

Module 5: Notification and Coordination

Terminal Objective: At the completion of this module you will be able to delineate responder notification and coordination issues related to terrorism.

Enabling Objectives

After completing this module, you will be able to:

- identify responsibilities stated in an emergency operations plan (EOP), and differentiate between the roles defined in a local and State EOP;
- identify functions included in the National Response Framework (NRF);
- differentiate between crisis management and consequence management presented in Presidential Decision Directive 39 (PDD-39);
- describe three of the Homeland Security Presidential Directives, and
- identify correct procedures to be completed under the Robert T. Stafford Act.

evacuation and movement; mass care; health and medical; and resource management, among others) in a situation involving terrorism.

Occasionally, a natural or manmade disaster occurs which overwhelms resources and capabilities at the local level. When such a disaster occurs, it becomes the State's responsibility to provide assistance to the affected jurisdiction(s). If the State's resources and capabilities are not adequate to mitigate the incident, Federal assistance would be requested through the governor. Another option is for the State to request the assistance of other States through the Emergency Management Assistance Compact (EMAC), which is essentially a disaster mutual-aid agreement between States and territories. However, the first step in explaining this process involves your understanding of local, county, State, and Federal planning.

ACTIVATING RESOURCES

The first responder at the local level plays a critical role in the communication link. It is vitally important that you are able to realize the need for additional resources, and make the appropriate notifications to your communication center. Your locality should have an emergency operations plan (EOP) in place to deal with incidents of such magnitude. In jurisdictions that use a functional planning approach, hazard-specific appendices can be developed to describe the unique provisions and procedures associated with performing response functions (e.g., direction and control; communications; alert, notification, and warning; emergency public information;

What is an Emergency Operations Plan?

An EOP is a document that:

- assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency, e.g., the fire department;
- sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated;

- describes how people, the environment, and property will be protected in emergencies and disasters;
- identifies personnel, equipment, facilities, supplies, and other resources available—within the jurisdiction or by agreement with other jurisdictions—for use during response and recovery operations; and
- identifies steps to address mitigation concerns during response and recovery activities.

Local Emergency Operations Plan

In our country's system of emergency management, local government must act first to attend to the public's emergency needs. (Realistically, first responders act on behalf of the local government at incident scenes.) Depending on the nature and size of the emergency, State and Federal assistance may be provided to the local jurisdiction. The local EOP focuses on essential measures for

protecting the public. These include warning, emergency public information, evacuation, and shelter. Included in your local EOP should be a mechanism for emergency responders and managers to notify and activate State resources.

State Emergency Operations Plan

States play three roles: (1) they assist local jurisdictions whose capabilities are overwhelmed by an emergency; (2) they themselves respond first to certain emergencies; and (3) they work with the Federal Government when Federal assistance is necessary. The State EOP is the framework within which the local EOP is created and through which the Federal Government becomes involved. As such, the State EOP ensures that all levels of Government are able to mobilize as a unified emergency organization to safeguard the well-being of the State's citizens. As mentioned earlier, States can also work cooperatively together through EMAC.

Thinking About My Situation...

State whether you agree or disagree with the following statement, and why.

As a first responder trained to the awareness level, it is unlikely I would be involved in a major emergency operation requiring State resources. However, as a member of the local emergency management community, there still is some value in my being familiar with the State EOP.

Most States now use similar EOP formats to other States and to their local jurisdictions. This compatible EOP format makes it easier to understand what each level of government will do in a disaster, to include terrorism incidents. Have you determined whether your jurisdictional EOP "tracks" with that of your State?

Linking Federal and State Response

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, authorizes the Federal Government to respond to disasters and emergencies in order to help State and local governments save lives, and to protect public health, safety, and property. The National Response Framework (NRF) replaced the National Response Plan (NRP) and was developed to help expedite Federal support to disasters, whether based upon the Stafford Act or not. Generally, the NRF is implemented when the State's resources are not sufficient to cope with

a disaster, and the governor has requested Federal assistance.

The NRF details what the Federal Government will do to provide emergency assistance to a State and its local governments affected by a large-scale disaster. It also describes an organizational structure for providing this assistance. The latest version of this structure (January 2008) is built on the principle of functionality, in that 15 emergency support functions (ESFs) are arranged with a primary Federal agency or agencies to coordinate operations within each area. The table follows.

