

National Response Plan (NRP)
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Written Testimony for the Record
House Transportation and Infrastructure Committee
Subcommittee on Economic Development, Public Buildings and Emergency
Management

Introduction

Good afternoon, Chairman Shuster and members of the Subcommittees. My name is Gil Jamieson and I am the Acting Director of the National Incident Management System (NIMS) Integration Center in the Federal Emergency Management Agency (FEMA), within the Department of Homeland Security (DHS). Because the National Response Plan (NRP) and the NIMS are inextricably linked, the Under Secretary for Emergency Preparedness and Response Michael Brown asked me to coordinate the implementation of the NRP, both within FEMA and across the Nation. It is my pleasure to be here with you today to update you on the NRP.

Homeland Security Presidential Directive (HSPD-5)

Every day there are emergencies in the United States that require action by emergency responders. Whether those responders come from different parts of the same local jurisdiction or from State and Federal agencies, they need to be able to work together effectively. They need to be able to communicate with each other, and they need to be able to depend on each other. In Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, the President directed the Secretary of Homeland Security to develop a new approach to domestic incident management based on a National Incident Management System and a National Response Plan.

The NIMS, released by the Department in March 2004, established standard incident management processes, protocols, and procedures that will allow responders to work together more effectively. The NRP, released by the Department on January 6, 2005, uses the comprehensive framework of the NIMS to provide the structure and mechanisms for the coordination of Federal support to State, local, and tribal incident managers and for exercising direct Federal authorities and responsibilities.

The NRP standardizes Federal incident management actions by integrating existing and formerly distinct processes. It is applicable to all Federal departments and agencies that may be requested to provide assistance or conduct operations during actual or potential "Incidents of National Significance."

Development of the NRP

The NRP development process included extensive coordination with Federal, State, local and tribal agencies, nongovernmental organizations, private-sector entities, and the first-responder and emergency management communities across the country.

Through the Office of State and Local Government Coordination, the Department coordinated the development of the NRP with numerous State, local, and tribal entities and associations. Many of the State and local associations, including the International Association of Chiefs of Police (IACP), the International Association of Fire Chiefs (IAFC), the National Association of Counties (NACo), the Fraternal Order of Police (FOP), and the National Emergency Management Association (NEMA), issued press releases announcing and praising the completion of the NRP.

After the Homeland Security Council Principals Committee approved the NRP on November 18, 2004, the Plan was signed by 29 Federal departments and three partner organizations (American Red Cross, Corporation for National and Community Service, and National Voluntary Organizations Active in Disaster). On January 6, 2005, the Secretary of Homeland Security formally announced the completion of the NRP and the NRP was made available to the public through the DHS website.

Overview of the NRP

The NRP incorporates best practices from a wide variety of incident management disciplines to include fire, rescue, emergency management, law enforcement, public works, and emergency medical services. The NRP is an all-discipline, all-hazards plan that provides the structure and mechanisms for the coordination of Federal support to State, local, and tribal incident managers. The NRP fully incorporates the Federal Response Plan (FRP), the U.S. Government Interagency Domestic Terrorism Concept of Operations (CONPLAN), and the Federal Radiological Emergency Response Plan (FRERP). As the core operational plan for national incident management, the NRP establishes national level coordinating structures, processes, and protocols that will be incorporated into certain existing Federal interagency plans (such as the National Oil and Hazardous Substances Pollution Contingency Plan (NCP)) that are designated to implement specific authorities and that are used to respond to thousands of incidents each year. Both the NRP and the NIMS reflect the recommendations of the 9/11 Commission and the intentions of Congress, as indicated in the Intelligence Reform and Terrorism Prevention Act, through effective and on-going coordination Federal efforts to prevent, prepare for, and respond to acts of terrorism or other emergencies.

The NRP provides the seamless integration of crisis and consequence management as mandated by HSPD-5. It builds on the proven structures of the FRP to create a broader, more comprehensive, more robust plan. It is a plan that is suited to address the full spectrum of 21st century threats.

The NRP addresses prevention and preparedness as well as response and recovery. The NRP incorporates all of the FRP capabilities for providing Federal support to States and local jurisdictions and for implementing the authorities for major disasters and emergencies set out in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 U.S.C. 5121 et seq.). The NRP builds on those capabilities to use the same coordination mechanisms to coordinate response to the full range of domestic incidents as mandated by HSPD-5.

