UCG. However, Unified Coordination is typically conducted by organizations seeking to align their efforts, establish common situational awareness, and coordinate the delivery of resources

without a single individual or entity having the authority to direct action outside their existing organizational chain. Unified Coordination is also typically removed from direct operations. Instead, Unified Coordination, established through a UCG, supports on-scene response activities and conducts broader support operations that may extend beyond the incident site.

The federal government established the domestic incident management coordination structure to coordinate response and recovery activities to incidents. The structure enables coordination of federal incident response and recovery strategy and execution with officials responsible for other mission areas. Refer to the next section and to **Annex A: Task Organization** for more information on management of domestic incidents.

Domestic Incident Management

For incidents which rise to a level requiring coordinated federal support under the Stafford Act (Stafford Act incidents), the Secretary of Homeland Security, through the FEMA Administrator, will coordinate federal response, recovery, and mitigation operations for domestic incident management, pursuant to presidential directive. The FEMA Administrator's duties include assisting the President, through the Secretary of Homeland Security, in carrying out the Stafford Act responsibilities and executing FEMA's emergency management authorities established in the Homeland Security Act, as amended, including primary responsibility for federal emergency management response, recovery, and mitigation operations. The FEMA Administrator must also provide coordination for all federal interagency partners in support of Stafford Act (42 U.S.C. § 5121 et seq.) response and recovery operations and has new roles based on the National Defense Authorization Act (NDAA) for Fiscal Year 2021. New federal laws and approval of the Federal Communications Commission rulemaking in June 2021 states that the President (or President's authorized designee) or the FEMA Administrator might use elements of the Integrated Public Alert and Warning System (IPAWS) to send a new category of National Alerts to protect the public. This role goes beyond Stafford Act responsibilities.

For incidents which require coordinated federal support that do not receive a disaster declaration under the Stafford Act (non-Stafford Act incidents), federal response or assistance may be led or coordinated by various federal agencies pursuant to presidential directive and consistent with authorities.[5] The Economy Act (31 U.S.C. § 1535) authorizes

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[5] Coordinated federal responses to such incidents are guided by two presidential directives: PPD-44, which provides for the designation of federal agencies as lead federal agencies (LFA) for specific types of incidents and outlines their responsibilities in that role, and Homeland Security Presidential Directive (HSPD)-5, which, as amended, provides that, "The Secretary of Homeland Security is the principal federal official for domestic incident management. Pursuant to the Homeland Security Act of 2002, the Secretary is responsible for coordinating federal preparedness activities and operations within the United States to respond to and recover from terrorist attacks, major disasters, and other emergencies. The Secretary must coordinate the federal government's resources utilized in response to or recovery from terrorist attacks, major disasters, or other

agencies to enter into agreements to obtain supplies or services from other federal agencies. In these incidents, federal agencies that have responsibility for on-scene, tactical-level operations may establish Incident Command and area command structures or coordinate with SLTT government agencies to form Unified Incident Command and unified area command structures.

The NRF and NDRF provide frameworks for response and recovery incidents, and they are always in effect. The structures included within them, such as the National Response Coordination Center (NRCC) and/or ESFs and RSFs, can be activated to the incident on a reimbursable basis.[6] The Department of Homeland Security (DHS) National Operations Center (NOC) is the principal operations center for DHS and provides situational awareness and a common operating picture (COP) for the entire federal government and for SLTT governments as appropriate. The NRCC and the Regional Response Coordination Centers (RRCC) monitor events and provide operational support to field-deployed resources[7] to ensure synchronized federal operations and to resolve issues regarding national resources. The NRCC and RRCCs can be used to coordinate federal support during incidents that receive a Presidential declaration under the Stafford Act. The NRCC can also be used to support an LFA for non-Stafford Act incidents. Prior to the designated Federal Coordinating Officer (FCO) taking operational control, the Regional Administrator of the RRCC and the Incident Management Assistance Team (IMAT) leader will coordinate federal support to state, tribal, and territorial governments. The FCO, in cooperation with the UCG, when established, directs the federal activities of the Joint Field Office (JFO). The Federal Disaster Recovery Officer (FDRO) works in tandem with the FCO to coordinate and lead the federal recovery support effort, as well as non-disaster activities, by building interagency and intergovernmental recovery support capacity and pre-disaster planning and coordination with other federal agencies.

Federal Coordination with the Private Sector and Non-Governmental Organizations

Federal response and recovery activities rely on effective coordination with the private sector and non-governmental organizations (NGO).[8] The private sector and NGOs own the majority of infrastructure and provide a range of resources (e.g., specialized teams, equipment, services, and advanced technologies), support capabilities, and expertise to

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emergencies if and when any one of the following four conditions applies: (1) a federal agency acting under its own authority has requested the assistance of the Secretary; (2) the resources of state and local authorities are overwhelmed and federal assistance has been requested by the appropriate state and local authorities; (3) more than one federal agency has become substantially involved in responding to the incident; or (4) the Secretary has been directed to assume responsibility for managing the domestic incident by the President."

[6] Coordination is required to inform resource-providing stakeholders that reimbursable expenses are subject to Environmental Planning and Historic Preservation compliance.

[7] This FIOP defines "deploy" as to move and pre-position personnel and equipment to or near an actual or potential incident site.

[8] The private sector and non-governmental organizations (NGO) coordinate at all levels of government, so federal agencies should ensure coordination at the federal level is appropriate and contributes to the Unity of Effort.

federal and SLTT governments. Close coordination among the federal government entities, the private sector, and NGOs can provide mutually beneficial incident-specific support. This coordination of resources and services can help to stabilize an incident more quickly and promote the community's physical and economic recovery.

Federal agencies coordinate with and rely on the private sector and NGOs to provide critical capability and capacity during response and recovery. Examples of this coordination include, but are not limited to, the following:

- The private sector providing equipment, commodities, and real estate/land during response and recovery (as contracted by the federal government);
- NGOs coordinating with the federal government to provide critical services to survivors after an incident;
- During activation, ESF #14: Cross-Sector Business and Infrastructure, coordinates with business and infrastructure partners and provides the NRCC with updates on private sector issues and operational abilities;
- The National Business Emergency Operations Center (NBEOC)—a component within the NRCC—acts as a mechanism for information sharing between public and private sector stakeholders; and
- Privately owned broadcast stations may be able to provide lifesaving information to the public (as agreed between federal and SLTT government authorities and station owners) when other communications are not available. The public may be able to access their car or home radios to hear these broadcasts.

Investigation, Intelligence Collection, and Law Enforcement Response and Coordination

The Attorney General, acting through the Federal Bureau of Investigation (FBI), has lead responsibility for criminal investigations of terrorist acts or terrorist threats inside the United States or directed at U.S. citizens or institutions abroad, where such acts are within the federal criminal jurisdiction of the United States, as well as for related intelligence collection activities within the United States. The Attorney General, in cooperation with other federal agencies engaged in activities to protect the national security, also coordinates the activities of the other members of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States.

In response to complex incidents, the Attorney General may appoint an SFLEO. If an SFLEO is appointed, the FBI remains the primary investigative agency for threats and incidents with a known or suspected terrorism nexus. The SFLEO is primarily responsible for addressing federal criminal investigative and intelligence missions, as described herein, which are not commonly needed in disaster response. On the rare occasion an SFLEO is appointed by the Attorney General, ESF #13's mission, as performed by the Department of Justice (DOJ) remains unchanged. ESF #13 is responsible for overseeing the law enforcement, public

safety, and security response to the disaster. The SFLEO represents DOJ's criminal investigative and law enforcement intelligence interests within the UCG, while the ESF #13 national coordinator represents the ESF #13 support role. If the SFLEO solicits a support requirement, the SFLEO would await UCG authorization for that support. Likewise, the SFLEO is not authorized to direct ESF #13 support without UCG approval. If an SFLEO is not appointed, but the FBI Joint Operations Center (JOC) is operationally related to a federally coordinated incident response, ESF #13 and the FBI JOC exchange liaison officers to prevent and address resource conflicts and mission overlaps.

The National Network of Fusion Centers is designed to enable two-way intelligence and information flow between the federal government, SLTT governments, and private sector partners. Fusion centers represent a shared commitment between the federal government and state and local governments, which own and operate them. The centers should be vital resources for integrating information from national and local sources working with state officials and critical infrastructure owners and operators to prevent and respond to all threats and hazards. Enhanced collaboration among the federal government, SLTT governments, and private sector partners is essential for homeland security.

Defense Support of Civil Authorities

The Secretary of Defense provides defense support to civil authorities for domestic incidents, as directed by the President, or when requested by a federal agency and consistent with military readiness and appropriate under the circumstances and the law.[9] Normally, the Secretary of Defense directs the U.S. Armed Forces providing support to civil authorities through a Geographic Combatant Command (i.e., USNORTHCOM and USINDOPACOM). A Defense Coordinating Officer (DCO) is assigned to each FEMA region. The DCO coordinates requests for Department of Defense (DOD) support from the LFA for response operations. DCO responsibilities include serving as DOD's single point of contact in the JFO; leading the Defense Coordinating Element (DCE), an administrative and support staff, in the affected area; serving as a liaison to SLTT government and federal agencies; reviewing MAs; recommending the best military resource for the mission; and providing support to deployed DOD forces. While the U.S. Army Corps of Engineers (USACE) is under DOD and all work is considered under Defense Support of Civil Authorities (DSCA), USACE is authorized via the Stafford Act and DOD to coordinate directly with and receive MAs directly from FEMA and not through the DCO/DCE.

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

International Support

The Department of State (DOS) is responsible for all communication and coordination between the United States Government and other foreign governments and international organizations regarding the response to a domestic crisis. [10] DOS is also responsible for managing United States Government relations, policies, and activities as related to the international dimension of the crisis. International coordination within the context of a domestic incident requires close cooperation with foreign counterparts, multilateral/international organizations, and the private sector in the United States and abroad. DOS supports DHS and other federal agency activities by providing knowledge about and engaging with other nations. DOS leads and facilitates the international aspects of a domestic incident. [11] Federal agencies besides DOS, including FEMA, may have an International Affairs Division (or equivalent) to support communication and coordination.

Emergency Management Assistance Compact

If a state anticipates its resources may be exceeded, the Governor can request support from other states through mutual aid and assistance agreements, known as the Emergency Management Assistance Compact (EMAC). Administered by the National Emergency Management Association (NEMA), EMAC is an interstate mutual aid agreement that streamlines the interstate mutual aid and assistance process. Though a state may obtain support from other states and should use EMAC prior to requesting federal support, they do not have to exhaust mutual aid agreements before requesting federal support.

Unified Coordination

A UCG is composed of senior leaders representing state, tribal, territorial, and federal interests and, in certain circumstances, local jurisdictions, the private sector, and NGOs. UCGs are often established at the state level with federal integration. The UCG then transitions to a JFO, a temporary federal facility that provides a central location for coordination of response efforts by the private sector, NGOs, and all levels of government.

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[10] The U.S. Department of Agriculture (USDA) and Department of the Interior (DOI) have bilateral agreements with several other countries for wildland firefighting support; in these cases, communication and coordination is directly between the USDA Forest Service (as the LFA) and the country with which those agencies have an agreement.

[11] The International Assistance System, led primarily by Department of State (DOS), FEMA, and the U.S. Agency for International Development (USAID), manages the flow of international resources, including government-to-government assistance and assistance from international organizations (e.g., North Atlantic Treaty Organization and the United Nations), into the United States under the *National Response Framework* (NRF) for a Presidentially declared major disaster as described under the Stafford Act.

The UCG structure enables the federal government to coordinate the federal interagency response and recovery operations in support of and in coordination with state, tribal, and territorial government response and recovery operations. The UCG works in support of and in coordination with state, tribal, and territorial government officials to stabilize community lifelines,[12] reconstitute federal MEFs, and achieve recovery outcomes.[13] The FCO is appointed to coordinate with the State Coordinating Officer/Territorial Coordinating Officer or Tribal Chief Executive to understand SLTT government's response and recovery objectives and to direct federal resources in support of the objectives established. Figure 2 depicts an example of a Unified Coordination organization that can be assembled to support response and recovery from an incident.
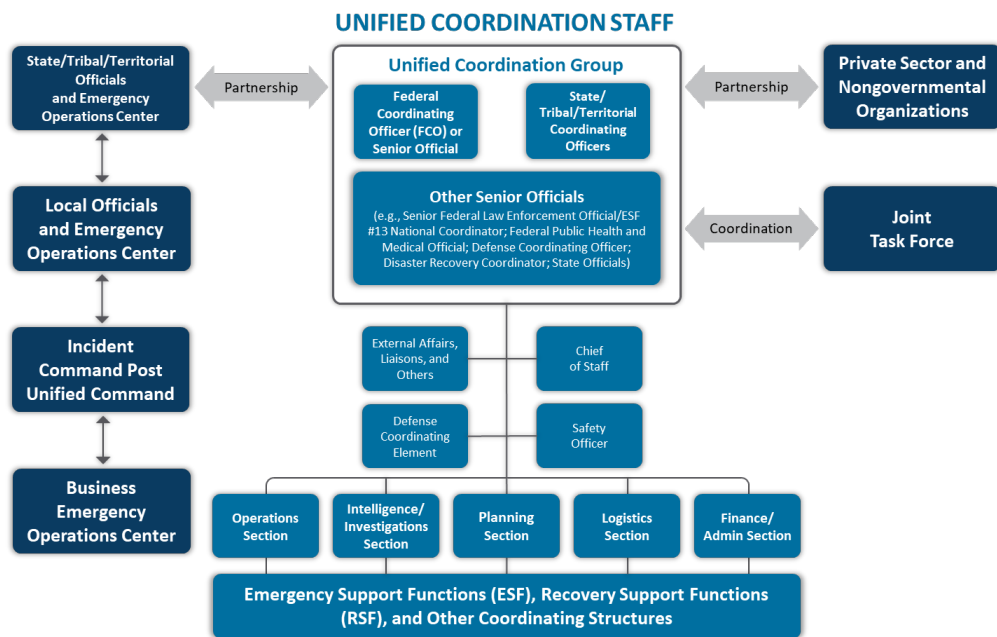

Figure 2: Unified Coordination Organization Example

For highly complex incidents, the federal government may adopt a Multi-Agency Coordination Group or UCG structure tailored to the unique incident needs. This structure is described in **Annex A: Task Organization**.

Coordinating Facilities

The federal government often supports states, tribal governments, territories, the private sector, and NGO partners while collocating at Interim Operating Facilities (IOF), JFOs, and

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[12] Community lifelines are the services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. They are described in greater detail in the *Concept of Operations* section below.

[13] Locally driven, whole community recovery solutions are at the core of the approach and are informed by a unified vision and supported by state, tribal, territorial, and federal government resources. These established recovery outcomes drive the type of collective federal assistance provided. See the *Concept of Operations* section below for more information on recovery outcomes.

Joint Recovery Offices (JRO). **Table 3** describes the IOF, JFO, and JRO. For incidents that do not receive a Stafford Act declaration, coordination between federal agencies and SLTT governments will be conducted out of facilities that may have a different name but serve similar functions. Coordination and response and recovery work may not always be conducted in a facility because of continuity of operations planning or other planning efforts, including remote support.

Table 3: Joint Field Office and Joint Recovery Office

Field Office	Types and Descriptions of Temporary Disaster Response and Recovery Facilities
Interim Operating Facility (IOF)	Prior to the establishment of any other coordination facility (or facilities), the federal government and state, tribal, or territorial government officials set up temporary offices in an IOF. Often, this can be the state, tribal, or territorial emergency operations center (EOC), or other office space, until the expansion of the federal and state coordinating mechanisms outgrows the space available, when additional space is leased to establish a JFO.
Joint Field Office (JFO)	For Stafford Act incidents, the Unified Coordination Group (UCG) operates out of a JFO, a temporary facility that provides a central location for coordination of response and recovery activities with the state, tribal, or territorial government; private sector; and non-governmental organization (NGO) partners. The JFO is organized, staffed, and managed in a manner consistent with National Incident Management System (NIMS) principles using an Incident Command Structure (ICS). In some cases, the JFO may be virtual and not in a physical facility.
Joint Recovery Office (JRO)	Once response end-states are achieved and the recovery life cycle has progressed, the JFO may transition to a JRO. The purpose of a JRO is to centralize communication, collaboration, and coordination with states, tribal governments, territories, federal government, the private sector, and NGO partners to achieve recovery outcomes for large, complex disasters in a post-JFO environment.

Many federal agencies have headquarters-level operations centers. These agency-specific operations centers maintain situational awareness within their functional areas. These operations centers may also coordinate response and recovery activities and communicate with other federal operations centers, and state, tribal, and territorial government counterparts. When necessary, private sector and NGO partners are included.

Most federal agencies have regional or field offices that may participate with SLTT governments in planning for incidents and provide response assets when an incident occurs in their jurisdiction. In larger-scale incidents, these regional and field offices may support initial response activities with additional support provided from other agency offices across the Nation. Examples of federal emergency operations centers (EOC) that may engage in coordination activities during response and recovery operations include, but are not limited to, the following:

- Cybersecurity and Infrastructure Security Agency (CISA) Central,
- Department of Energy (DOE) Operations Center,
- Department of Health and Human Services (HHS) Secretary's Operations Center (SOC),

- DHS NOC,
- DOD National Military Command Center,
- Department of Transportation (DOT) – Transportation Operations Center (TOC),
- FBI Strategic Information and Operations Center (SIOC),
- NBEOC,
- FEMA NRCC, and
- FEMA RRCC.

Coordinating Structures

This section outlines the key structures used by the federal government to coordinate interagency response and recovery activities.

Emergency Support Functions and Recovery Support Functions[14]

The effectiveness of response and recovery activities is dependent on the coordinated execution of capabilities from a variety of federal agencies. ESFs provide the structure for coordinating interagency support for a federal response to an incident. Similarly, RSFs provide the structure for coordinating interagency recovery in the aftermath of an incident. ESFs and RSFs are individually activated for Stafford Act incidents. They can be activated by the NRCC, the RRCC, and the FCO, based on the needs of the incident. ESFs and RSFs can also be activated for incidents that do not receive a Stafford Act declaration.[15] However, for some non-Stafford Act incidents the LFA may use structures other than ESFs or RSFs to coordinate federal support.

During an incident, it is the responsibility of the senior official to coordinate the work performed by the ESFs and RSFs and encourage information sharing to ensure that all actions align with established incident objectives. The following roles and responsibilities are applicable to all participating federal agencies:

- Conduct continuity and operational planning in conjunction with federal and SLTT governments and the private sector and NGOs;
- As a primary or support agency, prepare the ESFs or RSFs to support and sustain the overall federal coordinating structures established at the NRCC, RRCC, and JFO (or other facilities that the LFA may use for non-Stafford Act incidents);

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[14] Emergency Support Functions (ESF) and Recovery Support Functions (RSF) are composed of a designated coordinator, along with primary and supporting agencies. Primary and supporting agencies are expected to be responsive to the function related to communication and coordination needs. For information on operational responsibilities and tasks performed by ESFs and RSFs, refer to the NRF and *National Disaster Recovery Framework* (NDRF) respectively.

[15] For federal-to-federal support, federal agencies may execute interagency or intra-agency reimbursable agreements, in accordance with the Economy Act or other applicable authorities, or FEMA may execute mission assignments (MA) in accordance with Stafford Act Authorities. The Financial Management Support Annex to the NRF contains information about this process.

- Maintain shared situational awareness across ESFs and RSFs through an established COP;
- Coordinate and synchronize information sharing and disseminate (including between ESFs and RSFs) appropriate information using established systems and channels to facilitate maximum benefit and timeliness; and
- Participate in the development of a comprehensive public information program that ensures the federal government speaks with one voice through each phase of an incident and is accessible to the whole community.

In accordance with the NRF and NDRF, the ESF Leadership Group (ESFLG) and the RSF Leadership Group (RSFLG) are designed to identify and resolve operational and policy issues. The ESFLG facilitates information exchange and coordinates policy implementation on national-level response issues. The RSFLG strives to improve the effectiveness and Unity of Effort of coordinated federal recovery responsibilities, as well as to resolve operational, resource, and policy issues related to interagency recovery actions at the national level.

Determining Federal Agency Authorities and Responsibilities

In all incidents, the on-scene command should be conducted in accordance with NIMS. If a federal agency has the authority to conduct on-scene command, it should establish Unified Command with other agencies which have jurisdictional authority or functional responsibility for the incident.

Statutory, jurisdictional, and delegated authorities allow a federal agency to direct resources to response and recovery activities. Federal agencies have on-scene command when they possess one of the authorities outlined in **Table 4.**

Table 4: Authority to Act

Authority	Definition	Example
Statutory Authority	A federal agency has the authority to direct on-scene response and recovery activities by statute.	The U.S. Coast Guard and Environmental Protection Agency command resources to stop threatened or actual releases of oil and hazardous substances in accordance with the *National Contingency Plan*.
Jurisdictional Authority	A federal agency directs on-scene response and recovery activities on property within its jurisdiction.	The U.S. Forest Service (USFS) and Department of the Interior (DOI) command resources to suppress wildfires on property owned by the federal government. (e.g., National Forests and National Parks).
Delegated Authority	A federal agency directs on-scene command when authority is delegated to it by a non-federal jurisdiction in accordance with the specific delegation of authority.	Federal incident management teams were delegated authority by local jurisdictions to complete search and rescue incident objectives during unprecedented flooding in Colorado in 2013.

As an incident grows or evolves, the number of federal agencies involved can also change based on federal agency statutory authority, executive orders, presidential directives and memoranda, or federal agency requests. Usually, federal coordination occurs within an established UCG at a regional operations center or within Unified Command. Coordination between federal agencies may also occur at the national level. Examples of that include the following situations:

- During complex or large-scale incidents when federal support is required between separate "regions" and across multiple UCGs supporting states, tribal governments, and territories; and/or
- During national-level incidents when multiple federal agencies have unique authorities required to respond and recover.

Determination of a Lead Federal Agency

Different federal agencies lead coordination of the federal government's response and recovery activities because of their statutory authorities, and presidential directives and based on the type and magnitude of the incident. Some federal agencies may coordinate federal disaster operations under their own statutory authorities and may activate response and recovery structures or programs applicable to those authorities. For example, federal agencies may suppress wildfires; aid during agricultural disease or drought; identify, investigate, respond to, and protect computers and networks from cyber incidents; respond to a disease outbreak; and provide Direct Federal Assistance (DFA) to a state, tribal, or territorial government when requested and approved.

However, in novel, complex, or large-scale incidents, federal response and recovery authorities may be overlapping, complicated, and/or uncertain. Consistent with applicable law and presidential directives, the President may designate a single LFA to coordinate federal incident response strategy and execution. When this occurs, federal agencies continue to execute their authorities, roles, and responsibilities in coordination with the designated LFA.

Responsibilities of a Lead Federal Agency

Once determined, the LFA is responsible for coordinating federal agencies active in the response and recovery efforts. The LFA will do the following:

- Appoint a senior official to lead responsibilities employing the NRF, NDRF, and NIMS;
- Determine the relevant federal agencies required for participation in Unified Coordination and the level of Unified Coordination needed;
- Develop strategic objectives, priorities, and planning activities;
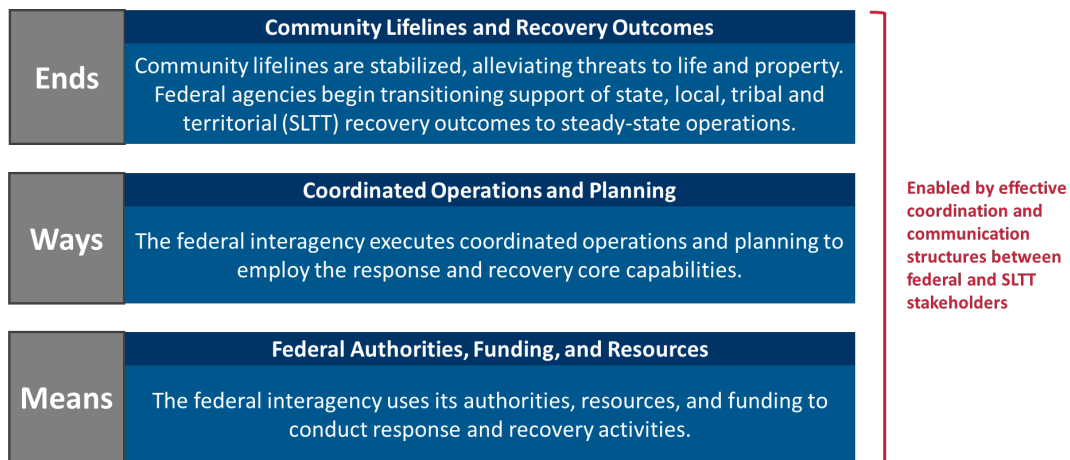- Identify gaps that response and recovery activities should address;

- Coordinate federal incident response and recovery strategy and execution with federal, state, tribal, and territorial governments; the private sector; and non-governmental entities;
- Facilitate appropriate incident information reporting; and
- Serve as the principal spokesperson to lead communication activities with affected parties and the public.

In cases where DHS is not the LFA under applicable law or presidential directives and additional incident management support is required, consistent with applicable law and presidential directives, the LFA may request assistance from DHS/FEMA.

Concept of Operations

The concept of operations provides a strategic overview of how federal response and recovery support are integrated, synchronized, and phased. Federal response operations are designed to stabilize community lifelines, and recovery operations are designed to achieve recovery objectives. The primary planning framework for achieving these goals is through the ends, ways, and means structure, as depicted in **Figure 3.**

This section outlines the key federal end-states (the ends) and describes how the federal government executes coordinated planning and operations to employ the response and recovery core capabilities (the ways) to achieve those ends. Information on the federal government's authorities, funding, and resources (the means) is included in the **Administration, Resources, and Funding** section.

Ends	**Community Lifelines and Recovery Outcomes**
	Community lifelines are stabilized, alleviating threats to life and property. Federal agencies begin transitioning support of state, local, tribal and territorial (SLTT) recovery outcomes to steady-state operations.

Ways	**Coordinated Operations and Planning**
	The federal interagency executes coordinated operations and planning to employ the response and recovery core capabilities.

Means	**Federal Authorities, Funding, and Resources**
	The federal interagency uses its authorities, resources, and funding to conduct response and recovery activities.

Enabled by effective coordination and communication structures between federal and SLTT stakeholders

Figure 3: Overview of Federal Response and Recovery Support.

Key End-States: Stabilizing Lifelines and Achieving Recovery Outcomes

Stabilizing Community Lifelines

The seven community lifelines provide a systematic approach to assessing the impacts to a community's critical services in the immediate aftermath of a disaster. By establishing a

comprehensive understanding of the severity of impacts to community lifeline services, the ESFs can identify, coordinate, and implement the most effective solutions for alleviating threats to life and property as quickly as possible. Response actions may cross more than one community lifeline at a time to address incidents and actions that require the need for simultaneous support (e.g., transportation and medical).

The community lifeline construct organizes and aligns critical services into one of seven lifelines: Safety and Security; Food, Water, Shelter; Health and Medical; Energy (Power and Fuel); Communications; Transportation; and Hazardous Materials. These seven community lifelines frame the way the ESFs—in coordination with the private sector and NGOs—identify, assess, and address disaster impacts and provide a common lens through which the ESFs can determine which capabilities, resources, and/or technical assistance are required to stabilize or restore those services. **Figure 4** depicts the community lifelines.

Figure 4: Community Lifelines

Organizing critical services into community lifelines enables the federal government to develop targeted operational objectives. Developing objectives helps to ensure that actions drive toward achieving the desired end-states essential to better serve disaster survivors and impacted communities. Progress toward achieving these objectives is measured by stabilization targets for each community lifeline, which are developed collaboratively with key stakeholders at all levels of government and the private sector. This stability of lifelines at the community level undergirds the provision of essential functions and services at the national level. Even when a community lifeline is stabilized, however, community lifeline services remain vulnerable until permanent solutions are in place, requiring continuous monitoring for changes in condition.

For more information on the community lifelines construct, refer to the Community Lifelines Implementation Toolkit.

Achieving Recovery Outcomes

The federal government implements an integrated operational approach in support of SLTT government recovery outcomes. Agencies supporting recovery do so using their existing authorities. They may also continue providing support to impacted governments after the federal government transitions recovery operations from the JRO or other facility to steady state as states work toward achieving longer-term recovery outcomes. This approach aims to support SLTT governments in developing the capability to plan for, manage, and execute community-based and holistic recovery outcomes.

The integrated operational approach consists of four overarching steps:

1. Support SLTT governments in identifying their recovery needs;
2. Assist SLTT governments in the development of their resilient recovery outcomes;
3. Assist with whole community recovery solutions to achieve SLTT government-driven outcomes; and
4. Deliver mitigation and recovery programs, focusing on equitable outcomes.

The federal interagency gathers information to help facilitate the scoping of recovery requirements. The scoping process, through which the federal government develops an understanding of the breadth of recovery needs and capacity of the impacted SLTT governments, enables the RSFs to identify potential challenges and capability gaps, if activated. Recovery Needs Assessments and Recovery Support Strategy development processes help capture the scope of support. Working to achieve equitable outcomes in recovery planning, the federal government will endeavor to devise recovery strategies that will not add temporary patches to broken systems but will, instead, recommend approaches that are designed to support strong and resilient communities that can recover from disasters equitably.

The FCO or their designee will engage with the state, tribal, or territorial government recovery representative(s) to discuss recovery goals, objectives, or outcomes early in the incident. FCO engagement sets the stage for federal interaction with the SLTT government agencies to identify critical priorities and specific federal agencies that can support achieving recovery outcomes. Though RSFs concentrate and leverage federal interagency support, federal agencies still carry out their missions under their specific authorities and coordinate with SLTT governments without the need for initial FCO engagement. However, the FCO and UCG should be briefed by the federal agencies on missions that are conducted under their own authority. These missions should be factored into the planning and execution of community lifeline stabilization or recovery missions to ensure Unity of Effort.

