

# Federal Response Plan, April 1999

## Overview

The Federal Response Plan (FRP) facilitates the delivery of all types of Federal response assistance to states and territories of the United States to help them deal with the consequences of significant disasters. The plan outlines the planning assumptions, policies, concept of operations, organizational structures, and specific assignments of responsibility to the 27 federal departments and agencies in providing response assistance to supplement the state, local, and territorial response efforts.

## Goal

The goal of the FRP is to assist state and local governments when a major disaster or emergency overwhelms their ability to respond effectively to save lives; protect public health, safety, and property; and restore their communities.

## Structure

The FRP consists of a Basic Plan, Emergency Support Function (ESF) Annexes, Recovery Function Annex, Support Annexes, Incident Annexes, and Appendices and Figures.

## Basic Plan

The plan describes the basic mechanisms and structures by which the Federal Government will mobilize resources and conduct activities to augment state and local response efforts. To facilitate the provisions of Federal assistance, the plan uses a functional approach to group the types of Federal assistance that a state or territory is most likely to need under 12 ESFs. Each ESF is headed by a primary agency, which has been selected on the basis of its authorities, resources, and capabilities in the particular functional area. Other agencies have been designated as support agencies for one or more ESF based on their resources and capabilities to support the functional area. The 12 ESFs serve as the primary mechanism through which federal response assistance will be provided to help the state or territory meet response requirements in an affected area. Federal assistance will be provided to the affected state or territory under the overall coordination of the Federal Coordinating Officer.

The plan serves as the foundation for the further development of detailed headquarters and regional plans and procedures to implement Federal response activities in a timely and efficient manner to support state response activities.

## Emergency Support Function (ESF) Annexes

The 12 ESF Annexes provide guidelines for Federal support for emergency needs. The annexes include Federal scope and policies, description of the emergency situation and its implications, a concept of operations, roles and responsibilities of lead and support agencies, and a glossary of applicable terms.

The ESF topics covered include transportation, communications, public works and engineering, firefighting, information and planning, mass care, resource support, health and medical services, urban search and rescue, hazardous materials, food, and energy. Each ESF and its lead agency is listed below:

- ESF #1—Transportation (U.S. Department of Transportation);
- ESF #2—Communications (National Communications System);
- ESF #3—Public Works and Engineering (U.S. Department of Defense, U.S. Army Corps of Engineers);
- ESF #4—Firefighting (U.S. Department of Agriculture, U.S. Forest Service);
- ESF #5—Information and Planning (Federal Emergency Management Agency);
- ESF #6—Mass Care (American Red Cross);
- ESF #7—Resource Support (General Services Administration);
- ESF #8—Health and Medical Services (U.S. Department of Health and Human Services);
- ESF #9—Urban Search and Rescue (Federal Emergency Management Agency);
- ESF #10—Hazardous Materials (U.S. Environmental Protection Agency);
- ESF #11—Food (U.S. Department of Agriculture, Food and Nutrition Service); and
- ESF #12—Energy (U.S. Department of Energy).

### **Recovery Function**

This section of the FRP describes the structure, planning assumptions, and activities associated with the programs and technical services that directly assist individuals, families, businesses (including farms), and state and local governments to recover from the effects of a major disaster or emergency declared by the President. It includes a matrix of recovery programs for the service needed, lead agency, and type of assistance provided. Recovery operations include:

- Temporary housing, grants, and loans to individuals, families, and businesses;
- Clearance of debris;
- Repair or replacement of public facilities; and
- Repair or restoration of recreational facilities and parks.

### **Support Annexes**

The first of the seven support annexes is the Community Relations Annex. This annex provides guidance on the Community Relations function to expedite Federal, state, and local governments' ability to help citizens and communities recover from the effects of a major disaster. The Community Relations function deploys field officers into affected communities after a major disaster to gather and disseminate information about the disaster response and recovery process.

The second support annex, Congressional Affairs, provides guidance on congressional liaison activities in support of the Federal Government's response to a major disaster or emergency requiring Federal assistance. Under the Federal Response Plan, the purpose of the congressional liaison function is to coordinate the dissemination of information

to Members and committees of Congress and advise agency officials of congressional concerns, anticipated congressional action, and legislative developments.

The third support annex, Donations Management, provides guidance on the Federal role in Donations Management in a major disaster or emergency. Any reference to donated goods and services in this annex means *unsolicited* goods and *unaffiliated* volunteer services.