The NRP applies to all actual and potential “Incidents of National Significance.” All major disasters and emergencies under the Stafford Act are Incidents of National Significance. The NRP bases the definition of “Incidents of National Significance” on situations related to the following four criteria set forth in HSPD-5:

1. A Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security.
2. The resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State and local authorities. Examples include:
 - Major disasters or emergencies as defined under the Stafford Act; and
 - Catastrophic incidents
3. More than one Federal department or agency has become substantially involved in responding to an incident. Examples include:
 - Credible threats, indications or warnings of imminent terrorist attack, or acts of terrorism directed domestically against the people, property, environment, or political or legal institutions of the United States or its territories or possessions; and
 - Threats or incidents related to high-profile, large-scale events that present high-probability targets such as National Special Security Events (NSSEs) and other special events as determined by the Secretary of Homeland Security, in coordination with other Federal departments and agencies.
4. The Secretary of Homeland Security has been directed by the President to assume responsibility for managing a domestic incident.

The NRP uses and builds on the Emergency Support Function (ESF) structure that was a proven and successful element of the FRP. The NRP included 12 basic ESFs. The NRP retained these ESFs with some expansion and modification to the initial ESFs and the addition of three new ESFs to address perceived gaps and to provide greater synergy with emergency operations plans in many states. The three new ESFs are ESF 13 – Public Safety and Security to address the non-criminal investigative law enforcement functions; ESF 14 – Long Term Community Recovery and Mitigation; and ESF 15 – External Affairs. Two ESFs were expanded to provide greater synergy between response and recovery activities: ESF 3 – Public Works and Engineering, now includes the FEMA Public Assistance programs; and ESF 6 now addresses Mass Care, Housing and Human Services, rather than isolating the mass care response elements. ESF 11 now addresses Agriculture and Natural Resources, significantly broadening the FRP focus of ESF 11 – Food. ESF 5, led by FEMA, now addresses Emergency Management instead of the more limited scope of Information and Planning. This new, broadened scope for ESF 5 addresses the broad range of emergency management capabilities needed to ensure efficient implementation of the NRP, including overall management and coordination, logistics, finance and planning activities.

The NRP Support Annexes also provide new and expanded capabilities and coordinating structures. Of particular note is the Financial Management Annex, which includes a

Memorandum of Understanding for Federal Mutual Aid. This provides the operational underpinning for the important new concept of Federal-to-Federal support embedded in the NRP. The International Coordination Annex, for the first time, provides clear procedures for addressing cross-border issues and international coordination during domestic incidents. The Private Sector Annex puts forth guiding principles and procedures for engaging with private sector partners, for information sharing and for coordination regarding critical infrastructure and key resources. The Public Affairs, Science and Technology, Tribal Relations, Volunteer and Donations Management, and Worker Safety and Health annexes each address critical capabilities needed to prevent, prepare for, respond to and recover from the full spectrum of threats facing the Nation.

The Incident Annexes address contingency or hazard situations requiring specialized application of the NRP. The Incident Annexes describe the missions, policies, responsibilities, and coordination processes that govern the interaction of public and private entities engaged in incident management and emergency response operations across a spectrum of potential hazards. These annexes are typically augmented by a variety of supporting plans and operational supplements. The Incident Annexes address: Biological, Catastrophic, Cyber, Nuclear Radiological, Oil and Hazardous Materials, Terrorism Law Enforcement and Investigative situations.

The Catastrophic Incident Annex describes the processes used to implement one of the key concepts of the National Response Plan – that of pro-active Federal Support to Catastrophic Incidents. By spelling out the processes and including an agreed upon definition of a Catastrophic Incident, the NRP provides a consistent planning assumption for use by State and local jurisdictions.

In addition to building on the proven structures of the FRP, the NRP fully incorporates the DHS coordinating elements introduced in the initial National Response Plan. These include the concept of the Principal Federal Official (PFO), the Homeland Security Operations Center (HSOC), the Interagency Incident Management Group, and the Joint Field Office (JFO).

To ensure full integration and a consistent approach to domestic incident management, the JFO fully incorporates and replaces the role of the FEMA Disaster Field Office. The HSOC provides the umbrella to include the National Response Coordination Center and the Regional Response Coordination Centers.

The NRP includes processes for integrating the Principal Federal Official with the Joint Coordination Group at the JFO and providing coordination with the HSOC and the IIMG at the headquarters level.

A critical element of the plan is the pre-incident coordination for prevention, which includes the full integration of the Intelligence Community as a major partner in the plan. The NRP addresses the coordination of information regarding terrorist threats as well as the activation and deployment of various special teams to conduct prevention, preparedness, response, and recovery activities.

The NRP integrates the roles and responsibilities of all Federal departments and agencies and was crafted to ensure that nothing in the plan alters or impedes the ability of Federal, State, local or tribal departments or agencies to carry about their specific authorities. In accordance with HSPD-5 and other relevant statues and directives, the U.S. Attorney General has lead responsibility for criminal investigations of terrorist acts. All elements of the CONPLAN were incorporated into the base NRP and the Terrorism Incident Law Enforcement and Investigation Annex. The Department of Justice and the FBI were primary partners in the development of all aspects of the NRP.

