

ESF Coordinator:

Department of Homeland Security/National Protection and Programs/Cybersecurity and Communications/National Communications System

Primary Agencies:

Department of Homeland Security/National Protection and Programs/Cybersecurity and Communications/National Communications System
Department of Homeland Security/Federal Emergency Management Agency

Support Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Homeland Security
Department of the Interior
Federal Communications Commission
General Services Administration

INTRODUCTION

Purpose

Emergency Support Function (ESF) #2 – Communications supports the restoration of the communications infrastructure, facilitates the recovery of systems and applications from cyber attacks, and coordinates Federal communications support to response efforts during incidents requiring a coordinated Federal response (hereafter referred to as “incidents”). This ESF implements the provisions of the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies (NPTS).

ESF #2 also provides communications support to Federal, State, tribal, and local governments and first responders when their systems have been impacted, and provides communications and information technology (IT) support to the Joint Field Office (JFO) and JFO field teams.

With the rapid convergence of communications and IT, the National Communications System (NCS) and the National Cyber Security Division (NCS) work closely to coordinate the ESF #2 response to cyber incidents. This convergence requires increased synchronization of effort and capabilities between the communications and IT sectors to facilitate ESF #2's ability to respond to all types of incidents.

Scope

ESF #2 coordinates Federal actions to assist industry in restoring the public communications infrastructure and to assist State, tribal, and local governments with emergency communications and restoration of public safety communications systems and first responder networks. ESF #2 supports Federal departments and agencies in procuring and coordinating National Security and Emergency Preparedness (NS/EP) communications services.

ESF #2 provides communications support to the JFO and any JFO field teams.

ESF #2 also addresses cyber security issues that result from or occur in conjunction with incidents. However, for incidents that are primarily cyber in nature, the Cyber Incident Annex is used and ESF #2 supports responses to cyber incidents as directed.

Policies

Section 706 of the Communications Act of 1934, as amended (47 U.S.C. § 606), establishes Presidential powers during wartime emergencies for priority use of the national communications infrastructure.

Executive Order 12472 assigns authority to the Director, OSTP, to direct the exercise of the war power functions of the President under § 706(a), (c)–(e), of the Communications Act of 1934, as amended (47 U.S.C. § 606), should the President issue implementing instructions in accordance with the National Emergencies Act (50 U.S.C. § 1601). Executive Order 12472 also assigns specific non-wartime emergency communications authorities to the Director, OSTP.

The NPTS serves as the basis for planning the use of national communications assets and resources in support of non-wartime emergencies, as defined by Executive Order 12472. The NPTS is applicable to all Federal departments, agencies, and other organizations in accordance with Executive Order 12472 and other national policies.

An OSTP memorandum to the Manager, NCS, dated June 11, 1993, Subject: NS/EP Telecommunications, states that the Office of the Manager, NCS, executes Federal Response Plan primary agency functional responsibilities on behalf of OSTP. This delegation of authority is retained in the *National Response Framework*. Furthermore, OSTP delegates ESF #2 coordinator functional responsibilities to the Office of the Manager, NCS.

The Cyber Incident Annex outlines the provision of Federal cyber incident response coordination among the Federal departments and agencies and, upon request, State, tribal, local, and private-sector entities in response to any incident induced by cyber means (e.g., significant cyber events, technological emergencies, and Presidentially declared major disasters and emergencies that threaten, disrupt, or cripple communications and IT services or degrade other essential infrastructures).

The Homeland Security Act of 2002, as amended by the Post-Katrina Emergency Management Reform Act, establishes an Office of Emergency Communications within the Department of Homeland Security (DHS). In cooperation with the NCS, this office is responsible for coordinating the establishment of a national response capability with initial and ongoing planning, implementation, and training for the deployment of communications equipment for relevant State, tribal, and local governments and emergency response providers in the event of a catastrophic loss of local and regional emergency communications services.

CONCEPT OF OPERATIONS

General

DHS/Federal Emergency Management Agency (FEMA) activates ESF #2 when a significant impact to the communications infrastructure is expected or has occurred. When activated, ESF #2 provides communications support to the impacted area, as well as internally to the JFO and associated Federal JFO teams. ESF #2 support is scalable to meet the specific needs of each incident response, and response resources are drawn from a matrix of personnel and equipment available from the ESF #2 support agencies.