ESF	Function	Primary Agency
1	Transportation	U.S. Department Of Transportation
2	Communications	DHS (FEMA and National Communication System)
3	Public Works and Engineering	U.S. Department of Defense, Army Corps of Engineers, and DHS Federal Emergency Management Agency
4	Firefighting	U.S. Department of Agriculture, Forest Service
5	Emergency Management	DHS Federal Emergency Management Agency
6	Mass Care, Emergency Assistance, Housing, and Human Services	DHS Federal Emergency Management Agency
7	Logistics Management and Resource Support	General Services Administration
8	Public Health and Medical Services	U.S. Department of Health and Human Services, Public Health Service
9	Search and Rescue	DHS Federal Emergency Management Agency
10	Oil and Hazardous Materials Response	Environmental Protection Agency
11	Agriculture and Natural Resources	U.S. Department of Agriculture, Food and Nutrition Service, and Department of the Interior
12	Energy	U.S. Department of Energy
13	Public Safety and Security	U.S. Department of Justice
14	Long-Term Community Recovery	Small Business Administration
15	External Affairs	DHS Federal Emergency Management Agency

Presidential Directives

These were usually better known as "Presidential Decision Directives" or PDDs and are a form of executive order issued by the President of the United States with the advice and consent of the National Security Council.

Presidential Decision Directive 39 (PDD-39)

In June 1995, the White House issued Presidential Decision Directive 39 (PDD-39), *United States Policy on Counterterrorism*. PDD-39 directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical

(NBC) weapons, including weapons of mass destruction (WMD). PDD-39 discusses crisis management and consequence management.

Crisis management is the law-enforcement response, and focuses on the criminal aspects of the incident. Specific components of crisis management include activities to anticipate, prevent, and/or resolve a threat or incident; identify, locate, and apprehend the perpetrators; and investigate and gather evidence to support prosecution. Crisis management involves local, State, and Federal law-enforcement agencies, with the Federal Bureau of Investigation (FBI) having the lead role.

Consequence management is the response to the disaster, and focuses on alleviating damage, loss, hardship, or

suffering. Specific components of consequence management include activities to protect public health and safety; restore essential government services; and provide emergency assistance to affected governments, businesses, and individuals. Consequence management includes Federal, State, and local volunteer and private agencies. The Federal Emergency Management Agency (FEMA) has the lead role in consequence management. The laws of the United States assign primary authority to the States to respond to the consequences of terrorism; the Federal Government provides assistance as required.

Starting with President George W. Bush, the Presidential Decision Directives that specifically related to terrorism prevention and response were called **Homeland Security Presidential Directives**. President Obama has continued to use this same terminology. As of August 2009, here are the Homeland Security Presidential Directives:

- HSPD – 1: Organization and Operation of the Homeland Security Council. Ensures coordination of all homeland security-related activities among executive departments and agencies and promotes the effective development and implementation of all homeland security policies.
- HSPD – 2: Combating Terrorism through Immigration Policies. Provides for the creation of a task force which will work aggressively to prevent aliens who engage in or support terrorist activity from entering the United States and to

detain, prosecute, or deport any such aliens who are within the United States.

- HSPD – 3: Homeland Security Advisory System. Establishes a comprehensive and effective means to disseminate information regarding the risk of terrorist acts to Federal, State, and local authorities and to the American people.
- HSPD – 4: National Strategy to Combat Weapons of Mass Destruction. Applies new technologies, increased emphasis on intelligence collection and analysis, strengthens alliance relationships, and establishes new partnerships with former adversaries to counter this threat in all of its dimensions.
- HSPD – 5: Management of Domestic Incidents. Enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system.
- HSPD – 6: Integration and Use of Screening Information. Provides for the establishment of the Terrorist Threat Integration Center.
- HSPD – 7: Critical Infrastructure Identification, Prioritization, and Protection. Establishes a national policy for Federal departments and agencies to identify and prioritize United States critical infrastructure and key resources and to protect them from terrorist attacks.

- HSPD – 8: National Preparedness. Identifies steps for improved coordination in response to incidents. This directive describes the way Federal departments and agencies will prepare for such a response, including prevention activities during the early stages of a terrorism incident. This directive is a companion to HSPD-5.
- HSPD – 8 Annex 1: National Planning. Further enhances the preparedness of the United States by formally establishing a standard and comprehensive approach to national planning.
- HSPD – 9: Defense of United States Agriculture and Food. Establishes a national policy to defend the agriculture and food system against terrorist attacks, major disasters, and other emergencies.
- HSPD – 10: Biodefense for the 21st Century. Provides a comprehensive framework for our Nation's Biodefense.
- HSPD – 11: Comprehensive Terrorist-Related Screening Procedures. Implements a coordinated and comprehensive approach to terrorist-related screening that supports homeland security, at home and abroad. This directive builds upon HSPD – 6.
- HSPD – 12: Policy for a Common Identification Standard for Federal Employees and Contractors. Establishes a mandatory, Government-wide standard for secure and reliable forms of identification issued by the Federal Government to its employees and contractors (including contractor employees).
- HSPD – 13: Maritime Security Policy. Establishes policy guidelines to enhance national and homeland security by protecting U.S. maritime interests.
- HSPD – 15: U.S. Strategy and Policy in the War on Terror.
- HSPD – 16: Aviation Strategy. Details a strategic vision for aviation security while recognizing ongoing efforts, and directs the production of a National Strategy for Aviation Security and supporting plans.
- HSPD – 17: Nuclear Materials Information Program.
- HSPD – 18: Medical Countermeasures against Weapons of Mass Destruction. Establishes policy guidelines to draw upon the considerable potential of the scientific community in the public and private sectors to address medical countermeasure requirements relating to CBRNE threats.
- HSPD – 19: Combating Terrorist Use of Explosives in the United States. Establishes a national policy, and calls for the development of a national strategy and implementation plan, on the prevention and detection of, protection against, and response to terrorist use of explosives in the United States.

