

## APPENDIX A

### COORDINATION OF THE FEDERAL RESPONSE

#### I. INTRODUCTION

Appendix A outlines the organizational structure and coordination mechanisms to implement the Federal response to support State and local governments. It gives more specific details on how the coordination process and provisions of the Basic Plan will be carried out during response operations.

##### A. Purpose

This appendix serves to identify and define the various components of the organizational structure, and to establish relationships among the components. It outlines the functional responsibilities of each element of the organization and describes where Federal agency representatives fit into the structure.

##### B. Scope

This appendix is applicable to all elements of the Federal Government participating in response operations. It establishes the system for delivery of assistance to State and local governments, and also the elements to support the Presidentially appointed Federal Coordinating Officer (FCO) and other Federal officials. It explains the process and procedures for providing a massive and immediate Federal response support effort. Coordinating elements at both national and regional levels are established as forums to discuss and resolve broad problems and issues, and to address evolving and unanticipated support requirements.

##### C. Assumptions

1. The magnitude of the suffering, damage, and destruction wrought by the catastrophic earthquake will be so great that involvement of virtually all Federal departments and agencies in response operations will be required quickly. Response elements will need to operate on a 24-hour basis for an extended period of time immediately following the catastrophic event.

2. Federal departments and agencies will have identified appropriate representatives who will have the authority and be prepared to carry out their agencies' responsibilities identified in the Plan. Mechanisms will be in place to involve policymakers and decisionmakers within their organizations to facilitate rapid and decisive actions.

3. Federal departments and agencies will have sufficient numbers of skilled and trained personnel and other resources necessary to

accomplish their responsibilities and support requirements, and will be prepared to deploy those resources immediately upon implementation of the Plan.

4. A Federal organizational structure including a regional-level component supported by a national-level component will be required to direct and coordinate Federal response operations after a catastrophic natural event.

5. Federal regional supplements will be developed to include further details and procedures to complement the Plan. Procedures for Federal/State interface will be coordinated with State officials to provide for coordinated response efforts.

6. Facilities can be made available near the impacted area to serve as disaster staging area(s) for accommodation of the large influx of Federal response personnel and for receipt, temporary storage, control, processing, and disposition of the vast amounts of resources expected to be brought into the disaster area from throughout the United States.

7. Operations of the FCO and the State Coordinating Officer (SCO) will be collocated or in close proximity.

## II. ORGANIZATIONAL STRUCTURE

The organizational structure is composed of elements at the national and regional levels through which all Federal departments and agencies will operate upon Plan implementation. The FCO is the official in charge of overall Federal response operations and, as such, directs and coordinates the delivery of response assistance through the regional-level components. The Catastrophic Disaster Response Group (CDRG) directs and coordinates national-level operations to resolve policy issues and provide rapid support for on-scene response operations.