The fourth support annex, Financial Management, provides basic financial management guidance to the Federal Emergency Management Agency (FEMA) and other Federal departments and agencies that respond under the provisions of the FRP to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established Federal policies, regulations, and standards.

The fifth support annex, Logistics Management, provides an overview of disaster logistics management activities and how FEMA performs its logistics mission under the FRP.

The sixth support annex, Occupational Safety and Health, provides guidelines to minimize the risk of injury to Federally deployed personnel who are involved in disaster response, recovery or mitigation operations.

Finally, the seventh support annex, Public Affairs, provides guidance and procedures to carry out the public information function in support of the Federal Government's response to a significant natural, human-caused/technological, or other disaster requiring Federal response assistance.

### **Incident Annexes**

The Terrorism Annex describes the operations needed to implement Presidential Decision Directive 39 (PDD-39), United States Policy on Counter-terrorism. The purpose of this annex is to ensure that the FRP is adequate in response to the consequences of terrorism within the US, including terrorism involving weapons of mass destruction (WMD). It describes the roles and responsibilities of identified lead and technical support agencies, describes the relationship between crisis and consequence management, and provides a glossary of applicable terms.

### **FRP Emergency Support Functions**

The scope and activities of each ESF are described below.

#### **ESF #1—Transportation**

ESF #1 helps Federal agencies, state and local governments, and volunteer organizations requiring transportation services carry out response operations in the aftermath of a disaster or emergency. ESF #1 also is responsible for acting as the coordination point between response and restoration operations of the transportation infrastructure. The primary agency for ESF #1 is the U.S. Department of Transportation (DOT).

Support offered by ESF #1 includes, but is not limited to the following:

- Assessing the damage to the transportation infrastructure on the regional and national level, and coordinating the clearance and restoration of this infrastructure;
- Participating in the design and execution of alternate transportation services for areas impacted by an emergency or disaster; and
- Processing and coordinating Federal and civil transportation requests from organizations eligible under the FRP, including military transportation requests.

Upon the occurrence of an emergency or disaster, the Secretary of Transportation will appoint a DOT crisis coordinator. This person is responsible for managing the overall DOT ESF #1 response, and is usually the administrator of Research and Special Programs Administration (RSPA). The Director of the Office of Emergency Transportation in RSPA will manage ESF #1 headquarters operations and will provide principal support to the crisis coordinator, who in turn provides policy direction over all national and regional ESF #1 response operations.

### **Emergency Support Function #2—Communications**

ESF #2 ensures the provision of Federal telecommunications support to Federal, state, and local response efforts following a declared disaster or emergency under the FRP. This ESF enhances the specifications of the National Telecommunications Support Plan which provides for telecommunications support in non-wartime emergencies. The National Communications System is the primary agency under ESF #2.

ESF #2 coordinates actions Federal agencies will take in providing the required national security and emergency preparedness (NS/EP) telecommunications support to Federal, state, and local disaster response elements. Under ESF #2, temporary NS/EP telecommunications will be established, as will the restoration of permanent telecommunications. Where appropriate, services may be provided under provisions of the Telecommunications Service Priority system. ESF #2 applies to all Federal departments and agencies that may require telecommunications services or whose telecommunications assets may be employed during a disaster response.

### **Emergency Support Function #3—Public Works and Engineering**

ESF #3 provides lifesaving and life sustaining assistance to augment efforts of the affected state(s) and local response efforts following a major or catastrophic disaster. Within the FRP, the U.S. Department of Defense (DoD) has designated the U.S. Army Corps of Engineers as its primary agency for planning, preparedness, and response operations under ESF #3.

Public works and engineering support includes technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, potable water and ice, provision of emergency power, emergency repair of wastewater and solid waste facilities, and real estate support. Some of the activities within the scope of ESF #3 include:

- Emergency clearance of debris for reconnaissance of the damage areas and passage of emergency personnel and equipment;
- Temporary construction of emergency access routes, which include streets, roads, bridges, ports, waterways, airfields, and any other facilities necessary for passage of rescue personnel;
- Emergency restoration of critical public services and facilities, including supply of adequate amounts of potable water, temporary restoration of water supply systems, and the provision of water for firefighting;
- Emergency demolition or stabilization of damaged structures and facilities designated by state or local governments; and
- Technical assistance and damage assessment, including structural inspectors.