Primary Agencies

NCS

- Acts as the ESF #2 coordinator.
- Acts as the ESF #2 primary agency in accordance with the Memorandum from OSTP to the Manager, NCS, dated June 11, 1993, to include exercising primary responsibility for restoration of telecommunications in an incident area.
- Establishes, in consultation with FEMA and other NCS member agencies, a cadre of qualified and appropriately trained personnel certified to serve as Federal Emergency Communications Coordinators (FECCs)/Communications Branch Directors.
- Coordinates the planning for and provision of NS/EP communications for the Federal Government under all circumstances, including crisis or emergency, attack, recovery, and reconstitution, in accordance with Executive Order 12472.
- Designates an FECC to lead ESF #2 when it is activated. Normally the NCS will confer with FEMA and the ESF #2 support agencies regarding the selection of the FECC from the cadre of FECC qualified personnel.
- Coordinates with FEMA and support agencies to develop a program to certify FECCs.
- Coordinates with FEMA and support agencies to develop training for the FECC cadre.
- Monitors training for all ESF #2 team members.
- Certifies personnel for inclusion in the FECC cadre.
- Designates a team lead for a component responsible for communications infrastructure restoration functions.
- Coordinates the restoration of communications infrastructure and supports Federal departments and agencies in procuring and coordinating NS/EP communications services when the component responsible for communications infrastructure restoration functions becomes operational.
- Coordinates with FEMA and support agencies to develop ESF #2 documentation, policies, and procedures.
- Coordinates with FEMA and support agencies to provide and execute a construct for training and deploying personnel to support ESF #2 operations.

FEMA

- Acts as the ESF #2 primary agency for support of public safety disaster emergency communications.
- Consults with and advises the NCS on the selection, training, and certification of a cadre of personnel eligible to serve as FECCs.

Emergency Support Function #2 – Communications Annex

- Activates ESF #2 under the Stafford Act as required by the event, including the need for State, tribal, and local government support for tactical communications or as requested by the NCS for infrastructure restoration.
- In the event an FECC is required, may provide a recommendation to the NCS regarding the selection of an FECC for a specific incident.
- Provides short-term restoration support to State, tribal, and local government emergency communications in the event of a failure.
- Designates a team lead for a component responsible for tactical communications functions.
- Designates personnel to support tactical communications functions.
- Provides personnel to support overall ESF #2 operations.
- Coordinates with the NCS and support agencies to develop appropriate documentation, policies, and procedures pertinent to tactical communications functions.
- Provides communications support to State, tribal, and local first responders.
- Coordinates the restoration of public safety communications systems and first responder networks.
- Provides communications and IT support to the JFO, JFO field teams, other Federal response/recovery facilities within the area of operation, the Federal Coordinating Officer (FCO), the Principal Federal Official (PFO) if appointed, and Federal response teams.

Support Agencies

The following support agencies and responsibilities are not all-inclusive. Additional functions, staffing, and managerial support are detailed in the support agency functions table in this annex and in supporting documents.

- The Federal Communications Commission (FCC) provides spectrum management and frequency allocation for the entities it regulates.
- The National Telecommunications and Information Administration (NTIA) provides Federal spectrum management and interoperability support.
- The General Services Administration (GSA) provides regionally based personnel, who often deliver the initial ESF #2 field response.

The following guidelines are observed to allow ESF #2 to meet its incident management responsibilities:

- Communications incidents and requirements are handled in accordance with the NPTS and the *National Incident Management System*.
- Communications management occurs on a bottom-up basis: decisions are made at the lowest level possible; only issues requiring adjudication or additional resources are referred to the next higher management level.
- Agencies that provide communications assets in support of incident response control their own organic assets and coordinate location and use with the Communications Branch.

- Uniform emergency communications management and plans, procedures, and handbooks are to be developed and used throughout the ESF #2 operating environment.
- ESF #2 supports cyber incident response when requested by the National Cyber Response Coordination Group (NCRCG), in coordination with the NCSD/U.S. Computer Emergency Readiness Team (US-CERT), as described in the Cyber Incident Annex. NCSD/US-CERT leads the coordination of cyber security issues associated with an ESF #2 response.

ORGANIZATION

Headquarters

NCS is the coordinating agency for ESF #2.

NCS and FEMA are co-primary agencies for ESF #2.

NCS is the primary agency for communications infrastructure restoration.

FEMA is the primary agency for tactical communications response efforts and providing communications and information technology support to the JFO and JFO Federal teams.

