

**ANEJO FUNCIONAL
PLAN DE RESPUESTA ANTE UN TERREMOTO
COMISION DE SEGURIDAD CONTRA TERREMOTOS**

GOBIERNO FEDERAL

NOVIEMBRE DE 1992

FEDERAL RESPONSE PLAN

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FOREWORD

Publication of the Federal Response Plan represents a concerted effort by the Federal government to provide assistance in an expeditious manner to save lives and to protect property. The Plan demonstrates the ability of a large number of Federal departments and agencies, at both the national and regional levels, to work together to achieve a common goal. The Federal Emergency Management Agency (FEMA) appreciates the cooperation and support from those departments and agencies which have contributed to the development and publication of this Plan.

The Federal Response Plan was developed through the efforts of 27 departments and agencies and the special work of the Annex Planning Leaders at the national level, and the Regional Interagency Steering Committees and Planning Area Steering Committees convened at the regional level. FEMA has worked with these groups to provide a forum for the departments and agencies with identified responsibilities in the Plan to participate in planning and exercise activities in order to develop, maintain and enhance the Federal response capability.

The purpose of the Federal Response Plan is to facilitate the delivery of all types of Federal response assistance to 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 departments and agencies in providing Federal response assistance to supplement the State and local response efforts.

Wallace E. Stickney
Director
Federal Emergency Management Agency

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LETTER OF AGREEMENT

The Federal Response Plan (for Public Law 93-288, as amended), hereafter referred to as the Plan, establishes the basis for the provision of Federal assistance to a State and its affected local governments impacted by a catastrophic or significant disaster or emergency which results in a requirement for Federal response assistance.

The Plan is based on the fundamental assumption that a significant disaster or emergency will overwhelm the capability of State and local governments to carry out the extensive emergency operations necessary to save lives and protect property. Consequently, resources of Federal departments and agencies, grouped into Emergency Support Functions, will be used to provide Federal response assistance to the State. Departments and agencies have been assigned primary and support agency responsibilities for each of these functions.

Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) the President will appoint a Federal Coordinating Officer (FCO) as his representative to coordinate the overall delivery of Federal assistance. Federal departments and agencies will provide response assistance directly to the State, under the overall direction of the FCO.

The following departments and agencies agree to support the overall concept of operations of the Plan and to carry out their assigned functional responsibilities. The departments and agencies also agree to implement national and regional planning efforts and exercise activities in order to maintain the overall Federal response capability.

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**SIGNATORIES TO THE FEDERAL RESPONSE PLAN
(FOR PUBLIC LAW 93-288, AS AMENDED)**



Charles R. Hilty
Assistant Secretary for Administration
Department of Agriculture



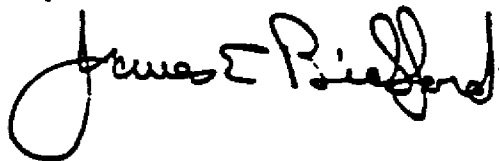
Thomas J. Collamore
Assistant Secretary for Administration
Department of Commerce



Susan Livingstone
Assistant Secretary of the Army
(Installations, Logistics & Environment)
Department of Defense



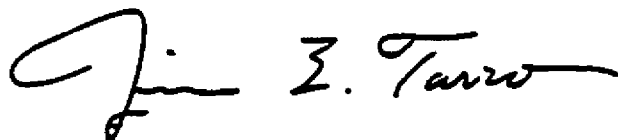
Donald A. Laidlaw
Assistant Secretary for Human
Resources & Administration
Department of Education



James E. Bickford
Director
Office of Emergency Planning & Operations
Department of Energy



Louis W. Sullivan, M.D.
Secretary of Health and
Human Services
Department of Health and Human Services



Jim E. Tarro
Assistant Secretary for Administration
Department of Housing
and Urban Development



John E. Schrote
Assistant Secretary
Policy, Management and Budget
Department of the Interior

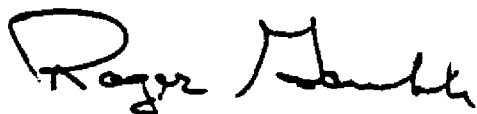


Harry H. Flickinger
Assistant Attorney General for Administration
Department of Justice



