

DA-DOE-DOJ

10/16-0200

5/97

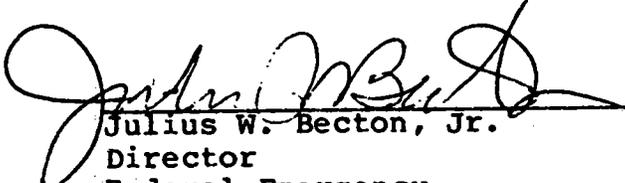
FOREWORD

The Plan for Federal Response to a Catastrophic Earthquake has been developed through the efforts of the Subcommittee on Federal Earthquake Response Planning in conjunction with the Regional Steering Committee, chaired by the Federal Emergency Management Agency (FEMA) Region IX, San Francisco. These groups provide a forum for the 25 agencies with identified responsibilities in the Plan to participate in planning and exercise activities that are required to develop and maintain a Federal response capability.

FEMA has coordinated development of the Plan to fulfill its lead agency responsibilities under the Disaster Relief Act and the Earthquake Hazards Reduction Act. The purpose of the Plan is to assist State and local governments affected by a catastrophic earthquake or, if appropriate, another catastrophic natural event, during emergency life saving operations.

The Plan outlines the policies, planning assumptions, concept of operations, organizational structures, and specific assignments of responsibility that form the basis for Federal response to supplement State and local efforts. A major requirement of the Plan is to develop the operational procedures, particularly at the regional level, that will make the Federal response possible. The Plan has been packaged to allow insertion of detailed procedures as they are developed, and also to give users--planners or responders--the flexibility to adapt the Plan to satisfy their needs. Detailed planning guidance is included in the Plan behind a section entitled "General."

Publication of the Plan represents a major milestone and 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. FEMA appreciates the cooperation and support that have resulted in this achievement.


Julius W. Becton, Jr.
Director
Federal Emergency
Management Agency

LETTER OF AGREEMENT

The Plan for Federal Response to a Catastrophic Earthquake (hereafter referred to as the Plan) establishes the basis for fulfilling the Federal Government's responsibilities to State and local governments impacted by a catastrophic earthquake or, if appropriate, another catastrophic natural event. By signature hereon, the Federal officials with responsibilities in the Plan agree to prepare for and carry out its provisions.

The Plan is based on the fundamental assumption that a catastrophic earthquake will overwhelm the capability of State and local governments to carry out the extensive emergency operations that will be necessary to save lives and protect property. Consequently, resources and authorities of Federal departments and agencies have been grouped into broad categories of response activities, called emergency support functions (ESF), to provide Federal assistance. Primary and support agency responsibilities have been identified for each of these functions. Signature on this letter constitutes acceptance of responsibility for the specific assignments.

Under the provisions of Public Law 93-288, the Disaster Relief Act of 1974, as amended, a Federal Coordinating Officer (FCO) will be appointed as the President's representative to coordinate overall delivery of Federal assistance. Federal officials will be designated for each department and agency to carry out the provisions of the Plan, and will be responsive to the overall management and direction by the FCO.

The Subcommittee on Federal Earthquake Response Planning is recognized as the interagency organization responsible for overall coordination of planning and exercising efforts required to develop and maintain a Federal response capability. The Subcommittee is chaired by the Federal Emergency Management Agency (FEMA) and includes representatives of each of the Federal departments and agencies identified in the Plan. Members of the Subcommittee are responsible to their department or agency officials for changes required to improve the Plan and for department or agency participation in response planning and exercising activities. Changes or issues

Richard E. Lyng
Secretary of Agriculture

Malcolm Baldrige
Secretary of Commerce

John W. Shannon
Assistant Secretary of the Army
(Installation and Logistics)
Executive Agent, Department of
Defense

William J. Bennett
Secretary of Education

John S. Herrington
Secretary of Energy

Dr. Otis R. Bowen
Secretary of Health and Human Services

Donald Paul Hodel
Secretary of the Interior

Harry H. Flickinger
Acting Assistant Attorney General
for Administration

William E. Brock
Secretary of Labor

5/8/87

Ronald I. Spiers
Under Secretary of State
for Management

Elizabeth Hanford Dole
Secretary of Transportation

John F. W. Rogers
Assistant Secretary of the Treasury
(Management)

Richard F. Schubert
President, American Red Cross

Robert K. Dawson
Assistant Secretary of
the Army (Civil Works)