Rollout of the NRP

To ensure effective implementation, DHS is conducting a national rollout effort to promote support for and understanding of the NRP. The NRP rollout strategy is comprised of a coordinated series of training and awareness activities for NRP stakeholders, including Federal departments and agencies, State, local, tribal and private sector partners. It includes a DHS NRP website, online awareness level training, a one-hour Emergency Education Network NRP distance learning broadcast, a toll-free information line, standardized briefing materials, brochures, fact sheets, the formation of a Speaker's Bureau to provide workshops and presentations for NRP partners, and an initial round of one-day workshops in seven key cities during the Spring.

FEMA's Emergency Management Institute (EMI) led the development of on-line, independent study course to provide NRP awareness training. The course, *IS-800 National Response Plan, An Introduction* was posted on line immediately following the public announcement of the NRP. EMI had previously developed *IS-700 National Incident Management System, An Introduction*. These courses provide an extraordinary opportunity to build awareness and understanding of the NIMS and the NRP. To date, more than 100,000 people have completed NIMS and NRP online training courses and more than 13,000 hardcopies of the NRP have been distributed to partners and stakeholders.

During the months of April and May, the Department will host seven one-day NRP seminars across the country. In fact, we held our first workshop yesterday here in Washington, DC for our partners and stakeholders in the National Capital Region. These events will educate Federal, state, and local incident managers on the key provisions of the NRP, the concept of operations, the operational framework, and how this new approach will improve domestic incident management and response capabilities in their communities and across the nation. While each event will accommodate several hundred attendees, it is important to recognize that these events are the first step in an ongoing education process, and additional events and meetings will be planned for other cities in the future.

Implementation of the NRP

As established within the Plan, the NRP will be implemented through a three-phase process during this first year. The phased implementation schedule began on December 15 through a memo from the DHS Secretary to the partner departments and agencies. The NRP will be implemented in the following phases:

Phase I- Transitional Period (0 to 60 days): This 60-day timeframe provided a transitional period for departments and agencies and other organizations to modify training designate staffing of NRP organizational elements, and to become familiar with NRP structures, processes, and protocols. **Day 60 was February 13, 2005.**

Phase II- Plan Modification (60 to 120 days): This second 60-day timeframe provided departments and agencies the opportunity to modify existing Federal interagency plans to align with the NRP and conduct necessary training. Today marks the day that the Initial NRP, the FRP, the CONPLAN, and FRERP are superseded and the NRP is fully implemented. **Day 120 is today, April 14, 2005.**

Phase III- Initial Implementation and Testing (120 days to one year): Beginning today, the Plan is to be fully implemented. During this phase, DHS will conduct systematic assessments of NRP coordinating structures, processes, and protocols. At the end of this period, DHS will conduct a one-year review to gauge the Plan's effectiveness in meeting the objectives of HSPD-5 and will make recommendations to the Secretary on necessary revisions. **The one-year date is December 15, 2005.**

As I just outlined, the NRP became fully operational today. To ensure that we met this goal, the Department has been working closely with our Federal interagency partners on several implementation actions. These implementation actions included the development of Standard Operating Plans (SOPs). The SOPs will help to ensure that the NRP is executed in an efficient and consistent manner. Over time, these SOPs will provide the basis for the development of Field Operations Guides and job-specific training for anyone expected to perform a job under the NRP. The Federal interagency implementation group will also develop recommendations for FEMA and other Federal agencies regarding additional NRP training needs and metrics for evaluating the NRP during this first year of implementation.

Integration of NIMS and NRP

HSPD-5 called for the establishment of a single, comprehensive approach to domestic incident management. Ensuring that all levels of government across the Nation have the capability to work efficiently and effectively together, using a national approach to domestic incident management, requires a comprehensive and integrated approach to implementing both the NRP and the NIMS. The NIMS Integration Center is working to synchronize the NIMS and NRP compliance requirements and timeframes so that Federal departments and agencies only need to modify their plans and processes once to accommodate both the NIMS and the NRP. The NRP is a specific application of the NIMS, to be used when providing Federal support to State and local incident managers and for exercising direct Federal authorities and responsibilities.

Closing

Together, the NIMS and the NRP provide a more efficient and effective way for the nation to prevent, prepare for, respond to, and recover from any emergency. This is possible because of the elimination of duplicative, and sometimes conflicting, federal

plans. The NRP creates a better relationship between Federal, State, and local prevention, preparedness, and response elements. Over time, our use and experience with the NRP will lead to significant efficiencies of efforts and resources. I would like to thank the Members of the Subcommittees for the opportunity to testify and I am prepared to answer any questions that you may have.