Lynn Martin
Secretary of Labor
Department of Labor

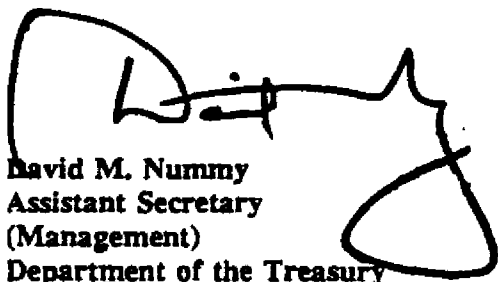
**SIGNATORIES TO THE FEDERAL RESPONSE PLAN
(FOR PUBLIC LAW 93-288, AS AMENDED)**



Roger R. Gamble
Acting Chief Financial Officer
Department of State



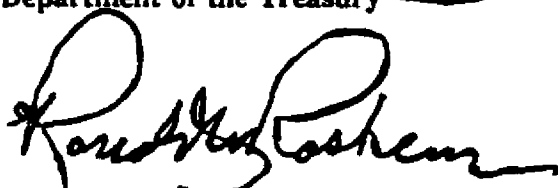
Andrew H. Card, Jr.
Secretary of Transportation
Department of Transportation



David M. Nummy
Assistant Secretary
(Management)
Department of the Treasury



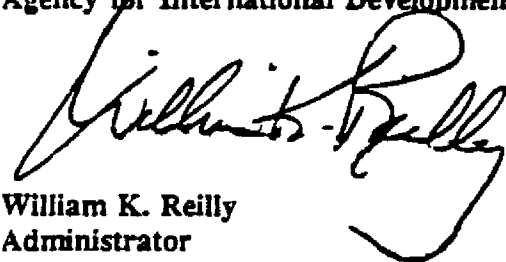
Edward J. Derwinski
Secretary of Veterans Affairs
Department of Veterans Affairs



Ronald W. Roskens
Administrator
Agency for International Development



Elizabeth Dole
President
American National Red Cross



William K. Reilly
Administrator
Environmental Protection Agency



Andrew S. Fishel
Managing Director
Federal Communications Commission



Wallace E. Stickney
Director
Federal Emergency Management Agency



Richard G. Austin
Administrator
General Services Administration

**SIGNATORIES TO THE FEDERAL RESPONSE PLAN
(FOR PUBLIC LAW 93-288, AS AMENDED)**



Edward J. Philbin
Chairman
Interstate Commerce Commission




George A. Rodney
Associate Administrator
Office of Safety and Mission Quality
National Aeronautics
and Space Administration



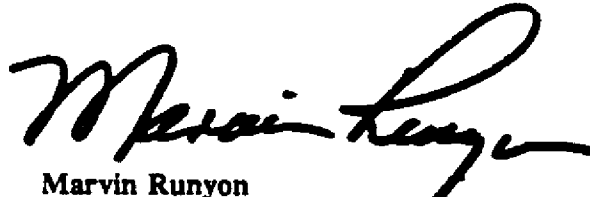
B. E. Morriss
Deputy Manager
National Communications System



Ivan Selin
Chairman
Nuclear Regulatory Commission



Constance Berry Newman
Director
Office of Personnel Management



Marvin Runyon
Chairman, Board of Directors
Tennessee Valley Authority



Anthony M. Frank
Postmaster General
U.S. Postal Service

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FEDERAL RESPONSE PLAN

(FOR PUBLIC LAW 93-288, AS AMENDED)

BASIC PLAN

I. INTRODUCTION

In 1988, Public Law 93-288 was amended by Public Law 100-707 and retitled as the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended). The Stafford Act provides the authority for the Federal government to respond to disasters and emergencies in order to provide assistance to save lives and protect public health, safety, and property.

The Federal Response Plan (for Public Law 93-288, as amended), hereafter referred to as the Plan, is designed to address the consequences of any disaster or emergency situation in which there is a need for Federal response assistance under the authorities of the Stafford Act. It is applicable to natural disasters such as earthquakes, hurricanes, typhoons, tornadoes and volcanic eruptions; technological emergencies involving radiological or hazardous material releases; and other incidents requiring Federal assistance under the Act.

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 provision of Federal assistance, the Plan uses a functional approach to group the types of Federal assistance which a State is most likely to need under twelve Emergency Support Functions (ESFs). Each ESF is headed by a primary agency, which has been selected based on 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 twelve ESFs serve as the primary mechanism through which Federal response assistance will be provided to assist the State in meeting response requirements in an affected area. Federal assistance will be provided to the affected State under the overall coordination of the Federal Coordinating Officer (FCO) appointed by the Director of the Federal Emergency Management Agency (FEMA) on behalf of the President.