Focusing on recovery outcomes helps jurisdictions identify their recovery needs, which drive recovery activities. While federal support aims to achieve SLTT governments' desired outcomes, the federal support for those outcomes should be agreed upon through the UCG and within the bounds of what the federal government is authorized to support. Once the federal and SLTT governments identify recovery outcomes, the UCG develops recovery plans to describe the approach, strategies, and relevant resources the federal agencies and collaborative partners will apply to help achieve the recovery goals.

The federal government has established general national recovery outcomes (**Table 5**). Following a disaster, the federal government works with SLTT emergency management and steady-state partners in using these broad outcomes as the foundation for developing disaster-specific SLTT government recovery goals and objectives to guide federal support actions. The partners the federal government commonly engages with on recovery outcomes

are diverse and can include, but are not limited to, SLTT regional planning organizations; SLTT offices of community or economic development, NGOs, the private sector, and philanthropic, and academic organizations. The federal government delivers recovery capabilities through the RSFs to achieve the disaster-specific recovery outcomes.

Table 5: Recovery Support Functions and Outcomes

Recovery Support Function	Recovery Outcome
Community Assistance	Resilient recovery of states, local governments, tribal governments, and territories
Economic Recovery	Sustainable, diversified, and resilient economy
Health and Social Services	Sustainable and resilient health, education, and social service systems
Housing	Adequate, resilient, accessible, and affordable housing
Infrastructure Systems	Restored, modernized, hardened, and resilient systems
Natural and Cultural Resources	Restored, preserved, risk-resistant, and resilient natural and cultural resources

Once SLTT government recovery goals are identified, incident-specific objectives are crafted to help guide the actions of all federal programs and RSFs in a unified manner. These objectives enable all partners to better communicate how their specific actions, programs, and strategies are helping progress recovery. This will also help identify gaps or duplication in programs or funding, which can provide an opportunity to make better use of limited recovery resources.

This approach emphasizes a coordinated, whole community approach to identify recovery needs, developing options to address needs, and implementing system-based recovery solutions that build capacity, accessibility, and increase resiliency to future disasters. The following actions support successful unified recovery outcomes:

- Facilitate a systematic, action-oriented approach to implementing recovery solutions;
- Deliver assistance in a manner that enables SLTT governments to drive and achieve their own unique recovery goals; and
- Maximize the impact of all resources put toward recovery activities.

### Coordination of Response and Recovery Activities

While response and recovery activities begin immediately after an incident (or in coordination with law enforcement and consistent with applicable presidential directives upon threat identification for notice events), the federal government's leadership priorities and reporting focus on community lifelines at the onset of the event and then transition to recovery outcomes. The RSFs that are responsible for supporting state, tribal, and territorial governments achieve their incident-specific recovery goals in coordination with a wide variety of stakeholders, through the execution of recovery lines of effort (LOE). LOEs are defined and discussed in the **Integrating Response and Recovery** section.

The specific response and recovery support that the federal government provides depends on the severity of the incident; the authorities invoked; and specific requests made by state, tribal, or territorial governments. If federal recovery support is anticipated, relevant RSFs are activated and begin operating even before community lifelines are stabilized, allowing them

to coordinate with the ESFs and other federal stakeholders to acquire the information they need to achieve desired recovery outcomes.

There is a broad continuum of actions that all federally supported incidents have in common (**Figure 5**). Outlining this continuum helps to ensure that response and recovery stakeholders at all levels have a shared understanding of how response and recovery activities are synchronized in support of a common end-state. This continuum is broken down into three broad phases, each with an individual focus to emphasize what major aspect of federal support is occurring during that phase. Although not described in this FIOP, prevention operations may take place in each phase if there is an elevated or credible threat and depending on the nature of the incident (i.e., intentional). Mitigation operations may also take place throughout the phases. The following three phases are described next in more detail:

- **Phase 1: Activities Undertaken Prior to the Occurrence of a Known Incident**, which makes up pre-incident operations for notice incidents.
- **Phase 2: Coordinated Response and Recovery Operations**, in which Response and Recovery begin concurrently and start initial disaster operations to work towards eventual community lifeline stabilization.
- **Phase 3: Recovery and Restoration Operations**, federal resources work towards meeting SLTT government-identified recovery outcomes.
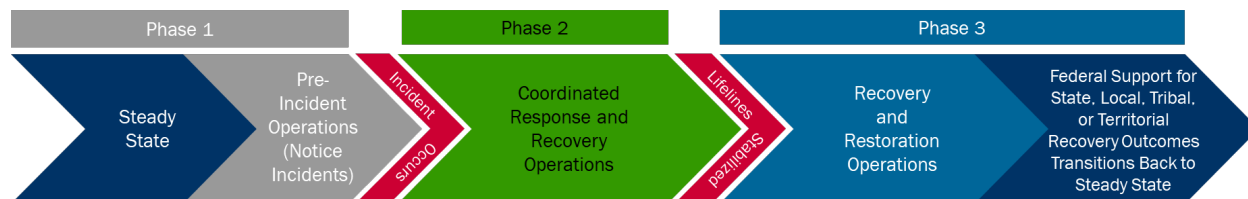
Figure 5: Continuum of Federal Support[16]

The typical activities performed in each phase are outlined next. The descriptions of the actions that make up each phase and the phase transitions are representative and not comprehensive. They are provided as examples to illustrate phase transition conditions. For information on the sub-phases, refer to **Annex C: Operations** Figure C-1 provides high-level descriptions of the sub-phases that federal agencies should use during planning and execution. Specific sub-phasing activities may differ depending on the specific threat, hazard, or incident. For incident-specific guidance related to federal activities required at each phase, refer to this FIOP's Incident Annexes.

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[16] Although not depicted in Figure 5, during intentional threats and incidents such as terrorism or other criminal acts, law enforcement prevention activities may occur during and continue through each phase of response, recovery and restoration operations.

Phase 1

Phase 1 is characterized by pre-incident awareness, preparedness, protection, and mitigation activities. When there is an elevated or credible threat, the federal government may conduct activities to deploy and position federal resources, as well as those that can be engaged by partner organizations, closer to the potential impact area to expedite the federal response. The federal government may also choose to move functions and support activities to more resilient locations.

Phase 2

Phase 2 begins with the federal government gathering intelligence related to the impacts of the incident. Phase 2 focuses on an immediate, coordinated, and effective federal response to save lives and reduce casualties following a disaster through the support of survivors, communities, and SLTT governments. The federal government identifies the severity of impacts to community lifeline services and, through the ESFs, develops, coordinates, and implements the most effective solutions for alleviating threats to life and property. The federal government also coordinates with key stakeholders, including SLTT governments and other federal agencies, to develop stabilization targets for each community lifeline.

Phase 2 also includes initial recovery activities and the deployment of some critical recovery resources (e.g., RSFs) to begin scoping recovery needs, identifying SLTT government recovery priorities, and coordinating with response partners to identify issues that may impact recovery. As Phase 2 progresses, the scope of recovery activities increases as the scope of response activities decreases. Phase 2 ends when the bulk of critical lifesaving response resources are demobilized,[17] and the federal government's priorities shift to recovery operations. Prevention operations will be taking place in Phase 2 during intentional incidents.

Phase 3

Phase 3 is characterized by the end of active response operations and focuses on recovery activities. Stabilization targets for community lifelines have been met, and basic lifeline services are available via employment of contingency response solutions and emergency repairs to establish lifeline services. During this phase, declaration request and processing activities continue as new impacted areas and new assistance program needs surface and are validated. Phase 3 begins with a focus on the restoration of basic services and community functionality at the conclusion of lifesaving and life-sustaining operations. Restoration of basic services and community functionality in this context means restoring meaningful operating capacity for utilities, transportation routes, schools, local retail businesses, offices and other workplaces, and essential local jurisdiction service facilities.

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[17] This FIOP defines demobilize as the orderly, safe, and efficient return of personnel and equipment to their original location status.

As the recovery activities mature, federal support evolves to focus on support of the whole community. Recovery in this context means supporting the goals, benchmarks, and metrics established in the aftermath of the disaster by the local jurisdiction. This may include complete redevelopment and revitalization of the impacted area; the rebuilding or relocating of damaged or destroyed social, economic, natural, or built environments; as well as a move to self-sufficiency, sustainability, and resilience.

As intermediate recovery objectives are met, the LFA works with the SLTT government to coordinate the closeout of federal assistance and programs for the incident. Federal agencies will shift leadership and coordination from disaster-specific mechanisms to steady state program management structures according to transition plans developed earlier in the recovery. Prior to field demobilization, recovery leadership (e.g., senior officials) will establish mechanisms to track and communicate progress of interagency partners in achieving identified recovery outcomes and seek creative solutions to the obstacles or challenges encountered throughout program administration. Prevention operations take place in Phase 3, depending on the nature of the incident.

Phase Outcomes

Planners use phases to synchronize activities across the coordinating partners, describe how operations evolve over time, and promote Unity of Effort among incident, regional, and national operations. Phases are assigned outcomes that must be met for the phase to be considered complete. Table 6 provides a brief description of the high-level phase outcomes for each.

Table 6: Phase Outcomes

Phase	Phase Begins	Phase Outcomes
Phase 1	Potential event is identified.	1. Transition from steady state to incident leadership. 2. Initial onset of impacts or threat diminishes. 3. Assess policy and plans supporting essential functions and services to examine unmet requirements or barriers to satisfying those requirements.
Phase 2	Impact is ongoing or has occurred.	1. Mechanisms (e.g., Unified Coordination Group [UCG]) and situational awareness are established, and capabilities are deployed to accomplish key priorities and objectives. 2. Community lifelines are stabilized and objectives and organization for recovery are established by the UCG. 3. UCG activities shift from response-focused to recovery-focused objectives.
Phase 3	UCG activities shift from response-focused to recovery-focused objectives.	1. Joint Field Office (or equivalent for non-Stafford Act incidents), Geographical Branch Offices, and other offices are closed. Leverage steady-state programs for incident operations. 2. Sustained recovery teams are demobilized, and Joint Recovery Office(s) (formerly Long-term Recovery Office) are closed. 3. Transition from field operations to regional management of recovery and restoration. 4. Disaster declarations are programmatically and financially closed.

Integrating Response and Recovery

As outlined above, the federal government executes response and recovery activities simultaneously. In many cases, activities initiated by ESFs that continue beyond Phase 2 can significantly impact specific recovery activities and may require coordination between ESFs and RSFs. The federal government uses LOEs to sequence response and recovery functions and activities that must be performed to achieve community lifeline stabilization and recovery outcomes.

Lines of Effort

LOEs are intermediate incident objectives packaged for inclusion in the incident action planning cycle (i.e., milestones) to reach a desired end-state where federal assistance for that function is no longer required. They are the federal activities that a state, tribal, or territorial government can request to achieve community lifeline stabilization targets and recovery outcomes. The desired end-state occurs when federal assistance for that function is no longer required. LOEs are intended to "jump-start" planning, helping incident personnel at all levels to visualize how federal interagency capabilities can support community lifeline stabilization and recovery outcomes by clearly articulating and communicating the strategy to meet federal assistance requests and showing how these tasks connect to ESFs and RSFs.

In many cases, an LOE will consist of both ESFs and RSFs, which must share information and coordinate activities throughout all phases to support a strong transition from LOEs to recovery outcomes. Each LOE lays out the necessary information to provide end users with the purpose, agencies involved, objectives, tasks, resources, and where to look for further information. The purpose statement describes what the LOE is designed to accomplish. Intermediate objectives provide prompts for initial actions by ESFs, RSFs, and other incident management staff to meet the needs of states, tribal governments, and territories and for developing more detailed objectives in incident action plans. Intermediate objectives may be organized by phase. By aligning each LOE to ESFs, RSFs, core capabilities, and community lifelines, the federal government's incident leadership can create a framework to plan, coordinate, respond to, report on, and recover from disasters.

LOEs give decision-makers a method of developing an incident strategy and coordinating authority, resources, and funding with other federal agencies and jurisdictions. LOEs create Unity of Effort by enabling leaders and planners to perform the following activities:

- Prioritize resource mobilization and logistics support among requesting jurisdictions;
- Track and coordinate activities among agencies, other jurisdictions, and the private sector;
- Monitor and adjust incident strategy as unique challenges arise; and

- Allow recovery to develop and coordinate activities earlier in the incident or when there is no clear tie to ESF, RSF, core capability, or community lifeline.

The specific LOEs for each incident will vary based on incident requirements and SLTT government goals. ESFs and RSFs may be responsible for one or more LOE. A single community lifeline or recovery outcome may require multiple LOEs to achieve the desired end-state. Conversely, a single LOE may support the stabilization of multiple community lifelines or the achievement of multiple recovery outcomes.

The end-state for LOEs will be reached at different times in different geographical areas across a single incident. While some LOEs may reach their end-state relatively early in the continuum of federal support, other LOEs will transition to longer-term operations. For example, there are potential intermediate objectives within a housing LOE (e.g., emergency repairs) that should be met relatively early in an incident. Subsequent intermediate objectives (e.g., direct housing assistance in the form of temporary housing and permanent housing construction) will continue for months and possibly years as the federal and SLTT governments and the private sector work toward permanent, resilient solutions.

ADMINISTRATION, RESOURCES, AND FUNDING

Administration of Response and Recovery

Federal agencies are responsible for coordinating resources and managing their own financial activities during all operational phases and across all mission areas within their established processes. Federal agencies establish contracts, interagency agreements, and other mechanisms amongst themselves and with the private sector and NGOs to coordinate resources. The *Financial Management Support Annex* to the NRF provides basic financial management guidance for all federal agencies that provide support for incidents.

Responsibility for management and oversight of all administrative and logistic requirements supporting operations rests with the following:

- FEMA is the primary agency for managing funding associated with Stafford Act incidents.
    - o FEMA's Office of the Chief Financial Officer is responsible for supporting disaster funding activities of domestic incident management and provides the core financial management functions in support of NRCC, RRCC, and JFO/JRO operations.
- The LFA is typically the primary agency responsible for funding non-Stafford Act incidents. However, other supporting agencies will fund their operations based on the incident type and agency authorities. Funding varies based on federal agency statutory authorities, applicable presidential directives and memoranda, and the type or magnitude of the incident.
- The Senior Financial Advisor of each multiagency coordination center (e.g., NRCC, SOC, RRCC, and federal agency operations centers) is responsible for the financial management, monitoring, and tracking of all federal costs relating to the incident.

This FIOP does not alter or affect the responsibilities of Senior Financial Advisors in any federal agencies. When federal agencies are operating programs under their own statutory authority and funding, coordination among agencies with financial responsibilities will occur.

Resources

Emergency management and incident response activities require carefully managed resources (e.g., personnel, teams, facilities, equipment, services, and supplies) to meet incident needs. The use of standardized resource management concepts, such as typing, inventorying, organizing, and tracking, facilitates the dispatch, deployment, and recovery of resources before, during, and after an incident. Federal resource management should be flexible and scalable to support any incident and be adaptable to changes.

A federal agency (even with the legal authority) will be severely limited in its ability to exert on-scene command decisions without the ability to access the necessary services, resources, personnel, and materials to implement the response and recovery mission. All agencies that may serve in the role of an LFA (as discussed next) should establish pre-existing administrative capabilities with expected support agencies to execute contracts, interagency agreements, and other mechanisms to provide a timely delivery of command actions.

The Defense Production Act (DPA) and other statutes may be available to expand available resource options. The DPA is the primary source of presidential authorities to expedite and expand the critical supplies and services from the private sector and the U.S. industrial base that are needed to promote national defense, including emergency preparedness and response activities conducted in accordance with the Stafford Act.

DPA authorities are available to support emergency preparedness activities conducted pursuant to Title VI of the Stafford Act; protection or restoration of critical infrastructure; and activities to prevent, reduce vulnerability to, minimize damage from, and recover from acts of terrorism within the Nation.

DPA authorities may be used for the following activities:

- Requiring acceptance and preferential performance of contracts and orders;
- Providing financial incentives and assistance for U.S. industry to expand productive capacity and supply needed for national defense purposes; and
- Providing antitrust protection for businesses to cooperate in planning and operations for national defense purposes, including homeland security.

Information on logistics and resource management, including the federal government's pre-positioned resources, is found in **Annex D: Logistics.**

Personnel Augmentation

Federal agencies are responsible for personnel augmentation to support operations under this FIOP. Each federal agency has policies for personnel augmentation predicated on its authorities, other policies, memorandums of understanding, and mutual aid agreements. Federal agencies must ensure their employees engaging in incident response and recovery activities maintain

> **National Qualification System (NQS) and OneResponder**
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> **NQS:** NQS promotes nationwide interoperability by establishing a common language for defining job titles and by enabling jurisdictions and organizations to plan for, request, and have confidence in the capabilities of personnel deployed for disasters and emergencies.
>
> **OneResponder:** OneResponder is a web-based master qualifications system that provides a common language and approach to qualify and certify emergency personnel in NQS. The system is a repository of a master resource catalog, and it establishes a data-sharing network with its participants.

proficiency/qualification in mandatory training and are able to perform in accordance with standard resource typing guidelines and operational requirements, as outlined in the National Qualification System (NQS), as available. Agencies can access OneResponder to identify personnel with the skillset necessary to support specific response and recovery operations. In Stafford Act and non-Stafford Act incidents, each federal agency will continue to maintain its roles and responsibilities in accordance with federal laws and regulations.

If an incident exceeds the capacity of the LFA and the broader disaster workforce, the Secretary of the Department of Homeland Security is authorized to activate the DHS Surge Capacity Force (SCF) to augment the federal response to a catastrophic disaster. FEMA manages the SCF program, which relies on federal employees from DHS components and other federal agencies to support its mission of helping people before, during, and after disasters.

As required, some incidents may leverage the support of temporary local hires to augment staff. While the nature of the local hire program will vary based on the LFA, in general, temporary local hires do the following:

- Help staff disaster operations;
- Allow disaster survivors to return to work while adding to the long-term recovery of the local community;
- Maintain direct contact with other affected residents and disaster survivors; and
- Bring a special understanding of the problems faced by their fellow disaster survivors.

Private Sector Resources

The private sector, while often impacted by disasters, can serve as a major resource to the community. The resilience of the private sector in providing infrastructure services, other essential commodities, and critical employment plays a key role in the future viability of a community. Apart from being an employer and providing access to goods and services for members of the community, the private sector often provides resources to support the federal government's response and recovery activities. The exact nature of the resources provided varies from community to community and business to business, but the community investment and philanthropic nature of the private sector should be considered during pre- and post-incident planning.

During an incident, key private sector partners have a direct link to emergency managers and, in some cases, are involved in the decision-making process. Communities may not be able to respond effectively to incidents without private sector resources; therefore, strong cooperative relations between government agencies and the private sector are essential. The federal government may direct private sector response resources where pertinent

contractual relationships exist while retaining its full authorities to oversee and control, as appropriate, infrastructure involved in an incident.

Non-Governmental Organization Resources

NGOs provide additional resources in support of response and recovery through National Voluntary Organizations Active in Disaster (VOAD) and the American Red Cross. National VOAD, a consortium of approximately 65 national organizations and 55 territorial and state government equivalents, allows NGOs to share resources to help disaster survivors and their communities. The American Red Cross, chartered by Congress to maintain a system of domestic and international relief, has a legal status of "a federal instrumentality" and provides resources and other support during incident response and recovery. Recovery outcomes are also met with support from philanthropic groups, foundations, and academic partners.

Eligible private-nonprofit NGOs may be reimbursed for assistance under FEMA's Public Assistance (PA) program. For simplicity, these organizations can be seen as included in references throughout this FIOP to SLTT governments' response and recovery organizations.

Funding

Funding and reimbursement mechanisms for federal agencies carrying out response and recovery operations depend on the incident type. MAs, inter-/intra-agency agreements (IAA), and contracts may be used for Stafford Act incidents and are funded by the Disaster Relief Fund (DRF). Non-Stafford Act incidents are not funded by the DRF and may use all sourcing options except MAs.

Mechanisms for Assistance

LFAs often require additional assistance, especially during novel, complex, or large-scale incidents. Federal-to-federal assistance and other recovery-specific assistance can be requested and obtained through a variety of mechanisms, including those listed in **Table 7**.

Table 7: Mechanisms for Assistance

Mechanism for Assistance	Description
Contracts	Federal agencies can procure support from the private sector through contracts to provide additional support or to supplement their capabilities.
Inter-/Intra-Agency Agreements (IAA)	Federal agencies may execute interagency or intra-agency reimbursable agreements. Generally, the requesting agency provides funding for the incident consistent with provisions of the Economy Act, unless other statutory authorities exist.
Interagency Reimbursable Work Agreements (IRWA)	An IRWA is an agreement between federal agencies where one agency obtains supplies or services from another federal agency, and that agency provides the supplies and services using its own resources (e.g., employees, contracts, and inventory).

Mechanism for Assistance	Description
Intergovernmental Agreements	The Intergovernmental Personnel Act provides for the temporary reassignment of personnel between the federal government and state, tribal government, and territory, and other eligible organizations (e.g., colleges and universities).
Mission Assignments (MA)	**MAs are issued by FEMA for Stafford Act support only.** FEMA uses MAs to issue a work order to another federal agency, directing the completion of a specific task not otherwise under the authority of a federal agency. MAs are typically used to support short-term lifesaving, life-sustaining, property-protecting, and incident-stabilizing needs of survivors and responders. However, FEMA may use MAs for activities that support delivering other STT government response and recovery outcomes for impacted communities as an incident progresses.
Disaster Recovery Funding Opportunities	**State/Tribal/Territorial Programs:** Funding and programs made available by elements of the state, tribal, or territorial government after a disaster. Disaster assistance from the state, tribal, or territorial governments is often limited and variable but may assist with disaster recovery needs. **Federal Annual Programs:** Funding allocated to federal agencies that is included in the annual U.S. budget. These programs are not designated for a disaster; however, federal agencies may prioritize a portion of this funding for disaster-related needs. **Federal Supplemental Resources:** Congress may appropriate special funding to federal agencies following large and widespread disasters for specific Congressionally designated disaster-related needs (e.g., Community Development Block Grant – Disaster Recovery. **Non-profit and Philanthropy:** Non-profit and philanthropic organizations provide funding and other assistance donated by private, community, or corporate foundations to a wide variety of individual and community projects.

The DRF, appropriated to FEMA, is the primary account that FEMA uses to fund a wide variety of disaster assistance programs that provide grants and forms of direct support to assist state, tribal, and territorial governments, as well as certain nonprofit entities. States, tribal governments, and territories are expected to manage funding received from the federal government in accordance with relevant federal regulations and applicable requirements, including environmental and historic preservation compliance. Depending on the funding source, states, tribal governments, and territories may be expected to contribute to a cost-share for the given program. For example, for recovery programs such as PA, Individual Assistance (IA), and the Hazard Mitigation Grant Program (HMGP), the non-federal cost share is typically 25 percent. The President may waive the cost share for PA, but not for IA or HMGP.

The DRF is also used to fund MAs that FEMA issues to other federal agencies. FEMA uses MAs as a work order to direct a federal agency to complete a specified task pursuant to a Stafford Act declaration. FEMA may issue MAs to address a state, tribal, or territorial government request for federal assistance to meet unmet emergency needs or to support overall federal operations pursuant to, or in anticipation of, a Stafford Act declaration. FEMA issues the MA to an agency identifying, as applicable, the funding, the funding limitations, the requirements of the task(s) to be performed, the completion date, and the state cost-share requirements.

MAs fall into two categories—Federal Operations Support (FOS) and DFA. As depicted in **Table 8**, FOS and DFA MAs differ in when they can be used, the work they can be used to order, and the cost share.

Table 8: Mission Assignment Categories

Mission Assignment (MA) Category	Description
Federal Operations Support (FOS)	• Provide federal-to-federal support allowing the Federal Emergency Management Agency (FEMA) to execute its mission. • Issued before or after a declaration for response support and after a declaration for recovery support. • Funded 100 percent by the federal government (through the Surge Account if pre-declaration and through the Disaster Relief Fund (DRF) if post-declaration).
Direct Federal Assistance (DFA)	• The primary tool for employing other federal agencies during response operations to provide goods and services to state, tribal, and territorial governments. • Used when a state, tribal government, or territory has exhausted its own capability to perform or contract for eligible emergency work, goods, and/or services. • Subject to a cost share with the state, tribal, or territorial government requesting assistance. The standard cost share is 75 percent federal and 25 percent state, tribal government, or territory; however, the President may amend the cost share.

An MA's period of performance is actively managed based on operational requirements. FOS MAs under a Presidential Disaster Declaration should not extend beyond one year unless coordinated with the federal approving official. FEMA and interagency partners may develop an FOS MA with a period of performance of two years if the MA is tasked to an RSF. DFA MAs should not exceed 60 days from the President's declaration unless approved by the Regional Administrator or Disaster Recovery Manager because of extenuating circumstances or unusual project requirements, as described in Title 44 of the Code of Federal Regulations (C.F.R.). MAs may not extend beyond two years, with their period of performance terminating on or before the second anniversary of the declaration. MAs that are expected to extend beyond their original period of performance should convert to an IAA.

Existing federal programs can be leveraged to support recovery operations only to the extent of the authority and appropriations for those programs. Nothing in this FIOP alters or impedes the ability of SLTT or federal agencies to carry out their specific authorities or perform their responsibilities under applicable law, executive orders, and presidential directives. Federal agencies with recovery roles and programs will fund the costs of these activities out of their base budgets and staffing levels, which are subject to available resources, except for those expenses authorized for reimbursement under the Stafford Act or otherwise provided by law. This may include other mechanisms for reimbursement (e.g., the Economy Act), supplemental appropriations, and/or increased direct appropriations.

Non-Stafford Act incidents cannot be funded by the DRF. Generally, the requesting agency provides funding for the incident consistent with provisions of the Economy Act, unless other

statutory authorities exist. [18] Federal agencies providing mutual aid support may request reimbursement from the requesting agency for eligible expenditures. Agencies that may have lead response roles are expected to establish in advance the administrative and fiscal mechanisms to request, receive, and reimburse federal-to-federal assistance.

Federal agencies with their own response authorities may also have associated appropriations to fund their response, as well as mechanisms to fund supporting federal agencies. These activities may also continue in coordination with Stafford Act activities. Additionally, during non-Stafford Act incidents, a federal agency requesting federal-to-federal support may request deployment of a FEMA comptroller or they may use its own.

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[18] Some non-Stafford Act incidents may have unique funding considerations. For example, under the Comprehensive Environmental Response, Compensation, and Liability Act and Clean Water Act/Oil Pollution Act, responsible parties must clean their oil spills and chemical releases and/or pay for cleanup.

Oversight, Coordinating Instructions, and Communications

Oversight

The FEMA Administrator, in close coordination with the Secretary of Homeland Security, is the executive agent for FIOP management and maintenance.

Coordinating Instructions

The President leads the federal government response effort to ensure that the necessary resources are applied quickly and efficiently to large-scale and catastrophic incidents. All federal agencies must cooperate with one another, including with SLTT governments, community members, the private sector, and NGOs, to the maximum extent possible, consistent with applicable laws and presidential directives. Although federal disaster assistance is often considered synonymous with Presidential disaster declarations under the Stafford Act, federal assistance can be provided to state and local jurisdictions, as well as to other federal agencies, through a number of different mechanisms and authorities.

For Stafford Act incidents, the Secretary of Homeland Security will coordinate federal operations for domestic incident management, consistent with applicable law and pursuant to presidential directives. The FEMA Administrator's duties include assisting the President, through the Secretary of Homeland Security, in carrying out the Stafford Act responsibilities and executing FEMA's emergency management authorities established in the Homeland Security Act, as amended, including primary responsibility for federal emergency management response, recovery, and mitigation operations. The FEMA Administrator must also provide coordination for all federal interagency partners in support of response and recovery operations.

For non-Stafford Act incidents, federal response or assistance may be led or coordinated by various federal agencies consistent with their authorities. In non-Stafford Act incidents, federal agencies that have responsibility for on-scene, tactical-level operations may establish Incident Command and area command structures or coordinate with SLTT agencies to form Unified Incident Command and Unified Area Command structures.

Communications

Response and recovery operations require effective communications at all levels of government, as well as across the private sector and the public. Following an incident, normal communications may be severely impacted. Federal resources must work to prioritize restoration of communication systems with state, tribal, and territorial

governments as quickly as possible. Establishing and maintaining a COP and ensuring accessibility and interoperability are essential for federal response and recovery operations. Interoperable communications for incident response and recovery will be in accordance with the *National Interoperability Field Operations Guide* (NIFOG). The NIFOG provides the appropriate technical information for emergency communicators at all levels.

Before sharing information with private sector partners and NGOs, officials should first consult with relevant agency legal advisors and their relevant External Affairs or Public Affairs Officers. Certain federal records are exempt from public disclosure, and consultation with the necessary legal advisors ensures private or sensitive information is not shared. For example, the disclosure of personally identifiable information (e.g., names, telephone numbers, and e-mail addresses) is limited by the Privacy Act. In addition, all information and communications technology must be accessible to everyone, including people with disabilities and others with access and functional needs, in accordance with Section 504 of the Rehabilitation Act of 1973, and Section 508 of the Rehabilitation Act (29 U.S.C. § 794d), and relevant implementing regulations.

The LFA for ESF #2 coordinates the restoration of the commercial communications infrastructure, the recovery of systems following all hazards events, and federal communications support with response and recovery activities during incidents requiring coordinated federal support. At the national or regional level, the relevant multi-agency coordination centers (e.g., NRCC and RRCC) will establish appropriate reporting and communication protocols to maintain national-level situational awareness.

