

Emergency Support Function #2 – Communications Annex

ESF Coordinator:

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

Primary Agencies:

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

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 communications infrastructure, coordinates communications support to response efforts, facilitates the delivery of information to emergency management decision makers, and assists in the stabilization and reestablishment of systems and applications from cyber attacks during incidents.

Scope

ESF #2 acts to meet the telecommunications and essential elements of information needs of local, state, tribal, territorial, insular area, and Federal governmental agencies; nongovernmental organizations; industry essential service providers; other private sector partners; and individuals, families, and households, including individuals with disabilities and others with access and functional needs. The following are responsibilities of ESF #2:

- Provides disaster emergency communications, which consists of the technical means and modes required to provide and maintain operable and interoperable communications in an incident area
- Supports the temporary re-establishment of the basic public safety communications infrastructure and assists in the initial restoration of the commercial telecommunications infrastructure
- Coordinates the provisioning of priority and other telecommunications services at incident support facilities, provides capabilities and services to aid response and short-term recovery operations, and ensures a smooth transition to long-term recovery efforts
- Facilitates the delivery of mission critical information to maintain situational awareness for emergency management decision makers and support elements
- Develops and maintains a communications common operating picture
- Coordinates and deconflicts incident radio frequencies

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- Supports cyber incident response as required.

The ESF #2 structure may be used in non-Stafford Act and non-disaster situations where the National Response Framework applies.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF #2 relates to other elements of the whole community. Basic concepts that apply to all members of the whole community include:

Local, State, Tribal, Territorial, and Insular Area Governments

- Gain situational awareness through reporting that occurs at each level: from local, state, tribal, territorial, insular area, and Federal governmental agencies; nongovernmental organizations; industry essential service providers; other private sector partners; and residents. Information and support requests generally flow from the incident level, through operations and coordination centers, to decision makers. At the same time, decision makers and operations and coordination centers provide accurate, actionable, and relevant information to support incident operations.
- Initiate actions to save and sustain lives, reduce human suffering, and provide additional resources and assistance to response efforts. ESF #2 accomplishes this by providing assistance to stabilize and reestablish critical infrastructure quickly and efficiently, coordinating requests for additional support, identifying and integrating resources and capabilities, and coordinating information flow.

Local authorities are responsible for obtaining required waivers and clearances related to ESF #2 support.

Private Sector/Nongovernmental Organizations

The private sector owns or operates most of the Nation's communications infrastructure and is a partner and/or lead for the rapid restoration of infrastructure-related services.

Through planning and coordination, private sector entities provide critical information for incident action planning and decision making during an incident. Private sector mutual aid and assistance networks also facilitate the sharing of resources to support response.

Federal Government

Communications management primarily 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. Issues of national security may also be handled at a higher level.

Agencies that provide communications assets in support of incident response control their own organic assets and coordinate location and use with the Disaster Emergency Communications (DEC) Group.

Specific information on Federal Government actions are described in the following section.

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CORE CAPABILITIES AND ACTIONS

ESF Role Aligned to Core Capabilities

The following table lists the Response core capability, Operational Communications, that ESF #2 supports, along with the related ESF #2 actions. Though not listed in the table, all ESFs, including ESF #2, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

Core Capability	ESF #2 – Communications
Operational Communications	<ul style="list-style-type: none"> • Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between local, state, tribal, territorial, insular area, and Federal first responders. • Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities; provide basic human needs, including the needs of individuals with disabilities and others with access and functional needs; and transition to recovery.

Agency Actions

Primary Agency	Actions
Department of Homeland Security (DHS)	<p>National Protection and Programs/Cybersecurity and Communications</p> <ul style="list-style-type: none"> • Coordinates the planning and provision of national security/emergency preparedness (NS/EP) communications for the Federal Government under all circumstances, including crisis or emergency, attack, stabilization, and reestablishment. • Coordinates the restoration of communications infrastructure and supports Federal departments and agencies in procuring and coordinating NS/EP communications services. • Coordinates with FEMA and support agencies to develop ESF #2 documentation, policies, and procedures. • Coordinates with FEMA and support agencies to train and deploy personnel to support ESF #2 operations. • Provides a consultative structure to coordinate the cybersecurity activities of participating agencies and ensures the Federal agencies have access to and receive information and intelligence needed to execute their respective cybersecurity missions.