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.

A. Purpose

The Plan establishes an architecture for a systematic, coordinated, and effective Federal response. The purpose of the Plan is to:

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1. Establish fundamental assumptions and policies;
2. Establish a concept of operations that provides an interagency coordination mechanism to facilitate the immediate delivery of Federal response assistance;
3. Incorporate the coordination mechanisms and structures of other appropriate Federal plans and responsibilities into the overall response;
4. Assign specific functional responsibilities to appropriate Federal departments and agencies; and
5. Identify actions that participating Federal departments and agencies will take in the overall Federal response, in coordination with the affected State.

B. Scope

1. The Plan applies to all Federal government departments and agencies which are tasked to provide response assistance in a disaster or emergency situation. It describes Federal actions to be taken in providing immediate response assistance to one or more affected States.
 2. Under the Plan, a State means any State of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, the Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, or the Republic of the Marshall Islands.
 3. Response assistance includes those actions and activities which support State and local government efforts to save lives, protect public health and safety, and protect property. The identified actions and activities in the Plan, carried out under the ESFs, are based on existing Federal agency statutory authorities or on specific functional mission assignments made under the provisions of P.L. 93-288, as amended, and as identified in the ESF Annexes to the Plan.
 4. The Plan does not specifically address recovery assistance, including the provision of temporary housing, loans and grants to individuals; business loans; and grants to local and State government entities provided under disaster assistance programs of FEMA and other agencies. However, in most instances, recovery activities will be conducted concurrently with response activities.
 5. In some instances, a disaster or emergency may result in a situation which affects the national security of the United States. For those instances, appropriate national
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security authorities and procedures will be utilized to address the national security requirements of the situation.

C. Organization

As shown in Figure 1, the Plan consists of the following:

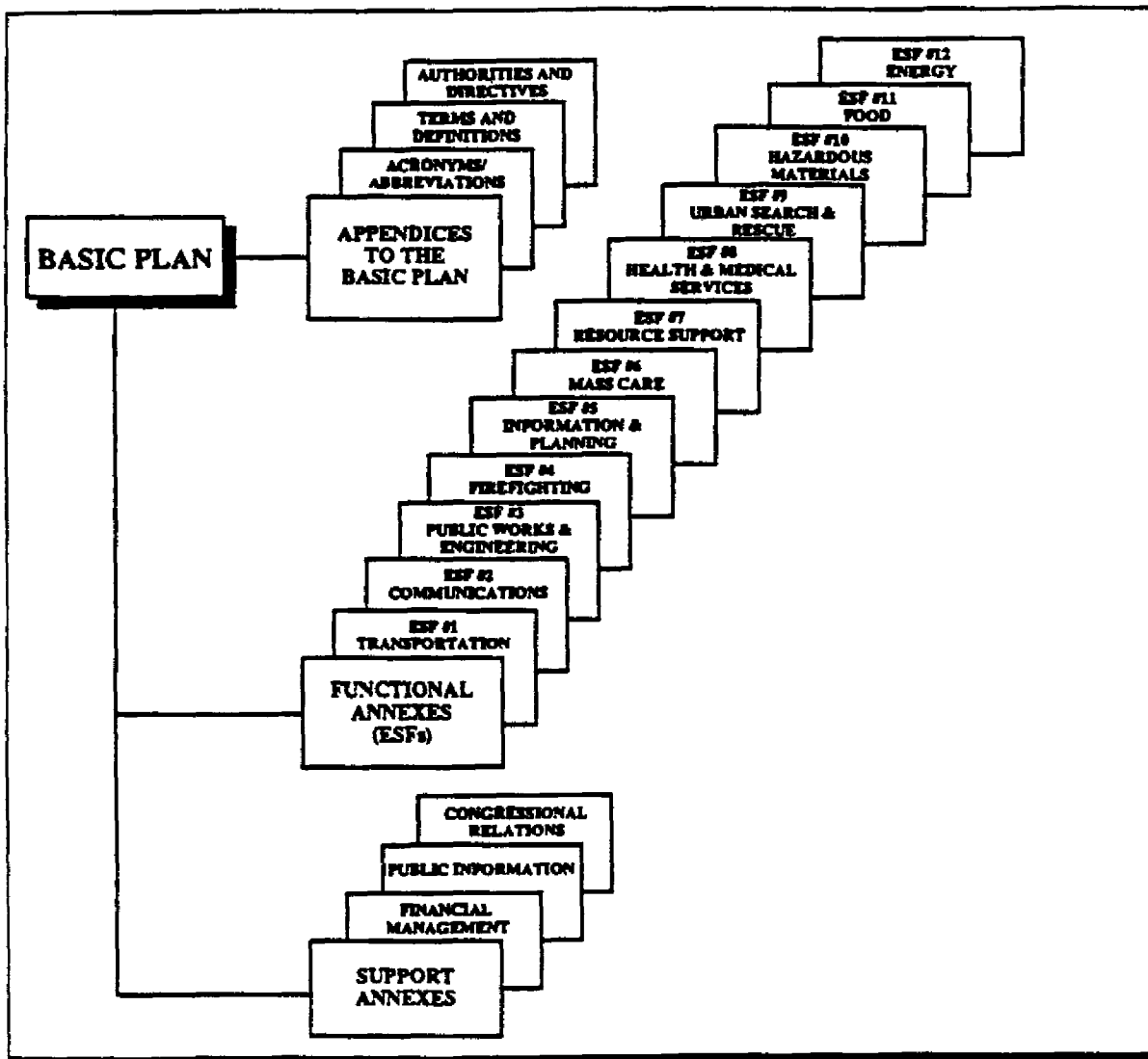


Figure 1 - Components of the Federal Response Plan

FEDERAL RESPONSE PLAN

1. The *Basic Plan* describing the purpose, scope, situation, policies and concept of operations of Federal response activity in a disaster.
2. *Appendices* to the Basic Plan, including a list of acronyms/abbreviations, terms and definitions, and authorities and directives.
3. *Functional Annexes* to the Basic Plan describing the policies, situation, planning assumptions, concept of operations and responsibilities for each ESF.
4. *Support Annexes* to the Basic Plan describing the areas of Financial Management, Public Information, and Congressional Relations.

II. POLICIES

A. Authorities

1. In providing response assistance under the Plan, Federal departments and agencies are covered under the authorities of P.L. 93-288, as amended. Under P.L. 93-288, the President may direct any Federal agency to utilize its authorities and resources in support of State and local assistance efforts. This authority has been further delegated to the Director, FEMA, the Associate Director, State and Local Programs and Support (SLPS), and to the FEMA Regional Directors in carrying out the provisions of the Stafford Act.

2. Response by departments and agencies to lifesaving and life protecting requirements under the Plan has precedence over other Federal response activities, except where national security implications are determined to be of a higher priority. Support from departments and agencies will be provided to the extent that it does not conflict with other emergency missions which a department or agency is required to carry out.

3. The Plan does not supplant existing plans or authorities, such as the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) or the Federal Radiological Emergency Response Plan (FRERP), which have been developed for response to incidents under department and agency statutory authorities other than the Stafford Act. However, the Plan may be used to supplement these plans and authorities, as required, to provide an effective response.

B. Assignment of Responsibilities

The Plan provides standing mission assignments to the designated departments and agencies with primary and support responsibilities to carry out ESF activities. Federal departments and agencies designated as primary agencies serve as Federal executive agents

under the FCO in accomplishing the ESF response missions. Upon activation of an ESF, a primary agency is authorized, in coordination with the FCO and the State, to initiate and continue actions to carry out the ESF missions described in the ESF Annexes to the Plan, including tasking of designated support agencies to carry out assigned ESF missions.

C. Response Requirements

Federal assistance provided under P.L. 93-288, as amended, is to supplement State and local government response efforts. ESFs will coordinate with the FCO and the affected State to identify specific response requirements and will provide Federal response assistance based on State-identified priorities.

D. Resource Coordination

1. Each ESF will provide resources using its primary and support agency authorities and capabilities, in coordination with other ESFs, to support its missions. ESFs will allocate available resources to each declared State based on priorities identified in conjunction with the State and in coordination with the FCO. If resources are not available within the declared State, the ESF will seek to provide them from a primary or support agency area or region. If the resource is unavailable from an area or region, the requirement will be forwarded to the appropriate ESF headquarters office for further action.

2. In the case where a conflict of priorities develops as a result of more than one ESF needing the same resource, the affected ESFs will work directly with the FCO to resolve the situation. If the FCO cannot resolve the conflict, the matter will be referred to the national Emergency Support Team (EST), and then to the Catastrophic Disaster Response Group (CDRG), if necessary, for final resolution. The national EST also serves as a central source for information on the availability of resources nationally for use in response operations.