#### **Emergency Support Function #4—Firefighting**

ESF #4 provides resources to detect and suppress wildland, rural, and urban fires resulting from, or occurring coincidentally with, a major disaster or emergency requiring Federal response assistance. In addition, ESF #4 provides personnel, equipment, and supplies in support of state and local agencies involved in rural and urban firefighting operations. The primary agency under ESF #4 is the Forest Service within the U.S. Department of Agriculture (USDA).

Any requests for firefighting assistance and resources will be transmitted from the Disaster Field Office to the appropriate Geographic Area Coordination Center. For resources beyond those available within the geographic area, the requests will be sent to the National Interagency Coordination Center in Boise, Idaho.

When there are national-level shortages of firefighting resources, resolution will be pursued by the Emergency Support Team and, when necessary, by the Catastrophic Disaster Response Group. The Incident Command System is the mechanism by which the actual firefighting operations are conducted. Assessment information will be transmitted through established fire suppression intelligence channels and directly between the national-level and regional-level ESFs according to ESF #5—Information and Planning procedures.

#### **Emergency Support Function #5—Information and Planning**

ESF #5 collects, analyzes, processes, and disseminates information about a potential or actual disaster or emergency, and facilitates the overall activities of the Federal Government in providing response assistance to an affected state. ESF #5 includes the development of action plans to facilitate the overall response operations of the FRP. The primary agency for ESF #5 is FEMA.

The scope of ESF #5 places FEMA in the central role for coordinating information and planning activities at headquarters, in the regions, and at the field offices in support of Federal response operations. Functions under ESF #5 include information processing, development of reports and information displays, planning support, and technical services including remote sensing, aerial reconnaissance, and meteorology. The ESF

#5 function involves collecting, processing, and disseminating essential elements of information and developing and displaying that information in electronic, graphic, or report form.

### **Emergency Support Function #6—Mass Care**

ESF #6 coordinates Federal assistance in support of state and local efforts to meet disaster victim's urgent needs, including shelter, food, and emergency first aid. This Federal assistance will support the establishment of systems to provide bulk distribution of emergency relief supplies to disaster victims, and the collection of information to operate a Disaster Welfare Information system for the purpose of reporting victim status and assisting in family reunification. The primary organization for ESF #6 is the American Red Cross (ARC).

ARC independently provides mass care services to disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by the U.S. Congress, Act of January 5, 1905. The responsibilities assigned to the ARC as the primary agency for ESF #6 at no time will supersede those responsibilities assigned to the ARC by its congressional charter.

### **Emergency Support Function #7—Resource Support**

ESF #7 provides logistical and resource support following a significant natural or human-caused disaster requiring Federal response. The primary agency for ESF #7 is the General Services Administration.

ESF #7 involves the provision of logistical and resource support to Federal organizations during the immediate response phase of a disaster incident. This includes emergency relief supplies, space, office equipment, office supplies, telecommunications, contracting services, transportation services (in coordination with ESF #1—Transportation), and personnel required to support immediate response activities. It also provides for logistical support for requirements not specifically identified in the other ESFs, including, but not limited to, stocks surplus to the needs of the Federal Government. In addition, ESF #7 addresses the effort and activity necessary to evaluate, locate, procure, and provide essential material resources.

### **Emergency Support Function #8—Health and Medical Services**

ESF #8 provides coordinated Federal assistance to supplement state and local resources in response to public health and medical care needs following a major disaster or emergency, or during a developing potential medical situation. Assistance provided under ESF #8 is directed by the Department of Health and Human Services through its executive agent, the Assistant Secretary for Health. Resources will be furnished when state and local resources are overwhelmed and public health and/or medical assistance is requested from the Federal Government.

ESF #8 involves supplemental assistance to state and local governments in identifying and meeting the health and medical needs of victims of a major disaster, emergency, or terrorist attack. This support is categorized in functional areas such as assessment of

health/medical needs, patient evacuation, radiological/chemical/biological hazards consultation, worker health/safety, health surveillance, potable water/wastewater and solid waste disposal, victim identification/mortuary services, and veterinary services.