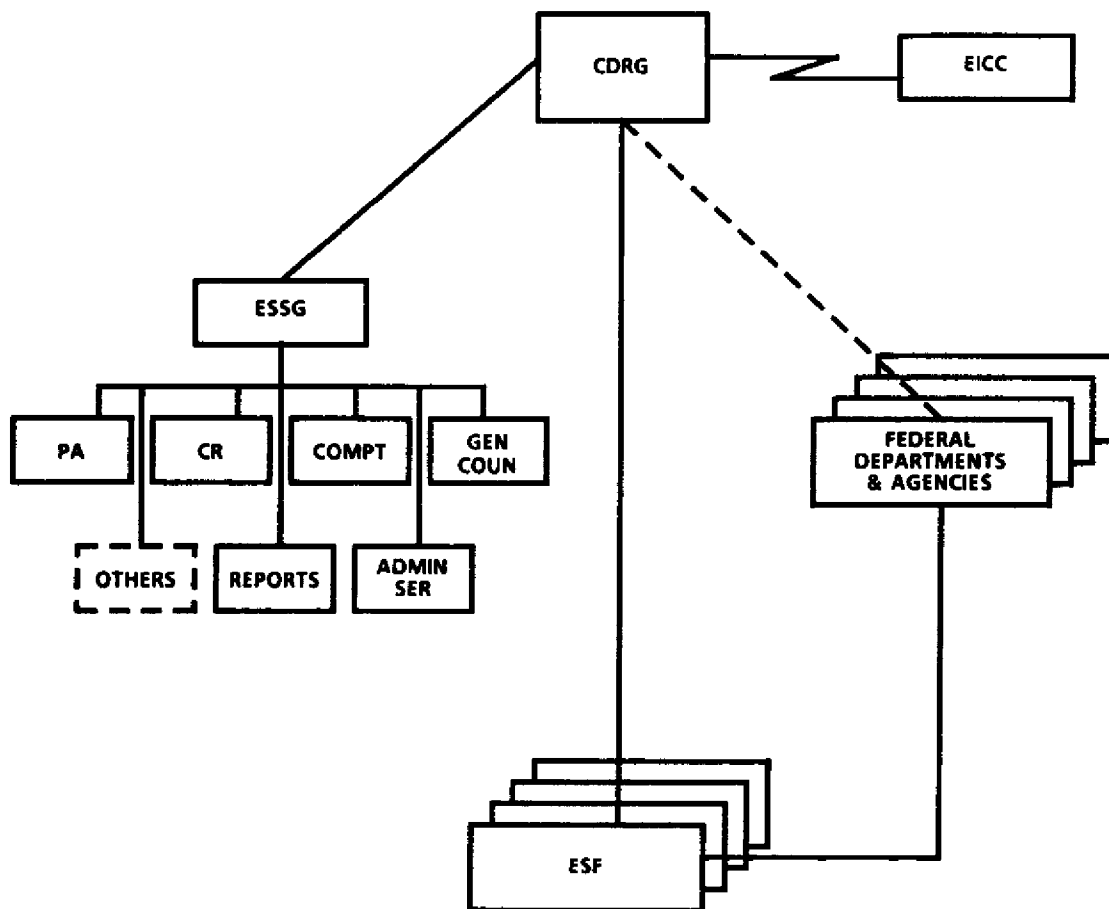
This section describes the methods of interaction and the responsibilities and operational considerations for each of the major elements of the organizational structure. The Disaster Field Office (DFO) and facilities at the national level which support the organizational structure are discussed.

### A. National Level

The national-level organizational structure for response coordination is depicted in Figure A-1.

#### 1. CDRG

a. As outlined in the Basic Plan, the CDRG serves as a national-level forum for participation by representatives of all Federal departments and agencies involved in response support. The CDRG is chaired



**LEGEND:**

- AUTHORITY
- - - COORDINATION
- Z- COMMUNICATIONS/INFORMATION SUPPORT

Figure A-1. National-Level Response Coordination Structure

by the FEMA Associate Director for State and Local Programs and Support (AD/SLPS), or designated representative. The chairperson is responsible for ensuring the needs of the response operation on scene are satisfied. At the request of the FCO, the CDRG will address complex response issues and problems that can be resolved only through national-level decisions or policy changes.

b. Members of the CDRG will establish and maintain contact with their agency counterparts involved in response efforts, particularly with respect to accomplishment of specific Emergency Support Functions (ESF). They are conduits to keep their agency officials advised of the status of response operations.

c. The CDRG will operate at facilities identified and supported by FEMA. The most likely facility is the Emergency Information and Coordination Center (EICC), located in FEMA headquarters, Washington, DC. FEMA will provide communications and other supporting resources for the receipt and transmission of emergency management information. This facility will be accessible to members of the CDRG and other Federal officials as required by the disaster situation and national response support efforts.

d. Upon determination that a potentially catastrophic earthquake has occurred, FEMA will notify all agencies. CDRG members will keep FEMA advised of their respective locations and telephone numbers, and should consider reporting to the FEMA EICC to assist in gathering information and beginning response operations.

e. Upon implementation of the Plan, CDRG members will assemble at the FEMA EICC for an initial meeting with the CDRG chairperson. CDRG members and their alternates must be available at the call of the chairperson for 24-hour operations, if necessary.