E. Recovery Operations

Although this Plan addresses response activities of departments and agencies, under P.L. 93-288, the FCO is also responsible for coordinating recovery activities to provide assistance to the affected State, as required. Recovery operations will be initiated commensurate with State priorities and based on the availability of resources which do not conflict with response operations.

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F. Operating Facilities

In support of response activities under the Plan, several kinds of operating facilities have been identified to facilitate the movement and utilization of personnel and resources in the affected area. Operating facilities are grouped under two categories:

1. Single support facilities, such as a casualty collection point, used primarily to support the operations of a single ESF; and
2. Multiple support facilities used to support the operations of several ESFs. Multiple support facilities, along with their letter designations, include the following:

a. Regional Operations Center

A Regional Operations Center (ROC) is the facility established at the FEMA Regional Office (or a Federal Regional Center) in response to (or in anticipation of) an event that may require Federal assistance under the Plan. The ROC is staffed by FEMA regional personnel and representatives from the ESF primary agencies as required. It serves as an initial point-of-contact in the region for the affected State(s), the national EST and Federal agencies.

b. Point of Departure

A Point of Departure (POD) is the designated location (typically an airport) outside of the disaster-affected area from which response personnel and resources will deploy to the disaster area.

c. Point of Arrival

A Point of Arrival (POA) is the designated location (typically an airport) within or near the disaster-affected area where newly-arriving staff, supplies and equipment are initially directed. Upon arrival, personnel and other resources are dispatched to either the Disaster Field Office (DFO), a Mobilization Center, Staging Area or directly to a disaster site.

d. Assembly Point

An Assembly Point (AP) is the designated location near the disaster-affected area where newly-arriving personnel register, receive an orientation regarding the disaster situation and are assigned to a specific duty station. The AP could be located at the POA or at the DFO, once they are established.

e. Marshalling Area

A Marshalling Area (M) is an area used for the complete mobilization and assemblage of personnel and resources prior to their being sent directly to the disaster-affected area. Marshalling Areas are utilized particularly for disasters outside of the continental United States.

f. Mobilization Center

A Mobilization Center (MC) is the designated location at which response personnel and resources are received from the POA and pre-positioned for deployment to a local Staging Area or directly to an incident site, as required. An MC also provides temporary support services, such as food and billeting, for response personnel prior to their deployment.

g. Staging Area

A Staging Area (S) is the facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area.

h. Base Camp

A Base Camp (C) is the designated location under local or State control within the disaster area which is equipped and staffed to provide sleeping facilities, food, water, and sanitary services to response personnel.

i. Disaster Field Office

A Disaster Field Office (DFO) is the primary field location in each affected State for the coordination of response and recovery operations. It houses the FCO and staff comprising the Emergency Response Team (ERT). It will operate 24-hours a day, as needed, or with a schedule sufficient to sustain the Federal response operations. Except where facilities do not permit, the FCO will be co-located with the State Coordinating Officer (SCO) at the DFO.

G. Multi-State Response

One or more disasters may affect a number of States and regions concurrently. In those instances, the Federal government will conduct multi-State response operations; for each

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declared State, an FCO will be appointed to coordinate the specific requirements for Federal response and recovery within that State. Under multiple State declarations, ESF departments and agencies will be required to coordinate the provision of resources to support the operations of all of the declared States.

H. Donations

1. The Federal government encourages the giving of cash to private non-profit voluntary organizations involved in disaster relief, rather than the specific donation of clothing, food, and other goods. Should goods or services be offered, the Federal government will coordinate the transportation and distribution of only those donations it accepts for use. To facilitate this policy, the Federal government will issue appropriate press releases in conjunction with States and voluntary organizations, establish a central phone number for handling donations inquiries and set up a database for recording offers of goods and volunteer services.

2. Donations coordinators will be designated at FEMA Headquarters, at each DFO and at State locations, as needed, to work with the ESFs in managing donations. FEMA will ensure that a database is made available to the ESFs to identify needed goods and services or to respond to offers of goods and services. Should an ESF wish to take advantage of the offer of a donated good or service, that ESF is responsible for contacting the potential donor and arranging for the receipt, transport and distribution, or acquisition of the donated good or service.