The National Coordinating Center (NCC) is the operational component of the NCS and the Federal office for national communications incident management and infrastructure restoration.

The Emergency Communications Team – National (ECT-N) is responsible for supporting the national-level ESF #2 response. It is composed of Federal representatives from the ESF #2 primary and supporting agencies. The ECT-N staff is located at the NCC with a representative at the National Response Coordination Center (NRCC).

The Joint Telecommunications Resources Board (JTRB) resolves conflicts regarding NS/EP communications priorities and resources that cannot be resolved by the FCO or PFO (if appointed). The JTRB:

- Advises the Director, OSTP, on the exercise of those non-wartime emergency communications service functions assigned by Executive Order 12472.
- Monitors potential or actual communications incidents that pose a threat to communications facilities or services, and situations that create the need for extraordinary communications support.
- Is supported by the NCS using the resources of the NCC, Global NetOps Center, FEMA Operations Center, and other Federal agency operations centers as necessary.

NCSD coordinates implementation of the National Strategy to Secure Cyberspace and is the national focal point for cyber security issues. NCSD implements Homeland Security Presidential Directive 7 infrastructure protection responsibilities for the IT sector and supports efforts by Sector-Specific Agencies to protect the cyber elements of their critical infrastructure and key resources sectors.

The NCRCG is an interagency forum to coordinate response to cyber incidents and threats.

Regional

The Regional Response Coordination Center (RRCC) establishes Federal priorities and coordinates Federal response efforts and assistance activities. During the course of an incident response, RRCC activities and roles surge and diminish as field facilities (e.g., JFOs) are established and subsequently closed.

Field

The Emergency Communications Team – Field (ECT-F) supports the regional-level ESF #2 response. It is composed of members from the ESF #2 primary and supporting agencies, regional communications specialists, and representatives from the communications industry. The ECT-F may be deployed to the RRCC, JFO, or State emergency operations center at the direction of the FEMA Regional Administrator or the FCO.

ESF #2 will organize according to the JFO Standard Operating Procedure and operate according to the ESF #2 Operations Plan.

GSA regionally based communications managers are designated as NCS Regional Managers (NCSRMs) and may be requested by the NCS to assume a leadership or support role in the Communications Branch.

Joint Field Office

Operations Section – Communications Branch

- Is led by an NCS-appointed Communications Branch Director who manages the ECT-F.
- Becomes the focal point for communications infrastructure restoration and coordination with industry service providers.
- Coordinates with other components of the Operations Section and other ESFs to ensure industry Essential Service Providers, as defined by the Stafford Act, as amended, have the access, security, and fuel required to restore communications in the incident area.
- Coordinates with Federal agencies providing communications support to response operations and advocates for their needs and priorities.
- Provides communications support to Federal, State, tribal, and local response operations.
- Coordinates the restoration of public safety communications systems and first responder networks.
- Organizes into groups to support activities such as providing communications support to responders, restoring communications infrastructure and providing spectrum management.

Logistics Section – Services Branch – Communications Unit

- Led by a FEMA-appointed Communications Unit Leader.
- Provides internal communications and IT support to the JFO and any satellite facilities.
- Provides communications and IT support to JFO Federal field teams.

ACTIONS

Initial Actions

NCC / ECT-N

- Alerts appropriate NCS, NCC, and industry personnel and notifies the Director, OSTP, when ESF #2 is activated.
- Assigns ESF #2 representatives to the NRCC, providing for 24-hour coverage if required.
- Requests staff for ECT-N and ECT-F from the ESF #2 primary and support agencies.
- Requests activation of the FEMA National Radio System (FNARS) and/or the Shared Resources (SHARES) High Frequency Radio Program when commercial communications outages are expected.
- Dispatches NCS Individual Mobilization Augmentees (IMAs) to assist the Communications Branch Director in coordinating national-level communications support, as appropriate.

Communications Branch Director / ECT-F

- Deploys to the RRCC, JFO, or other facility as required.
- Coordinates with the NCC and FEMA to fill ECT-F duty positions.

Continuing Actions

NCC / ECT-N

- Assesses anticipated and actual damage in the incident area in conjunction with industry partners.
- Coordinates with the JTRB when conflicts regarding NS/EP service requirements cannot be resolved at the JFO.
- Coordinates with NCSD/US-CERT, NCRCG, and industry partners to resolve cyber security issues.
- Coordinates with the Communications Branch Director to assess the need for communications industry support and ensures such support is available as needed.
- Identifies operational communications assets available for use within the incident area.
- Identifies communications assets that may be employed to support the incident area.
- Identifies actual and planned actions of commercial communications industry for recovery and reconstruction of their facilities; receives reports when commercial communications assets are prepared for movement to the incident area, are deployed, and become operational.