During recovery for a major incident, the RSFLG will provide regular messaging, clarify expectations for federal partners, and target enhanced communication and coordination for resolving operational and policy challenges across RSFs, federal programs, and regional structures. Given that the structure of information sharing between national and regional levels is not congruent for all the RSFs and not all RSF regions align geographically, communication between the regions and national offices is complex and requires close coordination.

Communications Systems

Communications systems that will be used during the incident include two-way radio capabilities, satellite phones, cellular and landline telephones, and data networks. Each participating agency will maintain and use its existing systems and structures. The federal government also relies upon several computer-based information-sharing systems to facilitate communications and information sharing, including MAX.gov, the FEMA Crisis Management System (CMS), MAX-TRAX, and OneResponder.

Additional information on communication resources is included in **Annex K: Communications.**

FEDERAL RESPONSE AND RECOVERY AUTHORITIES

This FIOP does not alter or impede SLTT or federal government entities from carrying out their specific authorities or performing their responsibilities under applicable law, executive orders, presidential directives and memorandums, and regulations. Nothing in this FIOP is intended to interfere with the authorities of any departments or agencies with regard to the direction, conduct, control, planning, organization, equipment, training, exercises, or other activities.

This FIOP is applicable to federal agencies providing support under the NRF and NDRF for both incidents covered by the Stafford Act as well as certain non-Stafford Act support, and it is intended to be consistent with U.S. laws, policies, and other related requirements.

Table 9 lists several examples of the many statutory authorities that federal agencies use to conduct response and recovery. This FIOP's Incident Annexes expand upon these authorities, based upon specific incident needs.

Table 9: Examples of Federal Government Response and Recovery Authorities

Department/Agency	Example Statutory Authorities
U.S. Department of Agriculture (USDA)	• Food, Conservation, and Energy Act of 2008 • Clarke-McNary Act • Reciprocal Fire Protection Act • Wildfire Suppression Assistance Act • Agricultural Act of 2014 • Federal Agriculture Improvement and Reform Act of 1996 • Disaster Supplemental Assistance Program
U.S. Army Corps of Engineers (USACE)	• Flood Control Act of 1946 (as amended) • Rehabilitation Assistance for Non-Federal Flood Control Projects
Environmental Protection Agency and U.S. Coast Guard	• Comprehensive Environmental Response, Compensation, and Liability Act • Clean Water Act
Federal Emergency Management Agency	• Robert T. Stafford Disaster Relief and Emergency Assistance Act • Disaster Recovery Reform Act of 2018
Department of Health and Human Services (HHS)	• The Public Health Service Act, as amended by the Pandemic and All-Hazards Preparedness Reauthorization Act • The Project BioShield Act • Public Readiness and Emergency Preparedness Act • Social Security Act • Federal Food, Drug, and Cosmetic Act
Department of Homeland Security	• Homeland Security Act of 2002 • Cybersecurity and Infrastructure Security Agency Act of 2018
Department of Housing and Urban Development	• Community Development Block Grant (Disaster Recovery Assistance)
Small Business Administration	• Disaster Loan Program
Department of Justice and the Federal Bureau of Investigation (FBI)	• Functions of the Attorney General • Investigative and Other Officials; Appointment • General Functions – Director of the FBI

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ANNEX A: TASK ORGANIZATION

Purpose

Annex A describes how operational elements organize to accomplish assigned tasks, prioritize tasks that are essential to accomplishing the mission, and identify structures responsible for coordinating and accomplishing various response and recovery support functions. This annex focuses on operational responsibility, inclusive of response and recovery, not detailed execution of tasks by phase.

Situation

When an incident occurs that exceeds or is anticipated to exceed the resources of the state, local, tribal, or territorial (SLTT) government, additional federal resources must be acquired, coordinated, and managed to continue supporting response and recovery efforts. Federal interagency coordination mechanisms and the Emergency Support Functions (ESF) and Recovery Support Functions (RSF) provide the structure for coordinating federal interagency collaboration and support during federal response and recovery operations.
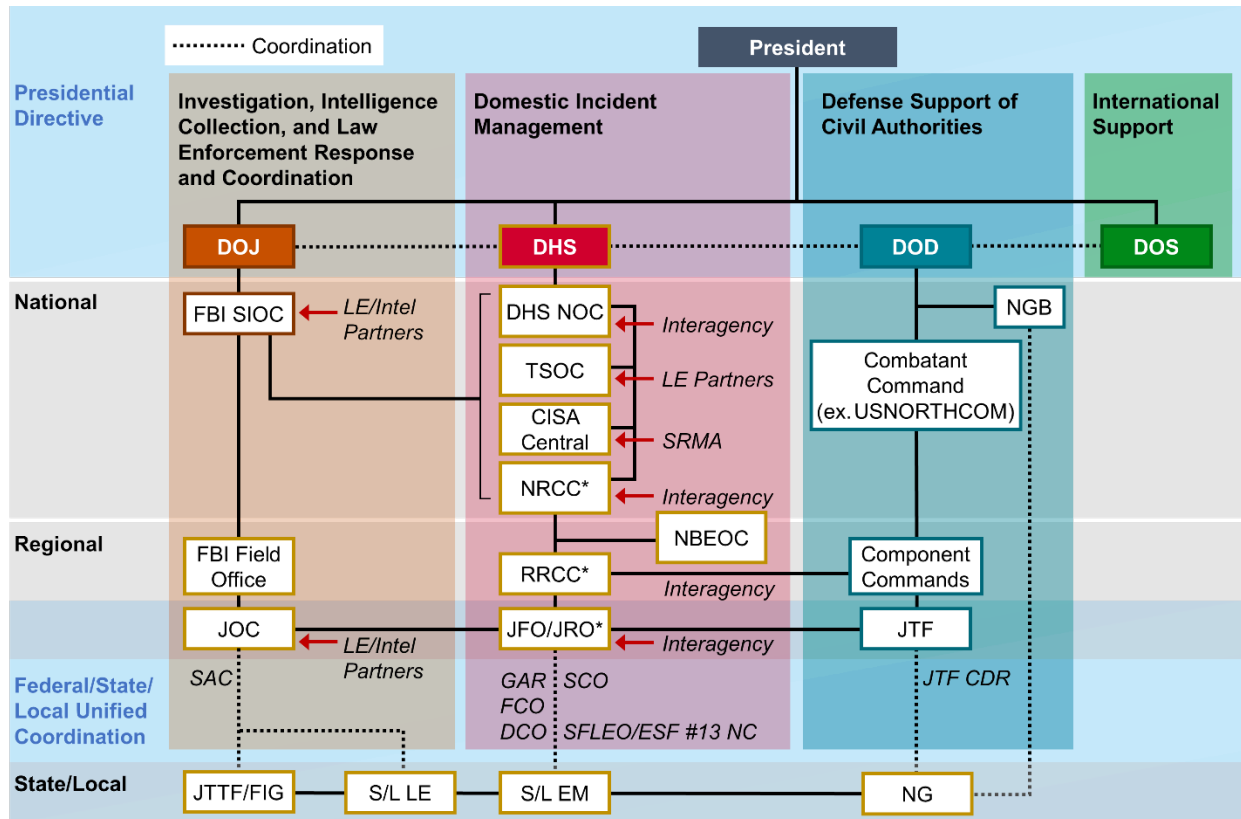
Execution

As part of the Unity of Effort, the federal government established the domestic incident management coordination structure to coordinate response and recovery activities to incidents. The structure enables coordination on federal incident response and recovery strategy and execution with officials responsible for other mission areas, including the following:

- The Attorney General of the United States (Attorney General), who is responsible for coordinating the operational law enforcement response to incidents with an actual or suspected criminal or terrorism nexus;
- The Secretary of Homeland Security and other federal officials who are responsible for response and recovery operations relevant to the incident;
- The Secretary of State, who is responsible for coordinating the response to international incidents; and
- The Attorney General, the Secretary of Homeland Security, and other federal officials who are responsible for coordinating the federal response to cyber incidents.

Figure A-1 shows how the federal agencies coordinate across areas of responsibility and establish relationships and mechanisms for cooperation and coordination, including the Secretary of Defense, who is responsible for homeland defense and providing authorized Defense Support of Civil Authorities (DSCA). The structure ensures that all levels of

government across the Nation have the capability to work efficiently and effectively together, using a national approach to domestic incident management.

Figure A-1: Domestic Incident Management Coordination Structure

Concept of Operations

When incidents affect multiple localities and states or the entire Nation, multiple Unified Coordination Groups (UCG) with associated Unified Coordination staff may be established. In these situations, coordination occurs according to the principles of area command, as described in the National Incident Management System (NIMS).

Incident management may also involve a multiagency coordination group (MAC Group). A MAC Group acts as an executive- or policy-level body during incidents, provides policy guidance and strategic direction, supports resource prioritization and allocation, and enables decision-making among elected and appointed officials and those responsible for

managing the incident (i.e., the Incident Commander). Elected and appointed officials operate at the policy level of incident management. The MAC Group provides a way for these policy-level officials to work together, enhancing the Unity of Effort at the senior level. A MAC Group is composed of senior officials, such as agency administrators, executives, or their designees, who are authorized to represent or commit agency resources and funds in support of incident activities.

A UCG supports Unified Command of an incident and follows the principles of the Incident Command System (ICS). A UCG follows all the related ICS requirements, including the structure, processes, and procedures such iterative operational period planning process to develop an incident action plan. Unlike a UCG, the MAC Group does not perform Incident Command functions, nor does it replace the primary functions of operations, coordination, or dispatch organizations. A MAC Group does not need to follow the ICS principles and can be structured, coordinated, and create products based on the identified need. UCG staff receive senior-level guidance from a MAC Group when one is established. When competition for resources is significant, MAC Groups may relieve the coordination and dispatch organizations of some prioritization and allocation responsibilities.

The lead federal agency (LFA) is responsible for determining the relevant federal agencies required for participation in Unified Coordination, as well as the level of Unified Coordination needed. The White House National Security Council (NSC) may direct the LFA to plan and implement Unified Coordination, to include approving the UCG structure to ensure equities identified as critical operational areas for a given incident are represented and well-integrated.

A singular coordination structure must be modular, scalable, flexible, and able to operate across all phases of an incident. As incidents evolve, there may be a need to expand the UCG to involve additional interagency partners or to implement Unified Coordination structures at the regional or local levels. Similarly, the scale of the response may vary in size and complexity at various points throughout an incident. In these instances, efforts at each level may be scaled back as incident parameters dictate.

Figure A-2 depicts an example Unified Coordination organization that can be assembled to support response and recovery from an incident. In certain incidents, a White House Task Force may be activated and preside over the UCG (e.g., during the COVID-19 pandemic).
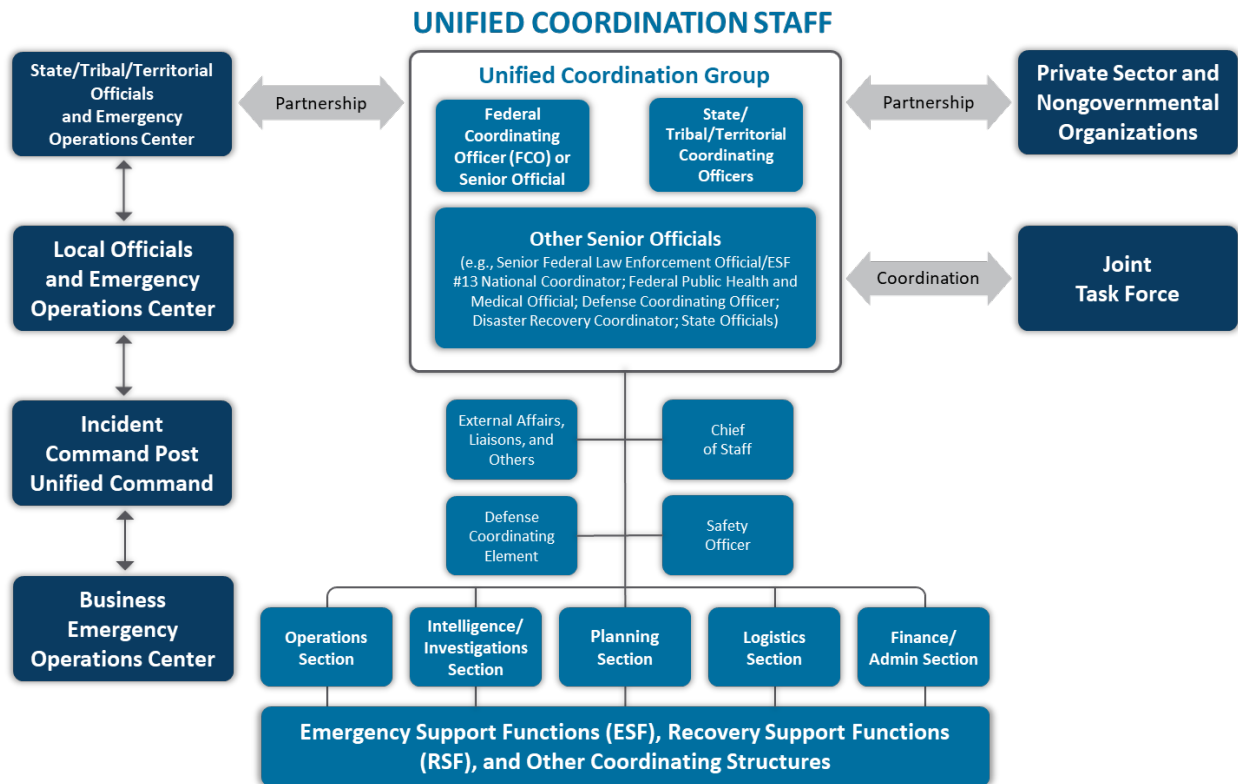
UNIFIED COORDINATION STAFF

Unified Coordination Group

| State/Tribal/Territorial Officials and Emergency Operations Center | ← Partnership → | **Unified Coordination Group** | Partnership → | **Private Sector and Nongovernmental Organizations** |

Figure A-2 organization chart:

- **State/Tribal/Territorial Officials and Emergency Operations Center** ←Partnership→ **Unified Coordination Group** ←Partnership→ **Private Sector and Nongovernmental Organizations**

Unified Coordination Group
- Federal Coordinating Officer (FCO) or Senior Official
- State/Tribal/Territorial Coordinating Officers
- Other Senior Officials (e.g., Senior Federal Law Enforcement Official/ESF #13 National Coordinator; Federal Public Health and Medical Official; Defense Coordinating Officer; Disaster Recovery Coordinator; State Officials)

←Coordination→ **Joint Task Force**

- Local Officials and Emergency Operations Center
- Incident Command Post Unified Command
- Business Emergency Operations Center

- External Affairs, Liaisons, and Others
- Chief of Staff
- Defense Coordinating Element
- Safety Officer

Sections:
- Operations Section
- Intelligence/Investigations Section
- Planning Section
- Logistics Section
- Finance/Admin Section

Emergency Support Functions (ESF), Recovery Support Functions (RSF), and Other Coordinating Structures

Figure A-2: Unified Coordination Organization Example

A UCG will be activated depending on the complexity of the incident and incident management span of control considerations. Examples that may require UCG activation include: (1) incidents that affect multiple states and/or regions; (2) incidents in which more than one federal agency is expected to respond, including to a level exceeding that of its steady-state capacity; (3) resource conflicts between federal agencies that require adjudication; (4) or novel challenges or incidents that require novel solutions for response and recovery. If a UCG is required during recovery, it will be deactivated when federal agencies are able to transition support of SLTT government recovery outcomes to steady-state operations.

Table A-1 specifies the responsibilities of various leadership groups or offices formed to ensure coordinated operations across all stakeholders before, during, and after an incident.[19]

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[19] The base plan refers to all stakeholders as federal agencies, ESFs and RSFs, all levels of government, the private sector, and NGOs.

Table A-1: Leadership Group Responsibilities

Group	Responsibilities
Unified Coordination Group (UCG)	• Coordinates response and recovery activities across the private sector, non-governmental organizations (NGO), and all levels of government. • Assumes responsibility for coordinating federal response and recovery activities once Unified Coordination is established through domestic incident management coordination structures.
National Response Coordination Center (NRCC)	• Coordinates the overall federal support for major disasters and emergencies. • Acts as a centralized location for federal interagency operational coordination during Stafford Act and non-Stafford Act response operations. • Resolves federal resource support conflicts and other implementation issues forwarded from the field. • Conducts crisis action planning, deploys national-level teams, and builds and maintains a common operating picture (COP).
Regional Response Coordination Center (RRCC)	• Assesses the situation and coordinates federal response efforts across Joint Field Offices (JFO), state emergency operations centers (EOC), and fusion centers in its region after an incident. • Contributes to the development of shared situational awareness and maintains connectivity with fusion centers, federal executive boards, and other federal and state operations and coordination centers. • Coordinates the overall federal support for major disasters and emergencies when the incident is within the capability of regional support. • Resolves federal resource support conflicts and other implementation issues forwarded from the field. • Supports/conducts crisis action planning.
Joint Field Office (JFO)	• Provides a central location for coordination of response and recovery efforts by the private sector, NGOs, and all levels of government. • Enables coordination of federal prevention, response, and recovery activities.
Joint Recovery Office (JRO)	• Centralizes communication, collaboration, and coordination with state, tribal, and territorial governments; other federal agency partners; private sector partners; and NGOs to achieve recovery outcomes for large, complex disasters in a post-JFO environment. • Enables federally supported; state-, tribal government-, or territory-managed; and locally executed outcomes.

Group	Responsibilities
Joint Operations Center (JOC)15F[20]	• Leads and coordinates the federal operational law enforcement response to incidents with an actual or suspected criminal or terrorism nexus. These incidents include investigative operations and related intelligence activities, which are exclusive of the Department of Justice's (DOJ) Emergency Support Function (ESF) #13 Public Safety and Security mission, as well as the Senior Federal Law Enforcement Official (SFLEO) mission to oversee intelligence and/or criminal investigative functions in the area affected by the incident. • Acts as the focal point for the strategic management and direction of federal on-scene law enforcement activities and coordination with state, local, tribal, or territorial (SLTT) government authorities for incidents with an actual or suspected criminal or terrorism nexus. Coordination with ESF #13 is conducted through liaison officers or, if an SFLEO is appointed, through the UCG. • Ensures intra-incident coordination and organizes multiple agencies and jurisdictions within an overall command and coordination structure for all related prevention mission operations and activities. Such activities are exclusive of ESF #13 intra-incident interagency and SLTT government coordination and law enforcement response activities, which may simultaneously occur through the ESF #13 Incident Command Post or Law Enforcement Coordination Center.
Emergency Support Function Leadership Group (ESFLG)	• Assists in the resolution and approval of operational approach issues related to interagency response actions, facilitates information exchange, and coordinates policy implementation on national-level response challenges. Members of the ESFLG who reside in the NRCC, when activated to their ESF, provide operational guidance, as needed.
Recovery Support Function Leadership Group (RSFLG)	• Improves the effectiveness of coordinated federal recovery support through interagency information sharing, planning, and decision-making. • Identifies and facilitates resolution of operational and policy challenges related to interagency recovery coordination. • Coordinates and aligns strategic actions to enhance recovery operational coordination, advances readiness across interagency partners, and aligns interagency recovery policies.
Multi-Agency Coordination (MAC) Group	• Acts as a policy-level body. • Supports resource prioritization and allocation. • Make cooperative multi-agency decisions. • Enables decision-making among elected and appointed officials and the Incident Commander responsible for managing the incident

The National Response Coordination Center (NRCC) monitors incidents and supports the efforts of regional and field components. There is a Regional Response Coordination Center (RRCC) in each of the 10 Federal Emergency Management Agency (FEMA) regional offices. **Figure A-3** shows the location of the FEMA regional office within each respective region. The

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[20] During an incident involving a weapon of mass destruction (WMD), the Federal Bureau of Investigation (FBI) may also activate crisis action teams and command posts located in the FBI's Strategic Information and Operations Center (SIOC) at FBI headquarters. For example, the Weapons of Mass Destruction Strategic Group (WMDSG) is an FBI-led interagency crisis action team that supports information exchange and deconfliction of counterterrorism and law enforcement activities to prevent imminent WMD terrorist threats while simultaneously coordinating with the efforts to save lives and protect property. The WMDSG connects with other FBI national-level command posts (e.g., the FBI Criminal Incident Response Group National Asset Command Post regarding all technical information represented by and collected from the WMD device) within the FBI SIOC, and to the operations centers of other federal agencies. The WMDSG also connects with FBI field offices during responses to WMD threats and incidents and other appropriate local/regional partners through the FBI Joint Operations Center(s) (JOC).

RRCC supports the transition of operations to one or more Joint Field Offices (JFO) or Joint Recovery Offices (JRO) but continues to monitor the incident as it progresses.

The NRCC and RRCC are supported by the ESFs, RSFs, private sector, and non-governmental organizations (NGO), as appropriate for the size and complexity of the incident. The ESFs are activated at the regional level by the FEMA Regional Administrator, and the RSFs are activated by the Federal Coordinating Officer (FCO). FEMA may also initiate mission assignments (MA) to task other federal agencies to provide immediate short-term emergency response assistance. Under non-Stafford Act incidents, ESFs and RSFs can activate in support of the LFA.
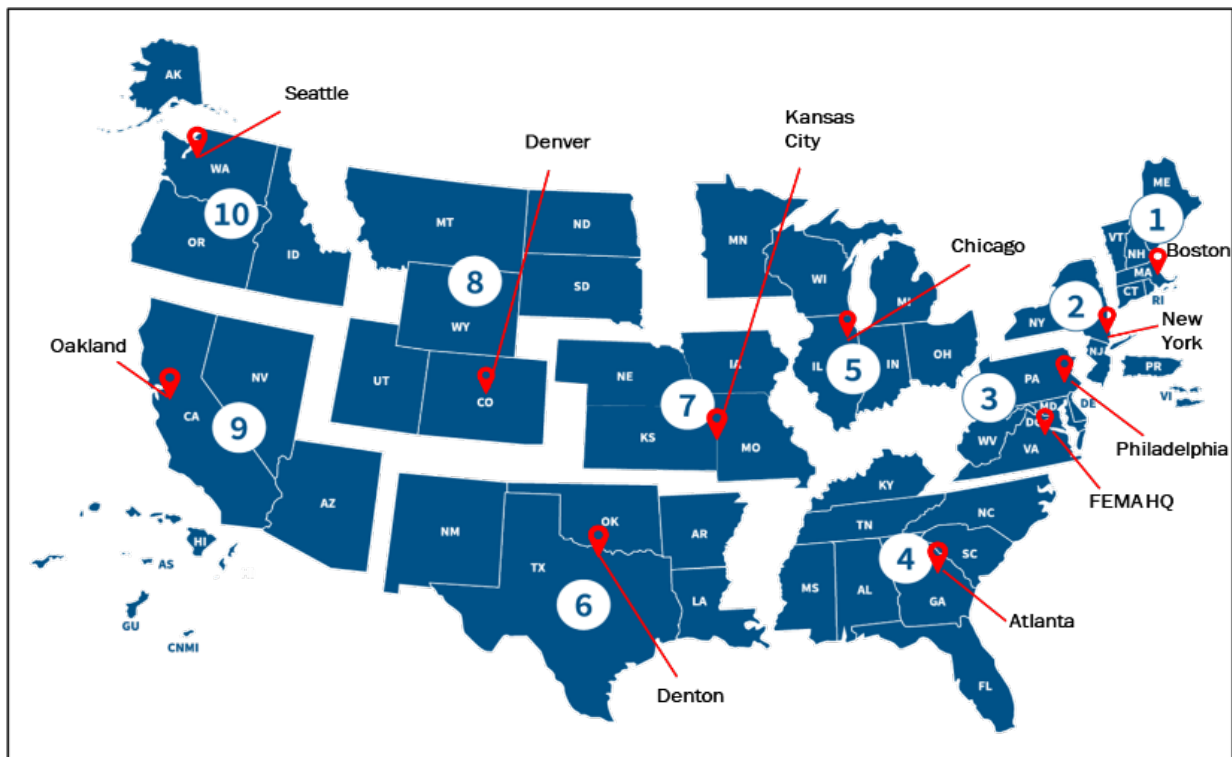

Figure A-3: FEMA Regions

Administration, Resources, and Funding

Federal agencies are responsible for managing their personnel augmentation and financial activities during all operational phases and across all mission areas within their established processes and resources. Federal funding to support coordinated federal response and recovery operations will be consistent with applicable laws and authorities. For more information on administration, resources, and funding, see the **base plan**.

Oversight, Coordinating Instructions, and Communications

Under the supervision of the leadership groups listed in **Table A-1**, the federal interagency coordinates and communicates during response and recovery operations, as appropriate. See the **base plan** and **Annex K: Communications** for additional information.

References

Table A-2 lists and describes key references relevant to this Annex A.

Table A-2: Annex A References

Reference	Description
Community Assistance Recovery Support Function (RSF) Concept of Operations (June 2021)	Provides operational guidance to personnel supporting the Community Assistance RSF mission and the *National Disaster Recovery Framework* (NDRF) and describes how the agencies that comprise this RSF coordinate to support CPCB recovery and related state, local, tribal, or territorial (SLTT) government operations.
Economic Recovery Support Function Concept of Operations (June 2021)	Provides operational guidance to personnel supporting the Economic Recovery RSF mission and the NDRF and describes how the agencies that comprise this RSF coordinate to support economic recovery and related SLTT government operations.
Health and Social Services (HSS) Recovery Support Function Concept of Operations (June 2021)	Provides operational guidance to personnel supporting the HSS RSF mission and the NDRF and describes how the agencies that comprise this RSF coordinate to support HSS recovery of the impacted population and related SLTT government operations.
Housing Recovery Support Function Concept of Operations (June 2021)	Provides operational guidance to personnel supporting the Housing RSF mission and the NDRF and describes how the agencies that comprise this RSF coordinate to support housing recovery and related SLTT government operations.
Infrastructure Systems (IS) Recovery Support Function Concept of Operations (June 2021)	Provides operational guidance to personnel supporting the IS RSF mission and the NDRF and describes how the agencies that comprise this RSF coordinate to support IS recovery and related SLTT government operations.
National Disaster Recovery Framework (June 2016)	Establishes a common platform and forum for how the whole community builds, sustains, and coordinates the delivery of recovery capabilities.
National Response Framework (October 2019)	Provides foundational emergency management doctrine for how the Nation responds to all types of incidents.
Natural and Cultural Resources (NCR) Recovery Support Function Concept of Operations (June 2021)	Provides operational guidance to personnel supporting the NCR RSF mission and the NDRF and describes how the agencies that comprise this RSF coordinate to support natural and cultural resources recovery and related SLTT government operations.

ANNEX B: INTELLIGENCE AND SITUATIONAL AWARENESS

Purpose

Annex B defines key terms related to intelligence and situational awareness and outlines the intelligence cycle used by the federal government to process information and turn it into relevant and actionable intelligence for use by incident management decision-makers. In addition, this annex describes intelligence and situational awareness processes, products, and reporting requirements common across stakeholders in federal response and recovery operations.

Scope

For the purpose of this annex, terms such as "intelligence" and "situational awareness" are used in a broad sense, and are not limited to intelligence collected, retained, or disseminated by Title 50 federal agencies, or activities conducted pursuant to Executive Order 12333, "United States Intelligence Activities", as amended. In the context of the *Response and Recovery Federal Interagency Operational Plan* (FIOP), "intelligence" and "situational awareness" enable emergency management decision-makers and others to plan and take actions to address naturally occurring and accidental hazards and incidents, as well as intentional threats and incidents.

Definition of Terms

Table B-1 lists common terms related to the content in this annex and provides a definition for each. This helps to ensure that all stakeholders have a shared understanding of these terms and how they apply in the context of federal response and recovery activities covered by this FIOP.

Table B-1: Definition of Terms

Term	Definition
Intelligence	Information or data, including complex information, that has been analyzed and can be presented to planners and decision-makers. Intelligence also includes analyzed information that results from a combination of data gathering, storage, and information management.
Data	The rawest form of information, which can include numbers, characters, symbols, or words, that has not yet been placed into context or evaluated against other data and information. Data may come from a wide variety of inputs, including operational federal and non-federal assets, eyewitness reports, field observations, social media, and weather reports.
Information	Knowledge or data from a variety of federal and non-federal resources about a particular fact or circumstance that has been placed into a context and can be used to make decisions but has not been analyzed.

Term	Definition
Information Management	The collection, processing, organization, and dissemination of incident information relating to the status of current operations, incident growth, or mitigation.
Situational Awareness	The evaluation, interpretation, and understanding of information gathered from a variety of sources that, when communicated to emergency managers and decision-makers, provides a basis for incident management decision-making.
Common Operating Picture (COP)	A COP is a continuously updated overview of an incident compiled throughout an incident's life cycle from data shared among integrated communication, information management, and intelligence and information-sharing systems. The goal of a COP is real-time situational awareness across all levels of incident management and across jurisdictions.
Essential Elements of Information (EEI)	Essential information requirements that are needed for informed decision-making. EEIs provide context, inform decision-making, and contribute to analysis; this information also populates the Information Collection Plan (ICP). EEIs are required to plan and execute an operation and to support timely, logical decisions.[21]
Critical Information Requirements (CIR)	Specific types of high-priority EEI that require immediate leadership notification and involvement.
Information Collection Plan (ICP)	A plan for collecting information and a repository for information that has been collected. The ICP serves as the foundation for all national-level situational awareness reports and briefings, contains all EEIs and CIRs, and supports development of the COP.
Priority Intelligence Requirements (PIR)	Specific information and data that should be accorded priority of effort relative to all other information and intelligence needs.

Situation

Federal interagency partners must work together to share and analyze data, information, and intelligence in a timely and appropriate manner to inform decision-makers during pre-incident planning and operations (if applicable) and post-incident response and recovery planning and operations. Information sharing and analysis will inform decision-making that supports community lifeline stabilization and the provision of technical support and other resources to support recovery efforts ahead of the transition back to steady-state operations.