- HSPD – 20: National Continuity Policy. Establishes a comprehensive national policy on the continuity of Federal government structures and operations and a single National Continuity Coordinator responsible for coordinating the development and implementation of Federal continuity policies.
- HSPD – 20 Annex A: Continuity Planning. Assigns executive departments and agencies to a category commensurate with their COOP/COG/ECG responsibilities during an emergency.
- HSPD – 21: Public Health and Medical Preparedness. Establishes a national strategy that will enable a level of public health and medical preparedness sufficient to address a range of possible disasters.
- HSPD – 23: National Cyber Security Initiative.
- HSPD – 24: Biometrics for Identification and Screening to Enhance National Security. Establishes a framework to ensure that Federal executive departments use mutually compatible methods and procedures regarding biometric information of individuals, while respecting their information privacy and other legal rights.

Thinking About My Situation...

Contrast the roles you would play as a first responder in crisis management and consequence management. In which area do you think you would have a bigger role as a first responder?

What local agencies and/or organizations would assist your organization in crisis management?

What local agencies and/or organizations would assist your organization in consequence management?

National Response Plan to National Response Framework

As noted earlier, the original guidance document was known as the **National Response Plan**. It has been replaced by the **NRF**, which is a guide that details how the Nation conducts all-hazards response, from the smallest incidents to the largest catastrophes, including terrorism.

The NRF establishes a comprehensive, national, all-hazards approach for domestic incident response. The NRF identifies the key response principles, as well as the roles and structures that organize national response. It describes how communities, States, the Federal Government, as well as private-sector and nongovernmental partners apply these principles for a coordinated, effective national response.

In addition, the NRF describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. It lays the groundwork for first responders, decisionmakers, and supporting entities to provide a unified national response.

Chain of Events

If a terrorist incident that exceeded available resources and capabilities were to occur within your locality, your jurisdiction would notify your appropriate State emergency management agency. In the event that State resources and capabilities were exceeded, the governor would place the

call to FEMA for Federal assistance. Under the Robert T. Stafford Act, once a Presidential Declaration of Disaster is made, the following actions would be taken, many concurrently, in response to a terrorist incident:

- FEMA would use its emergency authorities to notify the Federal agencies, activate the ESFs, begin coordinating the delivery of Federal assistance, and establish liaison operations with other Federal, State and local agencies. The FEMA Director would consult with the governor of the affected State to determine the scope and extent of the incident.
- An emergency response team, made up of representatives from each of the primary Federal agencies, would be assembled and deployed to the field to establish a **Joint Field Office (JFO)** and initiate operations.
- The primary Federal incident management field structure is the **JFO**. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery.
- The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System (NIMS) principles and is led by the Unified Coordination Group.

- Although the JFO uses an Incident Command System (ICS) structure, the JFO does not manage onscene operations. Instead, the JFO focuses on providing support to onscene efforts and conducting broader support operations that may extend beyond the incident site.

activity or a potential act of terrorism, you should notify the appropriate authorities. For most of you, however, this does not extend beyond your dispatch or communications center. This will assist in activating available response resources, and increase the likelihood of success.

SUMMARY

The first responder must understand what happens when an incident, natural or manmade, overwhelms local and State capabilities and becomes a Federal response. Your role in the notification process is the first link in the communications chain. As soon as possible after you suspect criminal

Given the likely increase in terrorism-related incidents in the United States, your familiarity with local, State, and Federal plans will enable you and your agency to respond more effectively in the event that terrorism strikes in your jurisdiction.

What I Will Do As Followup To This Module...

Refer to your local and State EOP. List resources identified in the plan that could help you in a B-NICE/CBRNE incident.
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Most jurisdictions update their EOP annually. Did your agency participate in the revision of your EOP? If so, to what extent? If not, why not?
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