## 2. Emergency Staff Support Group (ESSG)

a. The ESSG is primarily an internal FEMA group formed to provide staff support to the Federal response structure at the national level and to serve as liaison with their counterparts on the FCO's staff. Figure A-1 depicts the organizational elements of the ESSG. The ESSG also serves as the interagency link, if required, to comparable elements (e.g., the Interagency Committee on Public Affairs in Emergencies, legal counsel, congressional relations) within the other Federal departments and agencies. Administrative and logistical support to the CDRG will be provided and coordinated by the ESSG.

b. The FEMA Assistant Associate Director, Disaster Assistance Programs, or designated representative, will be the chairperson of the ESSG. The ESSG chairperson also will function as the deputy chairperson of the CDRG.

c. The ESSG will operate in the FEMA EICC, or other designated location in close proximity to the CDRG. The ESSG will assemble and operate at the call of its chairperson.

d. The ESSG will be staffed with all personnel and other resources necessary to provide required operational support to the national response effort. CDRG members will identify resources in their respective agencies in preparation for augmenting the ESSG as requested by the CDRG chairperson.

### 3. ESF Response Elements

a. The ESF response elements are key parts of the organizational structure at both the national and regional levels. These elements consist of the designated primary and support agencies with resources, capabilities, and expertise required to provide Federal response for each of the emergency support functions. The concept of primary and support agencies is the basis for the process of providing Federal resources from around the country in a coordinated and time-sensitive manner to response operations.

b. The organizational structures, notifications, and operating locations for each ESF are described in the functional annexes included in the Plan.

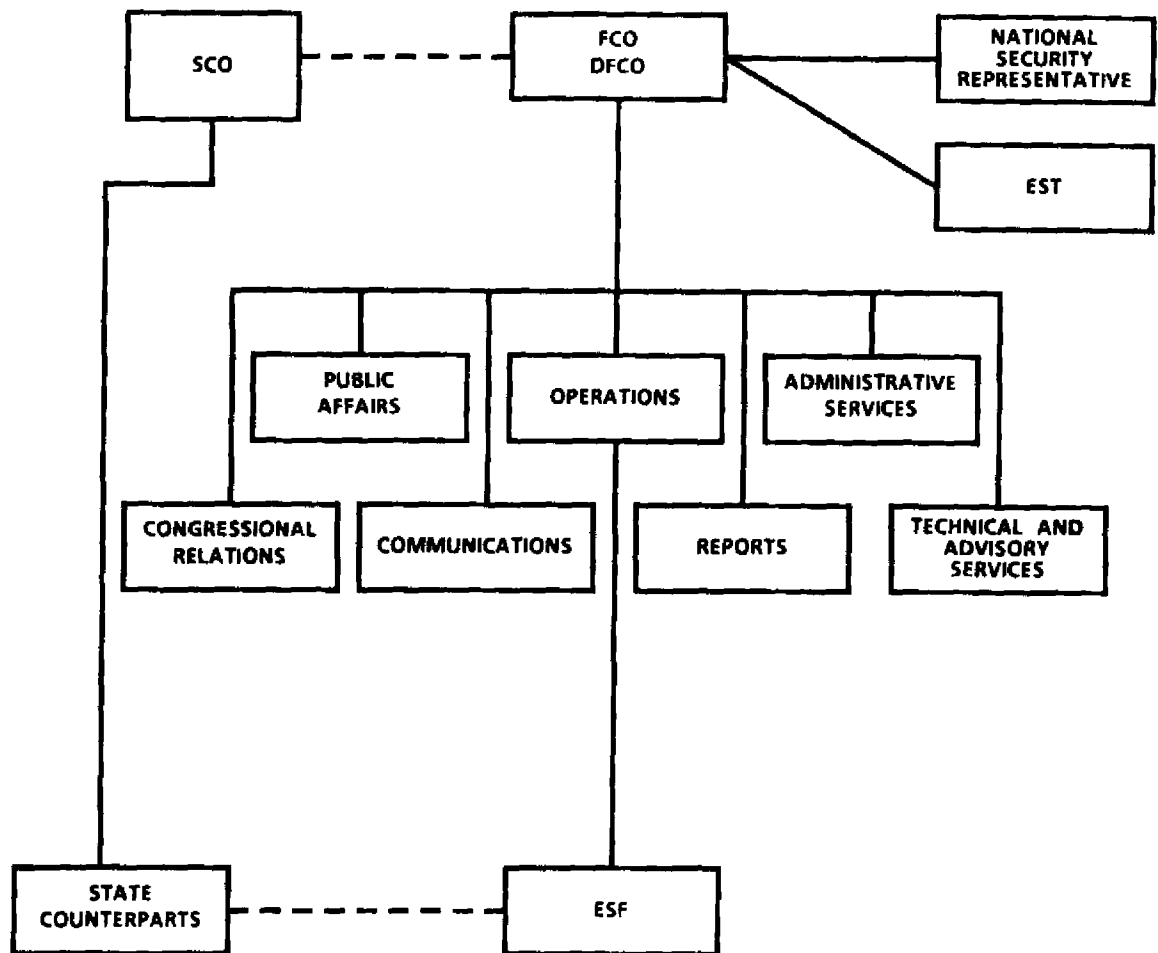
c. At the national level, the ESF response elements ensure that support is provided to meet ESF needs identified at the regional level. They also provide their CDRG members continuing information about, and analyses of, the response efforts in their particular functional areas.