I. Law Enforcement

1. Each State has the general responsibility for law enforcement, utilizing local resources and State resources, including the National Guard (to the extent that the National Guard remains under State authority and has not been called into Federal service or ordered to active duty). In some cases, a State government may experience a law enforcement emergency (including one in connection with a disaster or emergency) in which it is unable to provide an adequate response to an uncommon situation which requires law enforcement assistance, which is or threatens to become of serious or epidemic (large-scale) proportions, and with respect to which State and local resources are inadequate to protect the lives and property of citizens, or to enforce the criminal law.

2. In the event that such a law enforcement emergency exists throughout a State or part of a State, a State (on behalf of itself or a local unit of government) may submit an application in writing from the Chief Executive Officer of the State to the Attorney General of the United States to request emergency Federal law enforcement assistance under the Justice Assistance Act of 1984, (42 U.S.C., Section 10501-10513) as prescribed in 28 C.F.R.,

Part 65. The Attorney General will approve or disapprove the application no later than 10 days after receipt. If the application is approved, Federal law enforcement assistance may be provided to include equipment, training, intelligence or personnel.

3. In the event that a serious law enforcement emergency or civil disturbance constitutes an insurrection against a State government under 10 U.S.C. 331, the State legislature or the Governor (if the legislature cannot be convened) may request, through the Attorney General, that the President call into Federal service the militia (National Guard) of other States, and use the Armed Forces, as may be necessary, to end the emergency or suppress the disturbance.

4. In the event that a serious law enforcement emergency or civil disturbance makes impractical or otherwise hinders the enforcement of the laws of the United States and/or deprives any part of a State's population of Constitutional rights and privileges under 10 U.S.C. 332-333, the President may call into Federal service the militia (National Guard) of any State, and use the Armed Forces, to end the emergency or suppress the disturbance.

5. Procedures for coordinating Department of Defense (DOD) and Department of Justice (DOJ) responses to law enforcement emergencies arising under 10 U.S.C. 331-333 are set forth in the Interdepartmental Action Plan for Civil Disturbances, dated April 1, 1969.

J. Nonliability

Under Section 305 of the Stafford Act, a Federal agency or designated employee of a Federal agency, including the American Red Cross (ARC) and its employees and volunteers, performing a function under the authority of P.L. 93-288, as amended, are not liable for any claim based upon the exercise or performance of or the failure to exercise or perform that function.

K. Financial Management

FEMA funding for response activities will be made available to all participating departments and agencies tasked under the Plan. Reimbursement will be provided in accordance with procedures described in the Financial Management Annex to the Plan.

L. Public Information

1. Public Information activities will be undertaken to ensure the coordinated, timely, and accurate release of a wide range of information to the news media and to the public about disaster-related activities. These activities will be carried out in a Joint

FEDERAL RESPONSE PLAN

Information Center (JIC) established in the disaster area and staffed with Federal, State and local public affairs representatives. Information intended for the news media and the public will be coordinated prior to release with the FCO, other Federal departments and agencies, and with State and local officials. .

2. A JIC also will be set up at FEMA Headquarters in Washington, D.C., based upon the need to provide support to the field activities for either a single-State disaster or multi-State disasters.

3. Procedures regarding public information are described in the Public Information Annex to the Plan.

M. Congressional Relations

1. Congressional liaison will be established to provide information to the Washington, D.C., and district offices of Members of Congress and to respond to questions, concerns, and problems raised by their constituents. The activities will be managed by the Congressional Liaison Officer (CLO), who will be supported in the disaster area by Congressional liaison personnel from all Federal departments and agencies involved in the response, and by a congressional liaison element at FEMA Headquarters in Washington.

2. On-scene congressional relations staff will be located at the JIC established in the disaster area. At this JIC, a deputy CLO will maintain continuing liaison with the public affairs personnel at the headquarters JIC and with the congressional liaison element at FEMA Headquarters. The on-scene congressional relations staff also will provide information pertaining to requests for hearings and special legislation to the headquarters congressional liaison element.

3. Information to be released to congressional offices and constituents will be coordinated among participating Federal departments and agencies and with State and local officials, as appropriate, prior to release.

4. Both the congressional relations staff on-scene and at the national level will conduct briefings for Members of Congress and their staffs. Timing, format, and content of these briefings will be determined by the CLO in coordination with the FCO and the SCO, as appropriate.

5. Procedures regarding congressional relations and liaison are described in the Congressional Relations Annex to the Plan.