- Coordinates with other JFO sections and ESF #1 – Transportation, ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, ESF #12 – Energy, and ESF #13 – Public Safety and Security to ensure industry Essential Service Providers, as defined by the Stafford Act, as amended, have the access, security, and fuel required to restore the communications infrastructure.
- Obtains information from ESF #1, through the NRCC ESF #2 representative, on transportation conditions and determines routes and methods to use to get mobile communications assets into the area.
- Provides damage and outage information to the National Operations Center (NOC) Watch, the NRCC ESF #2 representative, and the Communications Branch Director; provides information to other Federal agencies upon request.

Communications Branch Director /ECT-F

- Surveys the status of the communications infrastructure, determines residual capabilities, and assesses the extent of damage within the incident area.
- Coordinates with Federal and private-sector organizations, as well as other ESFs involved with incident recovery, to ascertain their communications assets, capabilities, and requirements.
- Advises the FCO or Federal Resource Coordinator on ESF #2 regional and incident area NS/EP communications requirements.
- Coordinates requests for national-level programs: Telecommunications Service Priority (TSP), Government Emergency Telecommunications System (GETS), Wireless Priority Service (WPS), SHARES, and FNARS/National Emergency Coordination Net.
- Conducts communications status evaluations using damage information obtained from other branches and sections of the JFO, the NCC, Federal agencies, and private-sector sources.
- Coordinates Federal communications support to responding Federal agencies and private-sector organizations as directed by the PFO/FCO.
- Forwards cyber-related incidents and analysis requirements to the NCC for coordination, action, and resolution with the NCS and NCSD/US-CERT.
- Provides ESF #2 representatives to support damage assessments.
- Coordinates the status of ESF #2 operations with the Infrastructure Liaison at the JFO.
- Coordinates with other sections of the JFO and ESF #1, ESF #6, ESF #12, and ESF #13 to ensure industry Essential Service Providers have the access, security, and fuel required to restore communications in the incident area.
- Coordinates the release of Federal communications resources as soon as commercial, State, tribal, and local communications can support the response mission.
- Maintains a record of all communications support provided.

RESPONSIBILITIES

Co-Primary Agency: NCS

When ESF #2 is activated, the NCS coordinates NS/EP communications support by leveraging its communications sector expertise and relationships with industry, and provides information and assistance to the JTRB as required.

Co-Primary Agency: FEMA

FEMA provides communications and IT support to JFO operations, and coordinates the restoration of Public Safety Communications systems and first-responder networks.

SUPPORT AGENCIES

Agency	Functions
Department of Agriculture / Forest Service and Department of the Interior	Provide appropriate communications resources, including: • Radio communications systems to support firefighters, law enforcement officers, and incident response operations. • Engineers, technicians, and liaison staff to assist the Communications Branch Director. • National Interagency Radio Support systems for damage reconnaissance teams and other applications. • A communications officer to accompany radio systems for user training and operator maintenance indoctrination. • Additional radio systems to support the JFO radio network.
Department of Commerce	National Telecommunications and Information Administration (NTIA) • Supports the Communications Branch Director either in an on-call capacity at NTIA headquarters or deployed as a member of the ECT-F. • Provides policy and procedural guidance concerning the control and allocation of radio frequency assignments in those parts of the electromagnetic spectrum assigned to the Federal Government. • Amends, modifies, or revokes such assignments as necessary and will develop plans and procedures for spectrum priorities, including a system for radio spectrum management. • Assists the Director of the OSTP in the implementation of these plans and procedures in non-wartime emergencies, including the resolution of any conflicts in or among such priorities. • Publishes and maintains the Emergency Readiness Plan for Use of the Radio Frequency Spectrum. • Supports the JTRB as required.
	National Oceanic and Atmospheric Administration (NOAA) / National Weather Service: Supports the Emergency Alert System and provides, in coordination with FEMA, public dissemination of critical pre-event and post-event information over the all-hazards NOAA Weather Radio system, the NOAA Weather Wire Service, and the Emergency Managers Weather Information Network.