PLAN FOR FEDERAL RESPONSE TO A CATASTROPHIC EARTHQUAKE

BASIC PLAN

I. INTRODUCTION

Over the past 10 years the Federal Government has assessed the vulnerability of selected high-risk, high-population areas of the United States (U.S.) to the effects of a catastrophic earthquake. Results indicate that the impact of such an event would transcend any disaster that has occurred previously within the United States. A catastrophic earthquake is the most likely event, short of war, in which the entire Federal Government would be called upon to assist State and local governments in their efforts to save lives and protect property. Therefore, the Plan for Federal Response to a Catastrophic Earthquake (hereafter referred to as the Plan) has been based on anticipated needs after a catastrophic earthquake. The provisions of the Plan could be applied to any catastrophic natural event which required support from the Federal Government during emergency response operations.

The Plan is based on the premise that a broad spectrum of Federal assistance will be required from around the Nation in a time-sensitive manner to support State and local emergency response operations. Federal resources, capabilities, authorities, and expertise have been organized into categories of response activity called Emergency Support Functions (ESF). Primary and support agency responsibilities for each ESF have been identified during the planning process.

Another basic planning assumption is that a Presidential major disaster declaration, if requested by the Governor of the affected State, will be immediate and the incident period will coincide with the catastrophic event. Federal departments and agencies will use their independent emergency authorities and funds to the extent available. Upon implementation of the Plan, departments and agencies are given authority under Public Law (P.L.) 93-288, the Disaster Relief Act of 1974, to carry out the provisions and intent of the Plan. This authority will be valid for 30 days after the Plan has been implemented.

Concurrent with the Presidential declaration, a Federal Coordinating Officer (FCO) will be appointed in accordance with the provisions of P.L. 93-288 to act on-scene for the President to provide Federal assistance. As the President's representative, the FCO will be responsible for coordinating the overall Federal response and for managing the delivery of Federal response programs under the provisions of P.L. 93-288.

The Plan establishes policies, responsibilities, a concept of operations, and coordination mechanisms for Federal response to a catastrophic earthquake in any area of the country. It is designed as the framework for incorporating Federal regional procedures and operational details necessary

related to initial and long-term recovery efforts, for which traditional disaster assistance mechanisms will apply. However, it is expected that initial recovery efforts may begin during the response phase. Federal support to these recovery efforts will be carried out under direction of the FCO.

II. POLICIES

1. State and local governments are in charge of emergency response operations. Federal assistance under the provisions of P.L. 93-288 will supplement State and local government response efforts and will be provided based on State identified priorities and requirements.

2. The Director, Federal Emergency Management Agency (FEMA) or his/her designated representative has the authority for determining if an earthquake is designated as catastrophic and for implementing the Plan. The Plan will be implemented after a Presidential major disaster declaration, and as such will serve as a mission assignment to the designated departments and agencies given primary and support responsibilities. While carrying out response activities, designated primary departments and agencies will serve as the FCO's executive agents to provide emergency response assistance. Once implemented, the provisions remain in effect for 30 days unless changed or extended at the discretion of the FCO.

3. After the Presidential declaration and implementation of the Plan, the FEMA Regional Director (RD) of the affected region will implement and coordinate the Federal response. He/she will carry out the responsibilities of the FCO until the designated official arrives in the disaster area. In the absence of regional supplements specifying detailed operating procedures for carrying out the Federal response, regions will use this Plan and its response mechanisms to conduct response operations if a catastrophic earthquake affects areas within the region.

4. In accordance with Section 303 of P.L. 93-288, an FCO will be appointed to operate in the designated area. The FCO will be the representative of the President and will be responsible for coordinating Federal response support and for managing the funding and Federal resources required to conduct response operations. Authorities of the FCO will include those delegated in Executive Order (E.O.) 12148 to the Director, FEMA and those delegated to the FEMA Regional Director in Title 44 Code of Federal Regulations (44CFR), Part 205, for carrying out provisions of P.L. 93-288. Additionally, an Emergency Support Team (EST) will be formed and deployed in the designated area in accordance with Section 304 of P.L. 93-288 to assist the FCO in carrying out his/her responsibilities.

