



Overview of the Federal Interagency Operational Plans

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Homeland
Security

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Introduction

The National Preparedness System outlines an organized process for the whole community¹ to achieve the National Preparedness Goal. The National Preparedness System integrates efforts across the five preparedness mission areas – Prevention, Protection, Mitigation, Response, and Recovery – in order to achieve the goal of a secure and resilient Nation. One component of the National Preparedness System is a Federal Interagency Operational Plan (FIOP) for each mission area that provides a detailed description of roles and responsibilities, specifies the critical tasks, and identifies Federal resourcing requirements for delivering national preparedness core capabilities.²

The FIOPs are designed to provide state, local, tribal, territorial, and insular area planners an understanding of how the Federal Government functions in its response, so that they may develop or modify plans to bolster an integrated and whole community effort to make the collective response stronger and more effective.

This document is comprised primarily of excerpts from the FIOPs and presents a high-level introduction to each.

Federal Interagency Operational Plan Overviews

Prevention Federal Interagency Operational Plan

The scope of the Prevention FIOP is focused on Federal departments and agencies' delivery of Prevention core capabilities to prevent imminent terrorist threats and attacks, including follow-on attacks against the United States. It specifically includes terrorist attacks using chemical, biological, radiological, nuclear, or explosive (CBRNE) weapons or materials as well as cyber tools and techniques. As noted in the National Prevention Framework, Federal departments and agencies remain committed to countering radicalization and recruitment to violent extremist causes, as well as disrupting and thwarting plots in their earliest stages; however, those efforts are not included in the Prevention FIOP. This FIOP describes how the Federal Government delivers core capabilities for the Prevention mission area.

The seven Prevention core capabilities are:

- Planning
- Public Information and Warning
- Operational Coordination
- Forensics and Attribution
- Intelligence and Information Sharing

¹ The whole community includes individuals and communities, the private and nonprofit sectors, faith-based organizations, and all levels of government (local, regional/metropolitan, state, tribal, territorial, insular area, and Federal). Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships. Used interchangeably with ‘all-of-Nation.’”

² Core capabilities are defined as “distinct critical elements necessary to achieve the National Preparedness Goal.”

- Interdiction and Disruption
- Screening, Search, and Detection.

The purpose of the Prevention FIOP is to facilitate an effective Federal law enforcement, investigative, intelligence, and operational response to prevent an imminent terrorist threat and follow-on attacks. The Prevention FIOP also describes existing structures intended to integrate the collective capabilities of the Federal Government to avoid, prevent, or stop a threatened or actual act of terrorism. This includes cyber-attacks and those attacks involving weapons of mass destruction (WMD).

The other four mission areas—Protection, Mitigation, Response, and Recovery—have much broader responsibilities that involve incidents of “all hazards,” including terrorist attacks. While the whole community effort is critical to the successful resolution of threats, the Prevention FIOP is directed toward Federal agency operations. Due to the sensitive nature of many of the Prevention capabilities, sensitive assets are reflected in existing plans of Federal departments and agencies.

Protection Federal Interagency Operational Plan

Protection comprises the capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters. The Protection FIOP builds upon the National Protection Framework, which sets the strategy and doctrine for how the whole community builds, sustains, and delivers the Protection core capabilities.

The eleven Protection core capabilities are:

- Planning
- Public Information and Warning
- Operational Coordination
- Access Control and Identity Verification
- Intelligence and Information Sharing
- Interdiction and Disruption
- Screening, Search, and Detection
- Physical Protective Measures
- Risk Management for Protection Programs and Activities
- Cybersecurity
- Supply Chain Integrity and Security.

Federal departments and agencies deliver Protection core capabilities through a range of *coordinating activities*. *Coordinating activities* are the primary, but not exclusive, Federal coordinating mechanisms for building, sustaining, and delivering the Protection core capabilities and critical tasks.

The eight coordinating activities are:

- Border Security
- Critical Infrastructure Security and Resilience
- Defense Against Weapons of Mass Destruction Threats

- Health Security
- Immigration Security
- Maritime Security
- (U//FOUO) Protection of Key Leadership and Special Events
- Transportation Security.