Emergency Support Function #2 – Communications Annex

Agency	Functions
Department of Defense (DOD)	• Promptly notifies the Communications Branch Director of all communications requirements, assets available, and assets deployed to the incident area. • Provides resources and capabilities to relief operations after other Federal resources and capabilities are exhausted.
	Secretary of Defense and Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs: Provide civilian oversight and policy direction for the use of DOD assets in Defense Support of Civil Authorities.
	Joint Director of Military Support: Serves as the DOD action agent for Defense Support of Civil Authorities.
	Defense Coordinating Officers and their support Defense Coordinating Elements: Serve as the DOD interface to FEMA and the FCO at the RRCC or JFO and the single point of contact in the JFO for requesting DOD assistance.
Department of Homeland Security	Office of Infrastructure Protection: Provides situational awareness, cross-sector coordination, and prioritized recommendations regarding critical infrastructures and key resources.
	National Cyber Security Division • If required, convenes the NCRCG to provide strategic situational awareness and decision support, and coordinate response to cyber security issues. US-CERT provides technical operational support to the NCRCG and ESF #2, and gathers and disseminates cyber security information and warnings. • Coordinates with private-sector representatives of the IT community through the IT Information Sharing and Analysis Center and the IT Sector Coordinating Council, as appropriate, to exchange policy and operational information necessary to respond to and recover from incidents. • Supports the NCS and, as necessary, the JTRB when an incident results in cyber security issues. • Disseminates cyber threat warning information in conjunction with the NOC. • Coordinates cyber incident preparedness, response, and recovery activities to identify, analyze, and reduce cyber threats and vulnerabilities. • Facilitates interaction and collaboration among Federal departments and agencies, and with State, tribal, and local governments, the private sector, and international organizations related to cyber security and cyber incidents. • Supports the Department of Justice and other Federal law enforcement agencies in investigating and prosecuting cyber threats and attacks. • Fulfills additional responsibilities as directed in the Cyber Incident Annex for preparing for, responding to, and recovering from cyber incidents requiring a coordinated Federal response.
	Wireless Services: Provides spectrum management support and coordination in conjunction with the Communications Branch Spectrum Manager, FCC, NTIA, and DOD.

Emergency Support Function #2 – Communications Annex

Agency	Functions
Federal Communications Commission (FCC)	• Collects, compiles, and analyzes communications infrastructure and service outage and restoration information. • Provides trained staff members to support communications restoration teams and senior personnel for assignment as the Communications Branch Director. • Assists with the provision of communications support to Federal, State, tribal, and local governments, including public safety entities. • Assists with developing and conducting communications restoration training and exercises. • Conducts outreach to all FCC licensees to determine: (1) their needs, and (2) whether they have resources to offer that would aid the restoration effort. • Performs such functions as required by law with respect to all entities licensed or regulated by the FCC, including (but not limited to) the extension, discontinuance, or reduction of common-carrier facilities or services; the control of common-carrier rates, charges, practices, and classifications; the construction authorization, activation, deactivation, or closing of radio stations, services, and facilities; the assignment of radio frequencies to FCC licensees; the investigation of violations of pertinent law and regulation; and the initiation of appropriate enforcement actions. Also, reviews policies, plans, and procedures that are developed by entities licensed or regulated by the FCC to provide NS/EP communications services to ensure such policies, plans, and procedures are consistent with the public interest, convenience, and necessity.
General Services Administration (GSA)	Each GSA Regional Administrator ensures that an NCSRM is identified for each of the 10 standard Federal regions and the National Capital Region. The GSA Federal Acquisition Service Emergency Coordinator authorizes the NCSRM to accept direction from the Manager, NCC, or his or her designated representative during the predeployment phase of a communications emergency.
Other Federal Agencies	NCS member organizations assist the NCS in deploying agency-owned/leased or otherwise unique communications assets to support the response effort. All other Federal agencies: • Use organizational resources to meet their mission requirements before requesting Communications Branch emergency communications support. • Notify the Communications Branch Director promptly of all communications requirements and available assets, to eliminate the possibility of service duplications and ensure prompt provision of needed services and facilities to the proper user. • Coordinate with the Communications Branch Director when a representative of an organization at an incident location has requested regional communications resources or support. • Coordinate with the NCC as necessary for any required national-level communications support. • Notify the Communications Branch Director of any radio frequency devices being brought to the incident area. • Notify the Communications Branch Director when communications resources are to be withdrawn or discontinued. • Notify the Communications Branch Director when communications resources provided by ESF #2 are no longer required.

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