5. The FCO will initiate recovery operations as necessary during the response phase. Support of recovery operations will be provided commensurate with State requirements, availability of resources that do not conflict with response requirements, and existing Federal laws, policies, and

representatives of the Federal departments and agencies involved in Federal earthquake response planning. The Subcommittee will continue as the coordinating body for response planning and exercise activity. The Subcommittee is responsible for providing guidance and direction for development of Federal regional response capability.

11. The RD of each FEMA Region will establish an interagency steering committee to develop the Federal regional earthquake response capability for the high seismic risk area(s) within the FEMA Region. The RD will coordinate the development of this capability with the States within the Region and will provide for Federal support expected to be needed by the State in meeting its total response requirements.

12. Federal regional supplements to the Plan will be in consonance with the provisions outlined herein. Recommended deviations from provisions of the Plan should be brought to the attention of the Subcommittee on Federal Earthquake Response Planning for approval. If the Subcommittee cannot resolve recommendations or issues, the matter will be resolved by the appropriate department and agency heads.

13. Federal departments and agencies will develop and maintain their internal supplemental plans and procedures to ensure their responsibilities can be carried out during actual or simulated implementation of the Plan. Some of the types of actions that should be addressed in internal agency plans include:

- (1) Establishing procedures to ensure personnel are designated and available to respond when notified that this Plan is in effect, to include replacements to maintain 24-hour operations;
- (2) Ensuring assigned personnel are trained and prepared to respond;
- (3) Locating, obtaining, controlling, and applying resources for identified requirements; and
- (4) Augmenting their staff personnel in an affected region, to include providing backup personnel for a region that is incapacitated operationally.

14. If a State's emergency management structure is incapacitated and if requested by the Governor, the FCO may accept management of major time-sensitive activities for the State until State and local authorities are reconstituted sufficiently to direct response efforts.

15. Emergency operations required on federally owned property remain the responsibility of the Federal Government and will be conducted in accordance with individual Federal department and agency authorities and plans. However, response by departments and agencies to the lifesaving purposes of this Plan will take precedence over other Federal response activities except where national security implications need to be considered.

designated area. The affected State's resources and capabilities to respond to and cope with the casualties and destruction wrought by the earthquake will be overwhelmed and inadequate.

2. The large number of casualties and the heavy damage to buildings, structures, and lifeline systems caused by the catastrophic earthquake will necessitate direct involvement of the Federal Government to support State and local authorities in lifesaving and life-supporting efforts in the designated area. Further, it will require expeditious delivery of massive Federal assistance and resources from throughout the United States.

3. A Presidential major disaster declaration or emergency determination under the provisions of P.L. 93-288 will be issued immediately (within a few hours at the most) and will be made to coincide with the catastrophic earthquake occurrence.

4. The likelihood of significantly increased numbers of deaths within 72 hours following the earthquake of persons trapped in damaged or destroyed structures will require an automatic and immediate infusion of Federal search and rescue personnel and specialized resources to minimize the number of additional casualties.

5. Federal departments and agencies will need to respond automatically and immediately to a catastrophic earthquake, and to accomplish fully those responsibilities and support requirements outlined in this Plan. The traditional verbal mission assignment and follow-up letter process will not be sufficient to trigger the immediate, massive, integrated Federal support effort needed to respond adequately to the earthquake event. Therefore, the Plan needs to provide a mechanism for Federal agencies to conduct automatically immediate response operations supporting State and local efforts to save lives, alleviate suffering, and protect property without specific mission assignments.

IV. CONCEPT OF OPERATIONS

A. General

The concept of operations provides for a massive, integrated Federal response effort to supplement State and local emergency response actions immediately following a catastrophic earthquake. The concept focuses on the Federal structure for coordination of the Federal response at both national and regional levels. Details of the coordination of the Federal response are outlined in Appendix A to this Plan. The concept of operations calls for an automatic response by Federal organizations to carry out the provisions of this Plan in support of State requirements immediately following implementation of the Plan. It takes into consideration the large influx of response personnel and resources expected into the designated area from throughout the United States.