### B. Regional Level

The regional-level on-scene organizational structure for delivery and coordination of response assistance and support is depicted in Figure A-2.

#### 1. FCO

The FCO is the Presidentially appointed official responsible for the overall coordination of Federal response support to the State and for the management of assistance authorized under P.L. 93-288. The FCO coordinates the efforts of all designated Federal agency representatives to ensure that Federal resources are provided in a timely manner to satisfy State requirements. Additionally, the FCO has the authority to direct or change the activities of Federal agencies to respond to the most urgent lifesaving and property protection needs. A deputy FCO will be appointed from FEMA to assist in carrying out the FCO's duties and functions, and to manage and supervise DFO operations.



**LEGEND:**

———— AUTHORITY  
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Figure A-2. Federal Coordinating Officer's Organizational Structure

## 2. EST

As authorized in P.L. 93-288 and discussed in the Basic Plan, an Emergency Support Team (EST) will be formed to advise and assist the FCO in coordinating the Federal response. The EST will be composed of:

- (1) Key members of the FCO's staff including representatives from public affairs, congressional relations, operations, technical and advisory services, reports, administrative services, etc.;
- (2) Other key advisors as necessary to support the FCO, such as representatives of the FEMA comptroller, General Counsel, Auditor, etc.;
- (3) A designated representative from each ESF primary agency; and
- (4) Designated representatives of ESF support agencies or others as requested by the FCO.

## 3. ESF

a. At the regional level, the ESF deliver Federal assistance and support in specific functional areas to the response operations of affected State and local governments.

b. Functional support provided by agencies in each ESF is coordinated by the designated primary agency based on the organizational structure and operating plan for that ESF in the functional annexes to the Plan.

c. At the regional level, ESF report to the FCO through their designated primary agencies. In addition, regional-level ESF maintain continuing liaison with their ESF counterparts at the national level and with appropriate State agencies.

d. The primary agency for each ESF has authority and responsibility to carry out the requirements of the ESF, including tasking authority over support agencies in that ESF to the extent required to meet response requirements under P.L. 93-288.