Execution

Throughout the information management process, leadership and stakeholders provide guidance to ensure that data, information, and intelligence outputs describe situations, provide predictions, and recommend decisions. For emergency management purposes, situational awareness is the result of an application of the intelligence cycle in a specific context. Ensuring the use of common intelligence collection and management processes across response and recovery operations allows key leaders and stakeholders to analyze incidents at an aggregate level.

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[21] As used in this text, 'EEI' does not refer to the Essential Elements of Information (EEI) required as part of the Federal Emergency Management Agency's (FEMA) Public Assistance (PA) application processes.

Figure B-1 depicts the intelligence cycle. The five steps of the intelligence cycle are described below.

1. **Planning and Direction:** The determination of intelligence requirements, development of an appropriate intelligence architecture, preparation of an information collection plan, and issuance of orders and requests to information collection agencies.
2. **Collection:** The acquisition of information, intelligence, or data and the provision of this information to processing elements.
3. **Modeling and Analysis:** Models are defined as a program, algorithm, or computational tool that transforms or processes data to produce new information. Analysis is the conversion of data or information into intelligence through the integration, evaluation, analysis, and interpretation of all source data and the preparation of intelligence products in support of known or anticipated user requirements.
4. **Dissemination and Integration:** The delivery of intelligence to users in a suitable form and the application of the intelligence to appropriate missions, tasks, and functions.
5. **Evaluation and Feedback:** Continuous assessment of intelligence operations throughout the intelligence process to ensure that the commander's intelligence requirements are being met.

Figure B-1: Intelligence Cycle

Table B-2 describes several key situational awareness products that assist planners and decision-makers before, during, and after manmade or natural disasters. This list is not exhaustive.

Table B-2: Situational Awareness Products

Product	Description
Community Lifelines Reporting Products	Provide assessment statuses for operational reporting on impacted community lifelines.
Senior Leadership Brief (SLB)	Reports critical information related to a federal response and anticipated threats to senior leadership, interagency partners, National Security Council staff, and the President. The SLB incorporates inputs from the Federal Emergency Management Agency (FEMA) regions; other federal agencies; Emergency Support Functions (ESF); state, local, tribal, and territorial (SLTT) governments; and non-governmental partners on the status of community lifelines and operational developments.
Geographic Information System (GIS) Products	Visualization products derived from information technology systems creating, managing, analyzing, and mapping all forms of data. GIS integrates maps, location data, and descriptive information to enhance the understanding of patterns, relationships, and geographic context.

Product	Description
Descriptive Status Dashboards	Descriptive products providing a high-level summary of information related to the incident and delivering an at-a-glance understanding of the status of a performance indicator for an intermediate line of effort (LOE) objective, overall LOE, or individual community lifeline.
Community Conditions Assessment Process	The Community Assistance Recovery Support Function (RSF) conducts a Community Conditions Assessment Process, producing analytical tools describing community-level estimated capacity to manage recovery, vulnerability indicators, and level of impact. These tools help inform decision-making about deployment supporting recovery and provide federal stakeholders with situational awareness of communities that may need focused recovery support because of estimated low capacity to manage recovery, high vulnerability indicators, or high levels of impact.

Concept of Operations

Refer to this FIOP's **base plan** (Figure 5) for an overview of this FIOP's phasing construct. Additionally, refer to **Annex C: Operations** (Figure C-1) for the existing sub-phases that federal agencies may use during the planning and execution of prevention, response, and recovery operations.

All Emergency Support Functions (ESF) and Recovery Support Functions (RSF) are responsible for synchronizing information sharing and disseminating appropriate information using established systems and channels to facilitate maximum benefit and timeliness of delivery to policymakers, responders, and the public.

The remainder of this section outlines how the ESFs and RSFs conduct their information sharing roles for an incident. It does not address information sharing that occurs above the ESF and RSF levels, such as with the National Security Council (NSC).[22]

Information Sharing within Response Mission Area

Community lifelines assist response mission areas in coordinating and assessing information and ensuring resources are implemented at the right time and place.[23] The community lifelines reframe incident information to provide decision-makers with impact statements and summarize the causes of disruptions to lifeline services. Reframing the information this way assists decision-makers with distinguishing the highest priorities and most complex issues from other incident information.

The following operations centers and entities listed in **Table B-3** coordinate response operations, integrate with other mission areas as appropriate (e.g., Prevention), and provide

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[22] The purpose of the National Security Council (NSC) is to advise the President with respect to the integration of domestic, foreign, and military policies relating to the national security and to enable federal agencies to cooperate more effectively in matters involving national security, including during threats and incidents.
[23] The Community Lifelines Implementation Toolkit provides whole community partners with resources and information to understand community lifelines, including the components and subcomponents. Multiple components and subcomponents establish parameters of each community lifeline.

situational awareness, information fusion, and communications in the event of a natural disaster, act of terrorism, or other disaster. This list is not exhaustive.

Table B-3: Examples of Operations Centers and Entities

Operating Level	Operations Centers and Entities
National Level	• **Department of Homeland Security (DHS):** National Operations Center (NOC) • **DHS/Cybersecurity and Infrastructure Security Agency (CISA):** CISA Central • **DHS/CISA: National Risk Management Center (NRMC)** • **DHS/Transportation Security Administration (TSA):** Transportation Security Operations Center (TSOC) • **Federal Emergency Management Agency (FEMA):** National Response Coordination Center (NRCC) • **Federal Bureau of Investigation (FBI):** Strategic Information and Operations Center (SIOC) • **Department of Defense (DOD):** National Military Command Center • **DOD: National Geospatial-Intelligence Agency (NGA), Office of Americas (AOH)** • **Department of State (DOS):** Operations Center • **Department of Health and Human Services (HHS):** Secretary's Operations Center (SOC) • **Centers for Disease Control and Prevention (CDC):** CDC Emergency Operations Center • **Food and Drug Administration (FDA):** FDA Emergency Operations Center • **Department of Transportation (DOT):** Transportation Operations Center (TOC) • **U.S. Department of Agriculture (USDA)/Food Safety and Inspection Service:** Situation Room • **National Watch Center (NWC):** National Water Center • **Department of the Interior (DOI)/United States Geological Survey (USGS): National Earthquake Information Center (NEIC)** • **Private Sector:** FEMA National Business Emergency Operations Center (NBEOC) • **Non-governmental Organizations (NGO):** The National Voluntary Organizations Active in Disaster (National VOAD) and the American Red Cross • **NGCC:** National Guard Coordination Center
Regional Level	• **FEMA:** Each of the 10 FEMA regional offices has a Regional Response Coordination Center (RRCC) • Regional Fusion Centers • Regional Watch Centers
State, Local, Tribal, and Territorial Government Level	• **FBI:** Joint Operations Center (JOC) • **Bureau of Indian Affairs Emergency Management Program:** Tribal Assistance Coordination Group (TAC-G) • State Emergency Operations Centers (EOC) • State Fusion Center • Joint Field Office (JFO)

Information Sharing within Recovery Mission Area

While each RSF will have different information requirements and analytical approaches, RSF National Coordinators will ensure the established guidance developed in coordination with RSF partner agencies provides processes synchronized across all RSFs. The Federal Coordinating Officer (FCO) and RSF Field Coordinators will collaborate to tailor the guidance

to the specific conditions of an incident, minimizing burdens on communities asked to provide data.

The FCO is responsible for a wide range of coordination of federal recovery activities to achieve the core capability objectives. The Recovery Coordination Group, led by the Federal Disaster Recovery Officer (FDRO), can be staffed to support the FCO in establishing and managing internal and external coordination as follows:

- Coordination within the Joint Field Office (JFO) and Joint Recovery Office (JRO);
- Coordination between the FCO and advisors;
- Coordination among the RSFs;
- Coordination with state, tribal, and territorial government counterparts; and
- Coordination between headquarters and field-level components.

Identifying Information Requirements

Priority Intelligence Requirements (PIR) specify the type of information and data that should be accorded priority of effort relative to all other information and intelligence needs. The development of PIRs is initiated by any element of FEMA, beginning with the identification of the information needed to support planning, operations, and activities. The FEMA Administrator's Standing Intelligence Needs (SIN) provide a framework to help guide the development of PIRs. PIRs provide valuable focus to those elements within FEMA charged with providing information and assessments to be shared among staff and provided to the senior leaders.

The submission of PIRs through the Department of Homeland Security (DHS) Office of Intelligence and Analysis (I&A) to the Intelligence Community for action is accomplished on approval by the Deputy Administrator for Resilience as FEMA's Key Intelligence Official (KIO). The Director of the Office of Counterterrorism and Security Preparedness (OCSP) serves as FEMA's Deputy KIO. The PIR process is best accomplished in a collaborative fashion between the requesting operational/functional element, its internal sub-elements, and OCSP. Any FEMA element may submit PIRs to the KIO for consideration and approval through OCSP.

EEIs are lists of essential information requirements that are needed for informed decision-making. EEIs are required to plan and execute an operation and to support timely, logical decisions. Situation reports should address EEIs, which are developed throughout the response and recovery to an incident. EEIs change based on the community lifelines and their conditions, which are impacted by the incident. EEIs provide information that aligns with components and subcomponents of the community lifelines. Critical information requirements (CIR) are critical elements of information needed to make an informed decision. CIRs require immediate leadership notification and involvement if initiated.

The FEMA National Watch Center (NWC) maintains a reporting threshold document that contains a list of current EEIs that are applicable for all incidents. The NWC posts updated

versions of the Reporting Thresholds as changes to the thresholds, EEIs, and notification requirements occur, as approved by the FEMA Administrator and FEMA senior leaders.

Administration, Resources, and Funding

Federal agencies are responsible for managing their personnel augmentation and financial activities during all operational phases and across all mission areas within their established processes and resources. Federal funding to support coordinated federal response and recovery operations will be consistent with applicable laws and authorities. For more information on administration, resources, and funding, see the **base plan**.

Oversight, Coordinating Instructions, and Communications

Federal agencies will establish an incident documentation system, establish an information transfer process to facilitate communications with all stakeholders and organizations, and validate information accuracy and quality if higher-level CIR reporting thresholds are met during the response or recovery.

DHS updates information-sharing tools, such as the [Homeland Security Information Network (HSIN)](#) Web portal, to increase compatibility with state, local, tribal, or territorial (SLTT) governments; NGOs; and private sector reporting mechanisms. The HSIN facilitates situational awareness information exchange, provides secure real-time information sharing and collaboration tools, and enables all state, tribal, and territorial governments and major urban areas to collect and disseminate information among communities of interest during an emergency. DHS also uses the National Incident Communications Conference Line (NICCL) for federal-to-federal information sharing, which may be a call-in conference or an open line that is monitored 24/7 for the exchange of information and updates.

FEMA's regional offices or the FEMA Response Geospatial Office (RGO) perform advanced geospatial analytics and temporal and remotely sensed analysis supporting enhanced situational awareness and foster improved operational coordination to deliver quality information products to inform the planning and decision-making process before, during, and after disasters. In addition to the interagency products, reports, and tools previously listed, **Table B-4** lists the geographic information system (GIS) products and tools that are internal to FEMA.

Table B-4: FEMA Support to Situational Awareness

Function	Product, Report, or Tool	Description	Platform
Interactive Geospatial Display of Information and Data	Community Lifeline Dashboards	The Community Lifeline Dashboards are a web-based, interactive "webmap" for visualizing geospatially referenced data/information layers depicting the "last reported" and/or "last known" status of specified community lifelines and may include synchronous and asynchronous data/information.	ArcGIS Online
	Federal Emergency Management Agency (FEMA) Disaster Journals	A Disaster Journal is a web-based, publicly available, interactive "webmap" for visualizing geospatially referenced data/information layers associated with one or more (current and/or historic) disasters of a particular disaster/incident type (e.g., hurricane, severe weather, earthquake, flood, and wildland fire) and may include synchronous and asynchronous data/information.	ArcGIS Online
Incident Modeling and Forecasting	Prioritizing Operations Support Tool (POST)	Response Geospatial Office (RGO) developed POST to provide a systematic method for the National Response Coordination Center (NRCC) and FEMA's Office of Response and Recovery (ORR) to prioritize and manage response operations during disasters. While initially developed to guide collection efforts of satellite imagery in preparation for and in response to disasters, the methodology behind it is robust enough that it can be used to support the full timeline of an event, including search and rescue operations. The tool uses the U.S. National Grid System to standardize the representation of high priority areas of interest through the aggregation of point-level and raster data.	ArcGIS
	Joint Visible Infrared Imaging Radiometer Suite (VIIRS) Satellite Flood Area Extraction	The Joint VIIRS/ABI Flood Water Fraction product is based on satellite imagery and shows the flood extent as a percentage of water extent detected in each 375-meter pixel.	ArcGIS
Operational Coordination Products	Daily Commodity Resource Status	RGO provides technical and geo-visualization support to the FEMA Logistics Management Directorate (LMD) Supply Chain Integration Branch (SCIB) to create a geo-visualization of the FEMA Daily Commodity Resource Status.	ArcGIS
	Declaration Map	RGO provides technical and geo-visualization support to FEMA ORR\Headquarters Declaration Unit to create a Presidential disaster declarations map product and provide public GIS data via fema.gov.	ArcGIS; posted to www.fema.gov/disaster

Response and Recovery FIOP

Function	Product, Report, or Tool	Description	Platform
	Imagery	Post-incident, FEMA's RGO acquires and analyzes imagery from several sources. This imagery can be used for situational awareness, analysis, documentation, and validation. Some resources are restricted to personal identity verification (PIV)-only access. Other resources can only be accessed upon request or through a mission assignment.	Aerial and satellite; shared via RGO dashboards, journal, or link within the Geospatial Resource Center
Support to Briefing Products	Future Planning Information Analysis Briefs; Situational Assessment Briefs; Executive Analysis Briefs	Pre-incident or early-incident data, before the NRCC or Enhanced Watch activates, FEMA's RGO contributes static maps that display a combination of modeled and foundational hazard exposure and/or impact data. RGO also supports the NRCC Planning Support Section during NRCC activation.	Email distribution
Cross-ESF Communications	FEMA Crisis Management System (CMS)	A central tool for communication among and across various ESFs.	FEMA CMS
Product Repository	FEMA Geospatial Resource Center	A web-based "hub" for discovering and accessing a variety of publicly accessible and limited-access, disaster-related geospatial layers, applications, "webmaps" communities, to include many of the previously referenced items and applications.	Web-based

References

Table B-5 lists and describes key references relevant to Annex B.

Table B-5: Annex B References

Reference	Description
Joint Publication 2-0, Joint Intelligence (October 2013)	Sets forth doctrine to govern the activities and performance of the U.S. Armed Forces in joint operations and provides a doctrinal basis for U.S. military coordination with other federal agencies.
National Disaster Recovery Framework (June 2016)	Establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities.
National Incident Management System, Third Edition (October 2017)	Guides all levels of government, non-governmental organizations (NGO), and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents.
National Incident Management System: Intelligence/Investigations Function Guidance and Field Operations Guide (October 2013)	Provides a systematic approach guiding all levels of government, the private sector, and NGOs to work to prevent, protect against, mitigate, respond to, and recover from the effects of all threats and hazards. Represents a core set of doctrine, concepts, principles, terminology, and organizational processes that enables effective, efficient, and collaborative incident management.

Reference	Description
National Response Framework (October 2019)	Provides foundational emergency management doctrine for how the Nation responds to all types of incidents.
Situational Awareness Section Standard Operating Procedures (May 2022)	Explains the National Response Coordination Center (NRCC) Situational Awareness Section's essential functions, describes the various components that comprise the section, and details the collection, analysis, reporting, and product development activities these components perform as part of their essential functions.
Recovery Operations Support Manual (March 2021)	Describes how FEMA executes its recovery mission, establishes a framework for enterprise-wide management of recovery operations, and provides a foundation for risk-based decision-making at all operational levels.
U.S. Coast Guard Incident Management Handbook (May 2014)	Assists the U.S. Coast Guard in the use of the National Incident Management System (NIMS) Incident Command System (ICS) during response operations and planned events and informs this annex concerning definition of terms.

ANNEX C: OPERATIONS

Purpose

Annex C provides a detailed description of the concept of operations for the response and recovery phases of the operation, and broadly defines objectives and end-states for each operational phase covered by this Federal Interagency Operational Plan (FIOP).

Situation

Federal interagency partners must establish and maintain a unified and coordinated operational structure and process to respond to and recover from an incident. The delivery of the operational coordination core capability is contingent upon stakeholders' awareness of their specific roles and responsibilities across all five mission areas, particularly under varied scenarios that may alter lines of authority. Federal interagency coordination structures, Emergency Support Functions (ESF), and Recovery Support Functions (RSF) provide the structure for coordinating federal interagency collaboration and support during federal response and recovery operations.

Execution

Critical to the success of a unified federal response and recovery is Unity of Effort. In large-scale disasters and emergencies that involve multiple jurisdictions and multiple agencies, Unified Command can be applied to ensure the coordination of activities among various jurisdictions and organizations to achieve common objectives.

ESFs and RSFs provide resources for coordinating federal interagency responses to an incident in the immediate and short-term and in the long-term. They are also mechanisms for grouping functions most frequently used to provide federal support to state, local, tribal, and territorial (SLTT) governments and federal-to-federal support for Stafford Act-declared disasters and non-declared incidents. For incidents and events declared under the Stafford Act, the Secretary of Homeland Security, through the Federal Emergency Management Agency (FEMA) Administrator, will coordinate federal operations for domestic incident management, pursuant to presidential directive. For incidents and events not declared under the Stafford Act, federal response or assistance may be led or coordinated by various federal agencies consistent with their authorities.

See **Annex A: Task Organization** for the Unified Coordination Group (UCG) organizational chart and constructs, as well as the operational responsibilities and tasks for the key leadership groups and offices and the operational elements involved.

Concept of Operations

Annex C explains how response activities stabilize and re-establish community lifelines and how recovery activities foster a transition back to steady state. Prevention mission operations have different concepts of operations in terms of ends, ways, and means. For example, one end-state for the prevention mission is the perpetrators are held accountable. In certain circumstances, prevention mission operations will be taking place during response mission operations and may also take place concurrently with recovery mission operations. This is to prevent follow-on attacks and/or to process crime scenes for evidence. As a result, response and recovery mission planners must examine the prevention FIOP and incident-specific annexes, including those that address terrorism and preparatory consequence management activities, to ensure that response and recovery planning takes into account circumstances where prevention mission activities coincide with response and recovery operations. See **Figure 3** of the **base plan** for this FIOP's description of ends, ways, and means.

Phasing and Sub-Phasing

The phasing and sub-phasing constructs shown in **Figure C-1** and the terms and phase beginnings and outcomes described in **Table C-1** and **Table C-2** describe the phase and sub-phases that federal agencies should use during planning and execution. Specific sub-phasing activities may differ depending on the specific threat, hazard, or incident. Federal agencies should therefore refer to applicable incident-specific annexes (e.g., the *Oil and Chemical Incident Annex*), as well as FEMA national or regional disaster-specific deliberate plans for additional specific information.
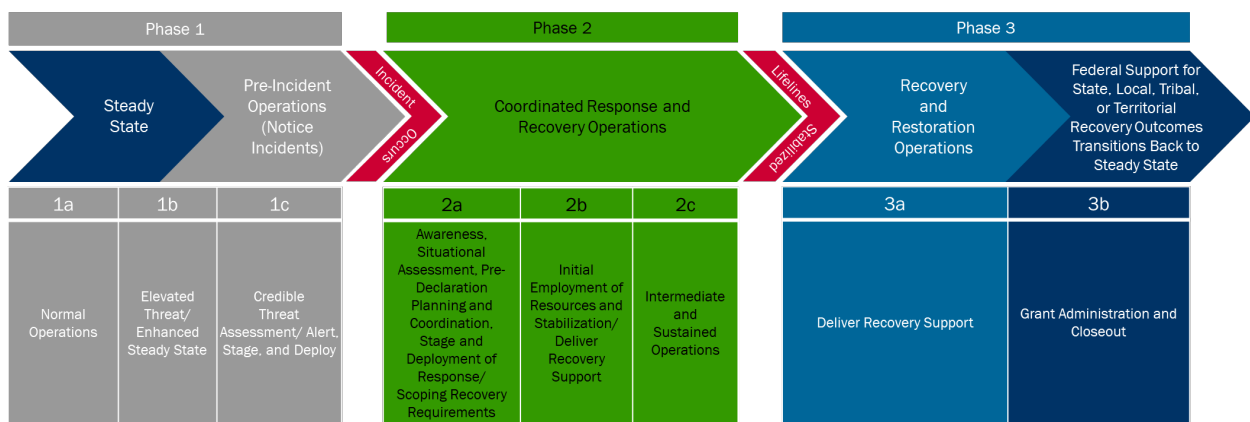
Figure C-1: Response and Recovery Operational Sub-Phasing Construct

Table C-1: Phase Outcomes

Phase	Phase Begins	Phase Outcomes
Phase 1	Potential event is identified.	1. Transition from steady state to incident leadership. 2. Initial onset of impacts or threat diminishes.
Phase 2	Impact is ongoing or has occurred.	1. Mechanisms (e.g., Unified Coordination Group [UCG]) and situational awareness are established, and capabilities are deployed to accomplish key priorities and objectives. 2. Community lifelines are stabilized; objectives and organization for recovery are established by the UCG. 3. UCG activities shift from response-focused to recovery-focused objectives.
Phase 3	UCG activities shift from response-focused to recovery-focused objectives	1. Joint Field Office (or equivalent for non-Stafford Act incidents), geographical branch offices, and other offices are closed. Leverage steady-state programs for incident operations. 2. Sustained recovery teams are demobilized, and Joint Recovery Office(s) are closed. 3. Transition from field operations to regional management of recovery and restoration. 4. Disaster declarations are programmatically and financially closed.

Table C-2 details the intersection between response and recovery unified milestones and key activities within the three-phase construct.

Table C-2: Potential Response and Recovery Key Activities

Phase 1	Phase 2	Phase 3
Pre-Incident Operation (Notice Events)	Coordinated Response and Recovery Operations	Recovery and Restoration Operations
• Conduct contingency and operational planning with state, local, tribal, and territorial (SLTT) governments and the private sector. • Review and update deliberate plans and stabilization targets. • Provide community lifeline services during steady-state operations through Emergency Support Functions (ESF), as needed. • Identify, collect, and analyze hazard or threat data to understand and mitigate risk and impact. • Coordinate preparedness activity efforts. • Support pre-disaster mitigation and recovery planning. • Conduct training, exercises, and workforce development. • Develop SLTT government capabilities.	• Activate ESFs and Recovery Support Functions (RSF). • Conduct initial assessment. • Assign Unified Coordination Group (UCG) leadership. • Issue recommendations on disaster declaration requests. • Initiate deployments. • Assess disaster impacts to identify recovery needs and scope recovery outcomes. • Activate individual assistance, hazard mitigation, and public assistance programs. • Initiate recovery MAs or federal agreements for applicable RSFs. • Assess initial community lifeline status. • Establish incident priorities. • Execute line of efforts (LOE) to operationalize the response. • Conduct joint preliminary damage assessments.	• Implement recovery and mitigation programs, ensuring equitable program delivery. • Engage in sustained partnership with SLTT governments to align federal support with desired outcomes. • Coordinate assistance and sequence activities across federal agencies and partners to achieve recovery outcomes. • Analyze and track performance toward recovery outcomes and adjust as needed. • Track demonstrated progress toward execution of recovery programs. • Adjust support, as needed, to account for changing circumstances. • Comply with financial controls and reporting requirements for grant programs.

Phase 1	Phase 2	Phase 3
Pre-Incident Operation (Notice Events)	**Coordinated Response and Recovery Operations**	**Recovery and Restoration Operations**
• Pre-position logistical resources and services. • Develop prevention and protection operation efforts. • Implement statutory authorities and processes according to requirements. • Continue to refine and implement Supply Chain Analysis Network (SCAN) Analysis. • Initiate mission assignments (MA) for applicable ESFs to ensure timely deployment of resources. • Assess relevant policy and plans examining unmet requirements or barriers to essential function success and implement solutions. • Ensure the performance of federal government essential functions.	• Ensure UCG activates shift from response-focused to recovery-focused objectives. • Develop recovery strategies with SLTT governments. • Ensure Joint Field Office (JFO) (or equivalent) closes or transitions to Joint Recovery Office (JRO). • Confirm all community lifelines are stabilized. • Identify that critical services are available.	• Evaluate continued need for field presence; transition responsibilities to FEMA Region. • Adjust support to account for changing circumstances over grant life cycle. • Implement grant closeout procedures in compliance with established standards and guidance.

Phase 1: Pre-Incident Operations

Federal, state, tribal, or territorial government entities determine existing logistics and resource capabilities, develop all-hazards plans and procedures, and conduct training and exercises to validate deliberate plans. When there is an elevated threat or a credible threat, the federal government analyzes and understands the threat and disseminates appropriate alerts and warnings. The federal government also mitigates and ensures resilience against risks to federal essential functions and federal resources and coordinates the appropriate deployment and pre-positioning of federal response personnel and equipment to minimize risks to life and property. Appropriate and coordinated pre-positioning of consequence management resources, assets, and personnel, including responder health and safety personnel, improves the timeliness of response mission operations. During intentional threats and incidents, coordination by the law enforcement and the consequence management communities, consistent with applicable presidential directives and national planning policies and guidance that apply to intentional adversarial threats, including those that are classified, ensures appropriate and timely information and deconfliction of activities.

Phase 2: Coordinated Response and Recovery Operations

Federal priorities[24] include but are not limited to the following:

- Gaining shared situational understanding and conducting an initial assessment to determine the scope of incident impacts;
- Deployment of federally managed resources to conduct lifesaving and life-sustaining activities and to support the continuation of federal essential functions;
- Stabilizing lifelines to impacted communities to alleviate immediate threats to human health, safety, and economic security;
- Initiating response and recovery operations on federally managed lands and facilities;
- Providing critical information to federal leadership and decision-makers to save lives and mitigate further impacts to property, infrastructure, and the environment;
- Developing recovery outcomes; and
- Preserving constitutional government and public confidence in the government.

During this phase, coordinated response and recovery support are provided through the ESF and RSF constructs, in coordination with private sector and non-governmental organizations (NGO) and other non-federal entities, with the goal of stabilizing community lifelines and achieving recovery outcomes. Community lifelines will stabilize at different times throughout the incident. Through deliberate and consistent coordination, the ESFs and RSFs are the force providers (the ways) used to achieve community lifeline stabilization. For more information on the community lifelines construct, refer to the Community Lifelines Implementation Toolkit.

Phase 3: Recovery and Restoration Operations

Response actions transition to short-term recovery operations (e.g., re-population of the impacted area) and longer-term recovery operations (e.g., ongoing recovery and mitigation activities). The transition to recovery is initiated and conducted simultaneously with response activities. Federal partners work directly with their regional offices to administer and monitor recovery and mitigation programs. In many incidents, no clear transition exists from Phase 2 and Phase 3. As such, during incidents affecting multiple states and/or FEMA Regions, different jurisdictions may transition through the phases at various paces, depending on the impact to the respective geographical area. The *National Response Framework* (NRF) fully transitions to the *National Disaster Recovery Framework* (NDRF) when the disaster-specific mission objectives of the ESFs are met and all ESFs demobilize.

Table C-3 lists the objectives of key leadership groups.

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[24] As noted above, to the extent that prevention mission area operations are taking place simultaneously with response and recovery operations, federal priorities will also consider those applicable to the prevention mission area.

Table C-3: Leadership Group Objectives

Group	Objectives
Unified Coordination Group (UCG)	• Incident priorities are identified, provided to subordinate units, and progress tracked accordingly. • Necessary resources are activated, mobilized, prioritized, and allocated. Information is shared with all stakeholders – the private sector, non-governmental organizations (NGO), and all levels of government.
Emergency Support Function Leadership Group (ESFLG)	• Additional national-level support is provided to the National Response Coordination Center (NRCC) in its role of providing resources to affected regions and states commensurate with the *National Response Framework* (NRF) and the responsibilities outlined in the NRF Emergency Support Function (ESF) Annexes and Support Annexes. • Resource allocation recommendations are provided to the Federal Emergency Management Agency (FEMA) Administrator and NRCC in instances where resource demand exceeds availability. • Policy disagreements are identified and elevated. • Possible courses of action are recommended and determined for high-level issues of a multi-region or multi-state nature.
Recovery Support Function Leadership Group (RSFLG)	• State, local, tribal, and territorial (SLTT) governments are recovered and transitioned to steady state. • The economy is sustainable, diversified, and resilient. • Health, education, and social services systems are resilient. • Housing is adequate, resilient, and affordable. • Infrastructure systems are restored, modernized, hardened, and resilient. • Natural and cultural systems are restored, preserved, risk-resistant, and resilient.

Administration, Resources, and Funding

Federal agencies are responsible for managing their personnel augmentation and financial activities during all operational phases and across all mission areas within their established processes and resources. Federal funding to support coordinated federal response and recovery operations will be consistent with applicable laws and authorities. For more information on administration, resources, and funding, see the **base plan**.

Oversight, Coordinating Instructions, and Communications

Communications infrastructures will likely be severely impacted, and traditional methods of communication with responders and survivors may be unavailable. The ability to receive and disseminate information to responders and survivors, obtain situational awareness and understanding, and develop and distribute accurate and timely warnings will be severely impacted. For information related to communications, refer to **Annex K: Communications.**

References

Table C-4 lists and describes key references relevant to Annex C.