NATIONAL-LEVEL RESPONSE SUPPORT STRUCTURE

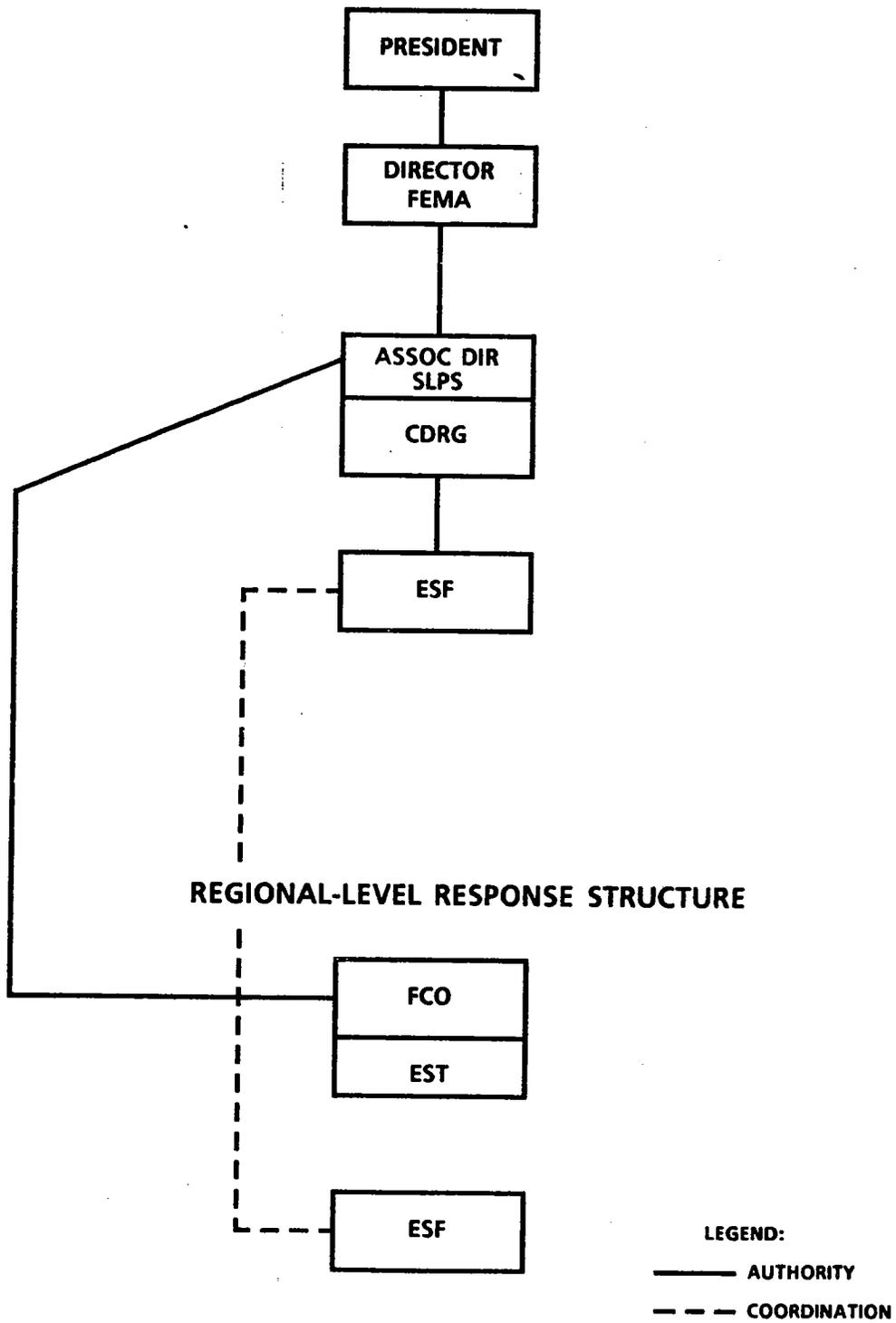


Figure 1. National- and Regional-Level Response Structures

requirements of the State. In the event the designated area involves more than one State, an FCO may be appointed for each State, or one FCO may be appointed for the disaster area, with assistants assigned to coordinate support for the affected States.

b. The EST assists the FCO in carrying out his/her responsibilities by overseeing, directing, coordinating, and evaluating Federal response activities on-scene as requested by the FCO. Under the direction of the FCO, the EST resolves response support problems and issues of the regional-level primary and support agencies or else refers those problems and issues to the CDRG for resolution.

c. The regional-level primary agency representatives, in coordination with their regional-level support agency representatives, oversee and manage the ESF support provided directly to their State and local government counterparts. The regional-level support agency representatives assist their primary agency in accomplishing the ESF support requirements.

d. The Disaster Field Office (DFO) will serve as the primary field location for the FCO's operations. It will be staffed in accordance with the regional supplements to the Plan as required to provide the FCO a fully operational coordination and staff support structure. The DFO will be operational within 6 to 12 hours after the decision to implement the Plan. The DFO will operate 24 hours a day or as necessary to sustain Federal response operations. Where possible, FCO operations will be collocated with those of the SCO.