## 4. State Coordinating Officer

a. Although he/she is not a Federal official, the SCO is integral to the effective delivery of Federal support and assistance to affected areas. The SCO is an essential link between the affected State and local governments in the delivery of assistance to those entities and establishes priorities for the allocation of Federal resources provided.

b. The SCO and the FCO will maintain continuous liaison in order to coordinate requirements and unmet needs and to identify problems and issues requiring Federal and/or State resolution.

c. In addition to coordination between the FCO and SCO, the SCO is expected to designate State points of contact for coordination between the State and the following elements of the Federal response structure:

- (1) FCO Operations,
- (2) FCO Public Affairs,
- (3) FCO Congressional Relations,
- (4) FCO Communications, and
- (5) Each ESF.

#### 5. DFO

a. A DFO will be established in or close to the designated disaster area as a base of operations for the FCO and other components of the Federal response. Where possible, the DFO will be collocated or closely linked to the State disaster offices to enhance the ability of Federal and State counterparts to coordinate disaster relief efforts.

b. FEMA Regional Directors will be responsible for planning and coordinating with their Federal and State counterparts for setting up the DFO--to be operational within 6-12 hours following implementation of the Plan--and providing other necessary support to the FCO.

### III. RESPONSE OPERATIONS

Each participating Federal organization and element has specific functions to perform to implement the concept of operations outlined in the Basic Plan. This section details those functions and describes how the overall Federal response effort will be coordinated. In addition, operational descriptions of the specialized activities of public affairs and congressional relations are included. These activities are included because of their potential impact on public perceptions of the Federal response, and because the success of these activities depends on coordination networks and operational structures not discussed elsewhere in this plan.

#### A. Functions

##### 1. National Level

a. Following the determination that the earthquake is catastrophic and the Presidential declaration, the FEMA Director will direct implementation of the Plan. Additionally, the Director, FEMA will provide information on the progress of Federal response efforts to the



White House and other senior-level Federal Government officials, as required.

b. The FEMA AD/SLPS will ensure that the FCO and supporting personnel receive an orientation briefing prior to departure to the disaster area. The AD/SLPS also will ensure that national-level staffing requirements are sustained for the duration of required national-level support. As chairperson of the CDRG, the AD/SLPS (or his/her designee) will ensure that the CDRG accomplishes the responsibilities outlined in the Basic Plan and the functions outlined below.

c. The CDRG will:

- (1) Resolve national-level response support problems and issues directly with the policymakers of the appropriate Federal departments and agencies;
- (2) Establish procedures or mechanisms to provide a means for determining, on an ongoing basis, the status of national-level response actions;
- (3) Arbitrate conflicts regarding response actions and the application of resources;
- (4) Take action as requested by the FCO on response support requests which are not functionally related to a specific ESF;
- (5) Provide policy guidance, or clarification of existing policy as appropriate, regarding the use of Federal resources;
- (6) Apprise the heads of Federal departments and agencies of national security concerns; and
- (7) Take all other actions necessary to ensure timely and effective support to the FCO.

d. ESF primary and support agencies will perform functions specified in the appropriate ESF annexes.

e. As members of the ESSG:

- (1) The Director of FEMA's Office of Public Affairs will:
  - (a) Advise and provide public affairs (PA) support to the CDRG;
  - (b) Serve as the PA liaison between the CDRG and the FCO's Lead Public Affairs Officer (PAO) for coordination of information prior to release through the Joint Information Center (JIC);