Table C-4: Annex C References

Reference	Description
Cross Sector Coordination Support Annex (January 2020)	Provides a concept of operations for cross-sector coordination and describes how the federal government works with state, local, tribal, and territorial (SLTT) governments and the private sector.
National Disaster Recovery Framework (June 2016)	Establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities.
National Response Framework (October 2019)	Provides foundational emergency management doctrine for how the Nation responds to all types of incidents.
Outcome Indicators (June 2021)	Provides a framework for tracking progress toward agreed-upon recovery goals, enabling recovery managers at all levels to work toward a unified vision.
Recovery Operations Support Manual (March 2021)	Describes how the Federal Emergency Management Agency executes its recovery mission, establishes a framework for enterprise-wide management of recovery operations, and provides a foundation for risk-based decision-making at all operational levels.

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ANNEX D: LOGISTICS

Purpose

Annex D describes the National Logistics Systems (NLS) for response and recovery operations from support provided by the Federal Emergency Management Agency (FEMA) for Stafford Act incidents. Additionally, this annex applies to non-Stafford Act incidents in which a designated lead federal agency (LFA) coordinates resources, processes, and services across federal agencies with FEMA in the logistics supporting role.

This annex describes three main elements. First, Annex D describes the logistics concept of support in an all-hazards environment. Federal agencies and the private sector collaborate, coordinate, and synchronize to develop strategic plans across the logistics enterprise for logistics and supply chain management. Second, this annex describes the distinction in logistics support between FEMA acting as the LFA and another federal agency acting as the LFA. Third, this annex describes the integration of logistics support for response and recovery operations. FEMA, in coordination with the Department of Homeland Security (DHS)/Cybersecurity Infrastructure Security Agency (CISA), activates Emergency Support Function (ESF) #14 to support the coordination of cross-sector operations, including stabilization of key supply chains and community lifelines among infrastructure owners and operators, businesses, and their government partners.

Situation

See the **base plan** and **Annex C: Operations** for more information on the situation.

Mission

FEMA, acting as the LFA, and the whole community will mobilize, manage end-to-end, and deliver governmental, non-governmental, and private sector resources equitably within designated areas. Through logistics and supply chain management, interagency partners will support operational requirements to achieve response and recovery priorities established by leadership in the incident coordination structure.

Logistics Mission Objectives

Mission objectives for logistics operations include the following:

- Coordinate planning and operational analysis among governmental, non-governmental, and private sector entities, such as the LFA;
- Stabilization of response to save and sustain lives;
- Facilitate response- and recovery-based outcomes;
- Facilitate a return to the new steady state through the use of logistics cadres, contract support, the DHS Surge Capacity Force, and other federal agencies/ESFs augmenting staff;
- Analyze, prioritize, allocate, and mobilize public and private resources to equitably support state, local, tribal, and territorial (SLTT) government jurisdictions and facilitate and implement recovery and restoration actions during response and stabilization phases;
- Review international assistance offers of resources and capabilities;
- Distribute and track resources obtained in accordance with the International Assistance System (IAS) Concept of Operations; and
- Achieve response- and recovery-based outcomes.

Execution

Critical to the success of a unified federal response and recovery is Unity of Effort—the coordination of activities among various organizations to achieve common objectives. For incidents and events declared under the Stafford Act, the Secretary of Homeland Security, through the FEMA Administrator, will coordinate federal operations for domestic incident management, pursuant to presidential directive.

Concept of Support – FEMA as Lead Federal Agency

FEMA's Logistics Management Directorate (LMD) and ESF #7 in coordination with designated members of FEMA's Office of Response and Recovery (ORR), transition into FEMA's National Response Coordination Center (NRCC) Resource Support Section (RSS) with designated staff (in accordance with the *National Incident Support Manual* ([NISM]) as the LFA. The NRCC-RSS activates, mobilizes, sources, procures, and manages the supply chain[25] for coordinated delivery of essential resources, equipment, and specialized items and services to impacted communities and survivors, sets conditions for stabilization, stabilizes the incident sourcing fulfillment, and facilitates a transition to the new steady state.

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[25] Supply chain management focuses on integrating "end-to-end" supply chain processes, beginning with planning for customer-driven requirements for resources and services and ending with resource delivery to disaster survivors and responders.

The NLS maintains management services and resources support capability with the flexibility and agility to sustain operational tempo consisting of other federal agencies, non-governmental organizations (NGO), the National Voluntary Organizations Active in Disasters (VOAD), and private sector partners.

FEMA leverages sourcing through numerous robust contracts, mission assignments (MA), pre-positioning of resources, tracking resources with the regions through delivery to states or tribal governments, and monitoring the implementation of execution matrices in accordance with the *Logistics Management Operations Manual 9380.1-PR* (2013) and the *RSS Standard Operating Procedure* (SOP) (2021).

LMD and the NRCC-RSS source and deploy resources and/or services, and the regions employ those resources/services. Additionally, equipment and specialized equipment or items are typically used for response to an incident, including pumps and generators, whereas specialized equipment is generated as a direct result of the incident (not typically used in response to all hazards) (e.g., urban search and rescue [USAR] equipment, ventilators, and personal protective equipment [PPE]).

Resources and/or services include commodities, temporary emergency power, fuel, fuel deliveries, and transportable temporary housing units (TTHU) to support state(s) requests for assistance. The NRCC/RSS also synchronizes logistics capabilities across the enterprise and various supply chains to the extent legally appropriate or stipulated; support for stabilization, sustainment, and recovery; and restoration of impacted communities and supply chains to meet the impacted population requirements equitably for response stabilization and recovery-based outcomes.

Continental United States and Outside Continental United States

Support to the Continental United States (CONUS) and Outside the Continental United States (OCONUS) is implemented in accordance with the RSS SOP (July 2021), the *National Response Framework* (NRF) ESF #7 Annex*,* and additional references in **Appendix 2** of this annex. Additionally, in OCONUS disasters support for the response and recovery efforts becomes increasingly complicated by supply chain distance.

Supply Chain Management and Situational Awareness

FEMA interacts with two types of supply chains: private sector supply chains and the FEMA relief supply chain(s). These supply chains are governed by the free market. FEMA is particularly concerned with the stabilization and restoration of private sector life-sustaining supply chains for food, fuel, water, pharmaceuticals, and their enablers, such as power, communications, and transportation after a catastrophic disaster. Private sector supply chains attempt to match supply with consumer demand with a high degree of efficiency during normal conditions.

When a disruption occurs, such as a hurricane, earthquake, pandemic, flood, or storm, a disequilibrium in consumer supply and demand can occur that threatens the safety and well-being of the Nations' citizens. During catastrophic disruptions, FEMA may be asked to employ its relief supply chain to temporarily fill the gap created by the disruption until the private sector supply chain is stabilized. Private sector supply chain capabilities and capacities are larger and more complex than that of FEMA's relief supply chain; therefore, employment of the FEMA relief supply chain must be targeted and of limited duration.

If implemented incorrectly or for too long, employment of the FEMA relief supply chain can have adverse effects on the timely recovery of the private sector supply chain. It is imperative for the NLS implementing the FEMA relief supply chain to have good situational awareness of the private sector supply chain's status so that the NLS may adjust the level of response accordingly. This would ensure minimal delay or disruption to the recovery of the private sector supply chain (**Figure D-1**).
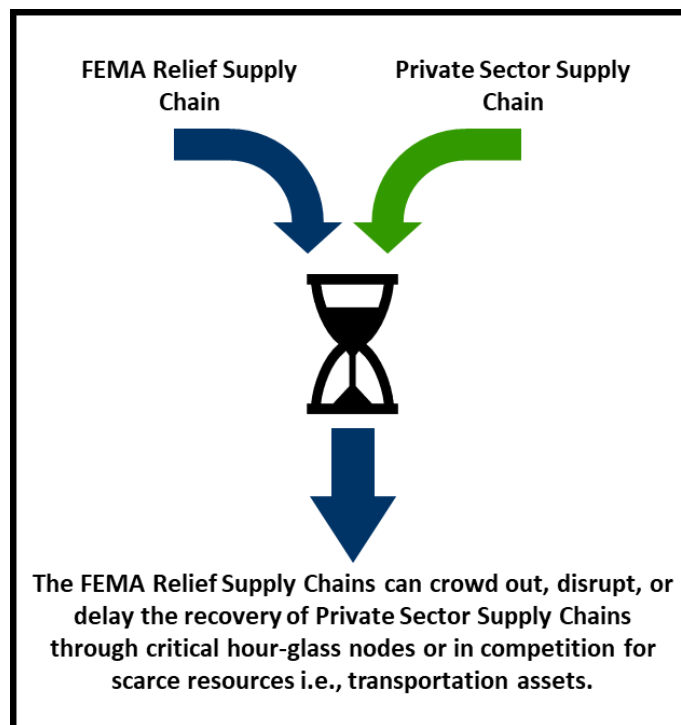

Figure D-1: Relief and Private Sector Supply Chain Integration

Logistics Awareness and Analysis

LMD employs a team of supply chain experts (consisting of the Office of Business, Industry, and Infrastructure Integration [OB3I]/National Business Emergency Operations Center [NBEOC] and separate contract support) to conduct research and analysis of private sector supply chains. These analysis products aim to define the supply chain networks, identify potential choke points, and inform senior leader decisions during a response to ensure that

FEMA actions do not harm the private sector, enable stabilization of critical community lifelines, and usher a speedy recovery.

Support to ESF #14

LMD supply chain analysis products support the ESF #14 efforts to stabilize key supply chain networks and community lifelines and mitigate disruptions to National Critical Functions and economic systems.

Key Resources Support Systems

The objective of logistics and supply chain management is to facilitate a more rapid response and recovery effort and deployment of the most commonly and specifically requested resources and services. Interagency partners coordinate resources to meet the needs of disaster survivors.

Federal Response Capabilities Inventory

The Federal Response Capabilities Inventory (FRCI) is a federal resource database that is used as a planning tool. The FRCI is the authoritative listing of all federal resources available under the NRF and includes a general overview of the capabilities for each resource. The intent of the FRCI is to provide emergency managers at all levels with an inventory database that allows for real-time exchange of information to identify and rapidly deploy resources during an incident.

Logistics Management Supply Chain Sourcing Concept

Interagency coordination is critical to establishing and maintaining the logistics supply chain. FEMA, the General Services Administration (GSA), the Defense Logistics Agency (DLA), the U.S. Department of Agriculture (USDA), the U.S. Army Corps of Engineers (USACE), the Department of Health and Human Services (HHS), and strategic vendors are responsible for sourcing essential resources to meet incident needs. FEMA employs strategic sourcing for supplies and procurement of services nationally to achieve economies of scale. During steady state this is accomplished through the Distribution Management Strategy Working Group (DMSWG). During disasters, the DMSWG becomes the Resource Management Group (RMG) using the Partners Sourcing Matrix and supports achieving economies of scale.

The RMG is an operational, interagency body that assembles upon activation as part of the National Response Coordination Staff (NRCS) when existing resource support mechanisms need augmentation. The RMG may invite all or specially designated NLS partners to meetings that may be called upon to provide resource status, readiness, and availability updates for implementation actions (e.g., transport).

The RMG utilizes disaster requirements to recommend an appropriate sourcing plan for the requested commodities. The RMG considers all available factors affecting the sourcing recommendation, such as location, quantity, and cost, in identifying the best resources from

which to source the requirement. For resources that FEMA determines will not be sourced nationally, FEMA field teams will be authorized to procure resources locally.

Staged Resources

The primary locations for pre-position resources[26] are the FEMA Distribution Centers (DC) (**Figure D-2**), partners' storage, and vendor production and storage areas. Other sites exist for federal and whole community partners and vendors across CONUS and OCONUS[27] for initial and sustained resources, services, and capabilities' timely deliveries to meet the requirements of impacted population(s).

Pre-position resources deployed at an Incident Support Base (ISB) expedite the immediate delivery of resources once they are requested by the state, tribal government, territory, or Joint Field Office (JFO) Logistics Section. ISBs typically store the following resources, as required: water, emergency meals, cots, blankets, tarps, plastic sheeting, generators, and other resources.
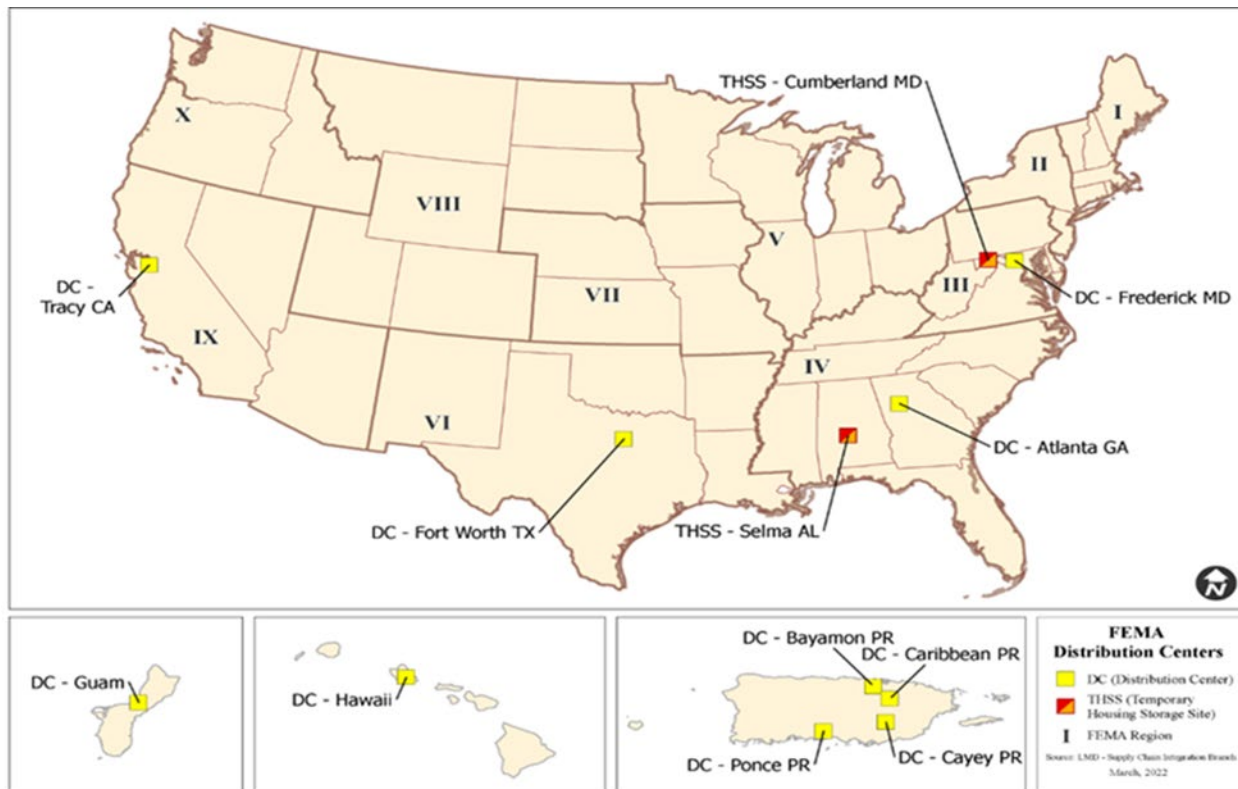
Figure D-2: FEMA DCs and Joint DC/TTHU Sites within the United States and Its Territories

The deployment and delivery of resources is executed using a push-pull strategy. FEMA will push pre-positioned uncommitted resources from provider locations to ISBs or push pre-

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[26] This FIOP defines pre-positioning or staging as assembling and loading personnel and equipment in preparation for deployment.

[27] OCONUS refers to U.S. states and territories that are not a part of the continental United States.

positioned, pre-planned, committed resources to pre-designated staging areas based on an analysis of the situation and projected resource needs. Once the common operating picture (COP) becomes clearer—when FEMA establishes staging areas or ISBs and the JFOs are functional and the SLTT government begins requesting resource—distribution management may revert to a pull strategy for resource sustainment that coordinates the regional request for commodities prior to sending resources. The RSS in the NRCC and the region will jointly determine when to change from the push to the pull approach.

ISBs are located as close to an impacted area as the incident will allow. ISBs may receive resources from various FEMA Distribution Centers, commercial vendors, other federal agencies, NGOs, and even other ISBs. ISBs establish a two-day supply for resource requirements. Resource requirements are established at the Regional Response Coordination Center (RRCC) or the Unified Coordination Group (UCG) in coordination with state, tribal, or territorial government counterparts based on projections or reports of the impacted percentage of the population and the capacity to distribute to the public.

If a region or JFO has a requirement for ISB commodities, one of two things can occur:

- **If an ISB serves a single region or JFO** and a validated state requirement has been received, commodities are identified and dedicated to fill that requirement. The region, UCG, Logistics Section Chief, or Ordering Unit Leader can request disaster commodities and support directly from the servicing ISB. This is considered single point ordering.
- **If an ISB services multiple regions or JFOs** and state requirements have been received, standard commodity requisition procedure applies. If there are competing requests for scarce commodities, adjudication will be made by FEMA Headquarters.

Initial Response Packages are composed of commodities, which include commonly used shelter items such as meals, water, cots, blankets, infant and toddler kits, durable medical equipment (DME) kits, consumable medical supply kits, and generators. Resource phasing considers state-identified needs and the critical considerations in **Figure D-3** for the movement of resources.

Time

- Includes the time required for developing resource requests, the ordering and assembling of resources, and decision-making as well as the time needed for accommodating the distance and speeds required for moving resources from points of embarkation to points of debarkation
- Includes the time needed for assessing transportation infrastructure post event

Capability

- Identification of the best resource for meeting the request

Availability

- Amount/percentage of total numbers of resources available versus the total numbers available at specific times

Throughput Capacity

- Maximum amount of resources that can be delivered during a given period
- Right mixture of enablers to support and/or expand throughput

Mode/Source(s) of Transport

- Denotes how a movement requirement will deploy along each leg of the deployment from origin to destination. *Mode/Sources: Individual Ticket Air; Civilian Commercial Air; Civilian Commercial Bus; Land via organic assets; Strategic Airlift & Intra-Theater Airlift; Charter Aircraft Airlift; Self deploying Aircraft; Strategic Sealift; Intra-theater Sealift; Self Deploying Vessel; Civilian Rail Movement; Land via Civilian Truck; and Land via Inter-Modal Movement*

Routing

- Identification of potential transportation choke points, impediments, or other obstacles that exist and how to overcome them

Priorities

- Lifesaving needs
- Life-sustaining needs
- Sustainment requirements
- Individualized Recovery Support Functions' Support

Figure D-3: Resource Movement Critical Considerations

Concept of Support – Other Federal Agencies as Lead Federal Agency

For incidents and events where DHS is not designated as the LFA under applicable law or presidential directives, various federal agencies or ESFs may lead federal response or assistances, consistent with their authorities. FEMA will provide support to other federal agencies, such as the LFA, in accordance with inter-/intra-agency agreements (IAA) and Title

44 of the Code of Federal Regulation (C.F.R.) and other applicable authorities. Coordination may be implemented through the NRCC or directly with the supporting agency.

Concept of Support for Recovery-Based Outcomes (FEMA as Lead Federal Agency)

LMD coordinates to achieve community lifeline stabilization in supporting recovery-based outcomes (in accordance with Annex C: Operations and Outcome Indicators [June 2021]). LMD and/or the NRCC/RSS are in sync with the Recovery Support Functions (RSF) to determine logistical requirements based on trigger points and timelines that have been developed during steady state or crisis action planning. FEMA, as the LFA through the NRCC/RSS, will coordinate and provide the respective RSF support of logistics resources and/or services (determined by the incident) through the Resource Request and Fulfilment Process (RRFP).

However, a baseline standardized listing of common resource and/or service requirements should be developed by each RSF during steady state as an element of planning to facilitate the sourcing process with other federal agency partners and/or the private sector. During the incident, requested support should be processed through the Incident Management Assistance Team (IMAT) or JFO/Joint Recovery Office (JRO) (in accordance with the RSS SOP) with sufficient lead time to allow for sourcing and timely delivery during Phases 2 and 3 to meet the required delivery date (RDD) of the RSF and achieve specific recovery-based outcomes with the impacted communities.

Based on support requirements driven by state, tribal government, and territory community lifelines, FEMA will prioritize sourcing national-level resources from integrated interagency partners to effectively source and equitably allocate resources during catastrophic and non-catastrophic incidents. FEMA will source resources through the DMSWG during steady state or when it transitions to the RMG during NRCC activation. The NRCC/RSS depends upon other federal agencies/ESFs or disaster procurements for support in incidents in FEMA's LFA role. The NRCC/RSS or ESF #7 (during steady state) has limited on-hand resources or capabilities and may be restricted in supporting other federal agencies that serve as the LFA, depending upon the nature of the incident, and authorities with procurement. An IAA is necessary for other federal agencies to access FEMA's resources. Also, the scope of support FEMA can provide in this instance is limited by factors such as the Economy Act.

In all cases, numerous factors could impact the allocation and adjudication of resources. Table D-1 highlights the major considerations from other federal agencies/ESFs in coordinating the allocation of national-level resources cross-walked with the community lifelines.

National Level

The Assistant Administrator for the LMD/RSS Chief serves as the single integrator for federal logistics resources. This position synchronizes federal logistics efforts with those of other federal agencies, NGOs, faith-based organizations (FBO), VOADs, and ESF #6 during response and recovery operations as part of a Unity of Effort.

The U.S. Northern Command (USNORTHCOM) and the U.S. Indo-Pacific Command (USINDOPACOM) represent the Department of Defense (DOD) and coordinate support through the Defense Support of Civil Authorities (DSCA). The NRCC may request DOD support to assist in the augmentation of resources, logistics support sites, or operational capabilities. The NRCC/RSS will also use MAs during Stafford Act incidents to direct resources or capabilities from other federal agency partners, such as directing GSA to provide emergency leasing services for space.

During a catastrophic incident, under provisions of the Trade Agreement Act (19 U.S.C. § 2501), the President has delegated the waiver for the Buy American Act to the U.S. Trade Representative to procure eligible items from sources other than U.S. manufacturers during a response. Federal Acquisition Regulation (FAR) Part 18 gives flexibility to acquisition offices during a Stafford Act declaration to procure needed items from sources other than U.S. manufacturers during a response. Additionally, the Defense Production Act (DPA) is the primary source of Presidential authorities to expedite and expand the supply of resources from the U.S. industrial base to support military, energy, space, and homeland security programs.

Consideration and determination should be made under Title I of the DPA to utilize priority-rated contracts to procure critical industrial and agricultural resources and services from the domestic private sector in an expedited manner.

Examples of Priority Ratings Used for Hurricanes and Wildfires:

- Responder Lodging
- Translation Services
- Manufactured Housing
- Communications Equipment
- Food and Bottled Water

Under Title VII, Section 708 of the DPA, the President is authorized to consult with representatives of the private sector to provide for the development of voluntary agreements and plans of action to help provide for the national defense. FEMA, through OB3I, provides a conduit to the private sector and specific components of the NBEOC membership stakeholders who may be interested in participating in voluntary agreements. In the event of a non-Stafford Act incident, LMD would implement support through an IAA with reimbursements.

Office of Business, Industry, and Infrastructure Integration, National Business Emergency Operations Center, and ESF #14

To facilitate strategic and response operations coordination with the private sector as co-lead with CISA's ESF #14 team, FEMA created OB3I within the LMD to serve as a connection point among private sector and industry stakeholders, FEMA, the regions, SLTT governments, and other interagency partners. Additionally, the outreach of the office was expanded to further support the integration of the private sector and fulfill the updates to the NRF and the creation of ESF #14.

In this role, OB3I was established to do the following:

- Support the stabilization of community lifelines to expedite response and recovery by establishing the necessary business-related relationships, processes, doctrine, and effective public and private alignment.;
- Serve as the FEMA lead for ESF #14 and co-primary agency with CISA and complete the objectives listed in the NRF and ESF #14 Annex;
- Ensure FEMA-wide cohesion for supporting non-procurement business, industry, and infrastructure-related partnership activities to enable effective economic response and resilience for impacted communities; and
- Lead the NBEOC to serve as a central public-private sector coordination mechanism to identify issues for resolution, distribute operational information, and facilitate information sharing.

National Business Emergency Operations Center

The NBEOC is FEMA's virtual clearing house for two-way information collaboration between public and private sector stakeholders to help people before, during, and after disasters. The NBEOC was created to enhance communication and collaboration with private industry partners and ensure their integration into disaster operations at the strategic and tactical levels.

During response operations, NBEOC members are linked into the NRCC, RRCCs, and a broader network of emergency management operations, to include state and federal partners. The NBEOC offers members a platform to share information on impacts, operating status, and recovery challenges. Members may also use the NBEOC to access information to support business continuity decisions and collaborate on planning, training, and exercises.

Emergency Support Function #14 – Cross-Sector Business and Infrastructure

Under the ESF #14 Annex to the NRF, CISA serves as the ESF #14 Coordinator and share Co-Primary Agency responsibilities with FEMA for mission execution. During an ESF activation by FEMA's NRCC, OB3I and the NBEOC fall under the ESF #14 operational umbrella and work alongside CISA's ESF #14 team. ESF #14 provides an avenue to the federal government for information sharing and coordination, including requests for

assistance in situations in which private sector organizations do not have a designated ESF, sector partner, or other mechanisms for coordination.

Major Considerations for National-Level Resources

Error! Reference source not found. identifies major considerations for national-level resources across the ESFs.

Table D-1: Major Considerations for National-Level Resources

Emergency Support Function (ESF)	Consideration
All ESFs	• Number of states, tribal, and territorial governments impacted • Impacted populations • Impacted pet populations
ESF #1 Transportation	• Major highways/bridges/airports/ports damaged/closed to traffic • Federal Aviation Administration's national airspace capabilities and capacity to protect air space • Estimated time to repair/restore critical transportation infrastructure • Transportation infrastructure assessments • Waivers to expedite the movement of resources
ESF #2 Communications	• Communications infrastructure at-risk/impacted • Public safety communications assessments • Power infrastructure assessments • Communications private sector owner/operator needs and priorities • Cross-sector dependencies and limitations
ESF #3 Public Works and Engineering	• Water and wastewater facility status • Status of major transportation systems (airports, water navigation [including channel and port status] and ground [e.g., bridges and debris]) • Status of electrical power grid/generation and availability of FEMA and contractor-provided generators • Critical public facility status (e.g., hospitals, police and fire stations, and designated emergency shelters)
ESF #4 Firefighting	• Multiple large wildfires throughout the western United States • Most/all Incident Management Teams (IMT) committed • High resource commitment to large fires and initial attack • Resource shortage • Military and foreign assistance utilized • National Preparedness Level 5 (PL5) (Highest level)
ESF #5 Information and Planning	• Operations in a pandemic (health and safety) – virtual/in-person deployments • Number of active concurrent incidents being supported/projected to support • Location of Interim Operating Facility (IOF)/Joint Field Office (JFO)

Emergency Support Function (ESF)	Consideration
ESF #6 **Mass Care, Emergency Assistance, Temporary Housing, and Human Services**	• Population of required lifesaving/life-sustaining support, including food and emergency supplies • Impacted populations • Survivors requiring food/meals, water, and sheltering • Survivors requiring only food/meals and water • Survivors requiring infant and toddler kits • Survivors requiring durable medical equipment (DME) and consumable medical supply • Special meal requirements • Survivors requiring crisis counseling, mental health, and other similar immediate and short-term psychological assistance • Survivors requiring supplemental nutrition assistance
ESF #7 **Logistics and** **Supply Chain** **Management**	• Commodity requirements for shelter-seeking population, as determined by ESF #6 • Number of generators and BOMS required for supporting critical infrastructure • Maintenance of situational awareness and management of logistical movements • Integration of private sector capabilities and resources • Other disaster survivor resource support needs • Availability of transportation to support movement requirements to include evacuation of survivors • Number of responders to be in position to manage transportation nodes
ESF #8 **Public Health and Medical Services**	• Number of injured and/or ill that require medical and/or trauma care; type of injuries and/or illnesses; status, capability, and capacity of local healthcare system infrastructure; and demand for consumable and medical supplies and DME • Number of fatalities and body bag demand • Number of potentially exposed individuals who may require prophylaxis or counter measures, medical Rx, personal protective equipment (PPE), and specialized medical equipment • Medical staff, Disaster Medical Assistance Teams (DMAT), Trauma Critical Care Team (TCCT), National Veterinary Response Teams (NVRT), Disaster Mortuary Operational Response Team (DMORT), and federal medical stations (FMS)
ESF #9 **Search and Rescue**	• Identify the impacted area to be searched by federal ESF #9 resources and the estimated time to complete primary and secondary searches • Number of rescues, assists, evacuations, shelter-in-place, animal rescues, and human remains detected • Number of structures that are unaffected, have minor damage, have major damage, and are destroyed

Emergency Support Function (ESF)	Consideration
ESF #10 **Oil and Hazardous Materials Response**	• Number of and status of reported oil/hazardous material (HAZMAT) releases • Population required to evacuate (ESF #6 led) • Major highways/bridges/airports/ports impacted by oil/hazmat release (coordinated with ESF #1) • Major oil and natural gas facilities impacted by oil/HAZMAT release (coordinated with ESF #12) • Length of time to complete oil/hazmat cleanup • Number of abandoned containers, abandoned vessels, and household hazardous waste to be assessed and removed
ESF #11 **Agriculture and Natural Resources**	• Locations (Continental United States [CONUS], Outside the Continental United States [OCONUS]; rural, urban; greatest need because of limited resources/access but not the greatest number of people) for requested U.S. Department of Agriculture (USDA) Foods and baby food/formula and limited tractors, trailers, shipping containers (including climate-controlled), drivers and last mile deliveries, along with limited refrigerated/freezer and storage space of requesting entities
ESF #12 **Energy**	• Location, type, duration, and status of fuel waivers • Which components of energy infrastructure are most significantly impacted: generation, transmission, and/or distribution? • Access issues regarding the impacted area • Analysis of fuel disruption and/or infrastructure damage, location, duration, and status of waivers • Status of power grid/critical facilities and estimated time until restoration; generator requirements • Other hazardous events taking place concurrently that may impact the availability of resources (e.g., personnel, equipment, repair parts)
ESF #13 **Public Safety and Security**	• Analysis of potential/actual impact on the ability of the state, local, trial, and territorial (SLTT) government and available Emergency Management Assistance Compact (EMAC) resources to sustain an adequate law enforcement presence to maintain the public safety and security community lifeline • Anticipated requests for ESF #13 Quick Response Teams to meet requests to supplement SLTT government needs and provide force protection for federal assets • Timely commercial, government, or military transport that factors disaster limitations and meets mission requirements • Management of logistics needs, including personal protective equipment (PPE), specialized equipment, food, water, commercial billeting, or base camps • Transportation needs, including rental vehicles, four-wheel drive vehicles, or other specialty vehicles

Emergency Support Function (ESF)	Consideration
ESF #14 **Cross-Sector Business and Infrastructure**	• Critical nodes among infrastructure sectors • Assessing single points of failure in National Critical Functions and supply chains • Cross-sector challenges and cross-sector interdependencies • Private sector and infrastructure owner and operator needs and priorities • Channels offers of material goods or technical assistance and capabilities from private sector organizations for potential integration into response efforts • Public sector support with private sector business continuity, corporate response (including philanthropic programs), and critical infrastructure restoration activities • Understanding key logistical issues prior to an anticipated event (i.e., approaching hurricane) • Identification of potential impacts to National Critical Functions or community lifelines from anticipated or actual supply chain issues. • Identification of potential for cross-sector or cascading impacts from incident-driven supply chain issues
ESF # 15 **External Affairs**	• Inoperable communication systems by which providing information to the public is compromised • Major population centers impacted, affecting media markets, congressional districts, and large disability or access and functional needs populations • Multiple tribal governments impacted

Administration, Resources, and Funding

Administration

During a catastrophic incident, the designated LFA may coordinate with FEMA, as needed, to ensure an efficient and effective federal response that is consistent with individual agency direct authorities and responsibilities. This Federal Interagency Operational Plan (FIOP) does not alter or affect the responsibilities of senior financial advisors in other federal agencies. When other federal agencies are operating programs under their own statutory authorities and funding, there is an expectation that coordination among agencies with financial responsibilities will occur.