C. Notification

1. FEMA is the focal point for notifying the Federal response community that a catastrophic earthquake has occurred. FEMA will receive initial notification of a major earthquake from multiple sources. These sources could include the National Earthquake Information Center (NEIC) of the US Geological Survey (USGS), the FEMA National Warning Center, the FEMA region, a State emergency operations center, or the wire services and news media.

2. FEMA will notify the Federal departments and agencies having primary or support responsibilities as described in this Plan. Priority will be given to contacting organizations with primary responsibility for an ESF. Primary agency officials responsible for the ESF will notify the support agency representatives of the Plan implementation and ESF requirements.

3. Upon notification by FEMA or the primary agency, each organization is responsible for conducting their national and regional internal notifications. In the event the catastrophic earthquake occurs in or near a heavily populated area, CDRG members and national level ESF primary and support agency representatives should consider reporting to their work

4. Federal elements will establish communications channels between Washington-area and regional elements, and between regional and State elements. Additional communications requirements which may arise will be coordinated with and supported by the Communications ESF.

5. As chairperson of the CDRG, the Associate Director, State and Local Programs and Support (SLPS) will ensure activation of the CDRG and other support elements as dictated by the situation and in accordance with this Plan.

V. RESPONSIBILITIES

A. Primary Agencies

1. FEMA

The Director, FEMA has the overall Federal coordination responsibility for developing, exercising, maintaining, and implementing the Federal response. The Associate Director, SLPS will direct the planning process and establish a program for periodic exercise and review of the Plan. The Associate Director, SLPS has designated the Office of Disaster Assistance Programs (SL-DA), SLPS as the FEMA office having primary staff responsibility.

The FEMA RD is responsible for developing, coordinating, exercising, maintaining, and implementing the Federal regional response. Upon arrival of the designated FCO, the FEMA RD will assist the FCO as requested.

The FCO will be appointed concurrent with the Presidential declaration and in accordance with the provisions of P.L. 93-288 and E.O. 12148. The FCO's responsibilities are outlined in Section 303 of P.L. 93-288 and, additionally, will include those of the FEMA Director for administration of P.L. 93-288 programs, as delegated to the FEMA Regional Director in 44 CFR, Parts 2 and 205.

2. Other Primary Agencies

Primary responsibility for management and coordination of each ESF is assigned to the Federal department or agency with the most authorities, resources, capabilities, or expertise in the specific functional area. Agencies having primary responsibility for an ESF are identified in Figure 3. Primary agencies have tasking authority over their designated support agencies to the extent necessary to accomplish their P.L. 93-288-related ESF support requirements.

At the national level, primary agencies will plan and coordinate with their support agencies for the delivery of ESF-related assistance. Primary agencies are responsible for preparing and maintaining functional annexes to this Plan to reflect the policies, assistance to be

provided, and associated responsibilities of the designated primary and support agencies. Upon Plan implementation, primary agencies, in coordination with their support agencies, will interact with the CDRG to address ESF support problems and issues and to exchange information. Primary agency representatives are responsible for managing delivery of national-level ESF support to the regional effort as provided by its parent organization and the support agencies. ~~Each primary agency also will:~~

- (1) Designate an official to serve as a representative to the CDRG,
- (2) Designate the office which will serve as the primary point of contact for all actions relating to the ESF,
- (3) Designate an official to be responsible for the specific ESF,
- (4) Provide direction and assistance to regional elements tasked to assist in planning and response operations at that level,
- (5) Participate fully in the processes of exercising and reviewing response plans, and
- (6) Develop supplemental instructions and standard operating procedures to ensure subordinate organizations will be able to respond effectively in support of State and local governments.

At the regional level, primary agencies will plan and coordinate with their support agencies for the delivery of assistance to their State and local counterparts and to other Federal ESF. Primary and support agencies will use the ESF annexes of the Plan as a basis for preparing ESF supplements for Federal response plans. During planning and upon Plan implementation, primary agencies, in coordination with their support agencies, will interact with their State counterparts on-scene to address support problems and requirements. Primary agencies will serve as Federal executive agents of the FCO and as members of the EST to accomplish delivery of ESF-related support. Regional-level primary agency representatives are responsible for managing delivery of ESF support provided by all member agencies.