- (c) Supplement regional efforts, as requested, to ensure experienced PA personnel and support staff are dispatched to support the FCO (and the FEMA Regional Director (RD) prior to the FCO's arrival);
  - (d) Ensure that equipment and supplies in FEMA's "fly-away" kit are available to support the on-scene PA effort and are dispatched, as requested, to the FCO (or the FEMA RD prior to the FCO's arrival); and
  - (e) Serve as PA liaison and Executive Secretary in behalf of the FEMA Director to the Interagency Committee on Public Affairs in Emergencies (ICPAE), and obtain support for the FCO's lead PAO.
- (2) The Director of FEMA's Office of Congressional Relations will:
- (a) Establish contact with congressional offices representing the disaster area;
  - (b) Develop and provide to the FCO's Congressional Liaison Officer a list of Washington, DC, and district office contacts for each of the appropriate congressional offices for liaison on disaster-related matters;
  - (c) Assist the FCO's Congressional Liaison Officer by responding to national-level congressional inquiries;
  - (d) Arrange for Washington, DC, briefings as appropriate for members of Congress and their staffs on the scope of Federal assistance to affected areas;
  - (e) Ensure that experienced congressional relations (CR) personnel and support staff are dispatched to support the FCO;
  - (f) Serve as the CR liaison between the CDRG and the FCO's Congressional Liaison Officer; and
  - (g) Coordinate the legislative process for special legislation.
- (3) The FEMA Comptroller will:
- (a) Oversee and direct disposition and accounting of funds expended in accordance with P.L. 93-288;
  - (b) Provide a funding code for reimbursement of P.L. 93-288-related expenditures to the Federal departments and agencies with Plan responsibilities upon Plan implementation or shortly thereafter;

- (c) Take action, if necessary, to request supplemental appropriations to support disaster relief operations;
  - (d) Establish a Letter of Credit mechanism to ensure rapid availability and transfer of funds to Federal and State organizations when required;
  - (e) Establish comptrollership liaison with the FCO's support components in the DFO; and
  - (f) Establish liaison, as necessary, with comptrollers of other involved Federal departments and agencies.
- (4) The FEMA General Counsel will:
- (a) Provide legal advice to the chairman of the CDRG on the provisions of P.L. 93-288 and of the other emergency authorities and directives listed in Appendix C;
  - (b) Respond to all requests for legal interpretation of the provisions of P.L. 93-288 and of the other emergency authorities and directives listed in Appendix C;
  - (c) Prepare emergency legislation required to support the response effort;
  - (d) Coordinate with State officials to identify and preclude potential claims against the Government or against individuals participating in the Federal response. Activities of potential concern include demolition of damaged structures, forced relocations or medical evacuations, medical triage activities, and other response operations directly affecting private citizens;
  - (e) Monitor closely Federal response support operations in the designated area to identify potential P.L. 93-288-related problems and issues that could develop into lawsuits against the Federal Government;
  - (f) Establish General Counsel liaison between the CDRG and the FCO; and
  - (g) Establish liaison, as necessary, with General Counsels of other involved agencies.

(5) Other FEMA offices as assigned will:

- (a) Provide administrative and logistical support to the CDRG;
- (b) Provide the use of the agency's facilities, such as the EICC as operational headquarters for the CDRG and other national-level elements of the Federal response structure;
- (c) Provide communications and other support resources for receipt, transmission, and management of emergency management information through the EICC; and
- (d) Maintain a current list of the names, titles, and telephone numbers of CDRG members for use in issuing appropriate notifications.

2. Regional Level

a. The FCO will:

- (1) Oversee, manage, and coordinate field response activities of all Federal response elements;
- (2) Coordinate with the SCO to identify unmet needs and evolving support requirements and deliver appropriate Federal assistance;
- (3) Forward to the CDRG all support requirements which are beyond regional capabilities;
- (4) Direct the overall Federal PA and CR efforts; and
- (5) Serve as the chief spokesperson for the Federal response effort to the media and the public.

b. The Deputy FCO will:

- (1) Assist the FCO in carrying out the FCO's responsibilities as the President's representative for delivering Federal response support and assistance; and
- (2) Supervise day-to-day staff activities in the DFO.

c. The EST will:

- (1) Obtain information regarding Federal, State, and local government's response activities; identify needs which should be addressed at the regional level; and provide that information to the FCO's operations officer and the appropriate primary and support agency representatives on scene;

- (2) In coordination with the FCO, determine those Federal response support requirements, problems, and issues that cannot be resolved at the regional level and that should be forwarded to the CDRG for resolution; and
- (3) Take all other actions necessary to assist and advise the FCO in carrying out his/her responsibilities effectively.

d. Public Affairs will:

- (1) Coordinate with the State to establish and operate one or more Joint Information Centers (JICs) to ensure the coordinated, timely release of accurate information to the news media and the public (See section IIIC);
- (2) Coordinate VIP briefings and tours;
- (3) Coordinate with State public information operations to establish and operate a public information program to provide assistance/information to the general public; and
- (4) Establish and operate a toll-free information hotline.

e. Congressional Relations will:

- (1) Establish and maintain continuing liaison with affected/interested congressional offices with assistance of the State and the national-level congressional relations element;
- (2) Establish and maintain liaison with appropriate public interest groups;
- (3) Maintain close working relationship with FEMA Headquarters Office of Congressional Relations; and
- (4) In coordination with the State and the Lead PAO, serve as the conduit for providing releases and other public information materials to interested congressional delegations and public interest groups.

f. Acting for the FCO, Operations will:

- (1) Provide day-to-day management, coordination, technical assistance and oversight to the ESF primary and support agencies;
- (2) Arbitrate conflicts regarding response actions and the application of resources;
- (3) Determine and take appropriate actions on response support requests which are not functionally related to a specific ESF and

inform the CDRG of requests that cannot be satisfied at the regional level;

- (4) Maintain current information on the status of regional-level response activities; and
- (5) Coordinate with the State to ensure that State priorities and requirements are met.

g. Administrative Services will:

- (1) Provide logistical and administrative support to the FCO and other Federal departments and agencies operating from the DFO;
- (2) Coordinate as appropriate with the FCO and the SCO on requirements for staging area(s) outside the designated disaster area; and
- (3) Receive, review, and validate all requests for reimbursement of expenditures under P.L. 93-288.

h. Reports will:

- (1) Document response operations, activities, problem areas, and resolutions;
- (2) Compile regular situation reports and special regional-level reports as specified by the FCO;
- (3) Maintain logs, records, and other written information for use in preparing reports and for historical purposes; and
- (4) Maintain coordination with the Damage Information ESF to facilitate processing up-to-date damage information for use by the FCO and others for decisionmaking.

i. Communications will:

- (1) Install, maintain, and operate DFO communications systems and equipment; and
- (2) Coordinate with the ESSG, the Communications ESF, and State communications officers to establish and maintain effective communications between the national-level response structure and the DFO, and between the SCO and the FCO if they are not collocated in the DFO.

j. Technical and Advisory Services will:

- (1) Coordinate provision of technical assistance and expertise to inspect and evaluate hazardous geologic and hydrologic processes,

identify hazards posed by collapsed or damaged dams and levees, and deal with other secondary and unanticipated hazards;

- (2) Recommend to the FCO appropriate hazard reduction measures;
- (3) Serve as a point-of-contact for scientific and technical inquiries and investigations; and
- (4) Respond to State and local authorities' requests for scientific assistance.

k. ESF primary agency representatives will serve as the points-of-contact for the FCO on matters related to response activities in their particular functional areas. ESF primary and support agencies will perform the functions prescribed in the appropriate annexes to the Plan.

1. The National Security Representative will:

- (1) Identify and monitor potential and actual national security implications caused by the catastrophic event;
- (2) Provide technical advice, assistance, and recommendations to the FCO relative to national security implications;
- (3) Coordinate activities related to national security, as required; and
- (4) Maintain appropriate liaison with the CDRG relative to national security issues.

B. Response Coordination

1. General

During the critical minutes and hours immediately following a catastrophic earthquake, most Federal elements in the designated area will assist State and local officials to save lives and prevent unnecessary suffering. Federal organizations at the national and regional levels will focus on those lifesaving and life-protecting efforts in initiating implementation of this Plan.