Resources

Resource requirements for response and recovery operations, identified through coordination of federal, state, tribal, and territorial government partners, will be addressed using existing federal procedures for logistical support (i.e., using the NRCC/RSS/RMG Sourcing). LFAs must have a process in place to make resource requests from other federal agencies and effectively manage resources. While the specific resource request process will

vary based on what agency is leading the incident response and recovery, it is important that the process ensures that resources are as follows:

- Quickly identified,
- Accurately ordered and acquired,
- Mobilized swiftly,
- Tracked and reported methodically,
- Demobilized efficiently, and
- Restocked and reimbursed properly.

Designation of any ISB, Federal Staging Area (FSA), other federal logistics facilities, or state/local staging areas will depend on the incident requirements.

Funding

Use of disaster funds will be triggered by an emergency declaration or a major disaster declaration by the President. Should an emergency declaration and/or major disaster declaration be approved and issued, the processes, limitations, and cost-share ratios identified within the Stafford Act and Title 44 of the Code of Federal Regulations (C.F.R.) will apply. Authorized federal response and recovery operations will be funded under the Disaster Relief Fund (DRF) once an emergency declaration and/or major disaster declaration has been made. Activities to prepare and pre-position federal resources necessary for an effective response to an event where a Stafford Act declaration is reasonably likely and imminent may be funded under a DRF surge account.

Personnel Augmentation

FEMA, DHS, and their federal partners are responsible for personnel augmentation in support of the operations outlined in this plan. Each federal agency possesses individual policies for augmentation that are predicated on the agency's authorities, various federal policies, memorandums of understanding, and mutual aid agreements. Federal agencies can perform their duties in accordance with standard resource typing guidelines and operational requirements.

Oversight, Coordinating Instructions, and Communications

Oversight

FEMA will oversee federal response and recovery activities required in support of a Stafford Act declaration of an emergency or a major disaster across the nation. In non-Stafford Act incidents, the designated LFA will oversee federal response and recovery activities required to support operational objectives.

Coordination

If the President invokes the Stafford Act, FEMA will coordinate federal support for response and recovery through the NRCC and JFO, as appropriate. In the absence of a Stafford Act declaration, the designated LFA will request related support from individual agencies. See the **base plan** and **Annex A: Task Organization** for more information.

References

Table D-2 lists and describes key references relevant to Annex D.

Table D-2: Annex D References

Reference	Description
Cross-Sector Coordination Support Annex (January 2020)	Provides a concept of operations for cross-sector coordination and describes how the federal government works with state, local, tribal, and territorial (SLTT) governments and the private sector.
Joint Publication 3-28, Defense Support of Civil Authorities (October 2018)	Provides considerations for military interaction with government agencies, multinational forces, and other interorganizational partners.
National Disaster Recovery Framework (June 2016)	Establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities.
National Response Framework (October 2019)	Provides foundational emergency management doctrine for how the Nation responds to all types of incidents.
Recovery Operations Support Manual (March 2021)	Describes how FEMA executes its recovery mission, establishes a framework for enterprise-wide management of recovery operations, and provides a foundation for risk-based decision-making at all operational levels.
Defense Production Act	Acts as the primary source of presidential authorities to expedite and expand the supply of materials and services from the U.S. industrial base needed to promote the national defense.

APPENDIX 1 TO ANNEX D: CRITICAL TRANSPORTATION

Purpose

The purpose of Appendix 1 to Annex D is to describe the delivery of the critical transportation tasks' capability within FEMA's response and recovery mission areas as the LFA. Critical transportation provides transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals and the delivery of vital response personnel, equipment, and services into the affected area. Critical transportation capabilities are coordinated through the FEMA NRCC utilizing the Movement Coordination Center (MCC)/Transportation Management Branch (TMB), Response Operations, Department of Transportation (DOT), and other interagency partners.

Critical transportation tasks are as follows:

- Establish physical access through appropriate transportation corridors and deliver required resources to save lives and meet the needs of disaster survivors in support of the LFA.
- Ensure basic human needs are met, stabilize the incident, facilitate a transition to recovery, and restore basic services and community functionality in the impacted areas.
- Coordinate with FEMA to use its authorities to support the response effort, including waiving prohibition against use of Federal Transit Administration (FTA)-funded assets for school bus service during or in the aftermath of an emergency, providing emergency assistance to roads that have been defined as federal roads, and authorizing emergency expenditures for the repair or reconstruction of highways that have suffered serious damage because of a natural disaster or other external cause.
- Support the movement of lifesaving and life-sustaining resources and services through assessment and reconstitution of the transportation infrastructure to meet operational response priorities. Critical to assessment support is the ability for stakeholders to mobilize assessment teams prior to full deployment of resources for the response. All requirements will be delineated by the LFA.

Mission

Within the impacted or affected areas, federal interagency partners will establish physical access through appropriate transportation corridors to deliver the required resources to save and sustain lives and facilitate a seamless transition to recovery, in conjunction with state and local whole community partners, as appropriate. The federal government alerts,

stages, deploys, and employs resources and personnel to support the assessment and reconstitution of the transportation infrastructure. Once the federal government ensures that transportation-related infrastructure is operational to allow for the free ingress and egress of personnel, equipment, and services into the affected area, the federal government's focus then shifts to providing longer-term coordination of the restoration and recovery of the affected transportation systems and infrastructure.

To establish physical access through appropriate transportation corridors and to deliver the required resources to disaster survivors, the federal government conducts critical transportation tasks, such as the following:

- Coordinating planning and operational analysis to deliver transportation requirements to achieve concept of operations objectives, lines of effort (LOE), goals, and recovery-based outcomes;
- Refining the Resources Phasing Plan (RPP) to reflect movement priorities.
- Conducting assessments of the condition and safety of transportation routes and planning accordingly;
- Prioritizing the restoration of damaged/unusable routes, identifying alternative routes, and coordinating rapid repairs to facilitate responder access and provide basic services;
- Assessing resource requirements to support the reconstitution of the transportation infrastructure;
- Prioritizing, adjudicating, and allocating transportation resources for the delivery of requirements;
- Supporting the evacuation of disaster survivors;
- Providing delivery of vital response personnel, equipment, and services into the impacted areas;
- Responding to, coordinating, and prioritizing the delivery of resources to disaster survivors and responders in the impacted areas; and
- Supporting Recovery/RSFs and the private sector as delineated or as needed by the situation/on a case-by-case basis.

Execution

Transportation requirements are completed by LMD's TMB when the NRCC is not activated. During NRCC activations, transportation requirements are completed by MCC. The transportation functions are the same for Stafford Act, non-Stafford Act, and FEMA support to other federal agencies.

APPENDIX 2 TO ANNEX D: LINES OF EFFORT

In addition to the logistics functions conducted within the operations LOEs, the following tabs reflect those LOEs that are specifically geared toward logistics:

- **Tab 1 to Appendix 2:** Resource Staging
- **Tab 2 to Appendix 2:** Commodity/Services Distribution

TAB 1 TO APPENDIX 2: RESOURCE STAGING

Purpose

To effectively support response and recovery operations, federal agencies coordinate the sourcing and staging of federal and private sector resources at Federal Staging Areas (FSA) and Incident Support Bases (ISB). **Figure D-4** depicts resource staging intermediate objectives against the phases in Figure 5 of the **base plan**.
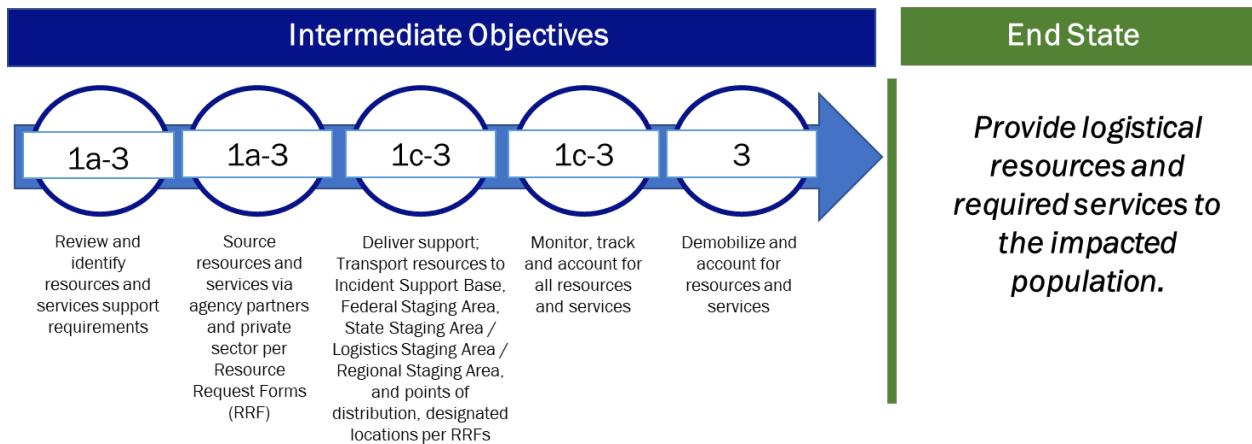
Figure D-4: Resource Staging Intermediate Objectives

Table D-3 identifies key federal logistics organizations and their associated roles and responsibilities.

Table D-3: Key Resource Staging Organizations and Roles and Responsibilities

Organization	Roles and Responsibilities
Primary Agencies	
Federal Emergency Management Agency (FEMA) Logistics Management Directorate (LMD)/National Response Coordination Center/Resource Support Section (NRCC/RSS)	• Manages resource request fulfillment process • Establishes and manages Incident Support Bases (ISB)
FEMA – Region-/Incident-level Logistics	• Manages resource request fulfillment process for items that can be obtained Regionally • Establishes and manages FSAs
General Services Administration (GSA)	• Activates Public Buildings Service for commercial real estate leasing • Initiates short- and long-term leasing of vehicles • Procures requested resources through schedule buys, open market procurements, and basic ordering agreements (BOA) • Offers freight standard lender of service (STOS) for emergency shipping needs, emergency lodging services, bus and shuttle services, and personal property management support
Supporting Agencies	

Organization	Roles and Responsibilities
Department of Defense (DOD) Defense Logistics Agency (DLA)	• Deploys DLA Distribution Expeditionary Team for ISB management or augmentation • Uses DLA Defense Depot to meet disaster commodities requirements • Activates DLA energy fuels contract
U.S. Army Corps of Engineers (USACE)	• Procures/prepares emergency power generators
DOD	• Deploys Title 10 forces for staging augmentation • Deploys transportation assets for strategic and tactical movement
U.S. Forest Service (USFS)	• Deploys logistics facilities support team to augment ISB/FSA operations
U.S. Agency for International Development (USAID)	• Deploys USAID/Office of U.S. Foreign Disaster Assistance (OFDA) commodities

Table D-4 outlines the linkage among relevant community lifelines, core capabilities, ESFs, and RSFs.

Table D-4: Linkage Among Relevant Community Lifelines, Core Capabilities, ESFs, and RSFs

Linkages			
Community Lifelines	Core Capabilities	Emergency Support Function(s) (ESF)	Recovery Support Function(s) (RSF)
All	• Critical Transportation • Logistics and Supply Chain Management • On-scene Security, Protection, and Law Enforcement	• #1, #7, #12, #13, and #14 • Department of Defense (DOD)	Community Assistance, Housing, Infrastructure Systems

TAB 2 TO APPENDIX 2: COMMODITY/SERVICES DISTRIBUTION

Purpose

Federal agencies coordinate support for the distribution of resources at appropriate ISB/FSA sites, points of distribution (POD)/commodity points of distribution (C-POD). **Figure D- 5** depicts commodity and services distribution intermediate objectives against the phases in Figure 5 of the **base plan.**
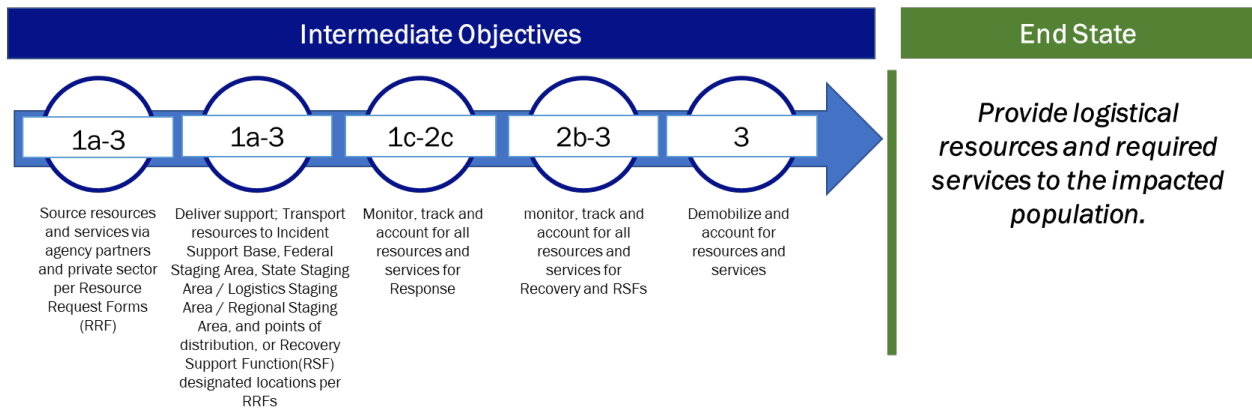
Figure D- 5: Commodity and Services Distribution Intermediate Objectives

Table D-5 identifies key LOE organizations and their associated roles and responsibilities.

Table D-5: Key Commodity and Services Distribution Organizations and Roles and Responsibilities

Organization	Roles and Responsibilities
Primary Agencies	
Federal Emergency Management Agency (FEMA) Logistics Management Directorate (LMD)/National Response Coordination Center/Response Support Section (NRCC/RSS)	• Manages logistics awareness/analysis • Manages resources/services request, sourcing, monitoring, fulfillment, and tracking process • Establishes and manages Incident Support Bases (ISB)
Supporting Agencies	
Non-governmental Organizations (NGO)/Voluntary Agencies Active in Disasters (VOAD) Organizations	• Staff and operate points of distribution (POD)/commodity points of distribution (C-POD)
Defense Logistics Agency (DLA)	• Provides and designates resources and services

Table D-6 outlines the linkage among relevant community lifelines, core capabilities, ESFs, and RSFs.

Table D-6: Linkage Among Relevant Community Lifelines, Core Capabilities, ESFs, and RSFs.

Linkages			
Community Lifelines	Core Capabilities	Emergency Support Function(s) (ESF)	Recovery Support Function(s) (RSF)
Food, Water, and Shelter	• Critical Transportation • Logistics and Supply Chain Management • Mass Care Services	• #6, #7, and #12 • Department of Defense (DOD)	• Economic • Housing

APPENDIX 3 TO ANNEX D: CRITICAL INFORMATION REQUIREMENTS

Table D-7 outlines NRCC Resource Support Section (RSS) critical information requirements (CIR).

Table D-7: Critical Information Requirements

RESOURCE SUPPORT SECTION CRITICAL INFORMATION REQUIREMENTS (CIR) Phases 1, 2, and 3: Elevated Threat, Credible Threat, and Incident Response and Recovery	
Item	CIR
Continental United States (CONUS)/Outside the Continental United States (OCONUS)	
1	Have weather patterns or conditions drastically changed for the impacted areas (secondary threats)?
2	Has there been a substantial change to projected resource requirements that will result in the Logistics Management Directorate (LMD) /Resource Support Section (RSS) having a shortfall in providing requested resources?
3	Has there been a disruption of primary (indicate minor or major disruption) transportation infrastructure (roads, rail, ports, pipelines, inland waterways, etc.) that could affect the throughput of critical commodities/personnel?
4	What is the status of available transportation vehicles to respond (e.g., ground, maritime, rail, or air), taking into consideration the needs of disaster survivors with mobility disabilities?
5	Has Emergency Support Function (ESF) #1/Department of Transportation (DOT) indicated damage to infrastructure that prohibits the delivery of resource support assets?
6	Has there been serious injury or death to LMD personnel, or has a Serious Incident Report (SIR) been received on personnel/staff?
7	Has the communication sector been impacted?
8	Are there funding constraints that prohibit RSS's ability to provide resources and service support?
9	Has there been a disruption to the evacuation of potential survivors?
10	Based on anticipated state requirements, are sufficient quantities of federally owned, contracted (with appropriate Defense Protection Act [DPA] clauses), or Whole Community response assets available to meet known shortfalls? (Pre-landfall)
11	Are there procurement shortfalls in need of identifying alternative means to obtain?
12	Is there a serious disruption of transportation infrastructure (air, ground, or water) affecting the throughput of critical commodities/personnel?
13	Have Federal Emergency Management Agency (FEMA) or partner physical sites lost operational capabilities?
14	Based on identified state requirements, are sufficient quantities of federally owned, contracted, or Whole Community response assets available to meet known shortfalls? (Post-landfall based on burn rate.)
15	What is the status of the Regional Capabilities List on the Chief of Staff slides?
16	Are there any unfulfilled requirements for people with disabilities or others with access and functional needs populations?
17	Does the status of transportation infrastructure prohibit the flow of Initial Response Resources (IRR)?
18	Are there any credible threats to a FEMA facility?

RESOURCE SUPPORT SECTION CRITICAL INFORMATION REQUIREMENTS (CIR)	
Phases 1, 2, and 3: Elevated Threat, Credible Threat, and Incident Response and Recovery	
Item	CIR
19	Have the operational capabilities of a distribution center, Incident Support Base (ISB), Federal Staging Area (FSA), or Generator Staging Base (GSB) been lost?
20	Are there any ISB, FSA, or GSB hazardous material (HAZMAT) incidents?
21	How have the Critical Infrastructure Sectors been impacted by power losses and temporary power needed for Critical Infrastructure and Key Resource operations?
22	Has the FEMA Workforce personal protective equipment (PPE) been exhausted? (Please specify the Item/Quantity.)
23	Is any of the workforce coronavirus disease (COVID-19) positive or sick?
24	Has there been coordination with law enforcement to deconflict potential and actual consequence management operations with law enforcement operations?
OCONUS Specific Transportation CIRs	
25	Has there been a substantial change to projected resource requirements that will result in LMD/RSS having a shortfall in providing requested resources?
26	Has the location of pre-designated ISBs changed?
27	Has ESF #1/DOT indicated damage to infrastructure that prohibits the delivery of resource support assets?
28	Has the communication sector been impacted?
29	Has there been a disruption to the evacuation of potential survivors?
30	Has an effective state evacuation been initiated, conducted, and completed?
31	Which critical vendors and Whole Community partners or resources were affected by the incident?
32	Has the operational capabilities of any FEMA or partner physical sites been lost?
33	Based on identified state requirements, are sufficient quantities of federally owned, contracted, or Whole Community response assets available to meet known shortfalls? (Post-landfall based on burn rate.)
34	Have the proper skill sets been identified for locations such as FEMA Joint Field Offices (e.g., knowledge of the Logistics Supply Chain Management System)?

ANNEX F: PUBLIC INFORMATION AND WARNING

Purpose

The purpose of Annex F is to describe how Emergency Support Function (ESF) #15 and External Affairs (EA) supports federal domestic incident management during an incident requiring coordinated federal response and recovery efforts. ESF #15 integrates Public Affairs and the Joint Information Center (JIC), Intergovernmental Affairs (IGA) (state, local, tribal, and territorial [SLTT] governments), members of Congress, strategic messaging, and interagency coordination communications under the coordinating auspices of EA.

Situation

The delivery of consistent, coordinated, accessible, and unified public messaging that is credible and provides clear, timely, and actionable information and warning is essential for providing the public with lifesaving and life-sustaining information prior to, during, and following a catastrophic incident. Communications infrastructures will be severely impacted, and traditional methods of communication with responders and survivors may be unavailable. The ability to receive and disseminate information to responders and survivors (including individuals with disabilities and others with access and functional needs and those who are limited English proficient [LEP]), obtain situational awareness and understanding, and develop and distribute accurate and timely warnings may be severely impacted.

The timely restoration of the communications infrastructure is critical to saving and sustaining lives. Effective risk communications guide the public, news media, and other groups in responding to an incident and adhering to public safety measures. Risk communications principles are based on actions that build trust, including the following:

- Making accurate and consistent public announcements;
- Communicating in a timely and candid manner;
- Utilizing clear and comprehensive information that is accessible to all audiences; and
- Establish the bona fides and source of the information to determine its truthfulness.

Successful delivery of information and warnings requires coordinated pre-incident communications planning at the SLTT and federal levels to ensure credible information is developed and disseminated to all segments of the public in a timely manner, including underserved communities and individuals with disabilities and others with access and functional needs, such as older adults, children, pregnant women, people who are low income, homeless, transportation disadvantaged, or LEP. Public responsiveness to information and warnings is significantly enhanced through pre-incident awareness of basic preparedness and response measures.

In the recovery phase, ESF #15 objectives are to do the following:

- Develop a Communications Strategy to ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities throughout the recovery process;
- Manage expectations through clear, accurate, and transparent messaging; and
- Engage the whole community and ensure information is in accessible formats and reaches those who are LEP.

Mission

Federal interagency partners will provide critical lifesaving and life-sustaining information to emergency services and all segments of society while facilitating a transition to recovery. In the context of the recovery mission, ongoing, clear, consistent, effective, and accessible communication and information sharing are critical to an inclusive recovery process. An inclusive recovery process engages the whole community, including underserved populations and individuals with access and functional needs.

Execution

Concept of Operations

Phase 1 – Pre-Incident Operations

Federal messaging focuses on preparedness information and activities, including lifesaving messages required to protect survivors immediately following an incident; delivery of final preparedness actions and encouragement for individuals to be prepared to be self-sufficient for up to 72 hours following an incident; defining the federal response; and supporting SLTT government entities' instructions related to a specific threat or hazard. Messaging is also developed to inform the general public on what should be done prior to, during, and following an incident, including making a disaster supply kit, having a family emergency plan, and visiting https://www.ready.gov for additional information and resources.

Pre-scripted informational releases are developed for multiple audiences and incidents, such as the response to an improvised nuclear device or the proper procedure for boiling water after an incident. Pre-scripted informational releases are produced in multiple languages, tailored to meet the requirements of accessible modes to allow delivery to individuals with access and functional needs, and crafted with attention to psychological and behavioral considerations to reduce stress and promote effective decision-making.

Phase 2 – Coordinated Response and Recovery Operations

The Federal Emergency Management Agency's (FEMA) EA resources are employed to conduct sustained operations in support of the Federal Coordinating Officer (FCO) and the

Joint Field Office (JFO). EA resources provide accurate, coordinated, and timely information to the intended audience, including governments, the media, the private sector, and the local community. A Strategic Communications Plan is developed to support the Incident Action Plan (IAP), and a unified SLTT government and federal government response message is established to include media access to responders, visuals, and transparency in operations.

Strategic direction for federal public information and warning activities is coordinated with the affected jurisdiction and originates from the White House Director of Communications, Department of Homeland Security (DHS) component Directors, ESF #15 leadership, and other federal agency leadership. ESF #15 integrates the following components: JIC, Congressional Affairs (CA), IGA, Planning and Products, and the private sector to ensure members of the whole community receive key public information and warnings.

Public information and warning activities are implemented in coordination with the DHS Office of Public Affairs (OPA), components of the National Operations Center (NOC), and the Domestic Resilience Group, as well as the Federal Bureau of Investigation (FBI) Joint Operations Center (JOC) and the Strategic Information Operations Center (SIOC), as appropriate. OPA's Domestic Communication Strategy (a dynamic, evolving strategy that includes federal agency options and actions) is activated in response to a terrorist incident. During intentional incidents, it is important to ensure that law enforcement investigations are not compromised.

Public information and warnings are disseminated through a range of mechanisms, including formats for individuals with disabilities and others with access and functional needs, and LEP populations. These mechanisms are further described in the **Communications Resources** section of Annex F.

Phase 3 – Recovery and Restoration Operations

During the transition to recovery, public messaging focuses on the availability of federal disaster recovery assistance programs, rebuilding damaged infrastructure in affected areas, and completing the transition from response to recovery. During the federal recovery support operation, public information and communications are typically coordinated through ESF #15 (which supports all Recovery Support Functions [RSF]). Agencies not reporting to the JFO or Joint Recovery Office (JRO) are not required to coordinate their public communications with or through ESF #15.

Closeout and Transition to Regional Affairs

After a JFO or recovery office closes, the public information function transitions back to EA staff in the corresponding FEMA region. Prior to the transition to the FEMA regional office, ESF #15 develops a transition plan to indicate to the FEMA EA staff which federal agency representative is the primary point of contact for all Recovery Support Strategy-related

actions. This staff continues to support recovery operations and coordinate with EA staff from relevant federal agencies. As recovery progresses, the FEMA regional EA staff also supports SLTT and federal government partners in capturing and highlighting success stories.

Administration, Resources, and Funding

Federal agencies are responsible for managing their personnel augmentation and financial activities during all operational phases and across all mission areas within their established processes and resources. Federal funding to support coordinated federal response and recovery operations is consistent with applicable laws and authorities. For more information on administration, resources, and funding, see the **base plan**.

Oversight, Coordinating Instructions, and Communications

Coordinating Structure

All ESFs support the delivery of the Public Information and Warning core capability. Pursuant to presidential directive, the Secretary of Homeland Security ensures, as appropriate, incident information is prepared and disseminated to the public. During intentional incidents, pursuant to presidential directive, the Secretary of Homeland Security also must ensure there is coordination with the Attorney General.

ESF #15 is how the federal government will conduct EA operations during an incident requiring a coordinated federal response, as directed by the *National Response Framework* (NRF). ESF #15 coordinates Public Affairs, CAs, and IGAs (SLTT governments) through EA.

FEMA is the primary agency to implement ESF #15 and occupies multiple leadership positions in the field, particularly during a natural disaster. Lead roles for the incident are considered in accordance with the NRF. Special consideration is noted for the following, as outlined in each of the respective Incident Annexes to this Federal Interagency Operational Plan (FIOP):

- The U.S. Secret Service leads EA and ESF #15 during National Special Security Events (NSSE). These incidents frequently involve highly sensitive security operations where EA strategy and federal visibility must be protected to ensure the success of the operation.
- The Attorney General, acting through the FBI, leads the operational law enforcement response to terrorist incidents. During a terrorist incident, a JFO may be established. Similarly, the FBI will establish a JOC within its affected field divisions. In the case of suspected acts of terrorism, or other criminal activity, the Attorney General and the Secretary of Homeland Security will advise the President of public messaging options. Information pertaining to the incident, perpetrators, threat, crime scene,

number of survivors, or other information directly related to the investigation and corresponding intelligence gathering will come from the FBI's JOC. The local FBI Special Agent in Charge, the Director of the FBI, and the Attorney General, in conjunction with those SLTT law enforcement components of the Unified Command structure, will release information, as appropriate. Unauthorized releases may impact ongoing counterterrorism and law enforcement operations, place responders and the public at risk, and negatively impact later prospective judicial actions.

- During Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) incidents requiring a coordinated federal response, the White House Office of Communications will likely provide strategic communications guidance and maintain overall authority over public information and warning activities. However, urgent lifesaving public safety messages may be pre-authorized by specific guidance. For example, to save lives during a potential nuclear incident or incoming missile threat, the President (or the President's authorized designee) or the FEMA Administrator might use elements of the Integrated Public Alert and Warning System (IPAWS) to send a new category of National Alerts to protect the public.

- The Nuclear Regulatory Commission (NRC) is the coordinating agency for security and resilience relative to incidents involving facilities and materials licensed by the NRC.