B. Support Agencies

ESF support agencies will assist the primary agency in preparing and maintaining ESF annexes to the Plan and regional supplements to the Plan and ESF annexes. The support agencies will respond immediately to requirements when a catastrophic earthquake occurs. Each support agency also will:

- (1) Designate officials to serve as representatives to the CDRG and to serve as requested on the FCO's EST;

- (4) Establishing procedures for recording and maintaining information pertaining to national-level support actions for use in situation and after-action reports, and
- (5) Monitoring national security concerns expressed by individual CDRG members.

E. EST

The EST provides on-scene advice and assistance to the FCO. Additionally, the EST assists the FCO in:

- (1) Coordinating regional-level response support efforts and responding to other requirements not directly associated with a specific ESF,
- (2) Taking all actions necessary to ensure that requirements to support State and local requests are satisfied,
- (3) Establishing procedures for recording and maintaining information pertaining to regional-level support actions for use in situation and after-action reports, and
- (4) Monitoring national security concerns expressed by individual EST members.

VI. RESOURCE REQUIREMENTS

Federal departments and agencies can be expected to respond with an influx of emergency workers. Federal facilities will be destroyed or damaged. Local Federal organizations will be in competition with State and other Federal organizations for available resources to support emergency operations. Significant demands for individuals possessing specialty skills such as medical, engineering, sanitation, etc., must be anticipated. Demands for communications, medical, transportation, food, engineering, and other materiel resources will occur. Therefore, Federal organizations must establish procedures to assess the logistical impact of a catastrophic earthquake on their field activities. They must determine in advance required resources to support their operations and Federal regional and State response efforts, and available options to obtain those resources. Those resources and options should be identified in regional supplements, to include as a minimum, personnel, support facilities, fixed or transportable communications, transportation assets, and technical assistance.

Additionally, Federal officials at all levels must intensively manage scarce resources (personnel and equipment) which may be urgently needed to support response efforts. Examples of such resources include medical doctors, teams of heavy equipment operators and mechanics, mechanics' tools

2. State of California, California Department of Conservation, Division of Mines and Geology, "Earthquake Planning Scenario for a Magnitude 8.3 Earthquake on the San Andreas Fault in the San Francisco Bay Area," Special Publication 61, 1982.

EMS	Emergency Medical Services
EO	Executive Order
EPA	Environmental Protection Agency
ERB	Economic Resources Board
ESF	Emergency Support Function
ESSG	Emergency Staff Support Group
EST	Emergency Support Team
FAA	Federal Aviation Administration
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FESC	Federal Emergency Support Coordinator
FNS	Food and Nutrition Services
FORSCOM	US Army Forces Command
FRCM	FEMA Regional Communications Manager
FRERP	Federal Radiological Emergency Response Plan
FSS	Federal Supply Service
FTS	Federal Telecommunications Systems
GSA	General Services Administration
GSACR	General Services Administration Communications Representative
HET-ESF	Headquarters Emergency Transportation Emergency Support Function
HQDA	Headquarters, Department of the Army
HQUSACE	Headquarters United States Army Corps of Engineers
ICC	Interstate Commerce Commission
ICPAE	Interagency Committee on Public Affairs in Emergencies

RCP	Regional Oil and Hazardous Substances Pollution Contingency Plan
RD	Regional Director
REC	Regional Emergency Coordinator
RECC	Regional Emergency Communications Coordinator
RECP	Regional Emergency Communications Planner
RET	Regional Emergency Transportation
RETCO	Regional Emergency Transportation Coordinator
RHA	Regional Health Administrator
RMNCS	Regional Manager National Communications System
RRT	Regional Response Team
SAR	Search and Rescue
SCO	State Coordinating Officer
SL-DA	Office of Disaster Assistance Programs
SLPS	State and Local Programs and Support
TREAS	Department of the Treasury
U.S.	United States
USACE	US Army Corps of Engineers
USAF	United States Air Force
USCG	United States Coast Guard
USGS	United States Geological Survey
USDA	United States Department of Agriculture
USPHS	United States Public Health Service
USPS	United States Postal Service
USR	Urban Search and Rescue
VA	Veterans Administration