Also included in ESF #8 are overall public health response; triage, treatment, and transportation of victims of the disaster; and evacuation of patients out of the disaster area, as needed, into a network of military services, veterans affairs, and pre-enrolled non-Federal hospitals located in the major metropolitan areas of the United States.

### **Emergency Support Function #9—Urban Search and Rescue**

ESF #9 rapidly deploys components of the National Urban Search and Rescue (US&R) Response System to provide specialized lifesaving assistance to state and local authorities in the event of a major disaster or emergency. The US&R Response System is an integrated system of US&R task forces, Incident Support Teams, and technical specialists. US&R operational activities include locating, extricating, and providing onsite medical treatment to victims trapped in collapsed structures. The primary agency for ESF #9 is FEMA.


FEMA will activate the National US&R Response System for any incident or anticipated incident that is determined likely to result in collapsed structures that would overwhelm existing state and local US&R resources. The likelihood of activation depends on the nature and magnitude of the event, whether or not it is a sudden onset event, and the existence of US&R resources in the affected area.

### **Emergency Support Function #10—Hazardous Materials**

ESF #10 provides Federal support to state and local governments in response to an actual or potential discharge and/or release of hazardous materials following a major disaster or emergency. The primary agency for ESF #10 is the U.S. Environmental Protection Agency (EPA). As an element of the FRP, ESF #10 may be activated under one of the following conditions:

- In response to those natural or other disasters or emergencies for which the President (through FEMA) concurs that Federal assistance is required to supplement the response efforts as requested by the affected state and local governments, under the Robert T. Stafford Disaster Relief and Emergency Assistance Act; or
- In anticipation of a natural or other disaster that is expected to result in a declaration under the Stafford Act.

ESF #10 provides for a coordinated response to actual or potential discharges and/or releases of hazardous materials by placing the response mechanisms of the National Oil and Hazardous Substances Pollution Contingency Plan, or National Contingency Plan (NCP), within a coordination structure that assures the most efficient and effective use of federal resources. It includes the appropriate response actions to prevent, minimize, or mitigate a threat to public health, welfare, or the environment.



The NCP effectuates the response powers and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act, as amended; the authorities established by section 311 of the Clean Water Act, as amended; and the Oil Pollution Act. Under the NCP, an on-scene coordinator, designated by EPA, U.S. Coast Guard, DoD, or the U.S. Department of Energy, would undertake response actions.

### **Emergency Support Function #11—Food**

ESF #11 identifies, secures, and arranges for the transportation of food assistance to affected areas following a major disaster or emergency or other event requiring a Federal response. The primary agency for ESF #11 is the Food and Nutrition Service (FNS) of the USDA.

To accomplish this function, activities are undertaken to identify food assistance needs in the aftermath of a major disaster or emergency. These activities include obtaining appropriate food supplies, arranging for transportation of those food supplies to designated staging areas within the disaster area, and/or authorizing disaster food stamp assistance.

The FNS determines availability of the USDA foods—including raw agricultural commodities (wheat, corn, rice, etc.)—that could be used for human consumption and assesses damages to food supplies. The USDA also will coordinate with state officials to determine food needs of the population in the affected areas based on the following categories: acutely deficient; moderately deficient; self-sufficient; and surplus supplies.

### **Emergency Support Function #12—Energy**

ESF #12 facilitates restoration of the nation’s energy systems following a natural disaster or other significant event requiring Federal response assistance. Power and fuel are critical to saving lives and protecting health, safety, and property, as well as carrying out other emergency response functions. The primary agency for ESF #12 is the Department of Energy.

ESF #12 involves coordinating the provision of emergency power and fuel to support immediate response operations, as well as providing power and fuel to normalize community functioning. This ESF works closely with state energy offices, energy suppliers, and distributors.

Damage to an energy system in one region can have a domino effect on energy supplies in other states, which rely on the same distribution or transmission systems. As such, energy supply and distribution can be intrastate, interstate, and international.

The scope of this ESF includes, but is not limited to:

- Assessing energy system damage, energy supply, demand, and requirements to restore such systems;

- Helping Federal departments and agencies obtain fuel for transportation, communications, emergency operations, and national defense;
- Administering, as needed, statutory authorities for energy priorities and allocations;
- Helping energy suppliers obtain equipment, specialized labor, and transportation to repair or restore energy systems;
- Recommending Federal actions to save fuel and electric power; and
- Providing energy emergency information, education, and conservation guidance to the public.