- The Department of Energy (DOE) is the coordinating agency for security and resilience relative to incidents involving the transportation of radioactive materials shipped by or for DOE.

- The Department of Defense (DOD) is the coordinating agency for security and resilience relative to incidents involving nuclear weapons in DOD custody.

- The National Aeronautics and Space Administration (NASA) is the coordinating agency for security and resilience relative to incidents involving space vessels carrying nuclear materials.

- The Environmental Protection Agency (EPA) and the U.S. Coast Guard (USCG) On-scene coordinators (OSC) responding to oil and hazardous materials (including CBRNE) incidents may also need to communicate with the media and/or public on tactical operations and matters affecting public health and safety directly from the scene, particularly during the early stages of the emergency response.

- The U.S. Department of Agriculture (USDA) is the coordinating agency for security and resilience relative to animal or plant health emergencies.

DHS National Joint Information Center (JIC)

The National JIC serves as the federal incident communications coordination center and is staffed by incident communications response personnel that rapidly mobilize to coordinate the federal external communications effort. The National JIC coordinates with and supports the following:

- White House Office of Communications

- Secretary of Homeland Security
- NOC
- Crisis Action Team
- National Response Coordination Center (NRCC)
- FCO
- JFO
- ESF #15 staff
- FBI SIOC

Subject to the nature of the disaster, all NRF departments, agencies, and organizations may be a part of the EA operation. DHS Public Affairs will coordinate and solicit requests for staffing support with the federal agencies during an incident.

For incidents where FEMA or other agencies have the lead role, an ESF #15 Operations Director may be delegated to lead the federal interagency team. The ESF #15 organization is prescribed within the NRF and is intended to be scalable and flexible to support incident requirements. For Stafford Act incidents, the organization may be modified by the FCO and ESF #15 EA Officer (EAO). The Secretary of Homeland Security, as the principal federal official for domestic incidents, may, in the case of a catastrophic or cascading incident, assign ESF #15 Deputy EAOs to each impacted state and/or region for coordination.

The JIC supports the coordination of SLTT government, federal government, and private sector communications with the public. The JIC is the central point for coordination of incident information, public affairs activities, and media access to information regarding the latest incident. The JIC also serves as the media center for press briefings.

Figure F-1 shows a notional organizational chart and process flow for ESF #15 during an incident not involving an intentional criminal or terrorist act, requiring a coordinated federal response with an FCO.[28]

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[28] During intentional incidents, pursuant to Presidential directive, there also must be coordination with the Attorney General.
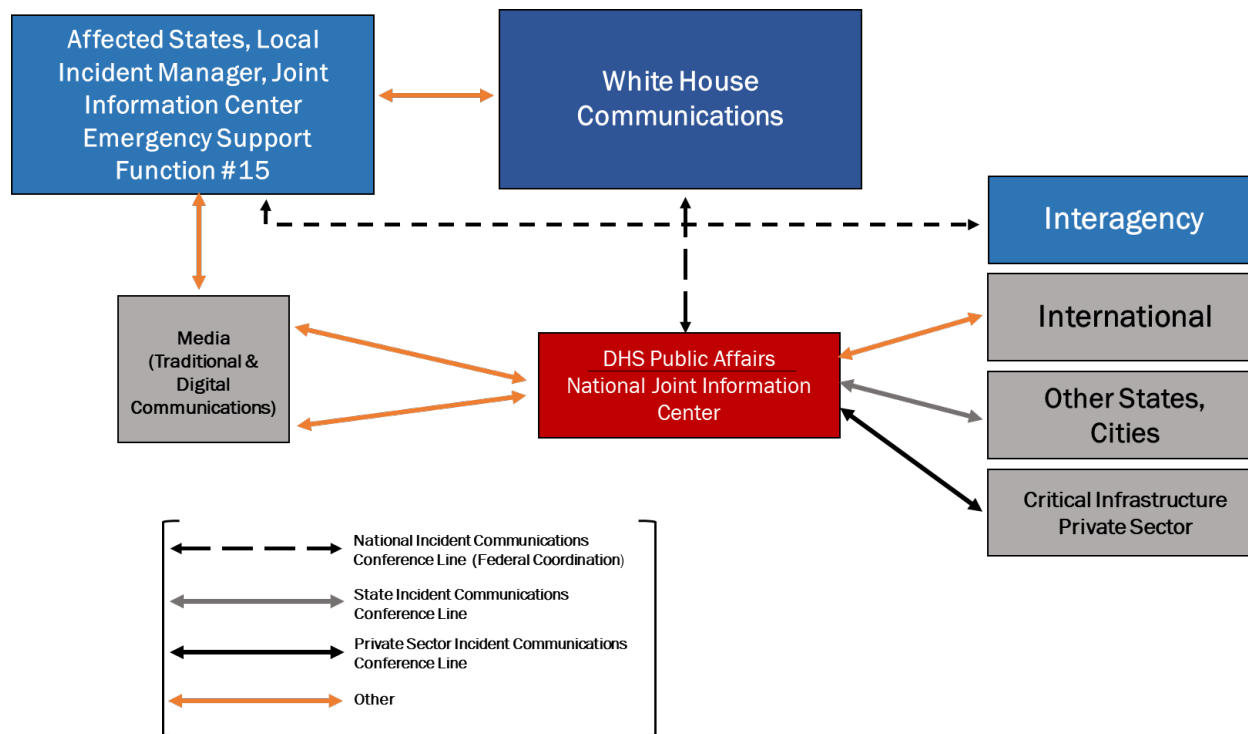
Figure F-1: National JIC Organization

Public Information and Warning Tasks

Mission Objectives

Public Information Mission Objective-1: Coordinate the development and delivery of emergency services and public messaging with affected jurisdictions, including the private sector and non-governmental organizations (NGO) (Supports Public Information [PI]-Critical Task-1 and PI-Critical Task-2). Additionally, coordinate the response to disinformation that is adversely affecting emergency services and public messaging during response and recovery efforts.

Public Information Mission Objective-2: Monitor, analyze, and validate incoming information (Supports PI-Critical Task-2).

Staff Support for Recovery Communications

ESF #15 staff assignments are based on pre-incident staffing plans and/or determined during communications among the ESF #15 Operations Director, the FCO, and associated federal agencies.

The EA Office supports the FCO to ensure that accurate, actionable, and accessible information is shared with all external recovery stakeholders, including the following:

- General public,

- Media,
- SLTT government partners,
- Private sector,
- Non-governmental organizations engaged in the recovery process, and
- Members of Congress and their staff.

Depending on the nature and scale of the disaster, an ESF #15 Program Liaison and additional staff may be assigned to the recovery operation to facilitate ongoing coordination and communication with recovery stakeholders.

The FCO may stand up a Mission and Outreach Support Group as part of the federal recovery organization to support the FCOs effort to develop community-based, interagency, and partnership outreach and communication approaches with SLTT government partners. This group is generally staffed by the NDRS cadre. The ESF #15 Program Liaison will work closely with the Mission and Outreach Support Group to coordinate external engagement efforts.

Critical Tasks

Recovery staff and ESF #15 have an ongoing partnership throughout the recovery operation to develop recovery-specific communication products and messaging. Federal agencies delivering Recovery core capabilities through the RSF coordinating structure may utilize a number of methods to communicate about disaster assessment, analysis, and priorities of recovery stakeholders, as well as available agency resources.

ESF #15 provides active support to the FCO and RSF Field Coordinators to ensure there is broad visibility of recovery support actions and planning throughout the operation. All public engagement and communications should also involve coordination with the Disability Integration Advisor to ensure an accessible recovery planning process. Throughout the recovery operations, the FCO ensures that the recovery staff provides needed information to synchronize with ESF #15 and supports the smooth flow of information across mission areas.

Next is a summary of recovery communications for each phase of recovery, divided into immediate/short-term, intermediate, and long-term activities. This timeline is based on the recovery continuum in the *National Disaster Recovery Framework* (NDRF). The end of this section details how ESF #15 can provide support across the recovery continuum.

Immediate/Short Term Activities

If enhanced coordination is needed to address SLTT government recovery needs, an FCO is appointed to serve as the central coordinator for recovery. The FCO establishes a management structure based on the scale of the disaster and recovery support needs. In these initial stages of the recovery operation, the FCO and the EAO engage to initiate the development of a communications strategy for recovery and to determine initial and

anticipated ESF #15 staff support needs. The FCO and EAO coordinate information and facilitate a seamless transition between response and recovery. The communications strategy includes but is not limited to the following:

- Projected timelines for major public-facing recovery actions (e.g., assessment and engagement efforts, technical assistance initiatives, public meetings, and targets for announcing major milestones with SLTT government partners);
- Planned communications methods and pathways;
- Topline messaging priorities; and
- Actions to enable coordinated outreach activities.

Initial activity of activated RSFs involves establishing communications with recovery partners and assessing recovery-related impacts, building on the information obtained during the response phase. As an example, a key objective for the Health and Social Services (HSS) RSF is the development and implementation of risk communications and public health messaging for the disaster. To increase the effectiveness of messaging and to ensure alignment and visibility across federal agencies, Public Information Officers for federal agencies supporting recovery through the RSFs should ensure coordination and communications with FEMA ESF #15 staff throughout the recovery operation.

Table F-1 outlines key stakeholders, messages/information to be conveyed and/or collected, and examples of how the communications may occur during the immediate/short-term phase of the recovery operation. As the transition between response and recovery commences, the focus of communications continues to be on response-oriented messaging, including lifesaving and life-sustaining information. However, as the FCO and RSFs ramp up their engagement, ESF #15 also begins communicating its efforts in the recovery planning process.

Table F-1: Key Recovery Communication – Short Term/Immediate

Short-Term/Immediate Recovery Communication		
Who are we communicating with?	What is the message or information being shared?	How is the message/information being communicated?
- State, tribal, and territorial recovery governmental stakeholders - Non-governmental organizations - Private sector establishments	- Identify areas of need/capacity gaps - Develop and share data on disaster impacts - Promote information sharing about Federal agency resources/programs	- Conference calls or webinars - Sector-specific meetings and/or interviews - Written reports

Intermediate Activities

Recovery assessments and analysis inform the development of a Recovery Support Strategy. The process of gathering information and developing the Recovery Support Strategy involves engagement with governmental and non-governmental partners and key stakeholders in the community to determine recovery-related impacts and priorities. The Recovery Support Strategy is one mechanism for informing recovery stakeholders of the type, scope, and nature of RSF recovery support, which will be provided to SLTT governments. The Recovery Support Strategy should also include a plan for how the RSFs will coordinate and communicate with ESFs, SLTT government recovery officials, and non-governmental partners.

In the intermediate phase of the recovery operation, federal agencies will be acting on federal agency strategies and recovery support actions outlined in the Recovery Support Strategy. ESF #15 continues to work with the FCO and federal agencies within the RSFs to develop messaging and products as part of SLTT government support activities. **Table F-2** provides examples of communications and coordination with key stakeholders. **Table F-2** is not inclusive of all manner and types of recovery communications. The scale and nature of the disaster determine outreach and communications needs for the recovery operation.

Table F-2: Key Recovery Communication – Intermediate

Key Recovery Communication: Intermediate		
Who are we communicating with?	**What is the message or information being shared?**	**How is the message/information being communicated?**
Recovery stakeholders (private sector, housing authorities, community-based organizations, and lenders/finance)	- Gaining understanding of issues and priorities - Provision of information on available loans, grants, and tax incentives to assist recovery and rebuilding	- Workshops - Listening Sessions - Focus groups
	- Available technical assistance and subject matter expertise to address recovery issues - Expected timeline for community recovery (overall/per sector)	Community outreach initiatives (workshops, trainings, and town halls)
State, tribal, and territorial government recovery leadership, non-governmental organizations, and community members	- Advising on the incorporation of mitigation, sustainability, and resilience-building measures into recovery plans and implementation - Expected timeline for community recovery (overall/per sector)	- Community outreach initiatives (workshops, trainings, and town halls) - Stakeholder meetings with subject matter experts - Written guidance

Key Recovery Communication: Intermediate		
Who are we communicating with?	**What is the message or information being shared?**	**How is the message/information being communicated?**
Members of Congress and their staff	• Educating on the recovery planning process and current efforts taking place • Expected timeline for community recovery (overall/per sector)	• Congressional advisories • Congressional briefings and conference calls
Media; general public	• Educating on the recovery planning process and current efforts taking place • Opportunities for engagement (upcoming events and meetings) • Expected timeline for community recovery (overall/per sector)	• News releases • Community outreach initiatives (workshops, trainings, town halls) • Interviews • Social media

Long-Term Activities

Implementation of the Recovery Support Strategy involves ongoing communication with SLTT government recovery leadership and outreach to community members and sector-based recovery stakeholders. Governmental and non-governmental stakeholders navigating the complexities of recovery need clearly defined expectations regarding the scope and nature of recovery support provided by federal agencies in support of SLTT government recovery priorities. Stakeholders also need to know how they can participate in the recovery planning process.

The FCO communicates progress toward milestones with JFO and SLTT recovery leadership in order to identify emerging, unresolved recovery issues. Communications needs during Recovery Support Strategy implementation vary based on the nature and scope of the disaster. **Table F-3** provides some examples of communications as the strategies in the Recovery Support Strategy are being implemented in collaboration with SLTT government partners.

Table F-3: Key Recovery Communication – Long Term

Key Recovery Communication: Long Term		
Who are we communicating with?	**What is the message or information being shared?**	**How is the message/information being communicated?**
Key stakeholders in rebuilding/recovery: • Business owners • Finance sector • Housing authorities • Community based organizations	• Best practices (new building codes, National Flood Insurance Program [NFIP] compliance, workforce development, etc.) • Tax relief and incentives available for rebuilding	• Workshops • Written guidance • Trainings

Key Recovery Communication: Long Term		
Who are we communicating with?	What is the message or information being shared?	How is the message/information being communicated?
• State, local, tribal, and territorial (SLTT) government recovery stakeholders • Non-governmental organizations • Business owners	• Capacity building resources to address recovery needs	• Stakeholder meetings with subject matter experts • Written guidance • Training
• SLTT government recovery taskforces, committees	• Support that will be provided as federal agencies transition to steady state; key points of contact, and next steps	• Written report • Community meeting • Social media

References

Table F-4 lists and describes key references relevant to Annex F.

Table F-4: Annex F References

Reference	Description
Emergency Support Function 15 Standard Operating Procedure (July 2019)	Establishes procedures and protocols for Emergency Support Function (ESF) #15 External Affairs to support federal domestic incident management during an incident requiring a coordinated federal response.
National Disaster Recovery Framework (June 2016)	Establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities.
National Response Framework (October 2019)	Provides foundational emergency management doctrine for how the Nation responds to all types of incidents.

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ANNEX K: COMMUNICATIONS

Purpose

The purpose of Annex K is to describe how electronic communications will be established and maintained to accomplish this Federal Interagency Operational Plan's (FIOP) mission and describes communications and information-sharing methods employed during response and recovery operations (e.g., FEMA Crisis Management System [CMS]), which are critical to effective federal agency coordination.

Delivery of operational communications core capability within the response and recovery mission areas ensures the capacity for timely communications in support of security, situational awareness, and operations by all means available, among and between affected communities in the impacted area and all response and recovery forces.

The operational communications critical tasks are as follows:

- **Operational Communication-Critical Task-1:** Ensure the capacity to communicate with the emergency response and recovery communities and the affected populations by establishing reliable, interoperable voice and data communications between state, local, tribal, or territorial (SLTT) governments and federal government response support contingents.
- **Operational Communication-Critical Task-2:** Reestablish sufficient communications infrastructure and services within the affected areas to support ongoing life-sustaining activities, meet basic human needs, and transition from response to recovery.

"Operational communications" refers to the concept of operations for delivery and employment of the Federal Operational Communications core capabilities consistent with missions identified in this FIOP. Operational communications include the identification of federal support organizations, capabilities, and teams with internal interoperable voice, video, and data systems and networks essential for effective disaster response and recovery operations.

Operational communications are the integrated interagency emergency communications means and modes used to support disaster response and recovery operations. The foundation of the Operational Communications core capability is the timely, dynamic, and reliable movement and processing of disaster information in a form that meets the needs of emergency management decision-makers at all levels of government.

Interagency operational communications involve the integration of multiple federal and SLTT government agencies, each with its own systems and capabilities, enacting a comprehensive strategy for the deployment of interoperable systems.

The operational communications core capability provides mechanisms to receive information for decision-making and to direct, organize, and provide strategic direction to response operations. The core capability provides a means for exchanging information internally to response operations and externally with the public.

Situation

When communications are degraded or unavailable, then transmission of coordination, situational reporting, alerts, warnings, and public awareness information must be accomplished via organized federal augmentation or coordinated restoration of operational communications in the affected area through access to primary, alternative, contingency, and emergency communications equipment and processes that are robust, reliable, and interoperable to the extent required.

Unity of Effort for delivery of operational communications is the most important principle driving response and recovery communications support. Horizontal and vertical information sharing ensures that all stakeholders are integrated and in sync with the needs of the state, tribal government, and territory.

In disaster response and recovery environments, SLTT government authorities, the private sector, non-governmental organizations (NGO), and federal agencies work together to provide coordinated, prompt, reliable, and actionable information to the whole community to support response and recovery. Public information messaging helps manage expectations and supports the development of SLTT and federal government communications plans. Public information managers use an inclusive process that ensures accessibility to all, including individuals with disabilities, others with access and functional needs, and those with English as a second language.

Mission

During response and recovery operations, federal interagency partners support and reinforce SLTT governments' ability and capacity to communicate with public safety officials and the affected populations, establish interoperable voice and data communications between federal government and SLTT responders, and reestablish critical communications infrastructure (CCI) within the affected areas. Federal agencies coordinate restoration activities with private sector partners who own and operate most of the Nation's critical infrastructure systems, such as electric power and financial and telecommunications systems, during the response and recovery periods. Federal interagency partners also ensure maintenance of the flow of public information to inform SLTT government elected and designated officials on the availability of response and recovery programs.

Execution

Operational communications provide rapidly deployed capabilities to ensure mission-essential communications connectivity enabling critical information exchanges between key response and recovery emergency management entities. Operational communications enable emergency managers to maintain unity of coordination and continuity of operations at critical times and places throughout catastrophic incident areas. Properly employed communications systems are critical in enabling effective situational awareness, information management, and successful disaster support across all jurisdictional levels. Mission planning and communications management are critical to the successful execution of federal interagency response and recovery support. Federal communications service providers must develop procedures that support interoperable, compatible, and interconnected field communications networks.

Federal and SLTT operations plans should address the effective employment of operational communications systems. Deployed systems and capabilities should be National Incident Management System (NIMS) compliant and meet the following mission support priorities:

- Support to survivors in communities, as defined by the authority having jurisdiction;
- Augmentation of local public safety communications to enable SLTT government officials to communicate requirements and priorities to federal support officials;
- Augmentation of local continuity and alert and warning communications to enable federal and SLTT government officials to communicate alert and warning communications to the populace impacted by any incident during response and recovery operations to ensure the Continuity of Government (COG) and essential functions;
- Federal response and recovery team communications;
- Mobile and fixed disaster facilities and field infrastructure;
- Support to state National Guard/Emergency Management Assistance Compact (EMAC)/mutual aid operations;
- Federal-to-federal Emergency Support Function (ESF) assistance; and
- Other support as deemed necessary by Federal Coordinating Officers (FCO).

Concept of Operations

Phase 1 – Pre-Incident Operations

Operational communications focus on planning, training, exercising, and assessing communications capabilities should an incident occur. The goal is to provide required communications modes where needed, on demand, in real time, when needed, and as authorized. This can only be achieved through assessing planning, training, exercising, and coordination at all levels of government.

This is a continual process and encompasses public and private resources, plans, and procedures. Horizontal and vertical information sharing (pre-incident) ensures that all stakeholders are integrated and in sync with the needs of the SLTT jurisdictions and the private sector organizations that provide much of the critical infrastructure for public safety communications.

Prior to deployment, responding agencies should have situational awareness of known shortfalls and deficiencies, as well as the Governor's intent and priorities in the projected affected areas. Shared situational awareness is attained through Unity of Effort that is developed among stakeholders and through reporting that occurs at the level of SLTT and federal governmental agencies, NGOs, industry-essential service providers, other private sector partners, and individuals.

Successful execution of immediate response operations depends upon a preliminary assessment of communications services and infrastructure in the area of operations and the ability of Mobile Emergency Response Support (MERS) detachments to provide timely, accurate, and tailored operational communications to federal response teams (e.g., Incident Management Assistance Team [IMAT] and urban search and rescue [USAR]) during all response phases. Disaster Emergency Communications (DEC) MERS is a national asset deployed to provide effective command, control, and information (C2I) communications support. The MERS Coordinator (MECO) establishes initial communications assessments to identify requirements in support of key nodes. DEC also may deploy the DEC Group cadre to coordinate SLTT government resource requirements and initiate shared situational awareness.

Phase 2 – Coordinated Response and Recovery Operations

During response operations, the FEMA Regional Administrator may establish a Communications Unit at the regional headquarters to serve as the focal point for coordination during the initial phases of the incident. Once a disaster has been declared, the Regional Response Coordination Center (RRCC) Communications Unit is led by a DEC Group Supervisor (DGS) and is structured to coordinate in the tactical and commercial communications support domains.

During incidents in a region, the Regional Emergency Communications Coordinator (RECC) will activate DEC national cadre to fill DEC Group staff requirements and may consider deploying to serve as the DGS. Field deployments of RECC personnel are only considered when it does not limit the R'CC's ability to successfully coordinate and execute regional emergency communications responsibilities. Reasons for deploying include to do the following:

- Affect direct coordination with SLTT counterparts,
- Conduct first-hand damage assessments, and
- Conduct limited training of disaster workforce personnel.

The MECO employs the capability to augment regional resources and provide support to the FCO and all assets and entities under the FCO's authority. MERS communications systems are integrated with other emergency responder networks to provide operational communications, situational awareness, and critical links that connect Interim Operating Facilities (IOF), Joint Field Offices (JFO), MERS Operations Centers (MOC), RRCCs, jurisdictional emergency operations centers (EOC), and other recognized command centers. When operating in certain environments, MERS may require dedicated force protection.

Operational communications and most essential information will normally flow from local and state officials through federal response teams to disaster facilities (e.g., JFO). The communications and information will then be sent to regional operations and coordination centers and ultimately to national-level decision-makers. At the same time, decision-makers, resource providers, and operations and coordination centers provide accurate, actionable, and relevant information to support incident operations using FEMA applications, systems, and networks.

FEMA deploys other federal agency communications and information technology capabilities to support the sustained federal response effort. Most communications infrastructure in the incident area is owned and operated by the private sector. As such, coordination with these entities is a primary focus of the Cybersecurity Infrastructure Security Agency (CISA) and the ESF #2 Coordinator and Co-Primary Agency (Communications Restoration) and is crucial to success in any response, recovery, and whole community stabilization effort.

ESF #2 identifies requirements where the federal government has been requested to support private sector providers' response efforts to restore critical communications assets and, when appropriate, facilitate the transfer of international technical and communications resources. ESF #2 initiates critical infrastructure restoration prioritization during response by coordinating with ESF #1, ESF #3, ESF #10, ESF #11, ESF #12, ESF #13, ESF #14, and ESF #15.

Phase 3 – Recovery and Restoration Operations

MERS personnel coordinate resources for the JFO to support the FCO and entities under the FCO's authority. MERS establishes Mobile Disaster Recovery Centers (MDRC) and Disaster Recovery Center (DRC) as the response transitions to restoration and recovery operations to support Public Assistance (PA) and Individual Assistance (IA) activities.

ESF #2 coordinates the restoration and revitalization of communications systems and services that support the community by taking the following actions:

- Re-establishing critical infrastructure within the affected areas to support the transition to recovery activities;
- Facilitating access and security to the private sector active in restoring infrastructure with SLTT government authorities;

- Providing more detailed infrastructure analysis;
- Informing FCO or SLTT government elected and designated officials on the availability of recovery programs;
- Re-establishing sufficient communications and other infrastructure within the affected areas to support recovery initiatives;
- Coordinating with Cross-Sector Business and Infrastructure (ESF #14).
- Coordinating with power for restoration of private sector commercial communications (ESF #12);
- Providing communications support to SLTT governments as they transition from response to recovery operations; and
- Coordinating for response and recovery communications messaging information and management requirements with FCOs and RSFs (ESF #15).

Coordinating Structure

ESF #2 lead and support agency roles are established in the *National Response Framework* (NRF) ESF #2 Annex. The operational communications concept provides the doctrine necessary to unify response and recovery agencies to do the following:

- Facilitate the delivery of mission-critical information to maintain situational awareness for emergency management key decision-makers and support elements;
- Deliver information to emergency responders and survivors of catastrophic disasters. The common vision creates an interconnected interagency system of communications capabilities across all levels of government to provide mission-critical information and situational awareness vital to the command and control decision-making or responders to disasters;
- Reestablish communications for life-sustaining activities;
- Support efforts to stabilize CCI;
- Deliver coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as credible messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions: and
- Provide communications support and coordination to Logistics (ESF #7/Annex D), Cross-Sector Business and infrastructure (ESF #14), and Public Affairs (ESF #15/Annex F).

Table K-1 lists the core responsibilities of ESF #2 Lead and Support Agencies' Responsibilities.

Table K-1: ESF #2 Lead and Support Agencies' Responsibilities

Agency	Response and Recovery Responsibilities
Lead Agencies	
Federal Emergency Management Agency (FEMA)	• Response, recovery, and continuity communications • Ensures functional public safety and Command, Control, and Information (C2I) communications in incident areas • Coordinates interoperability between state, local, tribal, and territorial (SLTT) government authorities and supporting federal agencies • Ensures functional operational communications between the incident areas and regional coordination centers • Ensures functional strategic communications between Regional Response Coordination Centers (RRCC), Joint Field Offices (JFO), Joint Recovery Offices (JRO), Interim Operating Facilities (IOF), and the National Response Coordination Center (NRCC) • Ensures Continuity of Government (COG) through the resilience of National Essential Functions (NEF)
Cybersecurity and Infrastructure Security Agency (CISA)	• Coordinates restoration of critical communications with the private sector • Establishes a forum for discussion between public and private sectors to establish priorities for restoration of critical communications networks in coordination with the Disaster Emergency Communications (DEC) Group for the Regional Administrator or Federal Coordinating Officer (FCO) • Coordinates with FEMA/National Telecommunications and Information Administration (NTIA)/Federal Communications Commission(FCC)/Department of Defense (DOD) for spectrum and radio frequency assessments and prioritization • Coordinates establishment of public safety communications with FEMA • Coordinates cybersecurity incident response and recovery action during any incident in accordance with the *National Cyber Incident Response Plan* (NCIRP) • Supports private sector critical communications infrastructure (CCI) restoration • Supports Priority Telecommunications Services • Maintains and updates the National Emergency Communications Plan (NECP)
Support Agencies	
Federal Communications Commissions (FCC)	• Executes the regulatory activities set forth in federal statute to ensure the provision of safety of life communications to the public and specifically to rural, underserved, and underprivileged communities and the disabilities community • Manages and approves activation and deactivation of the Disaster Information Reporting System (DIRS). Provides communications outage information derived from the FCC Network Outage Reporting System (NORS) and DIRS • Provides FCC subject matter experts and spectrum managers to support pre- and post-incident response and recovery to perform damage assessments of communications services and

Agency	Response and Recovery Responsibilities
	infrastructure and to inform incident managers on communications services availability • Issues special temporary authorizations and grants waivers of FCC rules to facilitate communications restoration and the provision of communications solutions • Explores alternative funding mechanisms to support the provision and restoration of communications services and infrastructure • Reviews and approves state emergency alert system plans detailing the emergency alert hierarchy and facilitates restoration and support of emergency alert broadcast stations, enabling the provision of lifesaving information to the public via all available means of alert and warning
Department of Commerce National Telecommunications and Infomration Administration (NTIA)	• Manages the use of the federal radio frequency spectrum • Coordinates federal radio frequency interoperability • Coordinates federal telecommunications assistance to SLTT governments • Resolves radio frequency use conflicts
Department of Defense (DOD)	• Provides communications-related support when requested by matching DOD resources to capabilities, required as outlined in requests for assistance (RFA) and mission assignments (MA)
General Services Administration (GSA)	• Provides Regional Manager staffing support for incident or event response and recovery operations when requested • Coordinates and authorizes deployment of Regional Managers • Supports restoration efforts with various contract vehicles during an emergency
U.S. Department of Agriculture (USDA) Forest Service, and Department of the Interior (DOI)	Provides communications resources, including the following: • Radio communications systems to support firefighters, law enforcement officers, and incident response operations • National Interagency Radio Support systems for damage reconnaissance teams and other applications • A communications officer to accompany radio systems for user training and operator maintenance indoctrination

Communications Tools

Operational communications tools include hardware and software command and control capabilities required to implement the whole community approach. Disaster support information systems support large-scale emergency management requirements, including situational awareness, logistics, search and rescue, medical, evacuation, law enforcement, and federal government team support. New and innovative communications systems are being used to support recovery (e.g., in-take registration) and disaster survivor assistance mission planning. Essential operational communications are composed of mobile applications, systems, and nodes delivering information and knowledge to emergency management decision-makers at all levels of government. Key disaster support management information systems capabilities are provided in **Table K-2.**

Table K-2: Communication Tools

Communication Tools	
Applications	
Deployment Tracking System (DTS)	The web-based deployment coordination and management system used to deploy, track, and monitor Federal Emergency Management Agency (FEMA) response and recovery personnel employed in disaster field operations, regional assignments,and exercises and training. DTS automates and streamlines standardized deployment processes and qualifications for an all-hazards response. DTS provides FEMA leadership with the ability to maintain deployment situational awareness.
Disaster Information Reporting System (DIRS)/Network Outage Reporting System (NORS)	The Federal Communications Commission (FCC) requires communications providers to electronically report information about significant disruptions or outages to their communications systems. Typically, communications providers report significant disruptions or outages to their communications systems via the NORS, a web-based filing system. However, during times of disaster, the FCC may activate the DIRS, a voluntary, web-based system that communications providers, including wireless, wireline, broadcast, and cable providers, can use to report communications infrastructure status and situational awareness information. Communications providers reporting via DIRS are relived of their required reporting obligations in NORS for areas covered under a DIRS activation.
Logistics Supply Chain Management System (LSCMS)	A system that supports FEMA's mission of responding to all hazards expediently and efficiently by managing the Nation's end-to-end supply chain of disaster assets and commodities. LSCMS Manages the supply chain process, including initial requests for assets and commodities, orders to FEMA and partners, transportation, inventory management at FEMA locations, and shipment and receipt by the state, tribal government, and territory. LSCMS also provides supply chain management, situational awareness and in-transit visibility, performance management reporting, and geographic information system (GIS) mapping capabilities.
Information Sharing Networks	
Max.gov	An information platform that allows federal and non-federal partners to share information and resources at the national level, as well as for individual disaster operations.
FEMA Crisis Management System [CMS]	An extensive disaster management system for federal agency resources, operations, planning, and finance. The CMS supports emergency management processes and functions by providing a real-time common operating platform for federal, state, tribal, and territorial government partners. The system provides multitiered situational awareness of incident support and management activities, including, but not limited to, significant event tracking, resource request processing, resource tracking, and incident action plan development.
MAX-TRAX	A collaborative, web-based platform for capturing recovery issues, strategies, and actions and tracking workflows during disaster operations. This tool enables users to have greater visibility on recovery actions, organizing work, assigning tasks, and track progress. When staff demobilize and new staff arrives, having recovery issues, strategies, and actions documented enables better continuity. Federal agencies may use MAX-TRAX.