2. Coordination

The CDRG will coordinate the overall national-level Federal response support efforts. The designated representatives of ESF primary and support agencies will coordinate their specific ESF support requirements with their Federal regional counterparts in the designated area. Prior to arrival of the appointed FCO, Federal regional organizations will provide response support to the affected State under the coordination and

management authorities of the FEMA RD. After the FCO is appointed and arrives on scene, the Federal regional organizations will provide response support under the coordination and management authority of the FCO. If a response support requirement can best be accomplished under an agency's independent authority or if the support is beyond its authority or capability at the regional level, the agency will notify the FCO's Operations Officer. The Operations Officer will inform the FCO and, if necessary, forward the support requirement to the CDRG for appropriate action. Upon receipt of the support requirement at the national level, the CDRG will take action to identify organizations or resources that can satisfy the requirement. The CDRG Chair or the FCO then will task the appropriate organization(s) to provide the required support.

The CDRG Chair and the FCO will ensure that they can quickly determine the status of each critical action at any time at their respective levels. At the national level, primary and support agency representatives will report completion of response support actions to the CDRG. Regional-level counterparts of the primary and support agency representatives will report status and completion of response support actions to the Operations component of the DFO.

Federal regional organizations will establish communications with their national headquarters through the ESF structure and keep them informed of response support provided under their independent authorities, under the provisions of this Plan, and by direction of the FCO.

All Federal elements will coordinate with their State counterparts and other appropriate Federal elements to preclude duplication of efforts, inefficient use of resources, and voids in meeting support requirements.

### C. Specialized Activities

#### 1. Public Affairs

A primary Joint Information Center (JIC) with representatives of the affected State and local governments and all responding Federal departments and agencies will be established to ensure the coordinated, timely, accurate release of information to the news media and the public about disaster-related alerts, warnings, protective actions, damage information, and response activities. All Federal departments and agencies involved in the response effort will make available experienced PA personnel and appropriate materials to support the Federal PA effort and will provide immediate access to individuals authorized to speak for their respective organizations before the media and the public. Information intended for the news media and the public will be coordinated among Federal departments and agencies and with State and local officials to the extent practicable prior to release. The ICPAE established under Federal Preparedness Circular 8 ("Public Affairs in Emergencies") is the mechanism to facilitate coordination and support for the FCO's Lead PAO, including



arranging at the Federal level for PA personnel, materials, spokespersons, and other needed interagency resources. ICPAE is chaired by the Press Secretary to the President or his designee, and the FEMA Public Affairs Officer represents the FEMA Director as ICPAE Executive Secretary.

The primary JIC will be set up in or near the DFO and will serve as the principal point for release of information to the news media and the public. A satellite JIC will be set up at FEMA Headquarters in Washington, DC. Other satellite JICs may be established at one or more FEMA Regional Headquarters and/or other locations. All JICs will operate under the direction of the Lead PAO named by the FCO and will be prepared to operate 24 hours a day as long as the FCO, in consultation with the SCO and the CDRG, determines necessary. Satellite JICs may release only information that has been cleared for release by the primary JIC.

The primary JIC will be staffed, to the extent possible, by PA representatives of all responding Federal departments and agencies and affected State and local governments. Staffing of the satellite JICs and any others which might be established will be determined by the Lead PAO in conjunction with State and local officials.

## 2. Congressional Relations

A Congressional Liaison Program will be established to provide up-to-date Federal response-related information to the Washington, DC, and district offices of congressional representatives and to respond to questions, concerns, and problems raised by their constituents. The program will be managed by the Congressional Liaison Officer named by the FCO, and all Federal departments and agencies involved in the response effort will make available experienced CR personnel to support the effort. Information to be released to congressional offices, constituents, and public interest groups will be coordinated among participating Federal departments and agencies and with State and local officials, as appropriate, prior to release.

CR personnel on scene will be headquartered in or near the DFO and will maintain continuing liaison with the PA personnel in the primary JIC. A CR support contingent will be stationed at the FEMA EICC and will respond to inquiries received at the national level at the direction of the Congressional Liaison Officer. CR on scene will maintain a close working relationship with FEMA CR in Washington and will provide information pertaining to requests for hearings and special legislation.

The CR staff at the scene and at the national level will conduct briefings for congressional members and their staffs. Timing, format, and content of these briefings will be determined by the Congressional Liaison Officer in consultation with the FCO, the CDRG, and the SCO as appropriate.