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Primary Agency	Actions
DHS (continued)	<p>Federal Emergency Management Agency (FEMA)</p> <ul style="list-style-type: none"> • Activates Federal ESF #2 under the Stafford Act as required. • Provides short-term restoration support to local, state, tribal, territorial, and insular area government emergency communications. • Provides personnel to support ESF #2 operations. • Coordinates with the Office of Emergency Communications (OEC) and support agencies to develop appropriate documentation, policies, and procedures. • Provides communications support to local, state, tribal, territorial, and insular area first responders. • Coordinates activities to assist with the restoration of public safety communications systems and first responder networks. • Provides communications and information technology (IT) to Federal response/recovery facilities within the area of operation.

Support Agency	Actions
Department of Agriculture/Forest Service and Department of the Interior	<p>Provides communications resources, including:</p> <ul style="list-style-type: none"> • Radio communications systems to support firefighters, law enforcement officers, and incident response operations. • Engineers, technicians, and liaison staff to assist the DEC Group. • 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.
Department of Commerce	<p>National Telecommunications and Information Administration</p> <ul style="list-style-type: none"> • Manages the use of the Federal radio frequency spectrum. • Coordinates Federal radio frequency interoperability. • Coordinates Federal telecommunications assistance to local, state, tribal, territorial, and insular area governments. • Resolves radio frequency use conflicts.
Department of Defense	<ul style="list-style-type: none"> • Promptly notifies the DEC Group of all communications requirements and assets deployed to the incident area. • Provides resources and capabilities to disaster response operations upon request should other Federal resources and capabilities become overwhelmed.
Department of Homeland Security	<p>Office of Infrastructure Protection: Provides situational awareness, cross-sector coordination, and prioritized recommendations regarding critical infrastructures and key resources.</p>

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Support Agency	Actions
<p>DHS (continued)</p>	<p>National Cyber Security Division</p> <ul style="list-style-type: none"> • If required, convenes the Cyber Unified Coordination Group (UCG) to provide strategic situational awareness and decision support and coordinates response to cybersecurity issues. The United States Computer Emergency Readiness Team provides technical operational support to the Cyber UCG and ESF #2 and gathers and disseminates cybersecurity 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 OEC when an incident results in cybersecurity issues. • Disseminates cyber threat warning information in conjunction with the National Operation Center. • 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 local, state, tribal, territorial, and insular area governments; the private sector; and international organizations related to cybersecurity and cyber incidents. • Supports the Department of Justice and other Federal law enforcement agencies in investigating and prosecuting perpetrators of 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. • Oversees the implementation of the National Cyber Incident Response Plan. • Coordinates protection activities for information technology and telecommunications sectors and maintains an organization to serve as a focal point for the security of cyberspace. • Leads the national effort to protect, defend, and reduce vulnerabilities of Federal systems. • Provides a consultative structure to coordinate the cybersecurity activities of agency cybersecurity centers.

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Support Agency	Actions
Federal Communications Commission (FCC)	<ul style="list-style-type: none"> • Provides spectrum management and frequency allocation for non-Federal entities. • Collects, compiles, and analyzes communications infrastructure and service outage and restoration information. • Provides trained staff members to support communications restoration teams. • Assists with the provision of communications support to local, state, tribal, territorial, insular area, and Federal governments, including public safety entities. • Assists with developing and conducting communications restoration training and exercises. • Conducts outreach to all relevant licensees to determine: 1) their potential needs and 2) whether they have resources to offer that would aid the restoration effort. • Performs functions as required by law with respect to all entities that are 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.
General Services Administration (GSA)	<p>Ensures that an OEC Regional Manager is identified for all 11 Regions The GSA Federal Acquisition Service Emergency Coordinator authorizes the OEC Regional Manager to accept direction from the Manager, National Coordinating Center for Telecommunications (NCC), or his or her designated representative during the pre-deployment phase of incident response.</p>
Other Federal Agencies	<ul style="list-style-type: none"> • OEC member organizations assist OEC in deploying communications assets to support the response effort. • All other Federal agencies: <ul style="list-style-type: none"> – Use organizational resources to meet their mission requirements before requesting emergency communications support. – Notify the Regional Response Coordination Center (RRCC) or unified coordination staff 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 RRCC or unified coordination staff 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 RRCC or unified coordination staff of any radio frequency devices being brought to the incident area. – Notify the RRCC or unified coordination staff when communications resources are to be withdrawn or discontinued. – Notify the RRCC or unified coordination staff when communications resources provided by ESF #2 are no longer required.