Communication Tools	
Crisis Information Management Software	The software supports the standard National Incident Management System (NIMS) Incident Command System (ICS) Incident Command function and includes ICS forms and features tailored for specific Emergency Support Functions (ESF).
Department of Homeland Security (DHS) Homeland Security Data Network	A secure web-based communications system that serves as the primary DHS nationwide information sharing and collaboration network for transferring classified information. The network provides Secret-level connectivity to enhance the ability of state, local, tribal, and territorial (SLTT) government partners to receive federally generated classified threat information.
Homeland Security Information Network (HSIN)	An unclassified, web-based communications system that serves as the primary DHS nationwide information sharing and collaboration network. HSIN supports interagency information exchange and enables all states and major urban areas to collect and disseminate near-real-time information among communities of interest in managing all-hazard contingencies. HSIN provides adequate protection for Law Enforcement Sensitive, Sensitive but Unclassified, and For Official Use Only information to be shared during an incident. All participants should work within this unclassified medium to maximize information sharing with other participants.
Defense Information Systems Agency Secret Internet Protocol Router Network (SIPRNet)	A system of interconnected computer networks used by the Department of Defense (DOD) and Department of State (DOS) to transmit classified information (up to and including information classified Secret) by packet switching over the Transmission Control Protocol/Internet Protocol protocols in a completely secure environment. Also provides services such as hypertext document access and electronic mail. Network is DOD's classified version of the civilian Internet and is the Secret component of the Defense Information Systems Network.
Defense Information Systems Networks Non-Secret Internet Protocol Routed Network (NIPRNet)	A network used to exchange sensitive but unclassified information between internal users, as well as to provide users access to the Internet. The NIPRNet is composed of Internet Protocol routers owned by DOD.
DisasterAWARE	The Office of the Secretary of Defense Crisis Management uses a web-based integrated GIS platform called DisasterAWARE for shared situational awareness, decision support, and information exchange. This platform is available to the public and private sector to support humanitarian assistance in the realm of disaster management and risk reduction. In addition, a disaster alert is available for mobile devices that display the DisasterAWARE active hazards on maps.
Cybersecurity and Infrastructure Security Agency (CISA) Gateway	A secure, single, web-based interface through which mission partners can access a large range of integrated critical infrastructure information and tools. It enables users to collect, manage, protect, and share information data through a single platform, resulting in more effective data analysis. The CISA Gateway maximizes the availability of data for cross-government sharing; and offers advanced data analysis and planning capabilities in support of day-to-day opertions, special events, and exercise planning and incident response.
Radio Frequency Assessment Systems	

Communication Tools	
Roll Call Suite	A deployable spectrum survey system used by the FCC to determine the status and location of licensed communications in areas impacted by incidents. The Roll Call Suite provides incident managers situational awareness of technical communications gaps where the provision of alerting and notifications is critical.
Remote Radio Frequency (RF) Sensor Suite	A combination of mobile and fixed, remotely accessible RF sensors used by the FCC to survey the RF spectrum; detect, identify, and locate sources of RF transmission; and determine the status of communications services and infrastructure.
Mobile RF Sensor Suite	A portable/mobile RF sensor suite used by the FCC to enable the detection and, in some cases, the identification and location of RF emanations and infrastructure.
Messaging Systems	
Emergency Notification System	An automated emergency notification tool which enables FEMA to notify personnel in an emergency situation where activation for disaster response is possible or anticipated.
Integrated Public Alert and Warning System (IPAWS)	A national system available for use by federal and SLTT government alerting authorities that provides rapid, reliable, effective, authenticated emergency alerts and information messages to the public in case of major emergencies, such as natural disasters, terrorist attacks, and all hazards. IPAWS alerts are sent through cell phones and internet applications using Wireless Emergency Alerts (WEA) and to television and radio through the Emergency Alert System (EAS). Based on FCC rules, IPAWS is the only platform that can be used to send non-subscription based WEAs.
Personnel Accountability System	The system provides a standardized method to account for and determine the status of DHS employees, detailees, and contractor staff who may be affected by a catastrophic incident or emergency situation.
Radio Systems and Networks	
National Response Network (Land Mobile Radio Network)	A rapidly expandable, always-on system of interconnected repeaters providing potential nationwide interoperable communications. The network provides critical voice communications for FEMA and the emergency response community by providing a rapidly deployable land mobile radio network capability enabling communications in the field and to key command and control nodes nationwide. These nodes include the FEMA National Response Coordination Center, Regional Response Coordination Centers (RRCC), Mobile Emergency Response Systems (MERS) detachments, FEMA Regions, and prospective future nodes, as required.
Gulf Wireless Interoperability Network (Gulf WIN) – Land Mobile Radio Network Resources (800 MHz)	An in-place network of trunked repeaters and governance available to support disaster response along the Gulf Coast. Caches of radios are maintained and accessible to each MERS detachment, as needed.
National Cache – Land Mobile Radio Network Resources (UHF/VHF/800 MHz)	A FEMA-MERS-managed assembly of land mobile radio network and satellite communications systems for rapid deployment. The resoruces are contained in two warehouse trucks with accompanying shop trailers. The resource capability was developed and outfitted to support response efforts when the demand for additional equipment exceeded the resources available within the first 24 hours of operation.

Communication Tools	
National Oceanic and Atmospheric Administration Weather Radio All Hazards	This network of remotely operated radio transmitters operated by National Weather Service (NWS) Weather Forecast Offices can be used to transmit weather and public safety messages.
High Frequency (HF) Systems and Networks	Multiple HF networks provide contingency, long-range, and/or public-switched telephone network-independent communications. These networks are managed by several different agencies and provide connectivity based on their participants.
FEMA National Radio System (FNARS)	An HF radio network that provides a minimum essential emergency communications capability among federal, state, local commonwealth, and territorial governments in times of national, natural, and civil emergencies.
Shared Resources (SHARES) HF Radio Program	Provides an additional means for users with a national security or emergency preparedness mission to communicate when landline and cellular communications are unavailable.
Amateur Radio	Amateur radio comprises volunteer emergency communications operators and groups who provide backup communications to event planners, public safety officials, and emergency managers when other forms of communications have failed.
Satellite Systems	
Area Satellite Communications (Ku Band)	Area satellite communications systems are designed to service large groups such as a Joint Field Office (JFO), Disaster Recovery Center (DRC), or Survivor Assistance locations. These systems typically operate in the Ku frequency band and can provide voice, video, data, and public internet, as well as access to selected government networks.
Satellite-based Internet Service (Ka Band)	Contracts providing satellite-based Internet and telephone capabilities, including installation and removal, are currently available. These contracts can provide short notice (within 48 hours) installation of satellite capabilities, providing voice and Internet to identified locations.
Mobile Satellite (MSAT)-G2 – Satellite Mutual Aid Radio Talkgroup (SMART)	SMART is a nationwide program of regional public safety talkgroups operating on the mobile satellite services network. These talkgroups enable critical and interoperable communications among homeland security officials, law enforcement, emergency responders, and public safety officials from various agencies across the United States.
Satellite Communications	Satellite communications systems are designed for a single person, including, but not limited to, Iridium, MSAT, Puma, and Thuraya. Satellite communications provide access to the public switched telephone network through a satellite-to-telephone system gateway. Iridium provides Type 1 encryption. Several enhancements have been implemented recently, such as real-time tracking with input into GIS mapping systems and Over-The-Horizon, Beyond-Line-of-Sight, and one-too-many broadcast systems.
Mobile Systems	
MERS Command and Control, Command Post, and Mobile Emergency Office Vehicles	Command and control and operations support vehicles that can be more rapidly deployed than an emergency office vehicle to an incident or event. These vehicles' primary purpose is to provide initial workspace and communications capabilities for response personnel. Multiple agencies have acquired command and control, command posts, and emergency office vehicles and capabilities.
Other	

Communication Tools	
Government Emergency Telecommunications Service	A service that provides national security and emergency preparedness personnel with priority access and prioritized processing in the local and long distance segments of the Public Swtiched Telephone Network, greatly increasing the probability of call completion. Government Emergency Telecommunications Service is intended to be used in an emergency or crisis situations when the Public Switched Telephone Network is congested and the probability of completing a normal call is reduced.
Wireless Priority Service	A federal program managed by CISA and subject to FCC rules that prioritizes the mobile connections for authorized National Security/Emergency Preparedness users, such as senior members of the presidential administration, state and localleadership and emergency personnel, first responders, critical infrastructure workers, and other individuals supporting the operation and recovery of the vital national infrastructure.
PTS Dialer App	A smartphone application that provides GETS and Wireless Priority Service (WPS) subscribers a streamlined way of making priority calls.
Telecommunications Service Priority	A federal program managed by CISA and subject to FCC rules that requires covered service providers to prioritize the provisioning and restoration of services supporting National Security/Emergency Preparedness missions.
H.323 Video Teleconferencing	H.323 is the suite of protocols for Internet Protocol-based videoconferencing. This establishes the standards for computers, equipment, and services for multimedia communication over packet-based networks that define how real-time audio, video, and data information are transmitted. Connections via an Internet Protocol-to-Integrated Service Digital Network gateway can provide the ability to videoconference with older H.320-based systems.
FEMA Enterprise Geographic Information System (GIS) Service	Administration, coordination, collection, and dissemination of geographic information for FEMA and the Emergency Management Community under ESF #5.
Interoperability/Cross-banding (ACU)	ACUs (several models) can simultaneously cross-connect different radio networks, connect radio networks to telephone or satellite communications systems, and network radio over internet protocol/voice over internet protocol talk paths to enhance interoperable communications between response elements.
Infrastructure Mapping Tool	An Esri-based custom toolset using open-source and licensed database GIS mapping software which uses data sets and custom-developed utilities to create regional characterization assessments analysis.
Network Design and Analysis Capability (NDAC)	NDAC provides telecommunications modeling and analysis capabilities for CISA Central and other agencies by using predictive analysis, situational awareness, and post-even analysis using IMET, GIX Watch, EMAT, and various databases, including the Critical Infrastructure Cyber Asset databases and internet data feeds.
Law Enforcement Enterprise Portal (LEEP)/Virtual Command Center (VCC)	ESF #13 utilizes the Federal Bureau of Investigation (FBI)-sponsored LEEP/VCC as its incident situational awareness tool.

Communications Resources

Synchronization of public information and warnings is essential to save lives; protect health and safety; mitigate damage and impact to individuals, communities, and the environment; and facilitate recovery and mitigation information for individuals, families, businesses, governments, and the media. Pre-identified incident information and warning protocols, established in a joint effort by the Emergency Interoperability Consortium, the Department of Homeland Security (DHS) Emergency Communications Division, and the Office of Interoperability and Continuity-sponsored Practitioners Steering Committee, are ready for immediate use during an incident requiring a coordinated federal interagency response. Tools, resources, and supporting programs which federal agencies use to execute and synchronize these activities are listed and briefly described next.

Communications Coordination Lines

The National Incident Communications Coordination Line (NICCL), coordinated by the National JIC, is DHS's mechanism for coordination with other federal agencies. The NICCL is the primary source for federal-to-federal information sharing but may also include communications from impacted states and local communities. The NICCL can be a call-in conference or an open line that is monitored 24/7 for the exchange of information and updates.

The State Incident Communications Conference Line (SICCL) is the coordination mechanism between states to foster information sharing and discussion of shared concerns and issues following an incident. The SICCL is a scheduled conference call and is established as needed. The SICCL allows states to remain engaged in the information-sharing process and participate in decision-making.

Integrated Public Alert and Warning System

The Integrated Public Alert and Warning System (IPAWS) is a national system available for use by federal and SLTT government alerting authorities that provides authenticated emergency alerts and information messages to the public through cell phones and internet applications using Wireless Emergency Alerts (WEA) and to television and radio through the Emergency Alert System (EAS). These alerts are sent to individuals with access and functional needs and those from religious, racial, and ethnically diverse backgrounds who can receive the alert. Based on Federal Communications Commission (FCC) rules, IPAWS is the only platform that can be used to send non-subscription WEAs to cell phones and other handheld mobile devices.

IPAWS allows authorized alerting authorities to disseminate one message simultaneously through multiple communications methods and devices to reach as many people as possible to save lives and protect property. IPAWS allows the President (or the President's

authorized designee) or the FEMA Administrator to address the American people during all emergency or disaster circumstances.

IPAWS enables federal and SLTT government alert and warning emergency communication officials to access multiple broadcast and other common alerting protocol-compliant communications pathways such as the EAS, WEA, National Weather Service (NWS) Dissemination Systems, and other unique alerting technologies, for the purpose of creating and activating alert and warning messages.

The WEA component of IPAWS provides an interface to participating mobile service providers for the delivery of alert information to individual mobile devices located within the affected area. The IPAWS WEA capability provides public safety officials with the ability to send 90-character, 360-character, and Spanish language, geographically targeted text-like alerts to the public warning of imminent threats to life and property. The cellular industry is a critical partner in the implementation and operation of this alert capability. **Figure K-1** demonstrates the IPAWS architecture.
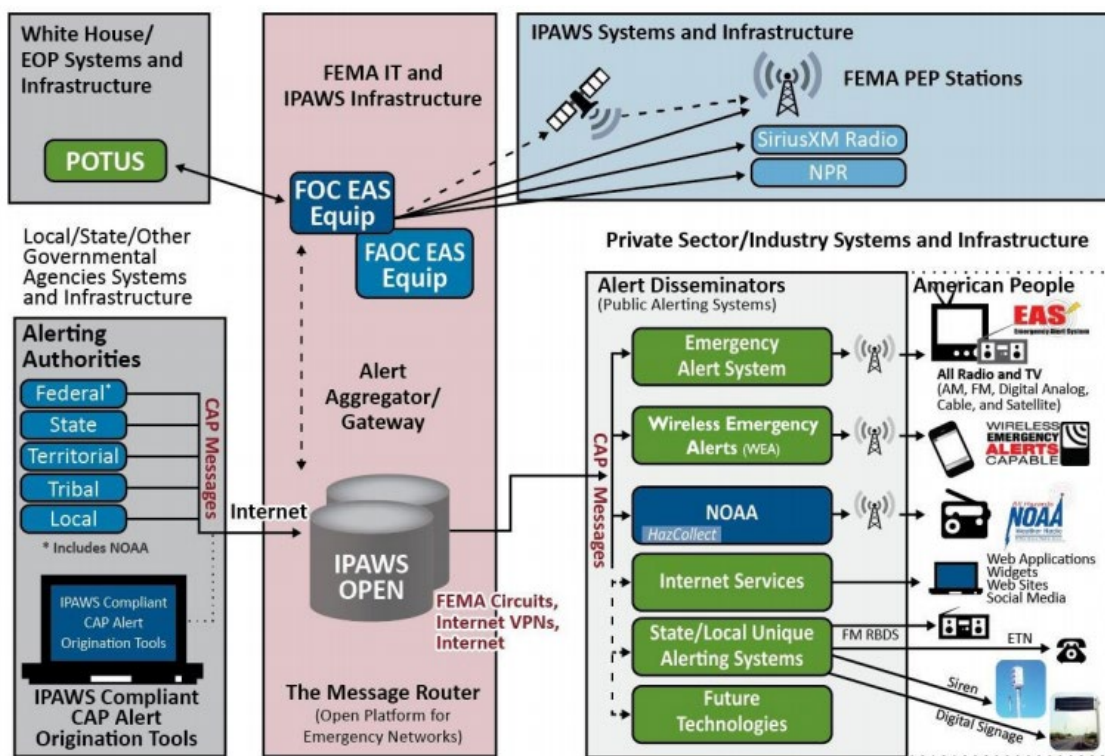

Figure K-1: IPAWS Architecture

Emergency Alert System

The Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, and direct broadcast satellite providers to provide communications capability to the President and/or delegated officials to address the American people during

a national emergency. The EAS may also be used to distribute alerts issued by SLTT government authorities and the NWS to deliver important emergency information, such as imminent threats, weather information, America's Missing Broadcast Emergency Response (AMBER) alerts, and local incident information.

The EAS is regulated by the FCC and is managed by FEMA. In the event of a Presidential activation of the EAS, FEMA activates the EAS through the FEMA Operations Center.

FEMA National Radio System

The FEMA National Radio System is a high frequency (HF) radio network which provides essential emergency communications capabilities between federal and SLTT governments during emergencies or disasters. This system is regarded as a first responder communications mechanism, which may be used to maintain reliable long- and short-range radio communications with affected disaster areas without dependence upon more susceptible commercial terrestrial and satellite telecommunications networks.

National Oceanic and Atmospheric Administration Weather Radio All Hazards Systems

The Department of Commerce (DOC)/National Oceanic and Atmospheric Administration (NOAA) NWS HazCollect system uses IPAWS to broadcast SLTT government officials' emergency alert information to the public over the DOC/NOAA Weather Radio All Hazards system.

Health Alert Network

The Health Alert Network is the Centers for Disease Control and Prevention's (CDC) primary method of sharing public health information with public information officers, federal and SLTT public health practitioners, clinicians, and public health laboratories.

National Terrorism Advisory System

The National Terrorism Advisory System (NTAS) enables the timely distribution of detailed terrorist threat information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. NTAS Alerts are based on the nature of the threat and can be disseminated to targeted audiences. NTAS alerts provide a concise summary of the threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses, and governments can take to help prevent or respond to the threat.

Domestic Communications Strategy

The Domestic Communication Strategy is a classified guidebook which provides options for public information strategies, complementing existing federal plans and strategic guidance documents, which may be employed in the event of a domestic terrorist attack or a credible threat to the homeland.

Disaster Relief and Recovery Program Resources

FEMA provides a resource to assist survivors in applying for disaster assistance benefits. The https://www.disasterassistance.gov/ website provides information during incidents for survivors on information related to federal assistance.

Coordinating Information

FEMA Office of the Chief Information Officer

FEMA Office of the Chief Information Officer's (OCIO) Disaster Response Branch is responsible for establishing, managing, and maintaining the FEMA Enterprise Network (FEN) architecture, providing day-to-day management of the strategic-level enterprise-wide network systems capable of extending into the incident area for deployable DEC systems, in coordination with the Office of Response and Recovery (ORR), Response Directorate, and the DEC Division.

FEMA National Continuity Program

FEMA National Continuity Program (NCP) coordinates directly with FEMA DEC Division to establish, manage, and maintain the national security/emergency preparedness aspect of FEMA continuity communications and alert and warning systems in coordination with the ORR, Response Directorate. FEMA NCP also develops and promulgates continuity guidance to the federal executive branch, SLTT governments, NGOs, and private sector critical infrastructure owners and operations. This ensures continuity of essential functions and services at all levels. The need to have situational awareness and understanding of the functional interdependencies before, during, and after an incident is needed to achieve national resilience.

All FEMA Components

FEMA regional offices and components at FEMA headquarters coordinate with the FEMA DEC Division to ensure that federal teams' disaster emergency communications for ORR operational communications requirements are identified. The FEMA DEC Division coordinates federal resources to provide communication assets to support response operations.

Federal Spectrum Management

The Communications Act of 1934 grants the President authority for spectrum management for all federal use (47 U.S.C. § 305). The National Telecommunications and Information Administration (NTIA) manages the spectrum for the federal government. The rules can be found in the NTIA *Manual of Regulations and Procedures for Federal Radio Frequency Management*. Department of Defense (DOD), in accordance with NTIA authority and policy, manages parts of the radio spectrum that are designated exclusively or primarily for DOD use. The NTIA Office of Spectrum Management is responsible for managing the federal

government's use of the radio frequency spectrum. To achieve this, the Office of Spectrum Management receives assistance and advice from the Inter-department Radio Advisory Committee. The Office of Spectrum Management carries out this responsibility by doing the following:

- Establishing and issuing policy regarding allocations and regulations governing the federal spectrum use;
- Developing plans for the peacetime and wartime use of the spectrum;
- Preparing for, participating in, and implementing the results of international radio conferences;
- Assigning frequencies;
- Maintaining spectrum use databases;
- Reviewing federal agencies' new telecommunications systems and certifying that spectrum will be available;
- Providing the technical engineering expertise needed to perform specific spectrum resources assessments and automated computer capabilities needed to carry out these investigations;
- Participating in all aspects of the federal government's communications-related emergency readiness activities; and
- Participating in federal government telecommunications and automated information systems security activities.

Non-federal Spectrum Management

The Communications Act of 1934 (as amended) directs the FCC to ensure the availability of communications for the purpose of the national defense and for the purpose of promoting safety of life and property. Ensuring communications availability, and, ultimately, the provision of operational communications requires an assessment of communications services and infrastructure. In its capacity, the FCC, independently or in support of FEMA mission assignment, activates remote spectrum monitoring capabilities or deploys personnel with specialized equipment to perform damage assessments and surveys of the communications spectrum. The data derived from these assessments and surveys supports the FCC's responsibilities to manage the commercial and public safety spectrum. The FCC performs national spectrum management in collaboration with the NTIA by doing the following:

- Developing telecommunications policy,
- Authorizing equipment for use,
- Licensing stations for transmission,
- Conducting operations to ensure authorized and appropriate use of spectrum, and
- Assessing the status of communications services and infrastructure.

The FCC, through the 24/7 FCC Operations Center, will coordinate responses to requests for information (RFI) and requests for assistance (RFA) from consumers and industry members with FEMA and CISA. The FCC, in coordination with FEMA and CISA, will activate the Disaster Information Reporting System (DIRS) and perform analyses of local broadband services to provide incident management leaders awareness of communications outages and restoration efforts in areas impacted by disasters, emergencies, or events of national security significance. The FCC may issue waivers of FCC rules or grant special temporary authorizations (STA) to members of the communications industry, facilitating the provision and restoration of commercial communications services and infrastructure. The FCC, when applicable, may perform radio frequency and communications monitoring, direction finding, and other administrative actions in support of Search and Rescue operations, interference resolution, and criminal interdiction.

Information Systems Protection

CISA Central is the 24/7 integrated cybersecurity and communications operations center, which works directly with the federal and SLTT governments and the private sector. CISA Central serves as a centralized location where the operational elements of CISA involved in cyber response activities are physically and virtually co-located. During steady-state operations, CISA will utilize its co-located divisions and outreach mechanisms to bring all appropriate information together and, as necessary, to support incident response. During a significant cyber incident, CISA is responsible for coordinating and integrating information to provide cross-domain situational awareness and fostering collaboration and shared situational awareness among collaborating cybersecurity centers.

The *National Cyber Incident Response Plan* (NCIRP) serves as the Cyber Annex to this FIOP. The NCIRP describes a national approach to dealing with cyber incidents and addresses the important role that the private sector, state and local governments, and multiple federal agencies play in responding to incidents and how the actions of all fit together for an integrated response.

CISA coordinates the federal government's response to a significant cyber incident and relies on interagency coordination. As the lead for federal asset response, CISA conducts response activities to protect assets, mitigate vulnerabilities, and reduce impacts of cyber incidents. CISA also coordinates threat response and provides guidance on how to best utilize federal resources. Each individual agency's level of engagement relies, in part, on the nature and impact of the incident. Federal agencies may be involved in the cyber incident response effort, including DHS, DOD, and the Department of Justice (DOJ). Federal agencies receive additional support from DOC, the Department of Energy (DOE), Department of State (DOS), Department of Transportation (DOT), Department of the Treasury, FCC, National Institute of Standards and Technology, and the Office of Management and Budget. For cyber incidents that have significant physical cascading effects, FEMA leads the physical consequence management effort in accordance with the NRF in cooperation with the CISA.

Communications Security

The primary responsibility for secure communications rests with users who require that capability, and those users must plan to bring appropriate devices with them when they deploy. Secure landline voice capabilities, such as secure terminal equipment devices, are available in some state, tribal, territorial, and federal government facilities. Secure cellular phones may be provided to senior leadership by MERS. MERS may deploy vehicles with secure voice capabilities to the state, tribal, and territorial government emergency operation centers (EOC) or to the incident area in support of FCO requirements. Secure communications capabilities are also available in the MERS equipment.

Video Teleconference and Communications Requirements

DEC Division coordinates federal resources to provide video assets to support response operations. MERS uses its own organic assets, such as the Mobile Communications Office Vehicle, to provide shared situational awareness and to supply video capabilities, including secure video, if required, to leadership.

Administration, Resources, and Funding

Activation, notification, deployment, and deactivation will be accomplished by the standard procedures of each responding federal agency. All actions in response to an incident will be in accordance with all laws, acts, regulations, or other legal authorities that may apply.

The following legal agreements may be applied specifically to operational communications:

- The EMAC will be utilized as need dictates.
- Memorandums of Understanding will be implemented as need dictates.
- FCC Universal General Services Fund will be used, when applicable.

Oversight, Coordinating Instructions, and Communications

See the **base plan** for information on oversight, coordinating instructions, and communications.

References

Table K-3 lists and describes key references relevant to Annex K.

Table K-3: Annex K References

Reference	Description
National Disaster Recovery Framework (June 2016)	Establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities.

Reference	Description
National Incident Management System, Third Edition (October 2017)	Guides all levels of government, non-governmental organizations (NGO), and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents.
National Incident Management System: Intelligence/Investigations Function Guidance and Field Operations Guide (October 2013)	Provides a systematic approach guiding all levels of government, the private sector, and NGOs to work to prevent, protect against, mitigate, respond to, and recover from the effects of all threats and hazards. Represents a core set of doctrine, concepts, principles, terminology, and organizational processes that enables effective, efficient, and collaborative incident management.
National Response Framework (October 2019)	Provides foundational emergency management doctrine for how the Nation responds to all types of incidents.
National Cyber Incident Response Plan (December 2016)	Articulates the roles and responsibilities, capabilities, and coordinating structures that support how the Nation responds to and recovers from significant cyber incidents posing risks to critical infrastructure.
Recovery Operations Support Manual (March 2021)	Describes how FEMA executes its recovery mission, establishes a framework for enterprise-wide management of recovery operations, and provides a foundation for risk-based decision making at all operational levels.
National Response Framework Emergency Support Function (ESF) #2 Annex (Interim Update July 2021	Describes how ESF #2 supports federal response to disasters and emergencies.
NRF: Emergency Support Function #14 – Cross-Sector Business and Infrastructure	Describes how ESF #14 supports the coordination of cross-sector operations, including stabilization of key supply chains and community lifelines, among infrastructure owners and operators, businesses, and their government partners.
FEMA Operational Planning Manual (June 2014)	Provides detailed guidance on how planners engage stakeholders and develop plans using a consistent process.
National Interoperability Field Operations Guide (Version 1.6.1A, March 2022)	Serves as a technical reference for emergency communications planning and for radio technicians responsible for radios that will be used in disaster response.
National Emergency Communications Plan (September 2019)	Provides guidance as the nation's strategic plan to strengthen and enhance emergency management capabilities and for those that plan for, coordinate, maintain, invest in, and use communications to support public safety operations.
FEMA Directive: Disaster Emergency Communications FEMA Directive #010-1 (Revision 01 – February 2020)	The Disaster Emergency Communications Directive outlines the requirements for the coordination, establishment, maintenance, implementation, and improvement of FEMA's disaster communications.
FEMA Department of Economic and Community Development (DECD) Regional Emergency Communications Plans (July 2021)	Regional Emergency Communications Plans provide an integrated approach for effective federal, state, local, tribal, and territorial government communications coordination before, during, and after a catastrophic incident affecting each region individually or as part of a multi-state/multi-region incident.

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ANNEX Z: DISTRIBUTION

Distribution, transmission, and destruction of the *Response and Recovery Federal Interagency Operational Plan* (FIOP) will be in accordance with the Department of Homeland Security (DHS) Management Directive 11042.1, which is publicly available. Questions pertaining to the distribution, transmission, or destruction of this FIOP or for information on how to obtain a copy of DHS Management Directive 11042.1 should be submitted in writing to the Federal Emergency Management Agency's (FEMA) National Planning Branch at response-planning@fema.dhs.gov.