The Protection FIOP describes the concept of operations for how existing Federal capabilities support local, state, tribal, and territorial partners, and are supported by Federal department and agency operational plans, where appropriate. The concept of operations and critical tasks contained in the Protection FIOP are scalable, flexible, and adaptable, allowing the FIOP to be used across the range of Protection *coordinating activities*. This FIOP is organized as a single base plan with annexes for the joint development of core capabilities, and the mutual support of Protection *coordinating activities*.

This FIOP also provides an overview of the way that Protection connects to other mission areas, with special attention to the Prevention mission, which shares some core capabilities and *coordinating activities* with Protection. The Prevention and Protection mission areas are closely linked because Protection actions may uncover an imminent (suspected or actual) terrorist threat during the conduct of their steady state Protection missions. When detected, such threats may require urgent action, such as reporting, detention, or arrest activities. In such cases, the information and investigation transition to the Prevention mission, but Protection activities continue concurrently.

Mitigation Federal Interagency Operational Plan

The Mitigation FIOP builds upon the National Mitigation Framework, which sets the strategy and doctrine for how the whole community builds, sustains, and delivers the Mitigation core capabilities identified in the National Preparedness Goal. The FIOP describes the concept of operations for integrating, synchronizing, and ensuring the continuity of existing national-level Federal capabilities to support local, state, tribal, territorial, insular area, and Federal plans, and it is supported by Federal department-level operational plans where appropriate.

While engaging the whole community is critical to successful integration, the Mitigation FIOP is directed toward Federal agency operations. Local governments and state, tribal, territorial, and insular area governments, nongovernmental organizations, and private sector entities can adapt and reference the comprehensive operational approach to reducing loss of life and property offered in the FIOP when conducting their own planning and implementation activities.

The scope of the FIOP is not limited to disaster-focused authorities and capabilities, but encompasses a larger scope of authorities. Within this broader scope, Federal departments and agencies directly and indirectly deliver a capability or capabilities during steady state as well as before, during, and after a disaster.

The seven Mitigation core capabilities are:

- Planning
- Public Information and Warning
- Operational Coordination
- Community Resilience
- Long-term Vulnerability Reduction

- Risk and Disaster Resilience Assessment
- Threats and Hazards Identification.

The purpose of this FIOP is to establish a joint system for supporting local, state, tribal, territorial, and insular area partners and delivering public resources in a coordinated, effective, and proficient manner. Building and sustaining a mitigation-minded culture within Federal department and agency programs can contribute to making the Nation more socially, ecologically, and economically resilient before, during, and after an incident.

This FIOP does not present a linear or phased approach to the deployment of resources in support of incidents, but describes how the core capabilities in the Mitigation mission area support delivery of core capabilities in other mission areas. Within this broader scope, Federal departments and agencies deliver a capability or capabilities during steady state as well as before, during, and after an incident. Delivery may be a direct mitigation grant to reduce a community's long-term vulnerability, for example. Application may also be indirect, as when a Federal department or agency incorporates mitigation into its projects and activities, such as locating a facility in a low-hazard area and complying with hazard resilient codes.

Response Federal Interagency Operational Plan

The Response FIOP builds upon the National Response Framework, which sets the strategy and doctrine for how the whole community builds, sustains, and delivers the Response core capabilities identified in the National Preparedness Goal. While engaging the whole community is critical to successful integration, the Response FIOP is directed toward Federal agency operations.

Specifically, the Response FIOP is an all-hazards plan that describes how the Federal Government coordinates its efforts to save lives, protect property and the environment, and meet basic human needs following an emergency or disaster.³

The 15 Response core capabilities are:

- Planning
- Public Information and Warning
- Operational Coordination
- Critical Transportation
- Environmental Response/Health and Safety
- Fatality Management Services
- Fire Management and Suppression
- Infrastructure Systems
- Mass Care Services
- Mass Search and Rescue Operations
- On-scene Security, Protection, and Law Enforcement

³ Per the Stafford Act, insular areas include American Samoa, the Federated States of Micronesia, Guam, the Marshall Islands, the Northern Mariana Islands, and the U.S. Virgin Islands. Other statutes or departments and agencies may define the term insular area differently.

- Operational Communications
- Logistics and Supply Chain Management
- Public Health, Healthcare, and Emergency Medical Services
- Situational Assessment.

The Response FIOP is built on the National Incident Management System (NIMS) and utilizes the whole community concept, which incorporates a full range of stakeholders—individuals, families, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, territorial, insular area, and Federal governments—in national preparedness activities and as full partners in incident response operations.

The Response FIOP is composed of the following main sections:

- The **base plan** describes the policies and concept of operations for how the Federal Government will support local, state, tribal, territorial, and insular area government response efforts. It also summarizes Federal responsibilities, planning assumptions, response operations, and short-term recovery operations.
- The **functional annexes** describe the overarching mission, concept of operations, tasks, and coordinating structure for each of the 15 Response core capabilities identified in the National Preparedness Goal.

The Emergency Support Functions (ESF) are the primary, but not exclusive, Federal coordinating mechanisms for building, sustaining, and delivering the Response core capabilities. Federal ESFs are not based on the capabilities of a single department or agency but represent groups of organizations that work together to deliver core capabilities and support effective response operations. Federal ESFs support not only a number of Response core capabilities but also a number of responsibilities and actions that extend beyond the scope of Response core capabilities.

Recovery Federal Interagency Operational Plan

This Recovery FIOP provides guidance to implement the National Disaster Recovery Framework (NDRF), which sets the doctrinal guidance for how the whole community builds, sustains, and delivers the Recovery core capabilities identified in the National Preparedness Goal. It describes the concept of operations for integrating and synchronizing existing national-level Federal capabilities to support local, state, tribal, territorial, insular area, and Federal plans and is supported by Federal department-level operational plans, where appropriate.

The eight Recovery core capabilities are:

- Planning
- Public Information and Warning
- Operational Coordination
- Economic Recovery
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources.

The Recovery FIOP's concepts and principles are active at all times and the FIOP includes guidance for post-disaster recovery operations across all disaster event phases, including recovery preparedness activities. The plan is scalable, providing interagency structures and processes applicable to moderate- to large-scale incidents yielding a Stafford Act Presidential declaration, as well as large and small incidents that do not receive a Stafford Act declaration.

The Recovery FIOP describes how Federal recovery field leadership—the Federal Coordinating Officer and Federal Disaster Recovery Officer—and Recovery Support Function (RSF) agencies and related entities work in coordination with nongovernmental and private sector organizations to support local, state, tribal, territorial, and insular area recovery efforts. The RSFs comprise the NDRF coordinating structure for key functional areas of recovery assistance.

Each community, state, tribe, or territory defines successful recovery outcomes differently based on its circumstances, challenges, recovery vision, and priorities. With consideration for such incident-specific and local variances, successful recovery support includes, but is not limited to:

- Coordinating efforts to integrate the resources and capabilities of the Federal government to support the implementation of local, state, tribal, and territorial recovery priorities;
- Actively pursuing operational efficiencies between Federal agencies to enable a more unified, effective, and efficient recovery effort that is responsive to survivor and community needs; and
- Conducting mission activities in a way that respects and complements the capabilities and available time commitment of community stakeholders.

Specific objective targets for each Recovery core capability and the corresponding RSF, as applicable, are described in the FIOP core capability annexes. The Recovery FIOP includes eight recovery core capability annexes that describe how Federal agencies work together to support local, state, tribal, and territorial governments by delivering core capabilities during disaster recovery.

Maintenance

The FIOPs are regularly reviewed to evaluate consistency with existing and new policies, evolving threats and hazards, and experience gained from use. Interagency partners will be engaged in the review and maintenance process for the FIOPs. The review and maintenance process may include developing incident-specific and classified annexes, which include the delivery schedule for Federally coordinated assets and resources, as appropriate. The FIOPs will be updated periodically, as required, to incorporate new executive guidance and statutory and procedural changes, as well as lessons learned from exercises and actual incidents.

Conclusion

The FIOPs describe how Federal departments and agencies will partner with local, state, tribal, territorial, insular area, nongovernmental, and private sector partners to deliver the individual mission area core capabilities within the range of their authorities, skills, and resources.

The FIOPs address the critical tasks, responsibilities, and resourcing, personnel, and sourcing requirements for the core capabilities.

While the National Planning Frameworks are intended to be used by a full range of stakeholders—individuals, families, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, territorial, insular area, and Federal governments—and the Nation as a whole, the FIOPs are directed toward Federal department and agency operations.